



THE REGIONAL MUNICIPALITY OF NIAGARA  
COMMITTEE OF THE WHOLE  
FINAL AGENDA

COTW 05-2019

Thursday, July 4, 2019

6:30 p.m.

Council Chamber

Niagara Region Headquarters, Campbell West

1815 Sir Isaac Brock Way, Thorold, ON

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	Pages
1. <u>CALL TO ORDER</u>	
2. <u>DISCLOSURES OF PECUNIARY INTEREST</u>	
3. <u>PRESENTATIONS</u>	
3.1 <u>Implementation of Niagara's GO Rail Expansion</u> Matt Robinson, Director, GO Implementation Office	2 - 14
4. <u>DELEGATIONS</u>	
5. <u>ITEMS FOR CONSIDERATION</u>	
5.1 <u>COM 32-2019</u> Long-Term Care Home Redevelopment Project Update: Preliminary Master Plans	15 - 108
Presentations will precede the consideration of this report.	
6. <u>CONSENT ITEMS FOR INFORMATION</u> None.	
7. <u>OTHER BUSINESS</u>	
8. <u>NEXT MEETING</u> The next meeting will be held on Thursday, August 1, 2019 at 6:30 p.m. in the Council Chamber, Regional Headquarters.	
9. <u>ADJOURNMENT</u>	

If you require any accommodations for a disability in order to attend or participate in meetings or events, please contact the Accessibility Advisory Coordinator at 905-980-6000 (office), 289-929-8376 (cellphone) or [accessibility@niagararegion.ca](mailto:accessibility@niagararegion.ca) (email).



# Implementation of Niagara's GO Rail Expansion

Committee of the Whole  
July 4, 2019

# Agenda Overview

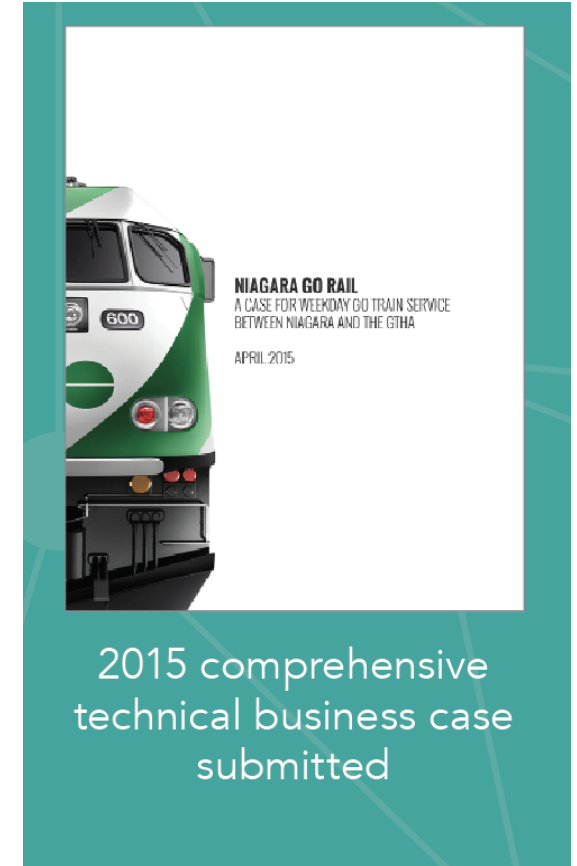
- Niagara Region Investment in GO
- Key Milestones
- Policy Framework
- Transit Oriented Development
- GO Hub & Transit Stations Study
- Station Status
- Conclusion and Next Steps



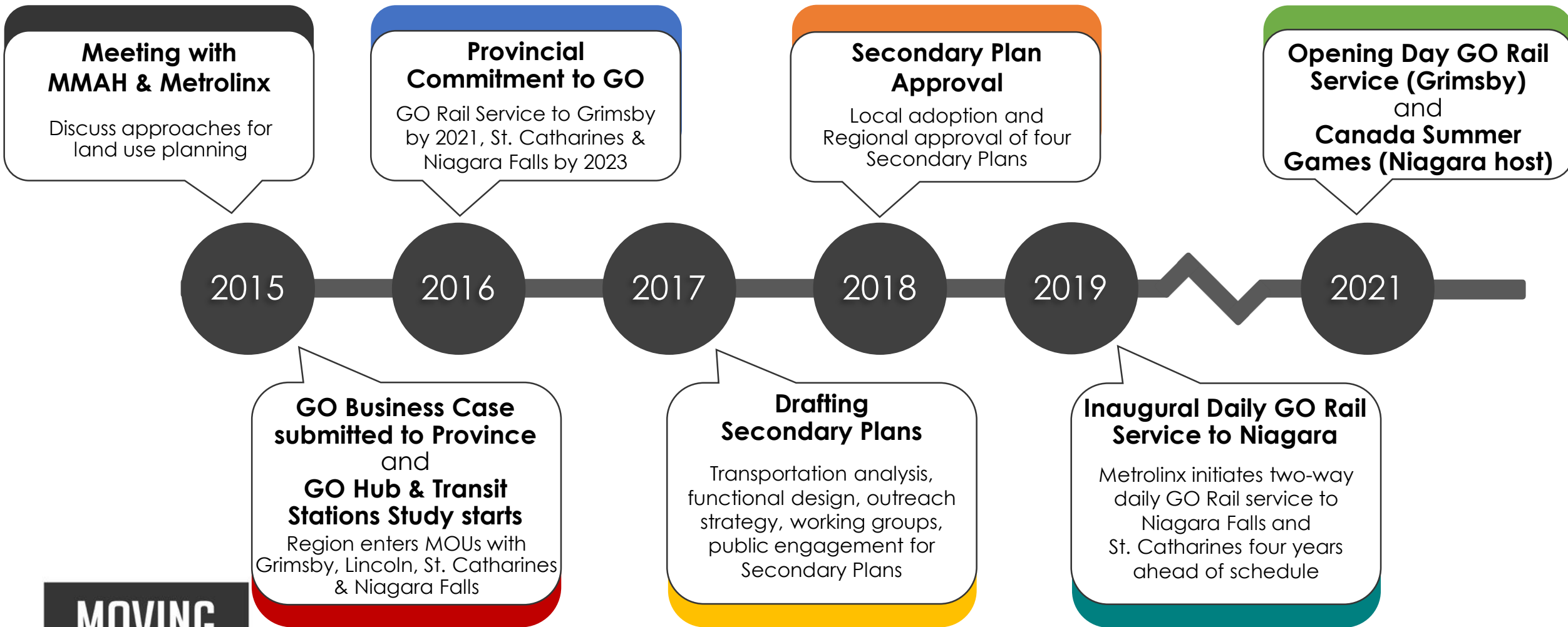


# Niagara Region Investment in GO

- 2015 Business Case: Region committed \$40M (1/3 of projected capital costs) to the expansion of GO rail to Niagara
  - \$40M already set aside (2016 - \$10M; 2017 - \$30M)
  - \$34M remains (Grimsby parcel, GIO, consulting, due diligence)
- \$40M contribution as cornerstone of Niagara project expansion
  - Regional contribution = very positive MX and provincial recognition



# Key Niagara GO Expansion Milestones



# Transit-Supportive Policy Framework

Significant investment in creating proactive policy climate for transit-supportive development:

- GO Transit Niagara Expansion EA (2011)
- Niagara Region Official Plan
- GO Hub & Transit Stations Study (2015)
- Transportation Master Plan (2017)
- Municipal Secondary Plans (2018)
- Local Transit Connections (2019)
- Station Development Strategy (2019)



*“... the development/redevelopment of rail stations to serve as major transit station areas, to support needs of communities along the corridor...”*

- Niagara Region TMP

# Mobility Hub Objectives

## SEAMLESS MOBILITY



Seamless integration of modes at the rapid transit station.



Safe and efficient movement of people with high levels of pedestrian priority.



A well-designed transit station for a high quality user experience.



Strategic parking management.

## PLACEMAKING



A vibrant, mixed-use environment with higher land use intensity.



An attractive public realm.

## SUCCESSFUL IMPLEMENTATION



A minimized ecological footprint.



Effective partnerships and incentives for increased public and private investment.



Flexible planning to accommodate growth and change.



# Transit-Oriented Development (TOD)

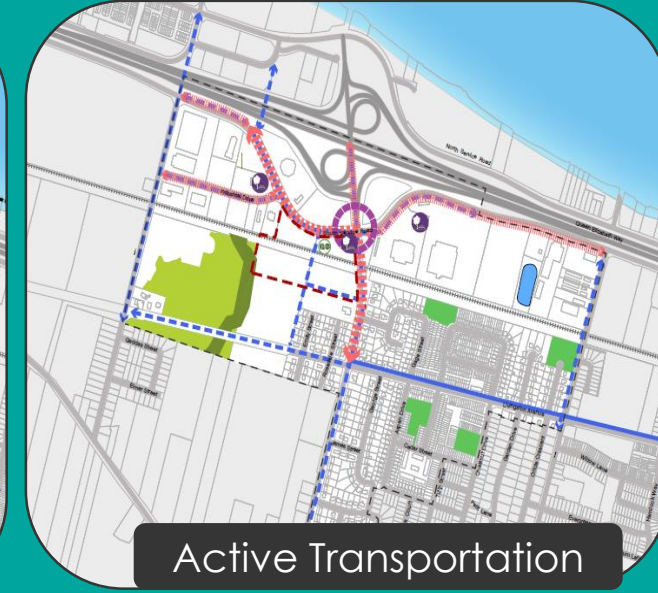
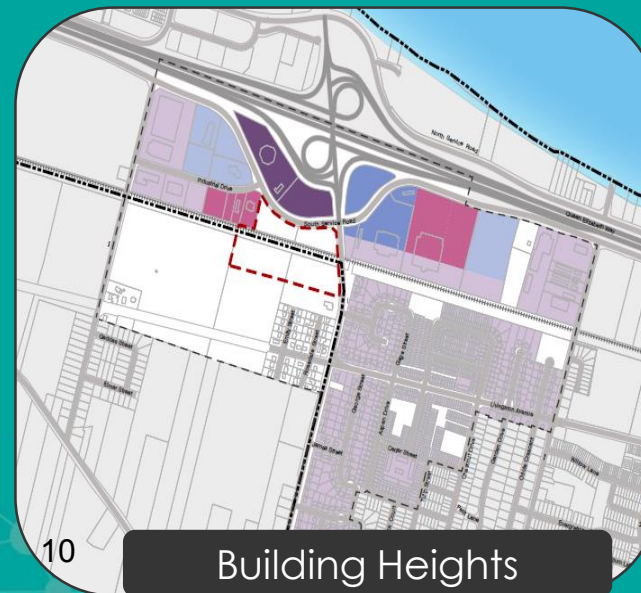
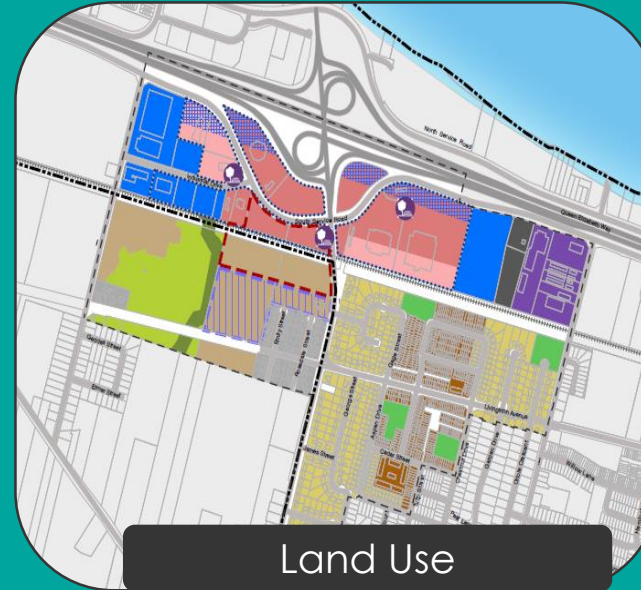
Dec. 2018 - new Provincial approach on GO station delivery (TOD)

- MX focus is operating service going forward
- Third Party 'Market-driven' (municipal, developer, P3, etc.)
- New delivery approach required for Niagara stations
- MX no longer building at Grimsby; not acquiring STC or NF stations
- MX budget containment – investments now focused on 'in-corridor capital improvements' and rail operations (service frequency)



# GO Hub & Transit Stations Study

- Proactively identified enabling capital work projects for safe and efficient access to each GO Station
- Developed GO Station design precincts around Niagara's identified GO Station sites
- Land uses that permit transit-supportive development and protect existing neighbourhoods
- Clear direction to budget for and move forward with enabling capital work projects at local and regional levels





# Niagara GO Extension: Current Status

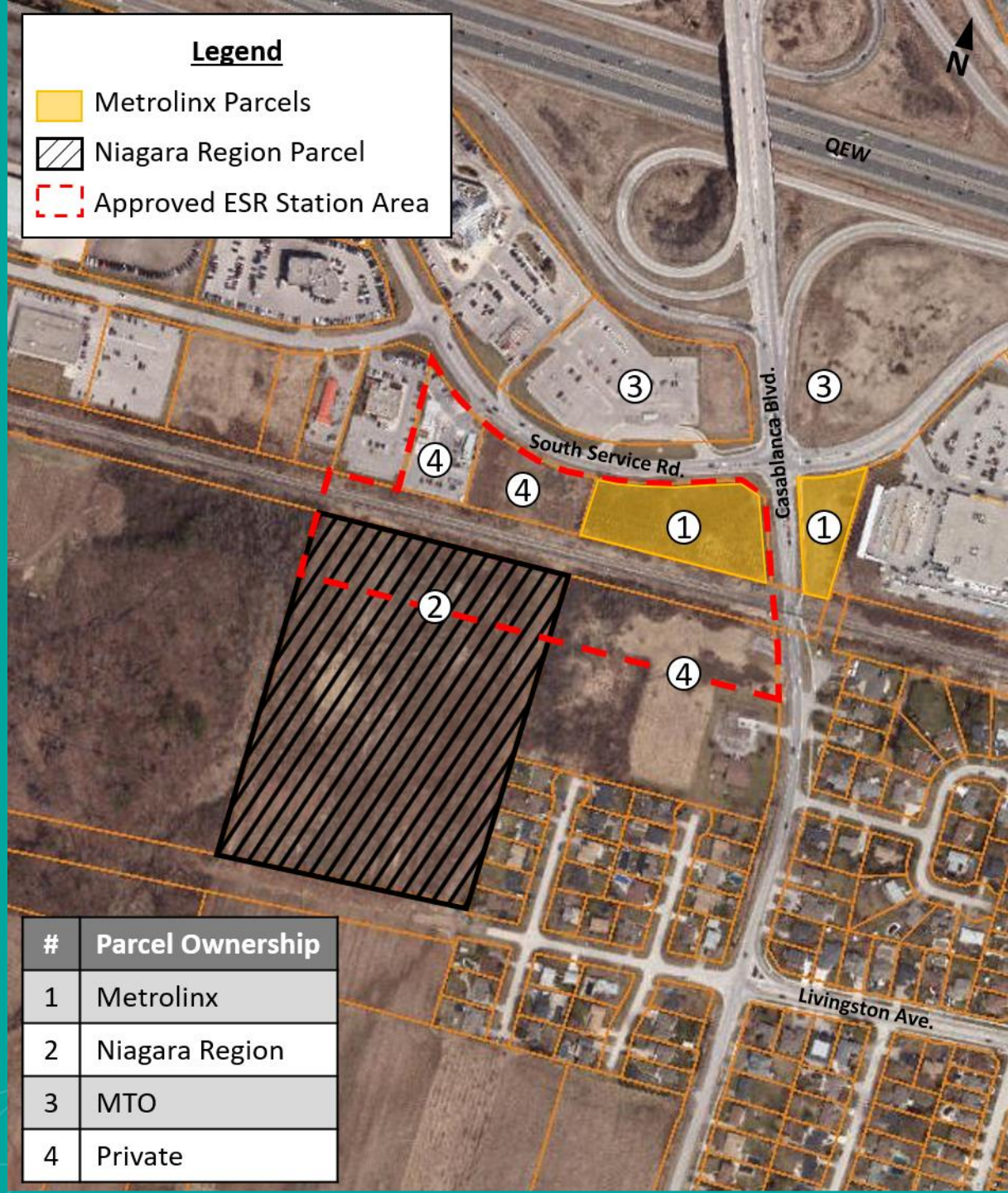
- Grimsby (announced)
  - Subject to Provincial/MX TOD policy
  - New build, greenfield site; MX lands + Regional lands
  - Region acquired 14.2 acres for this express purpose
- Niagara Falls & St. Catharines (in service)
  - Utilizing existing VIA stations
- Lincoln (TBD)
  - 2011 ESR 'future potential station'
  - Opportunity to proceed under Provincial/MX TOD policy





# Grimsby GO Station

- 2011 MX EA identified station area
  - Station area included parking, bus loop, and PPUDO facilities on all of the lands identified as station area
- Region land purchase – start of proactive implementation strategy
- Proactive, comprehensive secondary plan
- Grimsby Council confirms station area
- MX now pursuing “market-driven approach” to station construction
- Casablanca Boulevard/South Service Road reconstruction



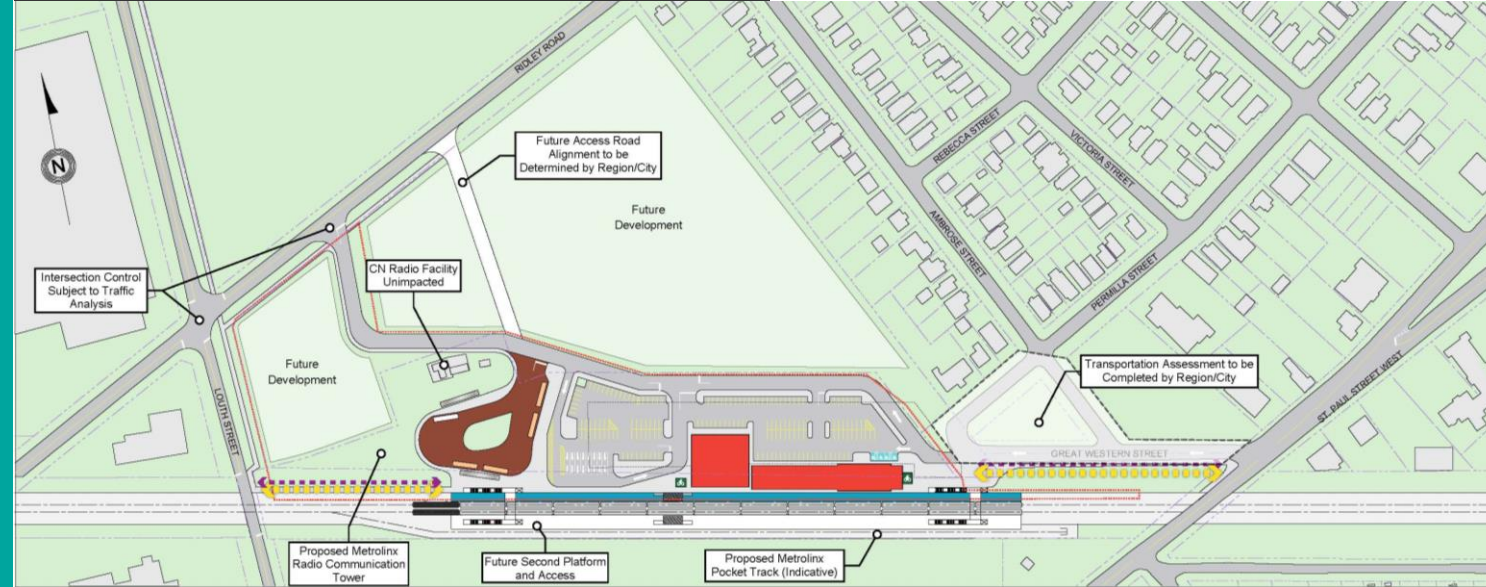
#	Parcel Ownership
1	Metrolinx
2	Niagara Region
3	MTO
4	Private



# St. Catharines GO Station

- MX detailed design in progress
- Secondary Plan has VIA station as mobility hub & core of the area
- Opportunity to leverage vacant parcels to create a hub with TOD
- Primary station access road MOU
- City's Ridley Road reconstruction
- St. Paul St. West CNR bridge reconstruction

## Metrolinx Functional Design



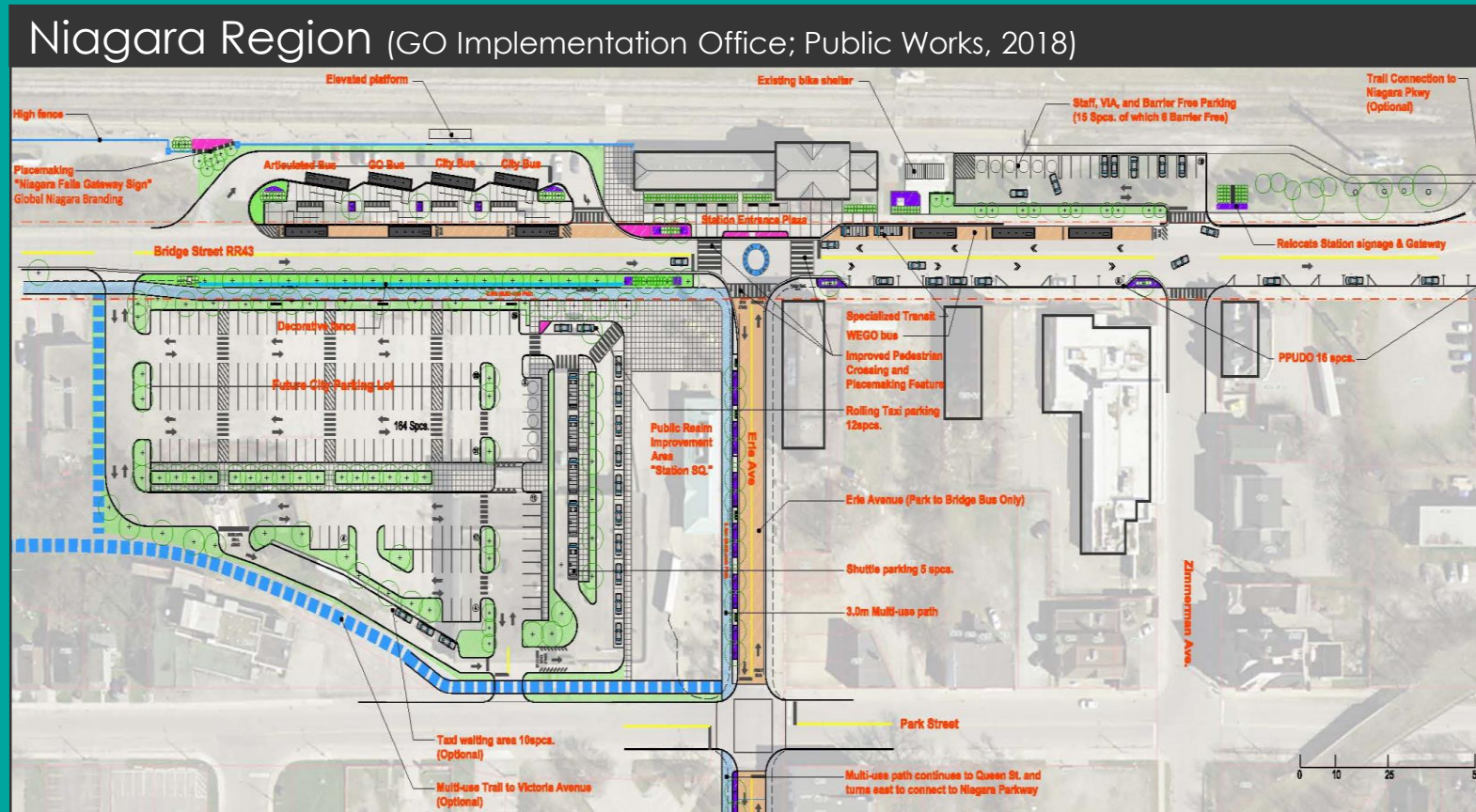
Legend		STATISTICS:	
	Heritage Station Facility		PARKING 165 CARS
	Platform		BF PARKING 4 CARS
	Bus		PPUDO 16 CARS
	Bus Shelters		
	Future Facilities		
	2011 EPR Boundary		
	Extent of Existing Parking		
	Pedestrian Circulation		
	Pedestrian Crosswalk		
	Planned / Proposed Bike Facility		
	Bicycle Shelter		
	Mini-Platform		
	Barrier Face Parking		





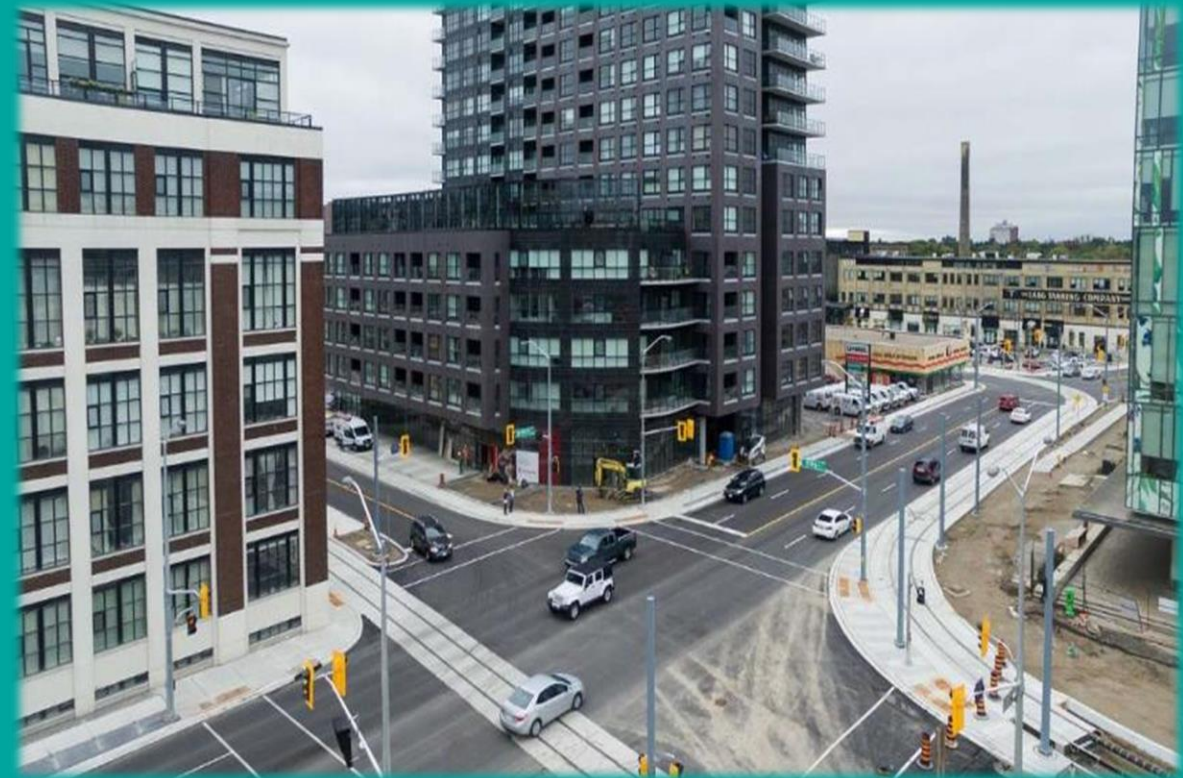
# Niagara Falls GO Station Precinct Vision

- Region & City partnered to create transformative vision for Niagara Falls GO Station precinct
- Secondary Plan has station as a mobility hub & core of the area
- Catalyst for development
- All precinct elements identified/recommended within Secondary Plan policy
- Region & City will budget for, coordinate, and implement these elements in upcoming years
- Bridge St. reconstruction



# Conclusion/Next Steps

- Municipalities across GGH are **leveraging transit investment to drive growth**
- Transit station areas serve **important function** within regional transportation system
- Current proactive policy framework presents unique opportunity to proactively invest in transportation networks and infrastructure around our GO stations to create vibrant mobility hubs and drive growth
- Niagara Region preparing strategy investment of \$40M existing contribution for Niagara station area improvements as catalyst in establishing true mobility hubs as envisioned in Secondary Plans
- Multi-site station development strategy to Corporate Services in August



*Evolving transit hub in Kitchener (GO rail and LRT station)*



# Long-Term Care Homes Redevelopment Project

## Master Planning



# Long-Term Care in Niagara

- 33 LTC Homes – 3,717 beds
- (private, not-for-profit, municipal)
- Accommodation charges set by MOHLTC
- 17 LTC Homes to be redeveloped
- 8 LTC Homes operated by Niagara Region – 957 beds
- 3 LTC Homes to be redeveloped – 408 beds

# Guiding Principles

- Redevelopment project informed by Alternative Service Delivery review and recommendations by Deloitte:
  - Proceed with design principles of a campus style development, consistent with best practice
  - Build all new homes with at least 128 beds and with 32-bed units to offset overhead, optimize efficiencies and maximize provincial per diem funding
  - Leverage potential for additional revenue through the sale or lease of development opportunities on the sites

# Role of the MOHLTC

- Provides capital funding contribution
- Final approver of where a LTC home is located and size of a home (i.e. # of beds)
- Factors the Ministry considers
  - Will the home location serve the public interest
  - Will the home size serve the public interest
  - Bed capacity within a community
  - Other facilities / services available
  - Current and future demand for LTC beds
  - Funds available for LTC homes in Ontario

# Financial Implications

## **Preliminary Budget Estimate: \$175 million**

*(includes \$15 million approved to date)*

- Data sources – cost consultant, square footage
- Collaborations - community programs and partner agencies
- Additional Beds – 13 beds at Linhaven

## **Funding Sources**

- Cost recovery from partner agencies: \$6 million
- Development charges: \$26 million
- Balance: \$143 million
  - New debt to be approved in 2020 budget: \$128 million

## **MOHLTC Contribution**

- \$66 million over 25 years to offset debt charges



# Project Delay Implications

- Capital investment in aging buildings
- MOHLTC funding is at 2014 levels and not adjusted for inflation
- MOHLTC deadlines – Linhaven December 2022, Gilmore Lodge December 2024
- Joint provincial and municipal project with inter-related deadlines
- Volume of “niche” construction – competition for trades

# Preliminary Master Plans

- SvN Presentation

# Niagara Region Long Term Care

LTC Master Plan  
Committee of the Whole Presentation

2019.07.04

## REGION'S GOALS

Early in the process the Region identified seven key goals and objectives for the project:

1. Determine **optimal location** for new LTCs within each site.
2. Develop **a vision for campuses** in both Fort Erie and St. Catharines.
3. Provide **LTC, housing and co-located services to support independent living** and delay transfer to LTC.
4. Demonstrate how lands not used for LTC can be **developed with suitable and appropriate uses.**
5. Demonstrate **land use compatibility** between the proposed development and surrounding neighbourhoods.
6. **Provide a preliminary rationale** for land uses, the siting of buildings, building density, and open space designs.
7. Demonstrate **key infrastructure** and what improvements may be required.





- Site Analysis and Identification of Opportunities and Constraints
- Review of Planning and Regulatory Context
- Technical Studies (transportation, geotechnical, servicing)
- Market Trend Analysis (by urbanMetrics)
- Stakeholder & Public Engagement
- Consultation with existing LTC staff, residents and families
- Consultations with municipal planning staff

- December 13, 2018**    **Political and Administrative Stakeholder Meeting** *w/ local and regional councilors of St. Catharines and Ft. Erie*
- December 17, 2018**    **Combined Fort Erie and St.Catharines Stakeholder Meeting** *w/ Fort Erie AB, Senior Citizen's Advisory Committee, Brock University, Niagara College, DSBN, Alzheimer's Society, Hospice Niagara, Niagara Health, Hotel Dieu Shaver Hospital, Niagara Region Health (NRH), Emergency Medical Services (EMS), Pioneer Eldercare, Niagara Home Builders' Association (NHBA), Niagara Association of Realtors, Hamilton Niagara Haldimand Brant (HNHN) Local Health Integration Network (LHIN), Community Health Services, Age Friendly Niagara, LTC Home staff / families / volunteers / residents, Greater Niagara Chamber of Commerce, City of St.Catharines Economic Development*
- December 20, 2018**    **Fort Erie Stakeholder Meeting** *w/ Meals on Wheels, Senior Citizen's Advisory Committee, Beachcombers, LTC Home staff / families / volunteers, Medical Director, Fort Erie Chamber of Commerce, Town of Fort Erie Economic Development, Fort Erie Native Friendship Centre, Lions Club of Fort Erie, Fort Erie Seniors Centre, Community Living Fort Erie.*
- January 16, 2019**    **Fort Erie Community Visioning Workshop** *w/ current Long Term Care home residents, family members, staff and volunteers, neighbours, property owners, local politicians and other community stakeholders*
- January 17, 2019**    **St.Catharines Community Visioning Workshop** *w/ current Long Term Care home residents, family members, staff and volunteers, neighbours, property owners, local politicians and other community stakeholders*
- March 29, 2019**    **Informal consultation with Town of Fort Erie Staff**
- April 1, 2019**    **Informal consultation with City of St.Catharines Staff**
- June 19, 2019**    **Formal pre-consultation meeting with City of St.Catharines Planning Staff**
- June 27, 2019**    **Formal pre-consultation meeting with Town of Fort Erie Planning Staff**





# LINHAVEN SITE

St.Catharines

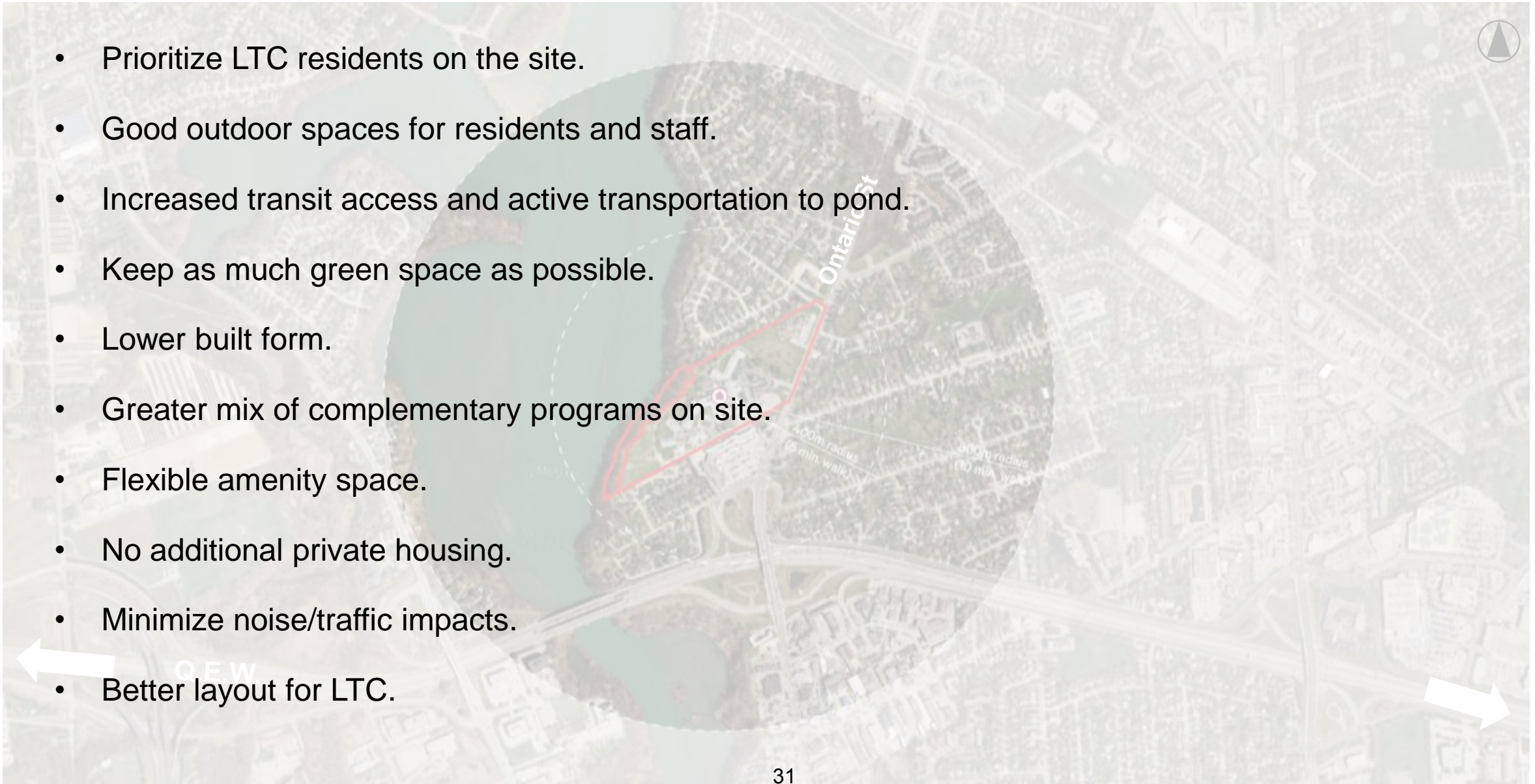


# **DEVELOPING THE LINHAVEN MASTER PLAN**

- 
- **Site's proximity to Martindale Pond** is a great advantage, but also requires careful consideration regarding development setbacks and consideration of environmentally sensitive species
  - Large site provides **opportunities for higher density development** in the interior with a transition to adjacent low-rise neighbourhoods
  - There is **sufficient Servicing and Transportation capacity** for the proposed master plans
  - Market Trends Study:
    - **high viability for residential** including higher density development;
    - **high viability for private retirement housing;**
    - **high viability for medical services;** and
    - **minimal viability for retail space**
  - Land values can **support underground parking** for private development



- Prioritize LTC residents on the site.
- Good outdoor spaces for residents and staff.
- Increased transit access and active transportation to pond.
- Keep as much green space as possible.
- Lower built form.
- Greater mix of complementary programs on site.
- Flexible amenity space.
- No additional private housing.
- Minimize noise/traffic impacts.
- Better layout for LTC.



## LONG-TERM CARE

- To accommodate 261 residents (current number = 248 residents)

## COMMUNITY PROGRAMS

- Adult Day Program / 45 clients per day
- Caregiver “Cafe”/ wellness centre / visiting clinical spaces / community programming
- Linhaven community multi-purpose room
- Ambulatory Rehabilitation Program with focus on fall prevention
- Opportunities for co-location / integration with community partners





# **LINHAVEN MASTER PLAN**

# EXISTING CONDITIONS





# DEVELOPMENT ZONES





# MASTER PLAN









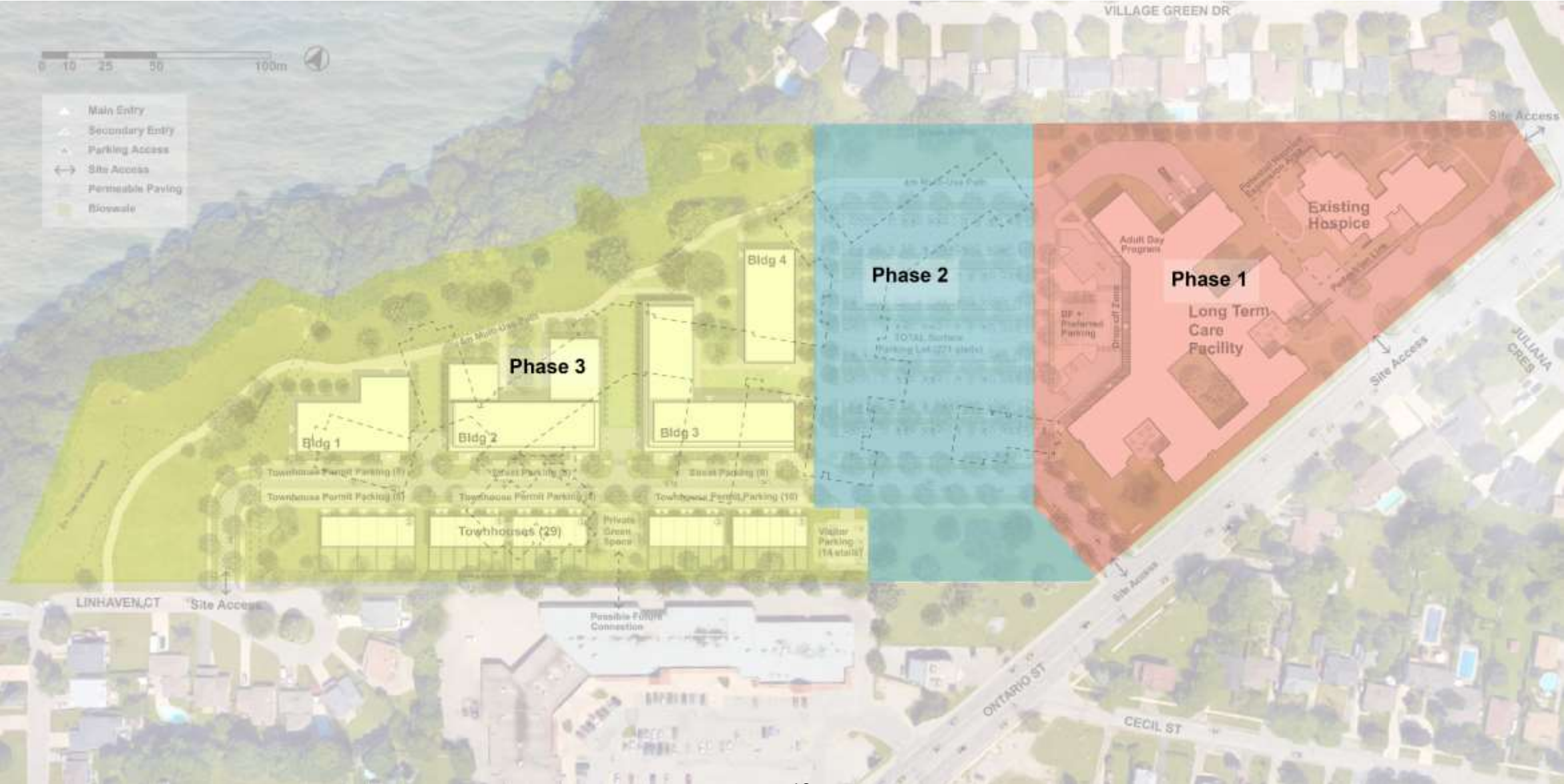
# CONCEPTUAL RENDERING 1











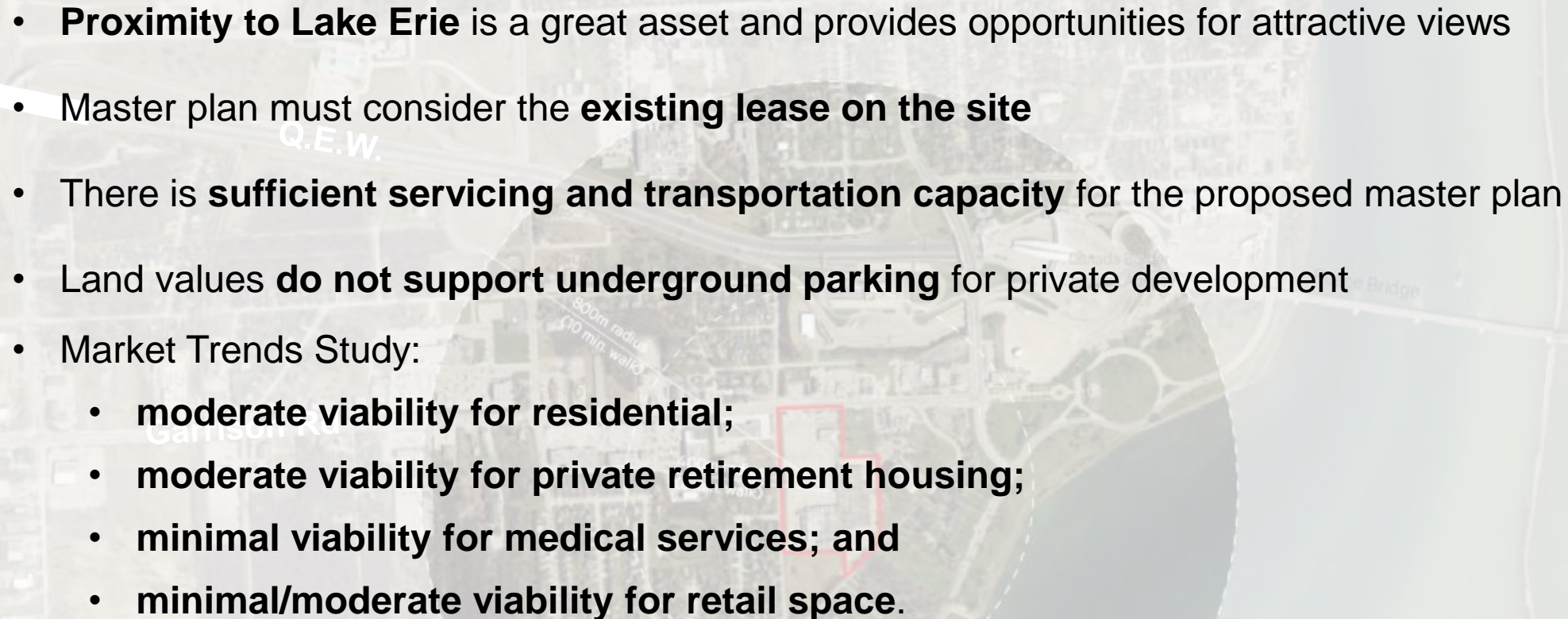


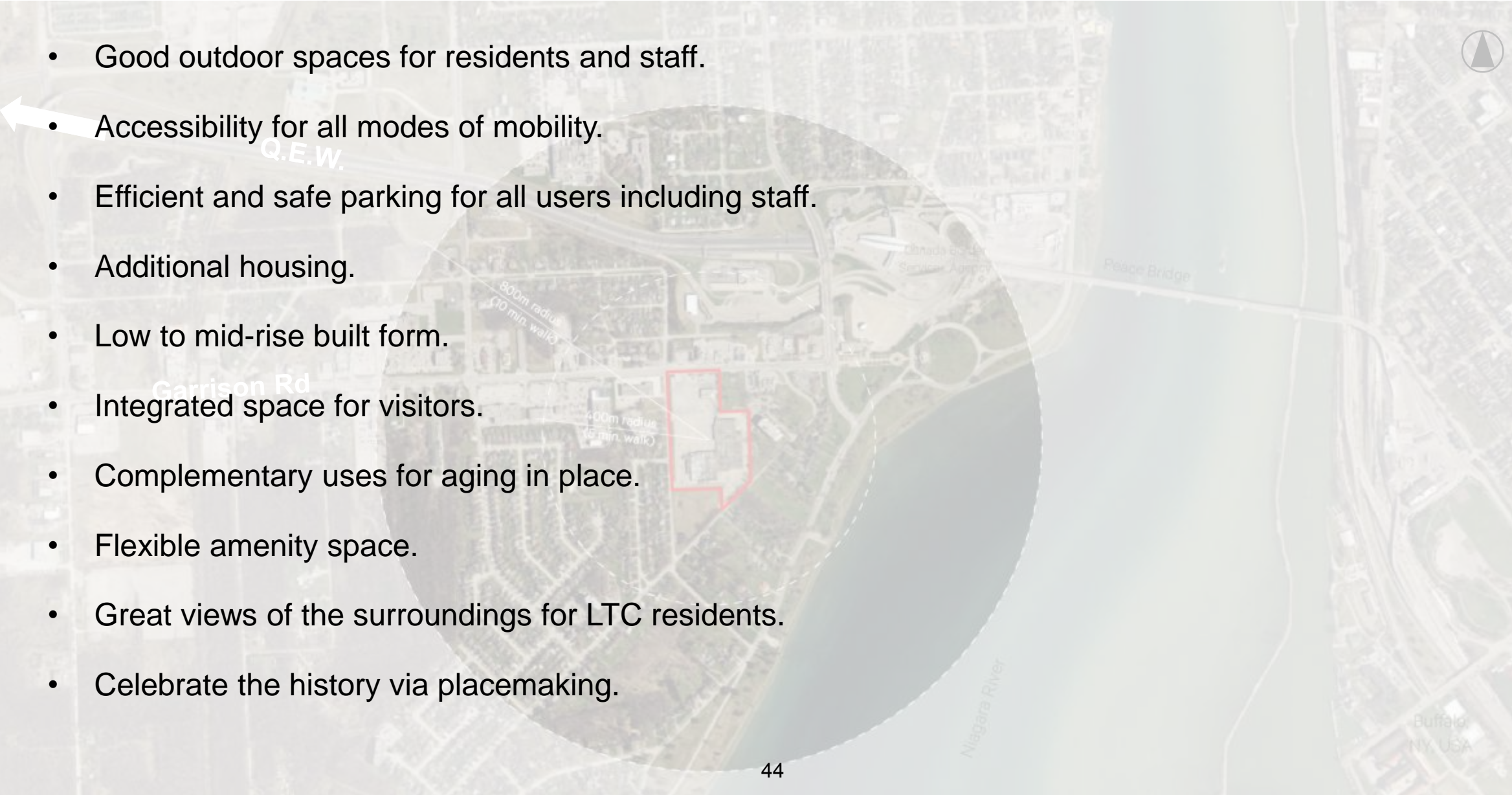
# **GILMORE LODGE SITE**

**Fort Erie**



# **DEVELOPING THE GILMORE LODGE MASTER PLAN**

- 
- **Proximity to Lake Erie** is a great asset and provides opportunities for attractive views
  - Master plan must consider the **existing lease on the site**
  - There is **sufficient servicing and transportation capacity** for the proposed master plan
  - Land values **do not support underground parking** for private development
  - Market Trends Study:
    - **moderate viability for residential;**
    - **moderate viability for private retirement housing;**
    - **minimal viability for medical services; and**
    - **minimal/moderate viability for retail space.**

- 
- Good outdoor spaces for residents and staff.
  - Accessibility for all modes of mobility.
  - Efficient and safe parking for all users including staff.
  - Additional housing.
  - Low to mid-rise built form.
  - Integrated space for visitors.
  - Complementary uses for aging in place.
  - Flexible amenity space.
  - Great views of the surroundings for LTC residents.
  - Celebrate the history via placemaking.



## LONG-TERM CARE

- To accommodate 160 residents

## COMMUNITY PROGRAMS

- Adult Day Program / 20 clients per day
- Caregiver 'Cafe' / wellness centre / visiting clinical spaces / community programming
- Geographically designated physio clinic (to be confirmed)
- Opportunities for co-location / integration with community partners
- Potential for Hospice Niagara 10-bed residential program with education, clinical, shared care team and mobile hospice program to serve southern Niagara Region



# **GILMORE LODGE MASTER PLAN**

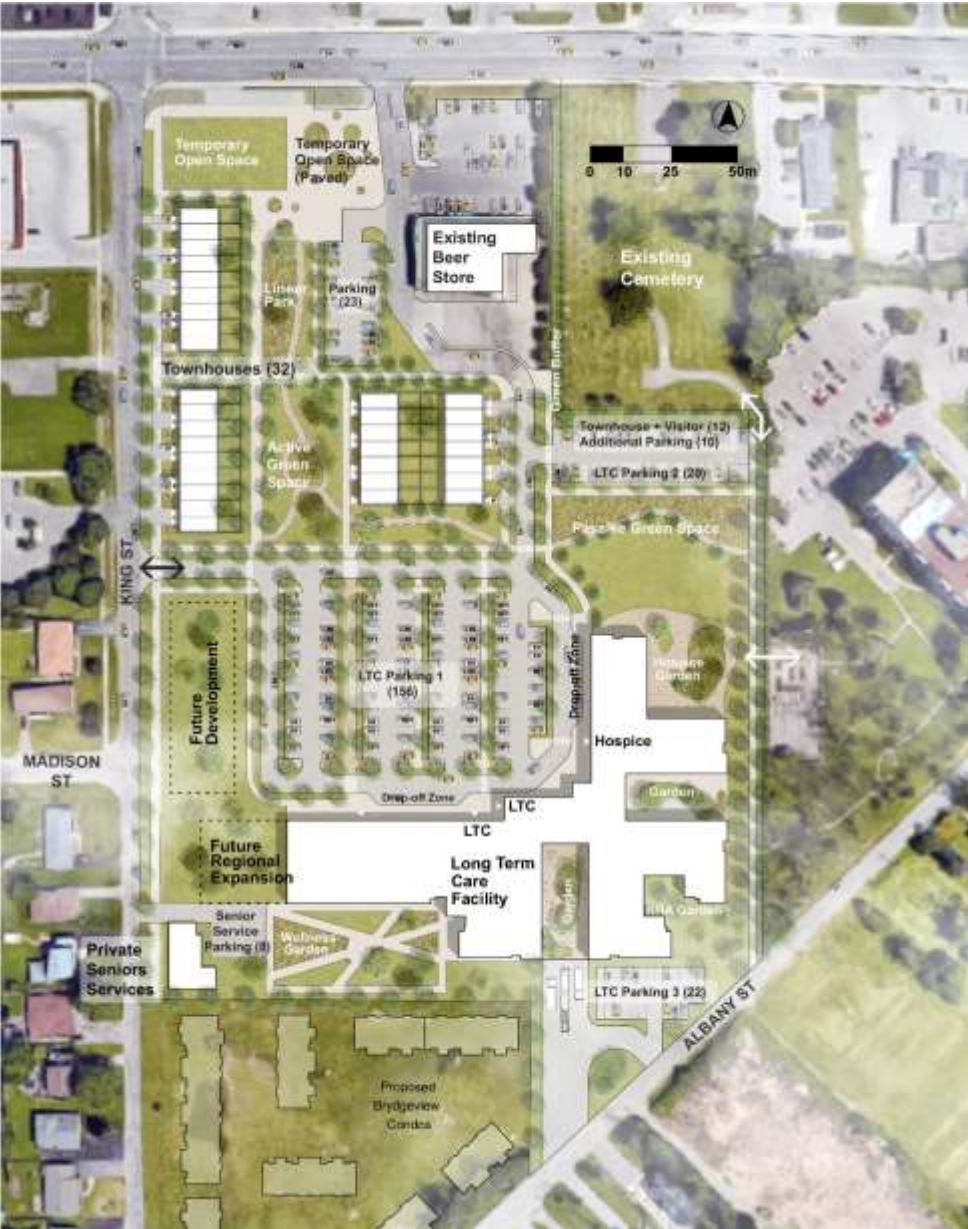
# EXISTING CONDITION





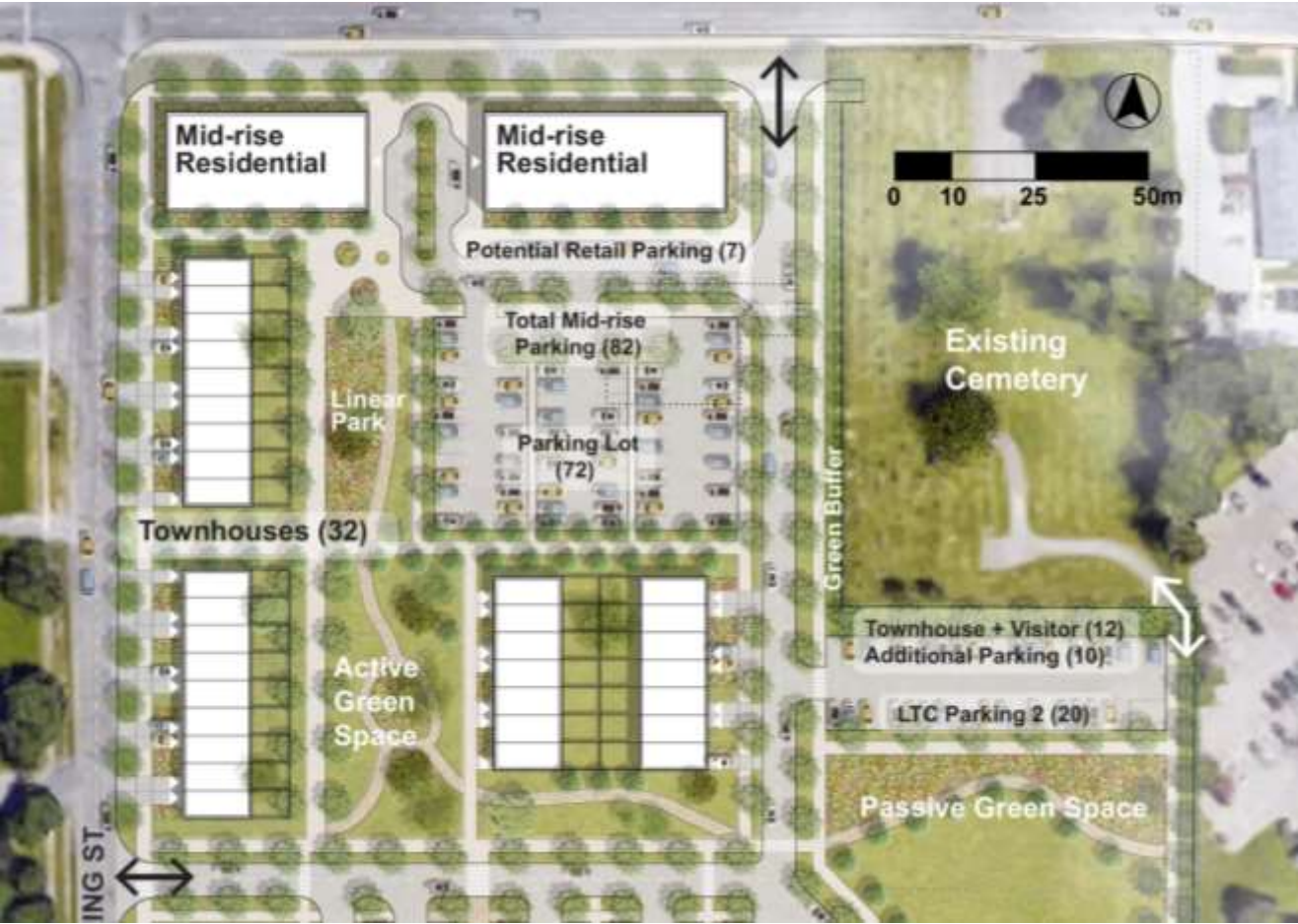


# INTERIM CONDITION





# MASTER PLAN

















# **NEXT STEPS**



1. Start detailed design and initiate approvals for LTC.
2. Use the master plans to attract development partners and communicate vision.
3. Use the master plans as a basis to amend site zoning by-laws and to reduce delay for development partners.
4. Ensure future zoning provides maximum flexibility while maintaining the overall master plan objectives.
5. Leverage LTC investments to make sites attractive for development partners.
6. Initiate conversations to explore opportunities for complementary housing on non-LTC lands.

**Thank you.**



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**Subject:** Long-Term Care Home Redevelopment Project Update: Preliminary Master Plans

**Report to:** Committee of the Whole

**Report date:** Thursday, July 4, 2019

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## Recommendations

1. That this report **BE RECEIVED** for information and
2. That the long-term care redevelopment project **BE REFERRED** for consideration as part of the 2020 budget process.

## Key Facts

- Three long-term care (LTC) homes operated by Niagara Region must be redeveloped<sup>1</sup> to meet Ministry of Health and Long-Term Care (MOHLTC) structural compliance standards and building code standards<sup>2</sup>.
- Significant work and direction has occurred to date and this report seeks to share with Council the results of preliminary planning efforts and the status of the long-term care home redevelopment project.
- The completed preliminary master plan sets a vision for the future use and campus design and provides clear direction for the siting of the long-term care home.
- The long-term care homes operated by the Region are three of 17 long-term care homes in Niagara identified by the Ministry of Health and Long-Term Care in 2014 as needing to be redeveloped.
- The approach to the Niagara Region redevelopment project was informed by an Alternative Service Delivery review and recommendations by Deloitte.
- The redevelopment process, applications, reporting and building requirements are largely directed by the province.

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<sup>1</sup> The Enhanced Long-Term Care Home Renewal Strategy (announced in October 2014) supports redevelopment of more than 30,000 existing LTC beds in over 300 LTC homes to current design standards by 2025. Homes structurally classified as “B” beds (beds that substantially exceed structural standards of the 1972 Nursing Homes Act Regulation) and “C” beds (beds that meet structural standards of the 1972 Nursing Homes Act Regulation) are part of the LTC Home Renewal Strategy. Redevelopment is the process of renovating or re-building existing LTC homes to meet “new” bed structural classification (beds that comply with the 2015 Long-Term Care Home Design Manual).

<sup>2</sup> LTC Redevelopment Projects incorporating only existing beds must be completed by December 31, 2024. LTC Redevelopment Projects incorporating existing and new beds must be completed by December 31, 2022.

## Financial Considerations

The total capital budget for the project is estimated at approximately \$175 million, \$15.63 million of which has been initiated as part of the 2016 capital budget. The project will be financed through development charges and the issuance of debentures through capital markets. Upon construction completion, the annual construction subsidy received from the MOHLTC will be used to offset future associated debt charges. The total project budget will be refined based on further verification of site plans and home size and submitted for approval as part of the 2020 capital budget. The current capital budget estimate for the project is preliminary and is based on available information at this time. As the project team works through program development and there is more certainty around the hub components of the build, including what partner agencies will be involved and their respective space requirements, a more refined budget estimate will be developed.

Some programmatic elements that have been included in the proposed project scope, and have increased the budget estimate, include the provision for a 10 bed Hospice unit at the Gilmore Lodge site, the addition of 13 new Long Term Care beds at Linhaven and larger community/wellness areas at both homes to accommodate community programs and partner agencies.

The above estimate does not include any costs for servicing or constructing the other proposed private developments being contemplated on the campus. There is potential for additional revenue to the Region through the sale or lease of development opportunities on the two campuses.

The MOHLTC will offset a part of this capital investment through a construction funding subsidy that is paid on a per bed per diem for twenty-five years, and will commence upon admission of the first LTC home resident. This amount is currently estimated to be between \$18.03 and \$18.78 per bed per day based on the most recent financing policy announcements. The total anticipated funding from the MOHLTC is expected to be \$66,575,450 over twenty-five years for both sites.

During the 2019 budget process, the total capital cost was estimated at \$130M with the net debt servicing costs resulting in a levy impact of approx. \$3.6M (1% on the levy), the revised ask of \$175M will result in a levy impact of approx. \$5.9M (1.62% on the levy). This ask will be coming forward as part of the 2020 budget. Two options for funding are a tax levy increase as per the table 1 below or deferral of other capital asks.

Budget pressures have been outlined by staff in the following table as presented to Budget Review Committee but updated for the above revised estimate, to illustrate the potential levy impact estimated for the 2020 budget. Any items being referred to the 2020 budget process should be considered along with the following items:

Table 1

	Levy Amount	Levy Impact %
Suicide Prevention Initiative PHD 8-2019	200,000	0.05%
Niagara Airports CAO 04-2019	2,240,000	0.61%
Waterfront Investment Program – Base funding	1,000,000	0.27%
Smarter Niagara Incentive Program – Base funding	600,000	0.16%
Brock LINC request for funding	1,500,000	0.41%
Niagara Regional Transit - phase in cost	6,213,050	1.70%
NRPS 2019 position hiring deferral	705,996	0.19%
Long-Term Care Home Redevelopment capital funding	5,899,355	1.62%
EMS Central Hub capital funding	390,064	0.11%
<b>Total new initiatives</b>	<b>18,748,465</b>	<b>5.12%</b>

## Analysis

In the winter of 2018, the Regional Municipality of Niagara (Niagara Region) retained MMMC Architects and SvN Planners to provide planning and architectural direction for the redevelopment of two long-term care homes in St. Catharines and Fort Erie. In support of the project, the Region has identified two properties for redevelopment: 403 Ontario Street, the site of the existing Linhaven long-term care home in St. Catharines, and 200 Garrison Road, the former site of the County Fair Mill in Fort Erie which will be the future location of Gilmore Lodge.

In addition to the redevelopment of the homes themselves, Niagara Region is thinking holistically about how these services and care providers may better be integrated with the surrounding communities and how site redevelopment can contribute to complete communities and opportunities for residents to age in place.

The aim of the master planning exercise is to determine what types of complementary services and supports will benefit the long-term care home residents, staff, families and the broader community, as well as identify appropriate forms of development and open spaces which will occupy portions of the sites not occupied by the long-term care homes.

Consultation with stakeholders and members of the community was instrumental in developing a more intimate understanding of the needs and operational requirements of long-term care homes, as well as the types of services, which will help to support the community on the whole. What emerged is an aspirational vision for both sites that will provide long-term care homes set within new, complete communities.



In support of work on this project to date Niagara Region Council previously approved the following:

1. Proceeding with the design principles of a campus or hub style development for LTC home redevelopment, consistent with best practice.
2. Approved site selection criteria, which included criteria for economic development.
3. Approved the three geographic zone approach which focused the siting of LTC facilities on drive times to population and current and future needs expressed through the ratio of beds to population over the age of 75.
4. Directed staff to consider the consolidation of LTC homes to ensure maximization of provincial funding, further supported through an Alternative Services Delivery review.
5. Approved the purchase of the property located at 200 Garrison Road in Fort Erie.
6. Directed staff to develop business case(s) for redevelopment of the LTC beds.
7. Directed staff to submit an application for redevelopment to the MOHLTC with a preferred facility size between 128 to 160 beds at 200 Garrison Road, Fort Erie and a preferred facility size with a range of 160 to 280 beds at 403 Ontario Street, St. Catharines, (further to the consolidation of beds required for redevelopment).
8. Authorized staff to submit an application to the MOHLTC for additional beds at the two proposed sites if required to ensure Resident Home Areas are the optimal size of 32 bed units (to offset overhead, optimize efficiencies and maximize provincial per diem funding).
9. Approved staff to undertake preliminary master development site plan activities for 403 Ontario Street, St. Catharines and 200 Garrison Road, Fort Erie.
10. Directed staff to continue to explore optimal redevelopment opportunities to support a strategic long-range redevelopment plan for all long-term care homes and seniors services in Niagara Region. This direction included continuing to look for additional redevelopment campus sites, engaging with potential community partners and developers to support delivering high quality seniors services in Niagara.
11. Directed staff to report back regarding:
  - The results of the applications to the MOHLTC.
  - The completion of the preliminary design of the LTC facilities.
  - Final determination of bed allocation for the proposed redevelopment.
  - The development of preliminary master plans for the sites.

## **Key Factors in Determining the Locations and Bed Allocation of the new LTC homes**

The approach to the Niagara Region redevelopment project was informed by an Alternate Services Delivery review and recommendations by Deloitte, the consultant retained for this review. A key recommendation was that future homes should be built on a campus style development, with at least 128 beds and in 32 bed unit increments to maximize the value of MOHLTC operating funding. Niagara Region has submitted redevelopment applications to the MOHTLC in line with these recommendations

The MOHLTC makes the final determination on all decisions regarding LTC home location and LTC home bed numbers. The MOHLTC considers a number of factors in determining if a transfer, increase or consolidation of beds would serve the public interest. A key component of this decision is the needs test through which the MOHLTC Minister determines whether a LTC home should be in an area as well as the appropriate number of beds within the LTC home. In making the decision, the Minister considers LTC bed capacity that exists, other facilities or services that are available, the current and predictable continuing demand for LTC beds, funds available for LTC homes in Ontario and other considerations.

In Niagara the MOHLTC needs test is influenced by the redevelopment plans of other LTC operators. There are 33 LTC homes across Niagara. Seventeen of these homes (including three Niagara Region operated homes) must be redeveloped. Most operators have not shared their redevelopment plans at this time. Given this level of uncertainty, the LTC redevelopment landscape in Niagara is very fluid and as such the Region's planning has been flexible to accommodate known market changes<sup>3</sup>.

Niagara-on-the-Lake is anticipating an influx of up to 120 beds and Fort Erie is anticipating an exit of 68 beds. Both these movements have informed the redevelopment application to the province, in terms of location and the recommended number of beds per site.

### **Gilmore Lodge Application – 160 beds**

With the announced 120 additional beds in Niagara-on-the-Lake, and the commitment to build new homes with at least 128 beds, staff are recommending a consolidation of beds from Niagara Region's Upper Canada Lodge home (80 beds) and Gilmore Lodge (80 beds) to build a 160 bed home in Fort Erie. This will mitigate the anticipated loss of beds in Fort Erie from the announced exit of another operator.

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<sup>3</sup> On July 13, 2016 the Ministry of Health and Long-Term Care hosted a news release at Pleasant Manor (operated by the Ontario Conference of Mennonite Brethren Churches) in Niagara-on-the-Lake to announce that the LTC facility was approved for redevelopment. The home currently has 41 beds and has been approved to redevelop up to 160 beds.

Conmed Health Care Group has applied to the MOHLTC to consolidate a number of their properties including Crescent Park Lodge, the 68 bed site in Fort Erie. The intent is to move the 68 beds to the site currently occupied by Oakwood Park Lodge in Niagara Falls (off McLeod Road, near the QEW).

### **Linhaven Application – 261 beds<sup>4</sup>**

A key recommendation influencing the application for Linhaven was that future LTC homes should be built in 32 bed unit increments. In support of this recommendation Council directed staff to apply for additional beds for the Linhaven project to achieve 32 bed units. The application was approved. The MOHLTC has awarded Niagara Region 13 additional LTC beds and has progressed Linhaven into Phase II of the redevelopment process to develop a 261 bed LTC home. With the addition of the 13 new beds the project must be completed and ready for occupancy on or before December 31, 2022.

### **Proposed Master Plan**

Through a holistic master plan and site design exercise, the consultant team has developed two proposed master plans to support Niagara Region's vision of a long-term care home and campus in Fort Erie and St. Catharines (Appendix A, *Region of Niagara Long-Term Care Master Plans*). Each campus will provide outreach, wellness and long-term care services for an aging population, attract new investment and provide housing for families and long-time community members alike.

Master plan development for the two sites has followed the process below:

1. Site analysis and identification of opportunities and constraints.
2. Review of the planning and regulatory context.
3. Coordination of technical studies - transportation, geotechnical, servicing.
4. Completion of a market trend analysis.
5. Facilitating stakeholder and public engagement.
6. Consultation with existing LTC staff, residents and families.
7. Consultations with municipal planning staff.

### **Key Outcomes of Analysis**

#### **Gilmore Lodge Site**

- Proximity to Lake Erie is a great asset and provides opportunities for attractive views.
- Master plans must consider the existing leases on the site.

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<sup>4</sup> The 261 beds includes seven 32 bed units and two specialty programs (Convalescent Care Program-20 beds; Behavioural Support Unit-17 beds).



- There is sufficient servicing and transportation capacity for the proposed master plans.
- Land values do not support underground parking for private development.
- Market trends study:
  - Moderate viability for residential
  - Moderate viability for private retirement housing
  - Minimal / moderate viability for private retirement housing and
  - Minimal / moderate viability for medical services.
- Public Feedback:
  - Good outdoor spaces for residents and staff
  - Accessibility for all modes of mobility
  - Efficient and safe parking for all users including staff
  - Additional housing
  - Low to mid-rise built form
  - Integrated space for visitors
  - Complementary uses for aging in place
  - Flexible amenity space
  - Great views of the surroundings for LTC residents and
  - Celebrate the history via place making.

#### Linhaven Site

- The site's proximity to Martindale Pond is a great advantage but also requires careful consideration regarding development setback and consideration of environmental impacts.
- The large site provides opportunities for higher density development in the interior with a transition to adjacent low-rise neighbourhoods.
- There is sufficient servicing and transportation capacity for the proposed master plans.
- Market trends study:
  - High viability for residential including higher density development
  - Higher viability for private retirement housing
  - High viability for medical services and
  - Minimal viability for retail space.
- Land values can support underground parking for private development.
- Public Feedback:
  - Prioritize LTC residents on the site
  - Good outdoor spaces for residents and staff
  - Increased transit access and active transportation to pond
  - Minimize noise / traffic impact
  - Better layout for LTC
  - Keep as much green space as possible
  - More mix of complimentary programs on site and
  - Flexible amenity space.

### **Next Steps in the Redevelopment Project**

1. Complete preliminary drawings for the Linhaven and Gilmore Lodge LTC homes.
2. Use the master plans as a basis to amend site zoning by-laws and to reduce delay for development partners. Ensure future zoning provides maximum flexibility while maintaining the overall master plan objectives.
3. Use the master plans to attract development partners and communicate vision.
4. Leverage LTC investments to make sites attractive for development partners.
5. Initiate conversations to explore opportunities for complementary housing on non-LTC lands.

### **Alternatives Reviewed**

Not applicable.

### **Relationship to Council Strategic Priorities**

Not applicable.

### **Other Pertinent Reports**

- RRIT 17-2013 LTC Homes Review – Efficiency Study Recommendations
- RRIT 03-2013 Long-Term Care Redevelopment - Update
- RRIT 05-2014 Long-Term Care Redevelopment - Next Steps
- CAO 05-2015 Update on Alternative Service Delivery Reviews
- CAO 04-2016 Long-Term Care Home Redevelopment
- CAO 10-2016 Long-Term Care Home ASD Report
- CSD 9-2017 A Matter of Property Acquisition for LTCH Redevelopment
- CSD 50-2017 Initiation of Capital Funds – LTCH Redevelopment
- CLC 21-2018 Financing Plan for Niagara Region LTCH Redevelopment
- CSD 15-2018 Long-Term Care Home Redevelopment

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Appendix A

Region of Niagara Long-Term Care Master Plans



Niagara Region

# **LONG-TERM CARE** MASTER PLANS

June 26, 2019





View east over Martindale Pond



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# PART ONE: BACKGROUND

View of New Gilmore Lodge Long-Term Care Home Site



# 1.0 PROJECT INTRODUCTION

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In the winter of 2018, Niagara Region (“the Region”) retained MMMC Architects and SvN Architects + Planners to provide planning and architectural direction for the redevelopment of two Long-Term Care Homes in the municipalities of St. Catharines and Fort Erie. The Region has secured funding to redevelop two Region-run Long-term Care homes and has identified two properties for redevelopment: 403 Ontario Street, the site of the existing Linhaven Long-Term Care Home in St. Catharines, and 200 Garrison Road, the former site of the County Fair Mall in Fort Erie which will be the future location of the Gilmore Lodge Long-Term Care Home. In addition to the redevelopment of the homes themselves, the Region is thinking holistically about how these services and care providers may better be integrated with the surrounding neighbourhoods and how site redevelopment can contribute to the provision of complete communities and opportunities for residents to age in place. The aim of the master planning exercise is to determine what types of complementary services and supports will benefit the Long-Term Care Home residents, staff, families, and the broader community, as well as to identify appropriate form of development and open spaces which will occupy the portions of the site not occupied by the Long-Term Care Homes.

Consultation with stakeholders and members of the community were instrumental in developing a more intimate understanding of the needs and operational requirements of Long-Term Care Homes, as well as the types of services which will help to support the community on the whole. What emerged is an aspirational vision for both sites that will provide Long-Term Care Home facilities set within new, complete communities.

## 1.2 Goals and Objectives

The Region of Niagara is projected to experience a steady increase in the proportion of seniors and older adults in the future. Furthermore, the existing population is older and growing at a significantly slower pace when compared with the rest of the province.

At 11.5 and 15 hectares in Fort Erie and St. Catharines respectively, the sites identified for redevelopment are larger than is needed for the Long-Term Care Homes themselves. This was a deliberate choice by Niagara Region, part of a strategy with dual objectives; on the one hand, to enable the redevelopment of the Linhaven and Gilmore Lodge Long-Term Care Homes as new continuum-of-care campuses, and on the other, as an opportunity to recoup a portion of the up-front capital costs through development partnerships with the private sector.

Regional governments are looking for innovative strategies to pursue cost effective improvements to Long-Term Care Homes. By establishing a master planned framework for community resources the Region is looking to maximize the value of capital investments, to support existing and future populations, and to incentivise private sector investment and economic development in the region.

The master plans contained in this document will serve as a vision for future development and provide the basis for a Zoning By-law Amendment to accelerate future development by the private sector. The funding derived from sale of “up-zoned” lands will be re-directed back to capital reserves and contribute towards ongoing Long-Term Care Home operating costs, service provision and the redevelopment of the next round of Long-Term Care Homes and community resources.

### A. REGION’S GOALS

Early in the process, the Region identified seven key goals and objectives for the project:

- Determine the **optimal location** for new Long-Term Care Homes within each site;
- Develop a **vision for campuses** in both Fort Erie and St. Catharines;
- Provide **Long-Term Care, housing and co-located services** to support independent living and delay transfer to Long-Term Care;
- Demonstrate how lands not used for Long-Term Care can be **developed with suitable and appropriate uses**;
- Demonstrate **land use compatibility** between the proposed development and surrounding neighbourhoods;
- **Provide a preliminary rationale** for land uses, siting of buildings, building density, and open space design; and
- Demonstrate **key infrastructure** and what improvements may be required.



## 1.3 Project Team

The Region has retained MMMC Architects as the project lead to provide full architectural services for the new Long-Term Care Homes. SvN Architects+Planners have been retained to provide urban design and planning support. Other technical consultants contributing to the project include urbanMetrics (market analysis), Paradigm Transportation Solutions (transportation engineering), MTE Consultants (civil engineering), and LCA Environmental Consultants (environmental impact study).

## 1.6 Study Process

The project team began in the winter of 2018 conducting site visits and kick off meetings with representatives from the Region, municipalities and staff of both the Linhaven and Gilmore Lodge Long-Term Care Homes. Based on the information gathered at these initial meetings and site visits, SvN began to develop preliminary site condition diagrams and mapping, which was supplemented with a comprehensive review of in-force planning policy documents. Once these preliminary phases of research were complete, the project team produced a series of analysis materials.

Once an initial round of comments and feedback was received from Region and Municipal staff, the project team initiated a series of targeted stakeholder engagement consultations with key community groups, political representatives and engaged residents, followed by public open house consultations. All consultation events were well attended and the community provided a range of comments and feedback. After feedback from stakeholder and public consultations was consolidated and reviewed, the project team began design development of the master plans which form the basis of this document.



## 1.7 Consultation

Consultation with project stakeholders, the community, Long-Term Care staff and residents was instrumental in providing input to the development of the master plans. Throughout the months of December 2018 and January 2019, the project team conducted a series of targeted stakeholder interviews and visioning sessions. The purpose of these events was to develop an understanding of the relevant contextual factors and priorities for both sites. The range of stakeholders consulted included local community leaders, care providers, representatives from social service organizations and members of the broader public.

In total, eight consultation and engagement events, five stakeholder interview meetings and three public open house information sessions, took place over the course of December 2018 to January 2019. The intent of targeted stakeholder interviews with political and administrative stakeholders from St. Catharines and Fort Erie respectively was to confirm and refine understanding of the high level project goals and objectives. The next stage of consultation focused primarily on community stakeholders, individuals and local organizations with a direct interest or involvement in the Long-Term Care sector, either personally or professionally. Finally a series of public open house information and consultation events were held in both Fort Erie and St. Catharines. The public open house meetings were well attended and provided an accessible venue to engage in productive and informative discussion.

The team heard from current Long-Term Care Home residents, family members, staff and volunteers, neighbours, property owners, local politicians and other community stakeholders. While there was clear distinction in the feedback between the Fort Erie and St. Catharines communities, on the whole there were some consistent messages:

- Prioritize the Long-Term Care Home in terms of siting on the property;
- Encourage a range of clinical and every day amenity uses that can support the needs of both Long-Term Care Home residents and the community at large;
- Promote opportunities for inter-generational activities or interaction, and avoid the appearance/ feel of institutional spaces;
- Provide capacity for additional Long-Term Care Home beds and/or future expansion of the Long-Term Care Homes;
- Retain as much publicly accessible green space and landscaping as possible (although long term upkeep and maintenance was also flagged as an important consideration);
- Include areas in Long-Term Care Home for support staff and volunteer operated programs such as a snack and/or coffee shop;
- Ensure sufficient parking for staff, volunteers and visitors; and,
- Incorporate accessibility considerations (both physical and behavioral) through common areas, public spaces and gardens so that residents and members of the public can enjoy and participate regardless of skill level or ability.

Throughout the public engagement and concept development process, SvN and MMMC architects maintained a close, collaborative working relationship and consulted with Municipal and Regional staff for feedback at regular intervals.





## 2.0 SITE CONTEXT

This section provides a description of each site as well as an analysis of opportunities and constraints from a physical and urban design perspective.



Linhaven Site Existing Conditions



## 2.1 Linhaven

### I. SITE LOCATION AND CONTEXT

The Linhaven site is located at 403 Ontario Street in the north end of St. Catharines. The site is currently occupied by a complex of low-rise buildings. The site benefits from close proximity and easy vehicular access off of the Queen Elizabeth Way.

The site is located between stable residential neighbourhoods adjacent to the north, east and south-west. Immediately abutting the site to the south is the Henley Square Mall, a retail plaza with a large surface parking area. To the west of the site is the Martindale Pond.

### II. EXISTING CONDITIONS

The Linhaven Long-Term Care Home is an aging facility, and over the years, been the subject of several incremental expansion projects and additions. The landscaped setting provides ample greenery and scenic vistas overlooking Martindale Pond, however, safety and environmental concerns result in limited opportunities for public access and obscured visual connections to the water's edge. In addition to the gardens maintained for use by the residents of the Linhaven Long-Term Care Home, the surrounding grounds are frequented by neighbourhood residents for recreation.



Linhaven Site Context



### III. OPPORTUNITIES AND CONSTRAINTS

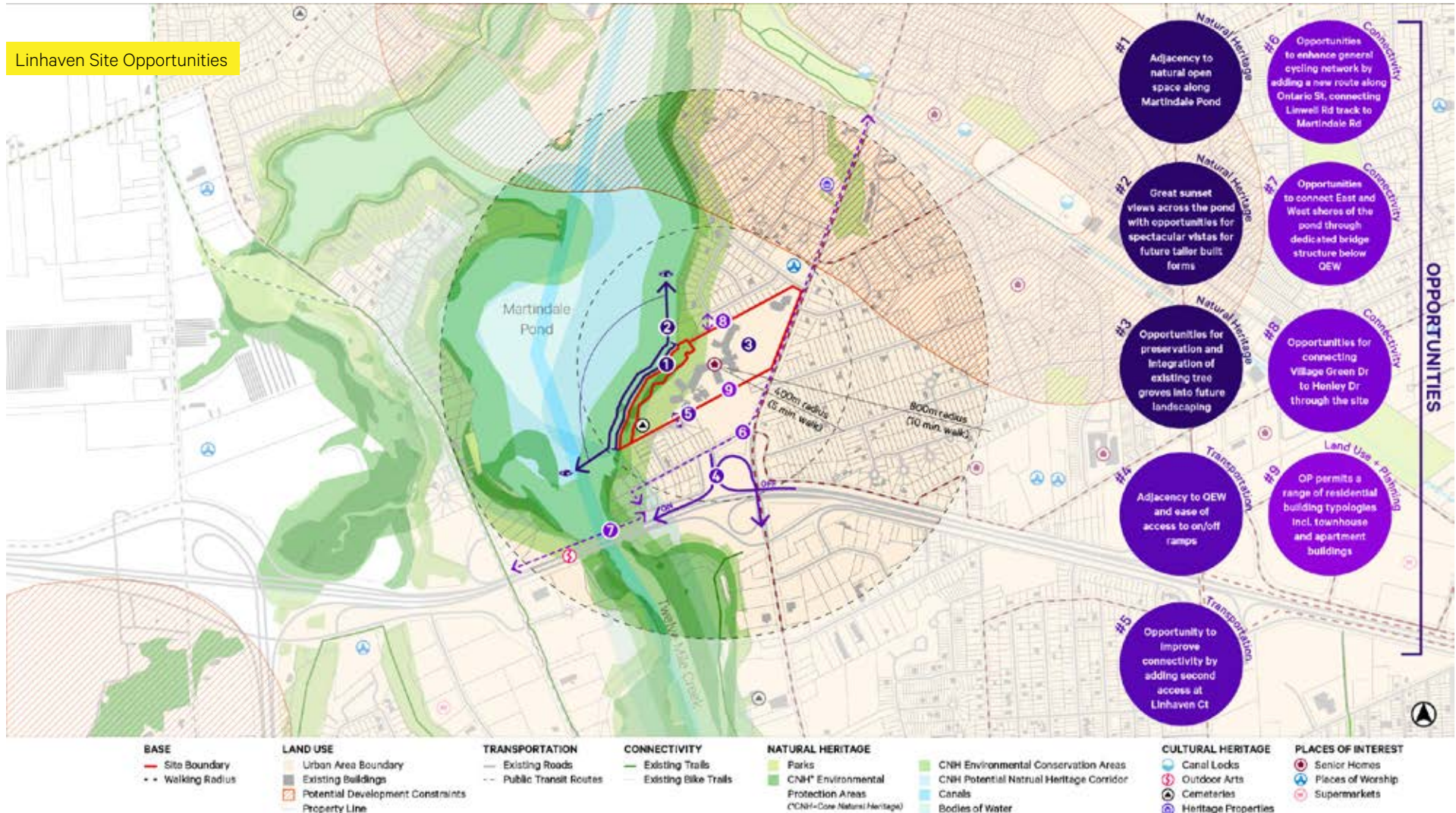
Early in the process the team analyzed opportunities and constraints categorized under the following broad themes:

#### Natural and Cultural Heritage

Protection and preservation of the existing landscape and trees will be incorporated into the redevelopment strategy, however it is likely that not all of the existing trees will be able to be retained. The top of bank setbacks from Martindale Pond is an important

consideration. Respecting the setbacks as established by the Niagara Peninsula Conservation Authority (NPCA) will be one of the guiding principles for the landscape strategy.

One of the opportunities of the site is the proximity and potential views of Martindale Pond. The well treed banks of the pond limit visibility from the ground level, however there are opportunities for great views from a higher vantage point afforded by the introduction of taller built forms. In addition to the natural heritage considerations, a small historic burial ground is located at the south-westerly extent of the site. Preserving access to this site will need to be considered in any future redevelopment of the site.



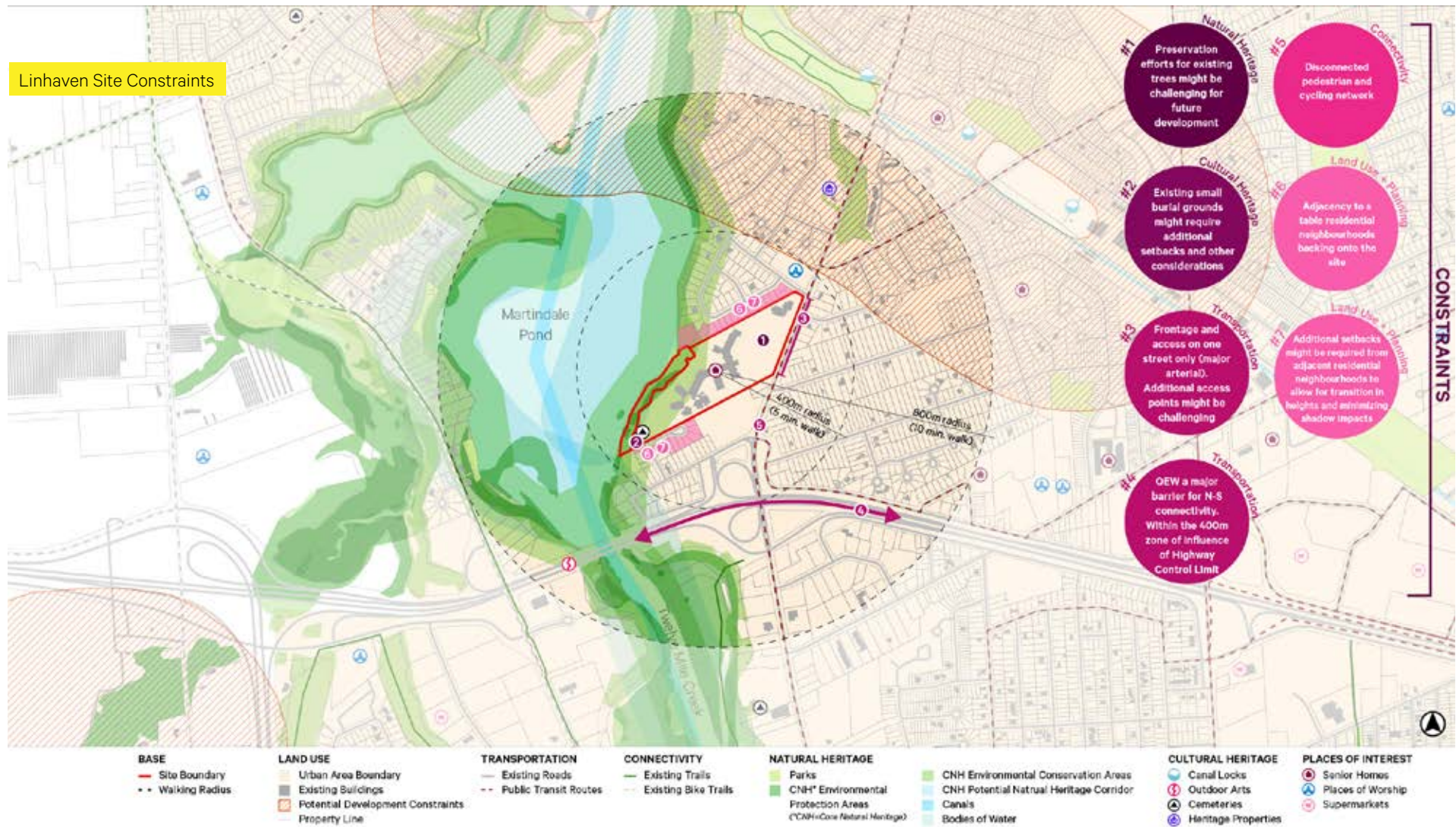


## Transportation and Connectivity

Currently there is only a single access point to the site off of Ontario Street. With an increase in density and activity on site, there will be demand for enhanced vehicular access. Furthermore, although being in close proximity to the QEW is advantageous with respect to regional accessibility, at a more local scale, the many lanes of highway traffic present a barrier to north-south connectivity within the immediate context.

## Land Use and Built Form

Proximity to established residential neighbourhoods to the north and southwest will require careful consideration to the massing of new development and arrangement of uses with higher volumes of vehicular traffic.





## 2.2 Gilmore Lodge

### I. SITE LOCATION AND CONTEXT

In Fort Erie, the existing Gilmore Lodge Long-Term Care Home is to be replaced by a new facility constructed at 200 Garrison Road, the site of the former County Fair Shopping Mall. The site is located less than one kilometer from the Peace Bridge International Border to Buffalo, New York, USA. The site is bounded by Garrison Road to the North, Albany Street to the South and East, and King Street on the Western side. Garrison Road itself is a commercial corridor which is generally characterized by strip malls, restaurants and stand-alone commercial establishments. Low density residential uses flank the site on King Street to the southwest and along Albany Street. An eight storey residential building, the Albany Place Apartments, are located adjacent to the site on the eastern side. Immediately east of the site, on Garrison Road, is St. Joseph's Cemetery which fronts onto Garrison Road, but is accessed from within the block. Directly adjacent to the site, to the south west is a vacant lot that is presently the subject of a development application for 26 residential townhouse units. In the open space east of the site, are a number of formal and informal walking paths as well as community garden plots on the grounds of the Albany Place apartment building.

### II. EXISTING CONDITIONS

The site slopes southward, providing unobstructed views over Lake Erie and the Niagara River toward the Buffalo skyline. Since the demolition of the County Fair Shopping Mall in early 2019 the site is vacant with the exception of the Beer Store at the northeast corner of the site. The Beer Store remains an active retail destination, and is planned to remain in use until the end of its lease or until an alternate location has been determined.





Future Gilmore Lodge Erie Site Context

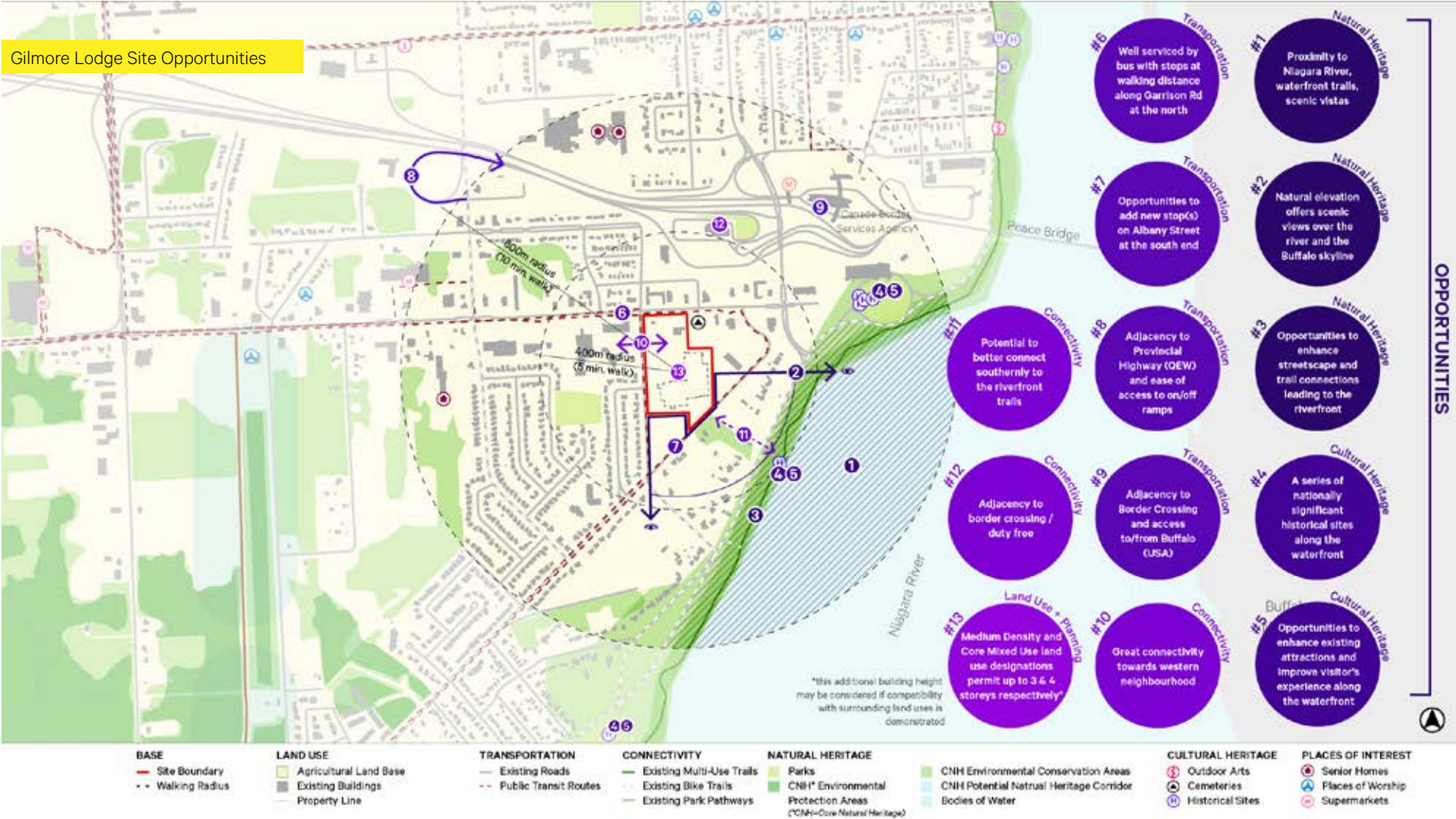


III. OPPORTUNITIES AND CONSTRAINTS

Natural and Cultural Heritage

Beyond the scenic vistas overlooking the Niagara River, Lake Erie's location in close proximity to the international border with the USA results in a rich military and cultural history. Fort Erie was an important crossing point for the Underground Railroad and was the destination where many enslaved Blacks found freedom in Canada and has been the site of indigenous habitation for many generations. All of this rich history has influenced

and informs the community and present day landscape. Nearby there are a series of historic monuments and landmarks including: Fort Erie itself, as well as the Royal Canadian Legion, Mather Arch and the Veterans Monument. Additionally 180 Garrison Road, immediately adjacent to the future Long-Term Care Home and master plan site, is a cemetery. Preliminary architectural studies have indicated that it is unlikely that development will be impacted by archaeological remains or significant artifacts, however, through the site design and master plan process careful consideration regarding this sensitive use is warranted.



## Transportation and Connectivity

Within the broader study area, the Queen Elizabeth Way has been identified as a barrier between the subject site and neighbourhoods and amenities to the north and in the historic Fort Erie downtown. Although Fort Erie transit does provide accessible buses, transit service is limited.

The sloping topography from the 200 Garrison site, towards the Niagara River and Lake Erie provides scenic vistas of the Buffalo skyline and visual connections to the water, however physical connections to the waterfront are limited. Through the site design

deliberate actions have been taken to improve the pedestrian realm and introduce enhanced landscape design.

## Land Use and Planning

The existing site's zoning implements the 2004 Fort Erie international Gateway Planning Study. It proposes specific zoning to different portions of the site which will mean that implementation of a new master plan will require significant zoning amendments.





# 3.0 PLANNING & REGULATORY CONTEXT

This section provides a high level overview of applicable land use and planning policies that apply to the sites and broader community development. The master plans have been developed with regard to the policy documents summarized here.

## 3.3 Provincial Policy Overview

### PROVINCIAL POLICY STATEMENT (2014)

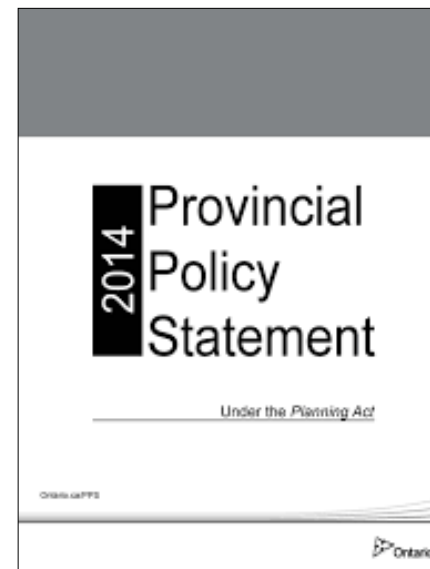
The 2014 Provincial Policy Statement (“the PPS”), provides policy direction on matters of Provincial interest related to land use planning and development in order to foster strong, resilient and complete communities. The objectives of the PPS promote a framework for the development of a clean and healthy environment and to ensure long-term economic prosperity for all Ontarians. Among other policy directions, the PPS encourages healthy, livable, and safe communities that consider the needs of a diverse mix of Ontarians, including the provision of housing for older persons, employment opportunities, institutional facilities, such as Long-Term Care Homes, parks and open spaces and other uses which support the ongoing needs of Ontarians.

The PPS also speaks to the importance of the integration of land use and public service facilities, the development of a range of housing forms and tenures and ensuring connectivity through and to public spaces. The provision of an appropriate mix of housing forms, tenures and affordability levels is also a key priority identified in the PPS, particularly with respect to meeting the social health and well-being requirements of current and future residents, including individuals and groups who may have special needs considerations, such as seniors and/or older persons. Establishing the land use framework for a hub of complimentary community facilities, housing and amenities catered to seniors and older persons will enhance livability for the staff and residents of the Linhaven and Gilmore Lodge Long-Term Care Homes, as well as the for the broader community. Compact and contextually sensitive intensification organized around a pedestrian-oriented network of parks and open spaces will help facilitate and promote active lifestyle choices within the community.

### A PLACE TO GROW: GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)

The Growth Plan for the Greater Golden Horseshoe (“the Growth Plan”) provides a framework for implementing the Province of Ontario’s vision for building stronger, prosperous communities by managing growth within the Greater Golden Horseshoe to the year 2041. In setting out a vision to manage growth, the Growth Plan emphasizes accommodating a significant amount of new development through the intensification of lands within already built-up areas.

The Growth Plan also speaks to the importance of complete communities which provide for people’s daily needs and support healthy and active lifestyle choices. Complete communities make efficient use of land and enhance transportation choices by reducing automobile dependency through the development of mixed-use, transit-supportive and pedestrian-friendly urban environments.





## 3.4 Regional and Municipal Official Plans

### NIAGARA REGION OFFICIAL PLAN

In Ontario, city and town governments are designated either Upper-tier, Single-tier, or Lower-tier municipalities. Both Fort Erie and St. Catharines are Lower-tier municipal entities within the Upper-tier Regional Municipality of Niagara. As such local planning policies and decision making is governed by the 2014 Niagara Regional Official Plan (NROP).

The NROP provides a high level, perspective on the shared assets, resources and infrastructure which support the ongoing growth and prosperity of the region. In describing regional priorities for Managing Growth or Community Facilities and Institutions, the NROP provides a more fine grained perspective of the core objectives of the PPS and Growth Plan. For instance the NROP identifies the extent of Urban and Built-Up Areas and significant sub categories such as the Gateway Economic Zones near international border crossings. Both the Linhaven and Gilmore Lodge master plan sites are within identified Urban Areas in their respective Lower tier Municipalities of Fort Erie and St. Catharines. The Gilmore Lodge site, in Fort Erie, is within the Peace Bridge Gateway Economic Zone. Furthermore, the NROP reiterates directives of Provincial policies such as to “build compact, mixed use transit supportive, active transportation friendly urban environments”, to “provide a framework for developing complete communities all across Niagara, including a diverse mix of land uses, a range of local employment opportunities and housing types, high quality public open spaces...”, and to “encourage the provision of a variety of housing types within urban communities and neighbourhoods to serve a variety of people as they age through the life cycle”.



# ST. CATHARINES OFFICIAL PLAN AND ZONING BY-LAW

The City of St. Catharines Official Plan was adopted by the Corporation of St. Catharines in 2010, and received formal approval from the Region in 2012. The Official Plan provides a long-term vision for the future of St. Catharines to the year 2031 and was developed to implement the policies and directives of the Provincial Growth Plan. The Official Plan is grounded in a community based approach and sets out a vision for St. Catharines, the Garden City; a welcoming and nurturing community. The core principles of the Official Plan include fostering safe and secure, sustainable and healthy urban communities, which provide residents opportunities to connect with and celebrate the historic, cultural and agricultural assets of St. Catharines. The vision which is put forward in the Official Plan serves as a framework for a prosperous and sustainable city, recognizing the interdependence of economic, environmental, social and cultural priorities.

The Linhaven site is designated a Medium Density Residential Area. The Medium Density Residential designation is a subsect of the Neighbourhood Residential land use designation and permits a density range generally between 25-99 units per hectare. As a point of comparison the surrounding Low Density Residential Areas generally permit between 20-32 residential units per hectare.

Passed in December of 2013, the St. Catharines Zoning By-law 2013-283, provides a further level of specificity and direction regarding built form metrics and parameters, implementing the general intent and vision as expressed in the Official Plan. The Linhaven site is currently zoned Community Institutional (I2). The Community Institutional zoning designation permits a range of residential and community service uses including but not limited to Residential Dwelling Units, Day Cares and Long Term Care Homes, Cultural Facilities, Educational institutional and Social Service providers, and establishes a maximum height of 20m. The following is a summary of the By-laws permissions.

St. Catharines Zoning By-Law 2013-283 Summary

Zone	Lot Area	Min. Lot Frontage	Min. Landscaped Open Space	Min. Yard Abutting a Non-Residential Zone	Min. Yard Abutting a Residential Zone	Min. Front Yard	Min. Exterior Yard	Max. Building Height	Minimum Parking Requirement
12 - Community Institutional	Max 6.5 ha	20m	25%	3m	3m or 1/2 height of building (whichever is greater)	6m	6m	20m	1 parking space per dwelling unit (for single, semi and townhouse dwelling units)

# FORT ERIE OFFICIAL PLAN, ZONING BY-LAW AND INTERNATIONAL GATEWAY PLAN

The Town of Fort Erie Official Plan was approved by the region in 2011 and provides an outline for the long term planning framework for the town over a 20 year timeline. The Official plan is designed to ensure the health, safety, and welfare of current and future residents. The Official Plan is grounded in planning principles such as the provision of an appropriate mix of land uses and a range of housing options; fostering distinct, attractive and walkable neighbourhoods; preserving farmland, natural beauty and environmental areas; and involving community stakeholder collaboration in development decisions.

The Official Plan's core goals and objectives speak to the unique character of the Town's many distinct communities and seeks to provide a balance between housing and employment opportunities to accommodate population growth while prioritizing scenic areas and natural features, such as the Niagara River and Lake Erie, as irreplaceable assets and amenities. While Fort Erie has experienced steady population growth, the Town median population is ageing due to a combination of the natural passing of time, and also because of significant number of new residents, over 55 years of age, moving to the

town. As Fort Erie continues to develop, a range of housing types are encouraged provide attractive options for first time homebuyers as well as long-time residents who are able to age in place.

The 2004 International Gateway Strategy was developed to set the groundwork for cohesive development in one of the two Gateway Economic Zones identified in the Niagara Regional Official Plan. The recommendations of the 2004 International Gateway Study were incorporated into the Official Plan through Official Plan Amendment No. 6 in 2011. The site currently contains four separate zoning designations under the current Town of Fort Erie Zoning By-law 129-90 which implement the intent of the International Gateway Study and Official Plan Amendment No. 6. The northernmost portion of the site, fronting Garrison Road, is zoned Core Mixed Use 1 (CMU1), the middle portion of the site, which fronts onto King Street, is a medium density residential area zoned Residential Multiple 1 (RM1), the southernmost portion of the site, fronting onto Albany Street, is a low density residential area zoned Residential 2 (R2). Finally there is a small segment of land in the middle of the site, which is zoned for Open Space (OS). The following provides a high level summary of the development parameters as outlined in the Zoning By-law 129-90.

Fort Erie Zoning By-Law 129-90 Summary

Zone	Lot Area	Min. Lot Frontage	Min. Landscaped Open Space	Min. Side Yard	Exterior Side Yard	Min. Front Yard	Max. Height	Density	Minimum Parking Requirement
CMU1-447	0m <sup>2</sup>	0m	N/A	0m	0m	6m	4 storeys (15m)	N/A	1 space per dwelling unit; 1.5 spaces per apartment or townhouse unit
RM1-446	4000m <sup>2</sup>	6m (towns) 50m (all others)	50% including privacy areas	1.5m	3m	4m-6m	3 Storeys (12m)	Minimum 25 Units / ha (Max. 50 units / ha)	1 space per dwelling unit; 1.5 spaces per apartment or townhouse unit
OS-445	8000m <sup>2</sup>	15m	90% (maximum lot coverage = 10%)	7.5m	7.5m	7.5m	3 storeys (12m)	N/A	1 space per dwelling unit; 1.5 spaces per apartment or townhouse unit
R2	510m <sup>2</sup>	15m-17m	60-70% (maximum lot coverage 30-40% depending on lot size)	1.2m-3m	3m-6m	6m	2 storeys (9m)	Up to 25 units / ha	1 space per dwelling unit; 1.5 spaces per apartment or townhouse unit



# PART TWO: THE MASTER PLANS

## 4.0 APPROACH AND VISION STATEMENT



The master plans are intended as indicative plans reflecting desirable and appropriate development for the sites. The proposed concept plans are an articulation of established best practices in community design and urban planning, meant to provide a flexible framework and practical direction for future private sector investment, as opposed to a prescriptive master plan, detailing precise building locations, massing and strict development parameters. In collaboration with private sector development partners, the eventual implementation and build out of the master plan will likely depart from the specifics of the concept as depicted in the proposed concept plans, however, the intent and objective of creating safe, walkable, environmentally resilient, complete communities attuned to the everyday needs of all residents, particularly seniors, their families and caregivers, are to remain consistent.

In both cases, the master plan concepts began with identification of preferred sites for new Long-Term Care Homes and requisite auxiliary facilities such as hospice care, wellness gardens, day programs and, parking for staff and visitors. Once the preferred location of the Long-Term Care Homes had been determined the next step was to establish a street and block network to support intensification, while maintaining generous publicly accessible amenities such as green space, parks and landscaped areas. The built form and massing proposed is informed by the feedback received from local residents as well as thorough local real-estate market research, transportation and servicing analysis. The following section will provide descriptions of the respective St. Catharine and Fort Erie master plans and will lay out a detailed overview of the intent and outcomes to be achieved in each site.



# 5.0 LINHAVEN MASTER PLAN



The master plan concept for the Linhaven site in St. Catharines locates the new Long-Term Care Home to the eastern edge of the site, adjacent to Ontario Street. A five storey Long-Term Care Home and integrated Wellness Centre serves as the centre piece of an emerging campus of care.

Development blocks have been created for residential infill, oriented along a new east-west private street providing a connection between Linhaven Court and Ontario Street. Mid-rise residential buildings are located in the centre of the site, on the north side of the

new private street. Low-rise townhomes establish a transition in use and scale toward the neighbourhood to the southwest. A network of parks and open spaces, terminating in a landscaped green buffer along the north side of the site provide a separation from adjacent residential neighbourhoods and serve as an improved community meeting place. The following pages describe each master plan components in more detail.

## 5.1 Street and Block Network

The master plan for the Linhaven site is structured around the introduction of a new private street and block network. The intent of the new street and block network is to define feasible development parcels, promote a walkable street network, facilitate views across the site, promote pedestrian safety and active lifestyle choices; and provide an efficient extension to the existing street network which will help minimize traffic impacts.

A new east-west spine will connect Ontario Street to Linhaven Court and provide access to three development blocks: one cluster of community service/Long-Term Care Home uses adjacent to Ontario Street; one cluster of mid-rise residential uses in the centre of the site, flanked by a network of publicly accessible open spaces to the north; and a row of residential townhouses adjacent to the Henley Square Shopping Centre to the south.

The Long-Term Care Home, hospice centre and affiliated seniors care provider agencies comprise a largely self-contained care campus on the eastern portion of the site, closest to Ontario Street. By clustering the Long-Term Care Home, day program, hospice,

wellness centre and other associated services close to Ontario Street, not only are these related service providers able to benefit from proximity to one another, but by locating these facilities close to Ontario Street, visitors, servicing and emergency vehicles are able to have more direct access without introducing additional traffic to surrounding neighbourhoods.

The mid-rise development blocks in the centre of the site take advantage of the site topography and are sited to maximize sightlines and views over Martindale Pond. Between the new Long-Term Care Home and the mid-rise development blocks is a well landscaped surface parking lot for the Long-Term Care Home staff, residents and visitors. Strategically sited private green spaces and landscaped amenities provide opportunities to extend the street and block network in the event of future redevelopment of the Henley Square Mall.





## 5.2 Land Use and Built Form

A range of community health and residential types and tenures are anticipated for the Linhaven site. Broadly speaking, the site is split into three “zones”. Community service uses such as the existing Linhaven Long-Term Care Home, Hospice Niagara and affiliated seniors care facilities will remain, clustered adjacent to Ontario Street. Residential uses will be located at the middle of the site and the west and northern edge of the site will be for natural and open space uses.

All development should be massed and designed to promote a comfortable pedestrian realm with development situated at street edges and utilizing urban design best practices such as step backs, facade articulation, and active at-grade uses. The highest intensity uses are located closest to Ontario Street and the greatest massing is located in the centre of the property. The massing has been located to minimize privacy and shadow impacts on nearby residential neighbourhoods and protect the privacy and quality of life that neighbourhood residents enjoy. The new Long-Term Care Home is proposed at five storeys in height, and will incorporate associated Wellness Centre and day program

facilities, in addition to new space for other seniors care providers and agencies. The existing Hospice will remain as a distinct facility with its own grounds, gardens and access off of Ontario Street.

The mid-rise development blocks are envisioned to accommodate four to eight storeys of new development, reducing in height from the centre of the site to the west and to the north. The townhouse development parcels are located on the southern edge of the site adjacent to the Henley Square Shopping Centre and residential neighbourhood on Linhaven Court. These provide a transition in scale from the higher density uses, toward the residential uses on Linhaven Court. These are envisioned as freehold townhouses but could also be stacked townhomes or low-rise apartment buildings.



## 5.3 Access & Mobility

The intent of mobility framework is to ensure a safe, walkable community, particularly for seniors and individuals with constrained mobility. The introduction of new streets will mitigate traffic impacts on the existing street network. The addition of new pedestrian and multi-use paths will encourage active transportation and lifestyle choices. Sufficient parking has been provided to accommodate Long-Term Care Home staff and visitors, as well as for future residents of the anticipated private sector development.

A new street and pathway network is intended to provide efficient, safe movement options for pedestrians, vehicles and cyclists. A primary east-west spine runs parallel to the southern property line and establishes a direct connection from Ontario Street to Linhaven Court.

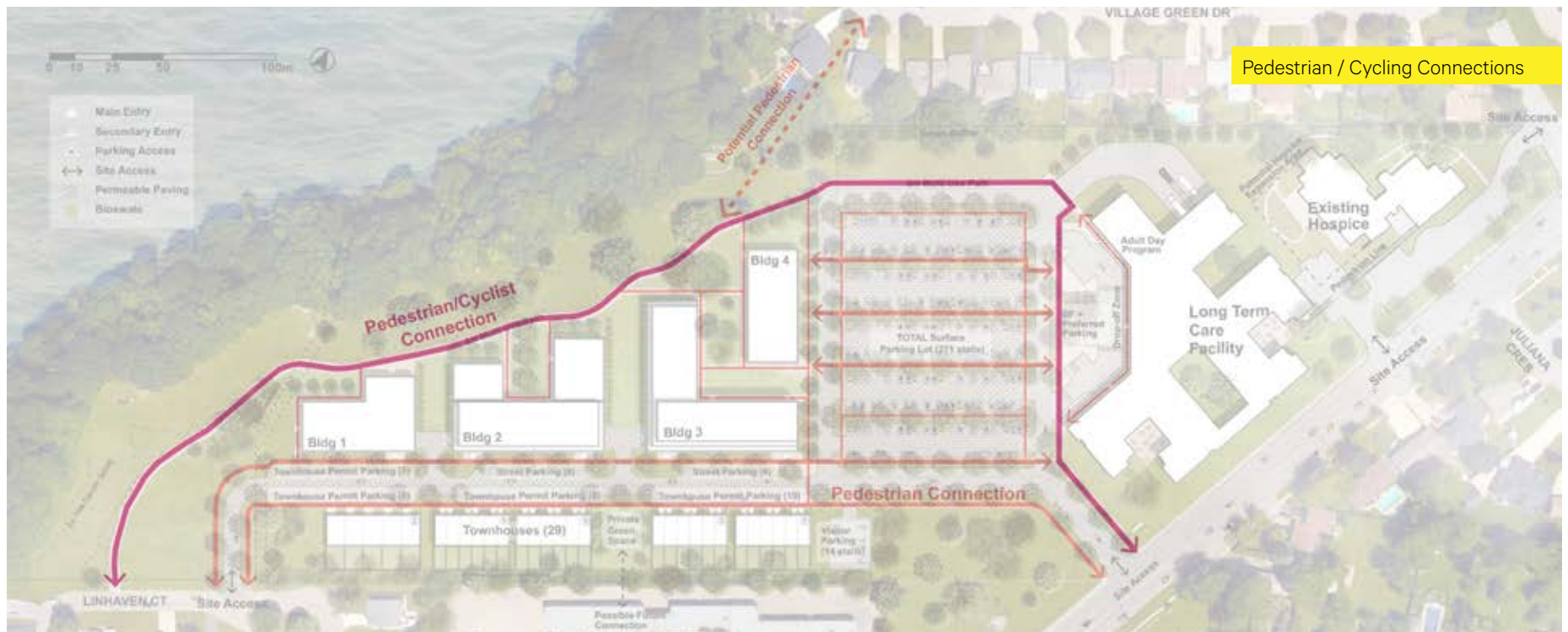
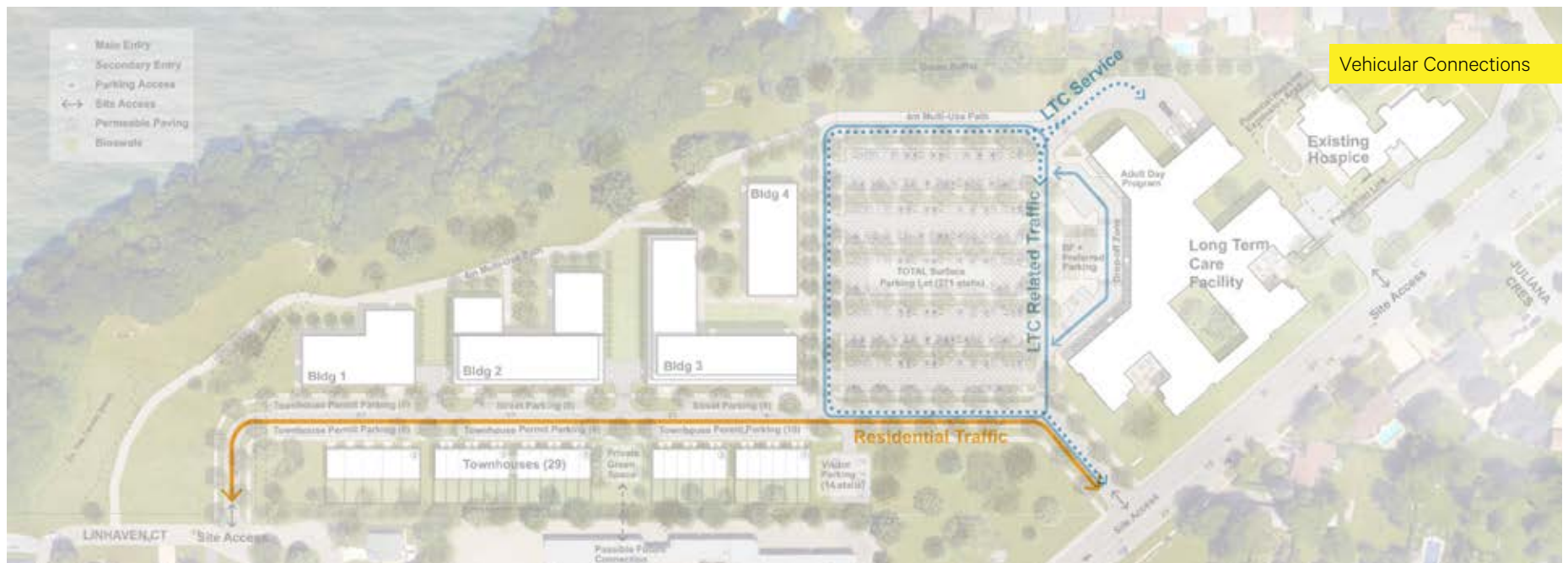
Parking for the townhouse developments should be accommodated through on street parking lay-bys and an additional spillover lot for visitor parking. The mid-rise development is anticipated to provide parking below grade. A central landscaped parking

lot (including features such as landscaped medians and marked pedestrian crossings) serving the Long-Term Care Home, is bounded by a public right-of-way which will allow deliveries and service vehicles to access the property without introducing additional traffic impacts on adjacent neighbourhood streets. By diverting large service and delivery vehicles to the north side of the Long-Term Care Home these potentially disruptive uses are shielded from the primary public line of sight and pedestrian safety for the primary pick up and the drop off area of the Long-Term Care Home will be prioritized.

Throughout the site both public and private streets will have generous sidewalks with amenities such as benches, pedestrian-oriented lighting and street trees. Further the aisles between parking bays in the Long-Term Care Home parking lot will accommodate separated, and landscaped pedestrian paths which serve the dual purposes of reducing strain on the municipal stormwater system and providing safe, well-lit pedestrian routes through the parking lot. The series of parks and open spaces along the north of the site, adjacent to Martindale Pond, provide a multi-use path connection from Linhaven Court directly to the Linhaven Long-Term Care Home.









## 5.4 Public Realm

The intent of the planned public realm network is to provide a safe, enjoyable, and environmentally resilient network of courtyards, open spaces, parks and landscaped areas throughout the site. Generous sidewalks and protected pick up and drop off areas are expected along both sides of all new streets, and should be equipped with pedestrian oriented lighting and other amenities like seating and street trees to provide shade. Along the northwest edge of the site, adjacent to Martindale Pond, a series of connected green spaces provide a generous setback from the stable top of slope to help mitigate against further erosion, and allows for a contiguous multi-use pathway and open space amenity area along the northeastern portion of the site.

The multi-use path and green space network, provides an alternative pedestrian and active transportation network that is open to the broader community. The multi-use pathway is anchored on either side by larger park spaces, in total representing over 11,000 square metres of open space and parks, not including private residential courtyards or wellness gardens associated with the Long-Term Care Home. At the western end of the multi-use path, nearest to Linhaven Court, the largest open space (Green Space 3) will allow for more active recreational use, and may include benches, picnic tables or play areas, whereas Green Space 1 on the eastern end of the multi-use trail, closer to the Long-Term Care Home and parking lot is more suited to passive recreation.



In and around the mid-rise development blocks, private courtyards and landscaped areas should be provided as outdoor amenity areas for future residents and provide fine-grain mid-block connections for residents and visitors to the site. Rooftop gardens and green roofs are encouraged. The central parking lot and private street are intended to incorporate stormwater management strategies such as drought resistant indigenous planting and bio-swaes in medians wherever possible. All areas designated for future development will remain open landscaped areas until such a time as the additional capacity is required.

The whole of the multi-use pathway should be open for public use. The courtyards and wellness gardens of the new Linhaven Long-Term Care Home and Hospice Centre are for the use of Long-Term Care Home and Hospice Centre residents and their visitors. These areas may be designed for passive and therapeutic activities, including accessible features such as raised planter beds to accommodate residents with limited mobility.

Rendering - View along proposed multi-use pathway

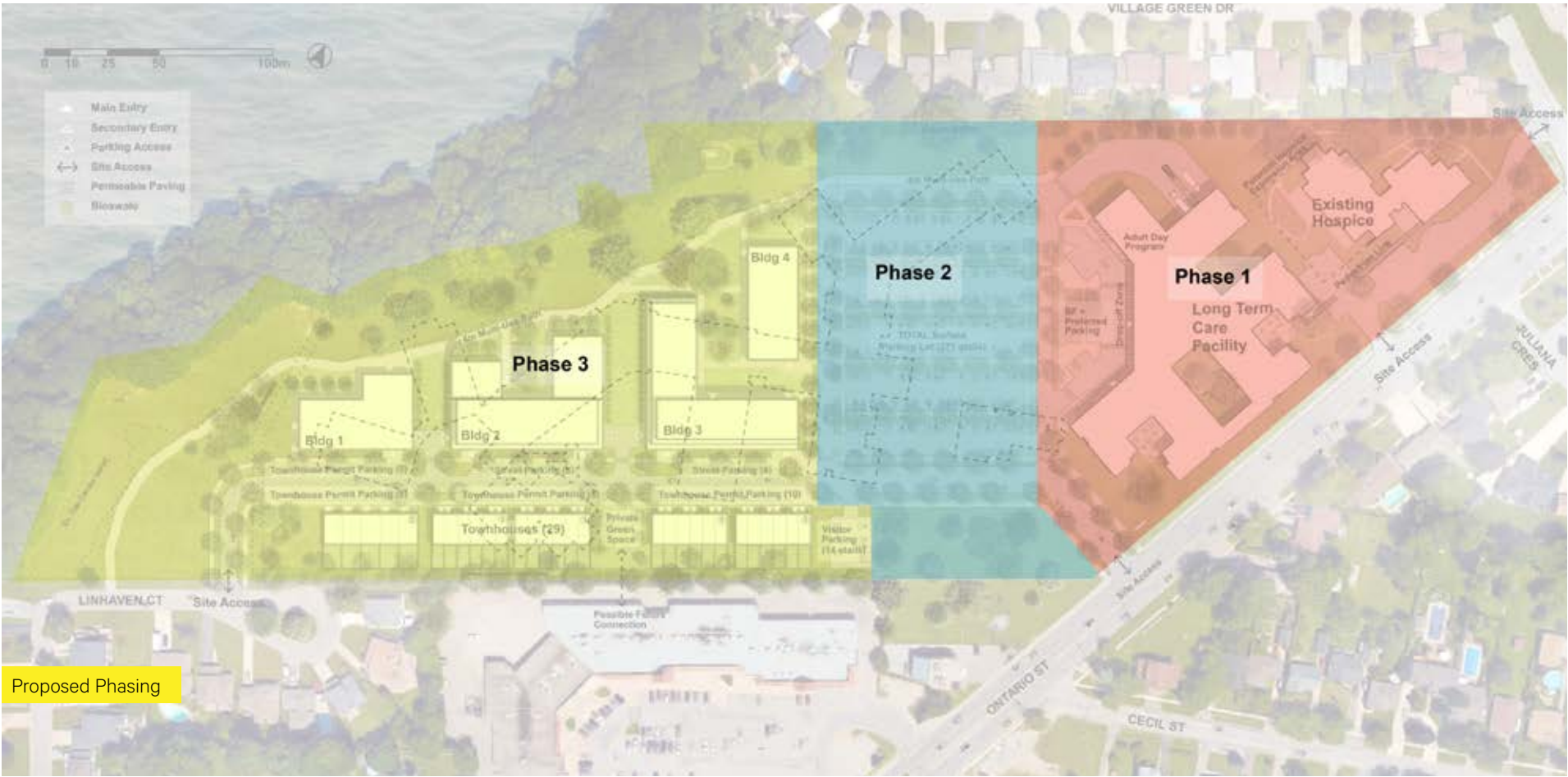




# 5.5 Phasing

The phasing strategy will minimize the impact and of new development on current Linhaven Long-Term Care Home residents, and allow the existing site to operate while the new Long-Term Care Home is under construction. Accordingly Phase One involves the construction of the new Long-Term Care Home. Phase Two consists of the re-location of Long-Term Care Home residents into the new home and demolition of the former Linhaven building. Phase Three will involve private sector development of the mid-rise and townhouse blocks as well as the multi-use trail and landscaped areas. A potential Phase Four will involve the development of future Long-Term Care Home expansion areas or integration with the redevelopment of the adjacent Henley Square Mall site.

The timing of park implementation is to determined at a later stage and through conversations with the City of St. Catharines and private sector development partners.







Existing Linhaven Long-Term Care Home



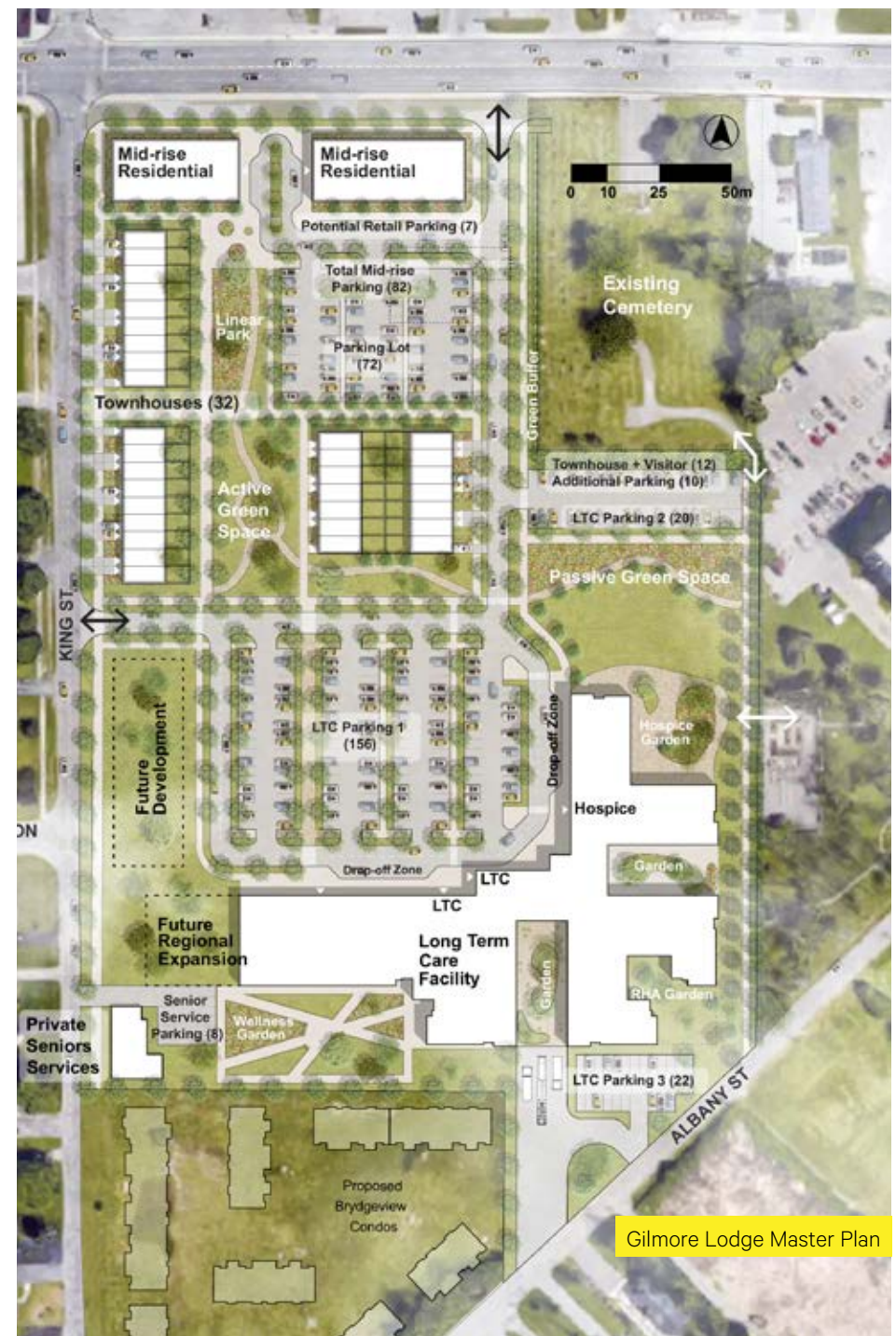
# 6.0 GILMORE LODGE MASTER PLAN

The former site of the County Fair Mall on Garrison Road will be transformed into a new campus of care accompanied by a range of housing and a high quality network of open spaces. The master plan locates the new Gilmore Lodge Long-Term Care Home at the southern extent of the site to take advantage of the views overlooking the Niagara River, Lake Erie and Buffalo skyline.

Opportunities for residential development in the northern portion of the site are organized around a new system of linear parks and community open spaces. The existing Beer Store will be maintained on site for the interim period however could be eventually integrated into the grade level of mixed use residential apartment buildings or relocated entirely.





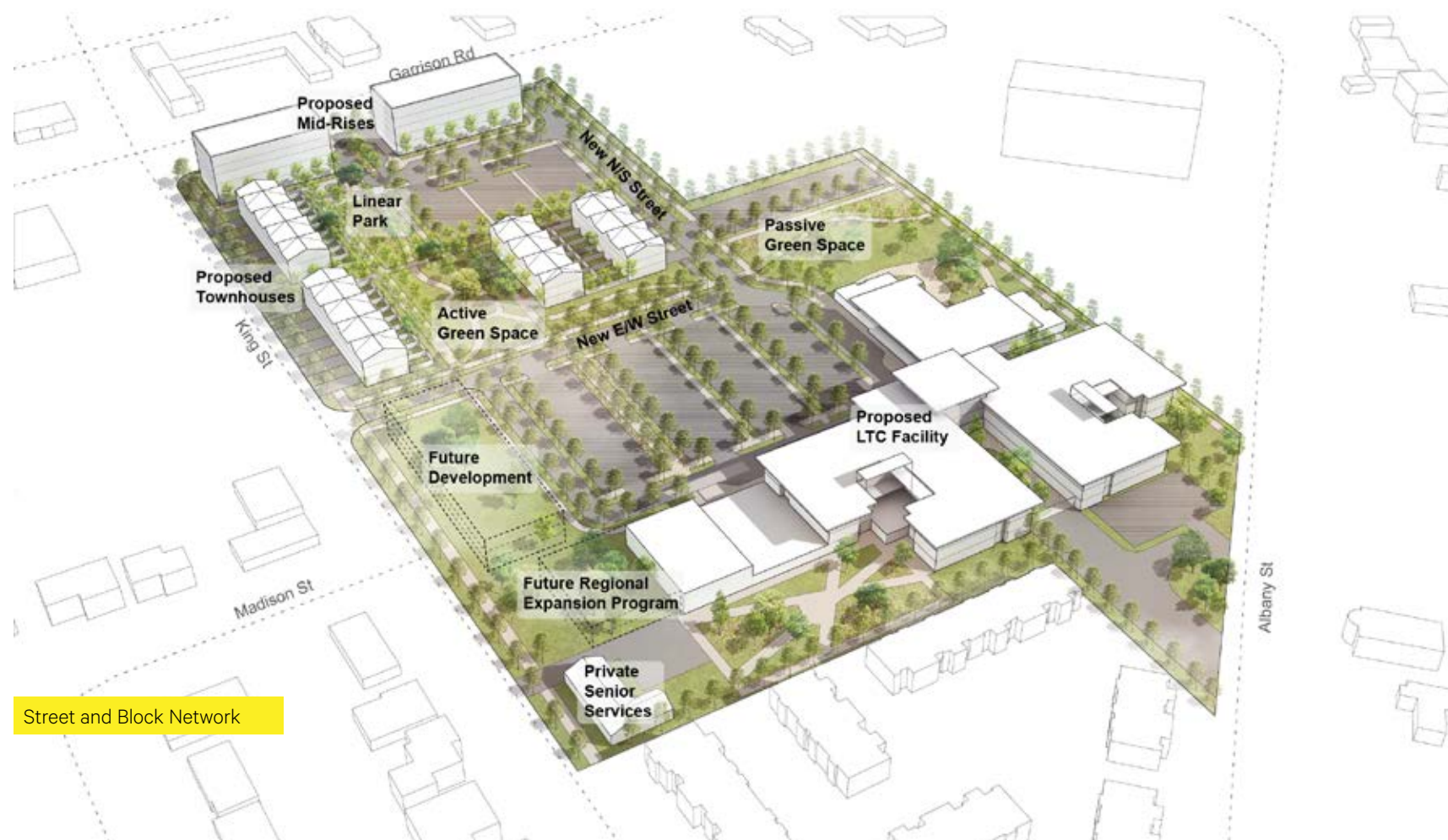




## 6.1 Street and Block Network

The primary objectives of the street and block network for the new Gilmore Lodge master plan is to provide new opportunities for east-west and north-south connectivity within the former County Fair Mall site and create viable development parcels. During the preliminary phases, while the Beer Store remains in situ, vehicular access from Garrison Road through to the Long-Term Care Home is provided via the existing curb cut off of Garrison Road. An additional street will run east-west from King Street, near the mid-point of the site effectively dividing the portion of the property devoted to the Continuum of Care Campus and the private development lands. In the projected full build-out scenario, the Beer Store at the north-east corner of the site is replaced by mid-rise development blocks which may include some retail at grade, potentially integrating the Beer Store into the future re-development concept.

The street and block network that emerges through the introduction of new east-west and north-south streets is intended to not only create walkable blocks but helps also to re-integrate a former shopping mall site into the surrounding urban fabric and community while providing an underlying structure for planned intensification and the development of an appropriate mix of uses.

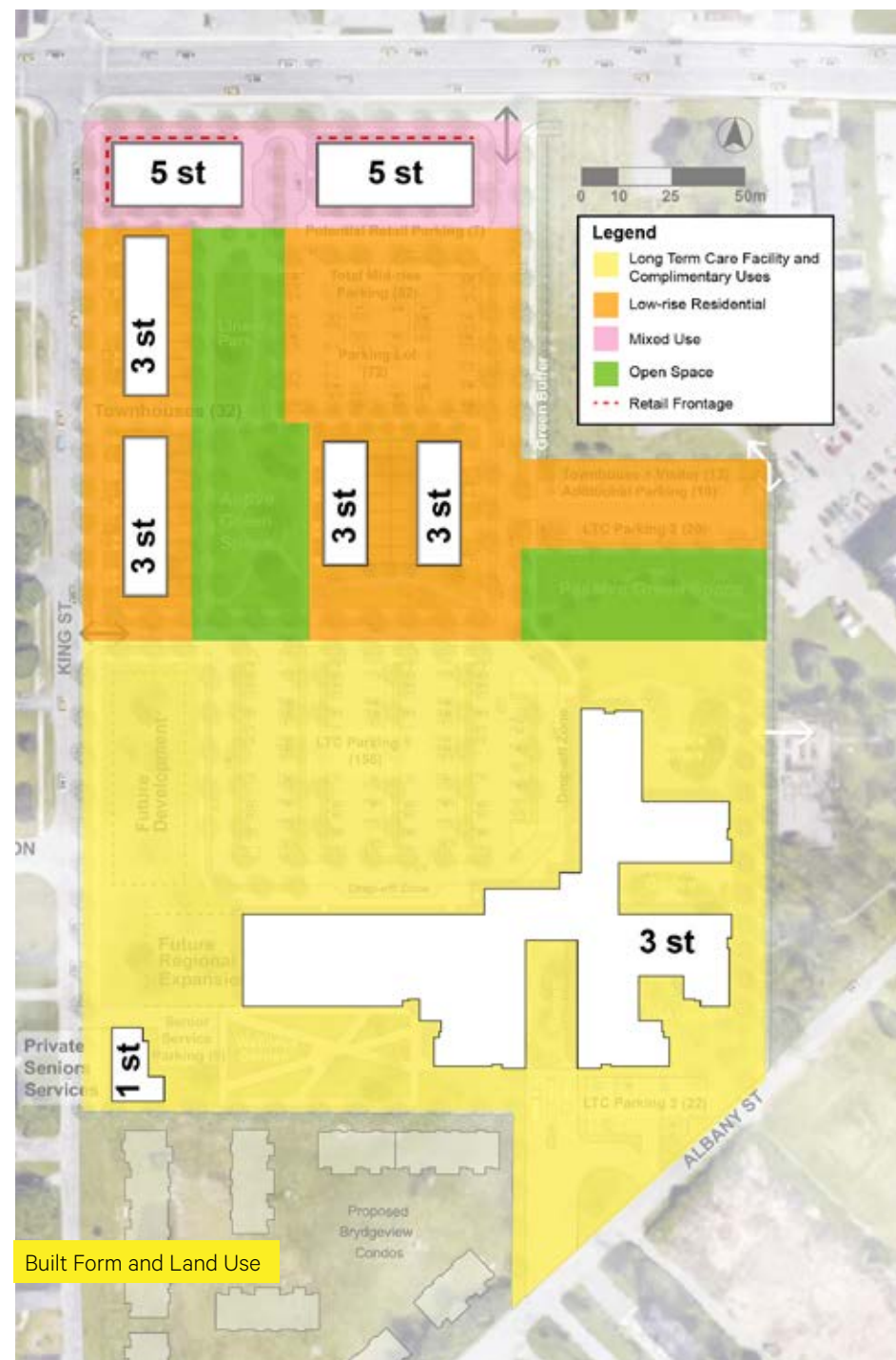


Street and Block Network

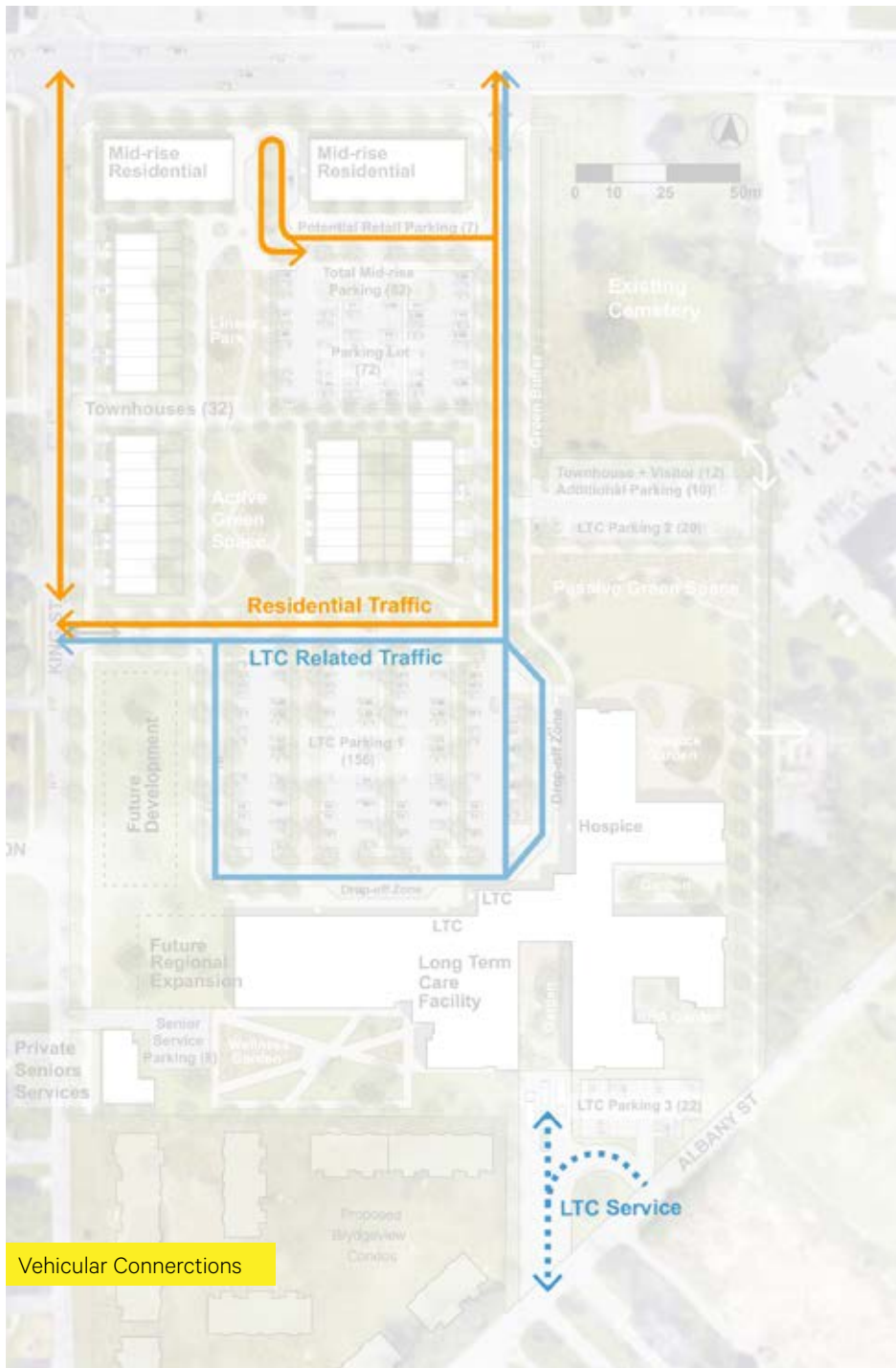
## 6.2 Built Form and Land Use

The new Gilmore Lodge Long-Term Care Home, wellness centre, hospice and private senior's home will be located on the southern portion of the site to take advantage of the views overlooking the Niagara River, Lake Erie and Buffalo skyline, and to orient these lower impact care and supportive residential uses away from the high speed traffic of the Garrison Road commercial corridor. The new Long-Term Care Home will be three storeys tall, and will incorporate gardens and outdoor amenity areas at grade on the surrounding grounds, as well as on upper levels.

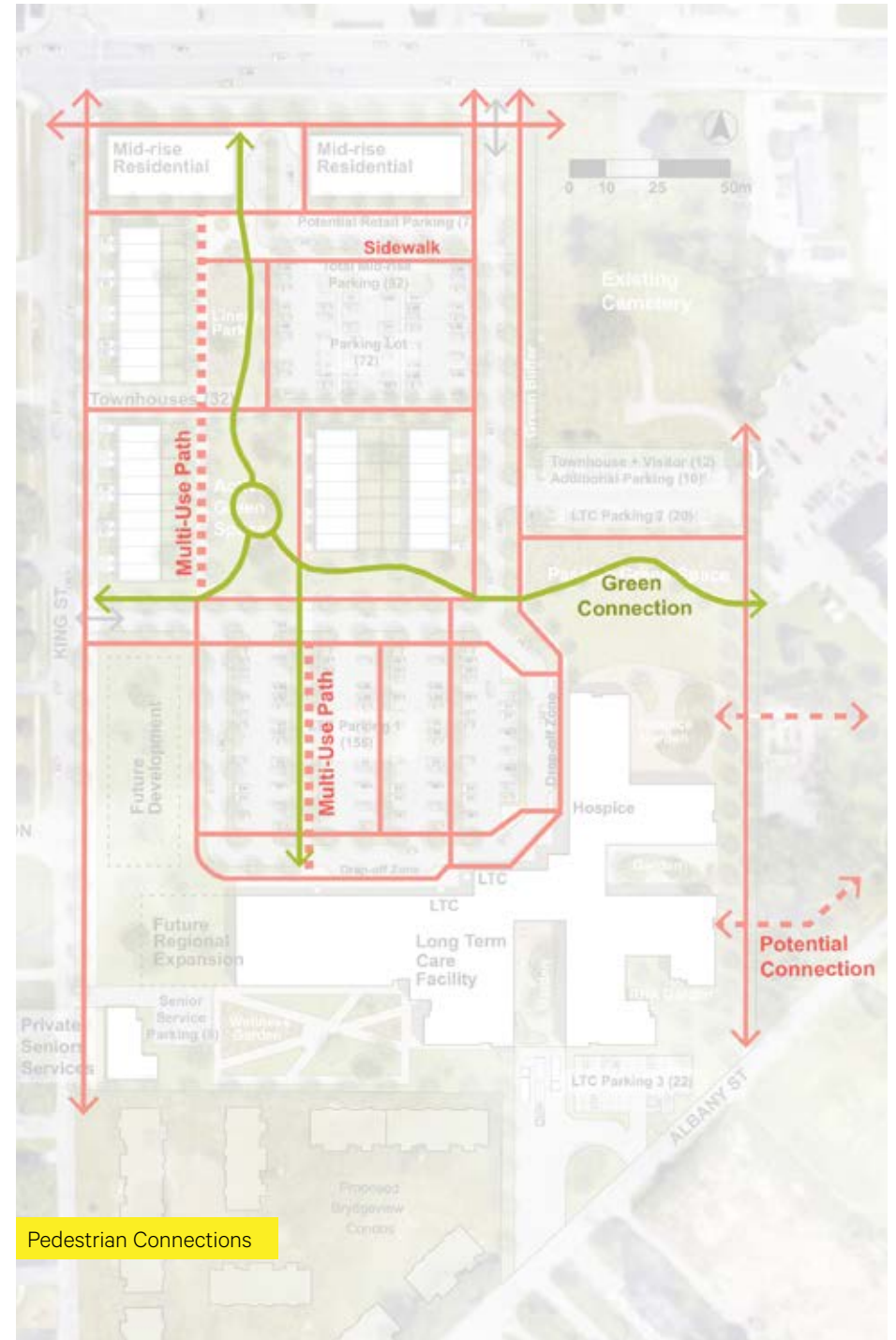
The private development areas are envisioned as two to three storey townhouse development and low to mid-rise residential or mixed-use building at the northern extent of the site on Garrison Road. Along King Street town homes and low-rise future regional development will “complete” the streetscape in forms compatible with the existing low-rise housing on the west side of the street. Along Garrison Road, low to mid-rise buildings should contain retail uses at grade or be built with taller ground levels thereby providing flexibility for these to be converted to commercial uses over time. All development should be designed to promote a human scaled pedestrian experience. Buildings should be located at street edges to frame the public realm and employ Low Impact Development (LID) and urban design best practices.







Vehicular Connerctions



Pedestrian Connections

## 6.3 Access & Mobility

The intent of the system of streets, sidewalks and landscaped pathways is to encourage multi-modal transportation, walking and an active lifestyle while providing for sufficient infrastructure to also accommodate new automobiles without contributing to traffic congestion or strain on parking supply.

Vehicular access will be accommodated off of Garrison Road and off of King Street via two new streets. Servicing and delivery access for the Long-Term Care Home is oriented off of Albany Street. The introduction of new north-south and east-west streets create blocks for future development. Residential traffic and Long-Term Care Home traffic are afforded separate circulation routes so as to minimise conflict and ease congestion. Orienting service and some staff parking off of Albany will help to disperse traffic and circulation patterns and help to relieve potential congestion points.

An integrated network of linear parks, green spaces and walking trails will provide alternatives to driving for Long-Term Care Home families, staff and new residents. All new streets are to include generous sidewalks, curbside planting areas and street trees. The main green space and linear corridor provide a visual and active transportation connection from Garrison Road, deep into the centre of the site connecting with the informal pathways and community garden plots to the east of the property. Through the introduction of new streets and linear park networks a safe, permeable, environmentally resilient and walkable community will be established.





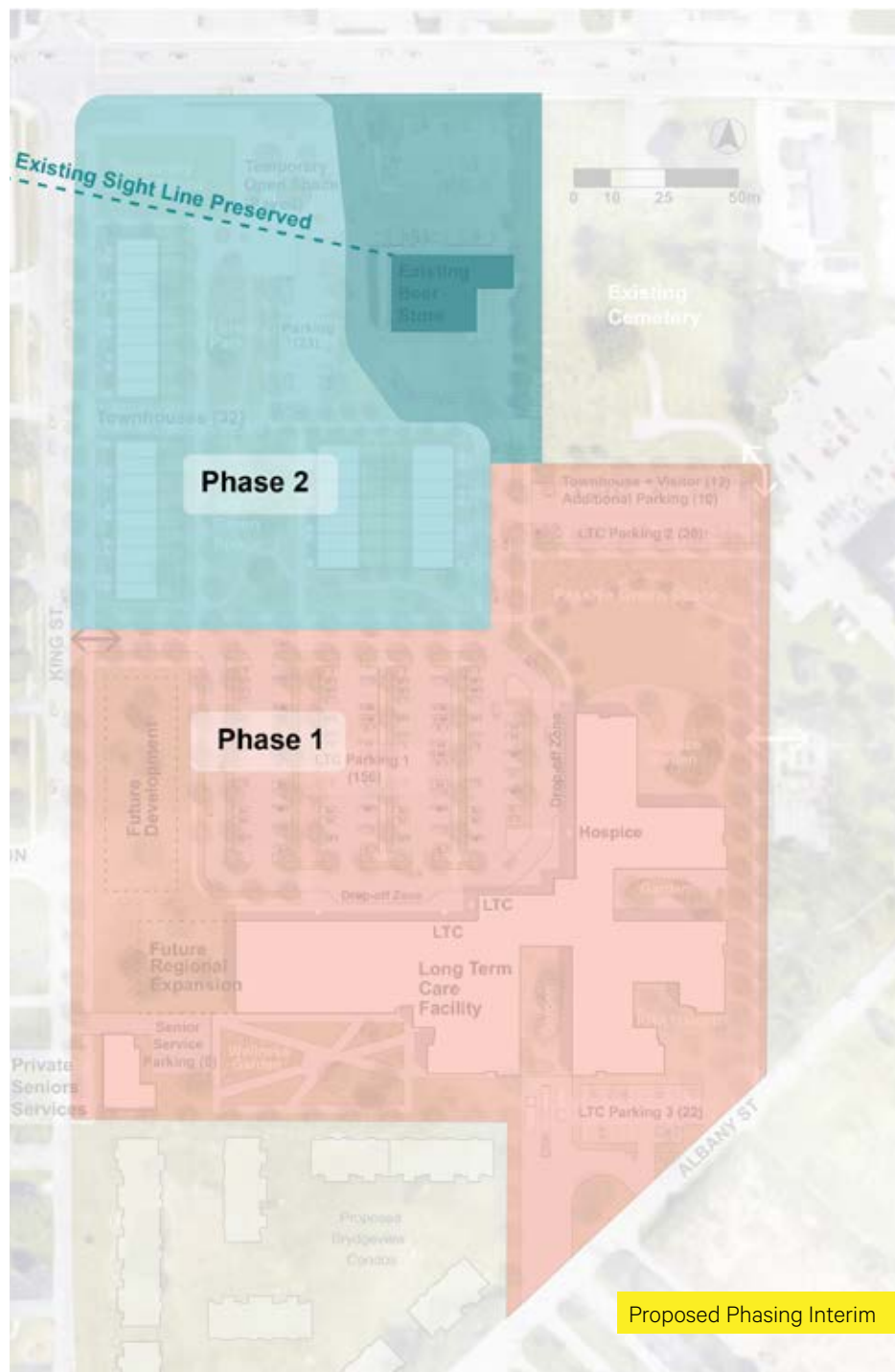
## 6.4 Public Realm

The intent of the planned public realm is to provide a safe and environmentally resilient network of courtyards, open spaces, parks and landscaped areas throughout the masterplan area, providing new opportunities for both active and passive recreational uses as well as a robust system of pedestrian oriented connections to and through the site. The integrated public realm and parks strategy is to ensure that the future development of this site is to enrich and enhance the experience of parks users and nearby residents, transforming a former mall site, into a beautiful residential community.

In concert with the introduction of new streets and roads, an interior system of connected parks, landscaped corridors and open spaces provide a fulsome network of pedestrian and active transportation connectivity within the site. From Garrison Road a linear park serves as a gateway feature and landmark establishing new sightlines through the site, and visual connectivity between the campus of care uses with the surrounding residential neighbourhoods.

Two central park spaces will provide opportunities for both active and passive recreational uses. A northern park space, closer to the planned residential development area will accommodate more active uses, whereas the eastern park, located adjacent to the hospice wing of the Long-Term Care Home will serve a more passive recreational uses, while a number of wellness gardens and outdoor amenity areas associated with the new Gilmore Lodge Long-Term Care Home will provide additional landscaped areas and open spaces. A number of areas have also been identified for potential future development or program expansion.



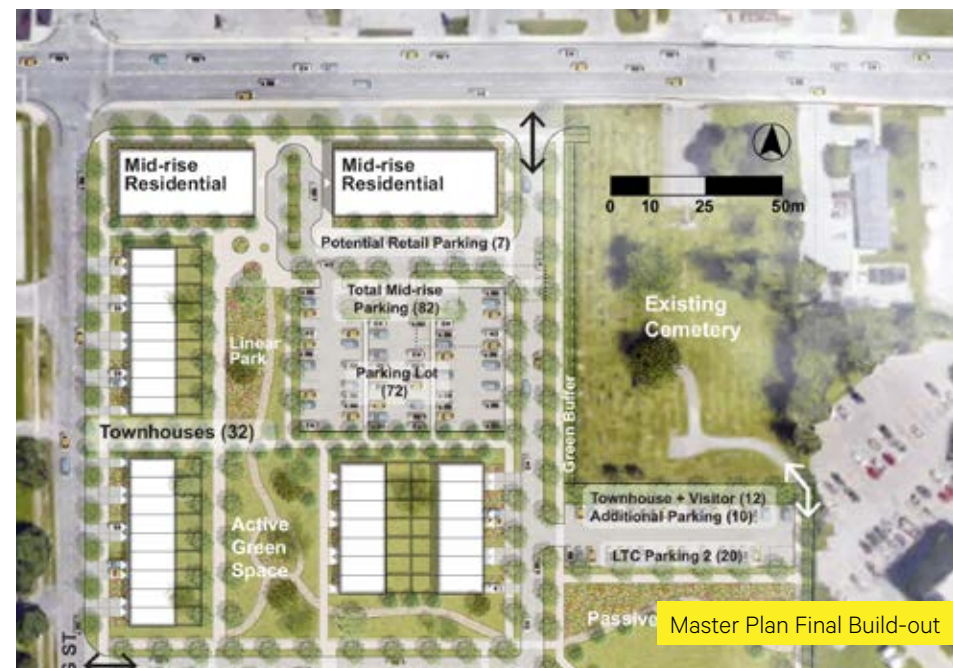
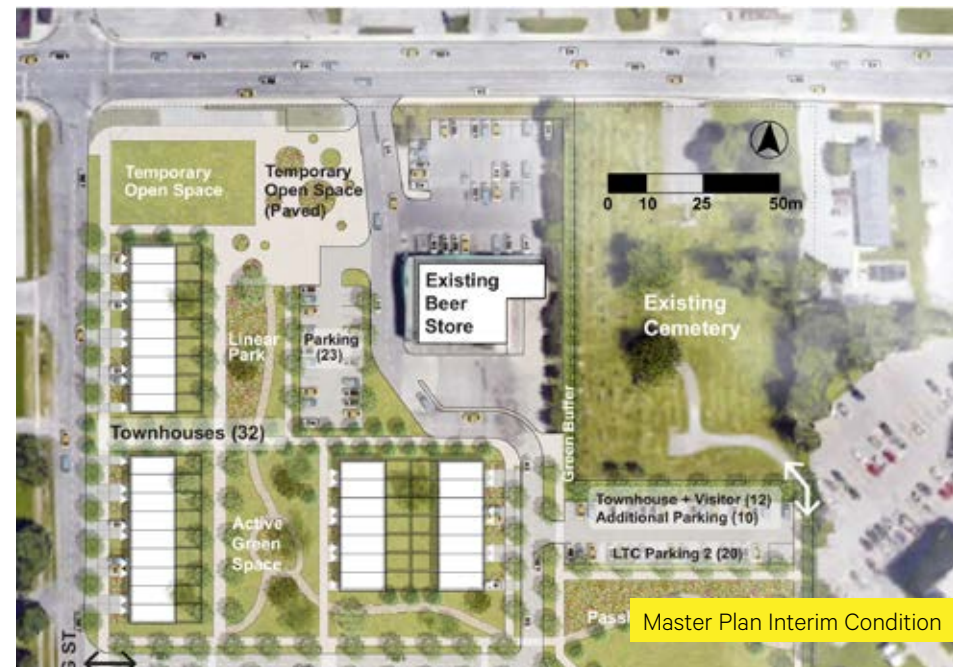


## 6.5 Phasing

Three phases of construction are anticipated, which generally progress from the south to north of the site. Phase one begins with the construction of the new Continuum-of-care campus, the new Gilmore Lodge Long-Term Care Home, hospice centre, wellness centre and private sector senior's home, along with the associated green spaces, parks and garden areas. Sufficient parking and servicing access for the Long-Term Care Home is also anticipated as is the retention of the existing Beer Store as part of Phase one. Phase two includes the preparation of private sector townhouse development lands, and completion of the greenspace system and linear park connections through the site.

For the duration of the Beer Store's lease the master plan envisions an interim condition which preserves sightlines and access to the Beer Store as well as providing a temporary landscaped public open space at the northern portion of the site. While the Beer Store remains the temporary open space will provide a prominent frontage for the new network of linear parks and open spaces.

Only after the remainder of the site is developed, and the Beer Store's current lease has expired, is the re-development of the Beer Store envisioned. Depending on market conditions, it is possible that the Beer Store and/ or other local service uses may be incorporated into future mid-rise development on Garrison Road as the third and final Phase of the master plan build-out.





# 7.0 Recommendations

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The master plans contained in this report are just the beginning step in implementing the new Long-Term Care Homes and adjacent improvements. The following recommendations are provided to advance the site visions.

## Use the master plans to attract development partners and communicate vision

One of the desired outcomes of this master planning exercise, identified at the very outset of the process, is to encourage and incentivize investment from private sector developers. The proposed master plan has been produced as a deliberately flexible framework rather than a rigid and prescriptive blueprint.

The vision articulated through the master plans are to be taken as a starting place, a thorough synthesis of local community and stakeholder priorities alongside best practice urban design principles. In the pursuit of private sector development partners, the Region and Municipalities can draw on this master plan study to illustrate the potential of the sites.

## 1. Use the master plans as a basis to amend site zoning by-laws and to reduce risk for development partners. Ensure future zoning provides maximum flexibility while maintaining the overall master plan objectives.

The indicative private sector development concepts should be used to inform requisite zoning permissions to allow for intensification while maintaining the principles of the master plan study. Unlike typical site specific zoning by-laws which are tailor made to the envelope of a particular development proposal, a degree of flexibility should be incorporated when updating the as of right zoning permissions for the remainder of the master plan sites.

## 2. Consider investing in catalytic site improvements to make sites attractive for development partners

Through the master plan exercise future parks and open spaces have been identified. Preliminary improvements which start to define the contours of these new parks can have a dramatic and transformative impact from a user perspective. Introducing new parks and open spaces prior to investment from private sector partners will contribute to the desirability and available amenities for prospective partners. Introducing permissions for temporary uses in the interim can be a low risk, high reward strategy for further priming these lands for development partners.

Understanding that there will likely be a gap between the construction of new Long-Term Care Homes and adjacent private sector development, even minor site improvements to the remaining lands can have an impact and help incentivize development.

## 3. Initiate conversations with seniors service partners (such as Niagara Regional Housing and private senior care providers) to tenant proposed wellness centres and explore opportunities for complementary housing on non-Long-Term Care Home lands

In addition to conventional development sector partners, one of the desired outcomes of this process is to foster a cluster of associated services for a broad range of supportive uses. Once development parameters and updated zoning regulations have been established the region should follow up with seniors' service providers engaged at the outset of the project consultation phase.

Even if service providers are not in a position to participate as development partners in their own right, there may be opportunities to identify service gaps or community amenities and resources which would increase the impact of existing program offerings.

