



**Seniors Housing Task Force Meeting
Tuesday, February 16, 2016 – 10:00 a.m.
Township of South Frontenac Council Chamber
4432 George St, Sydenham, ON**

AGENDA

Page

- 1. Call to order**
- 2. Adoption of the agenda**
 - a) **That** the Agenda for the February 16, 2016 Seniors Housing Task Force Meeting be approved.
- 3. Disclosure of pecuniary interest and general nature thereof**
- 4. Adoption of minutes**
- 5. Deputations and/or presentations**
- 6. Reports**
 - a) **Mr. Joe Gallivan, Director of Planning and Economic Development,** will provide the Committee with an overview of this County initiative as well as the progress of the Frontenac Islands proposal.
 - b) **Next Steps**
 - c) **Relevant Documents**

The following are documents that are relevant or of interest to a Seniors Housing Project:

 1. Business Plan for Seniors Housing
 2. County of Frontenac Seniors Community Housing Pilot Project Final Summary Report
- 7. Communications**
- 8. Other business**

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9. Next meeting date

10. Adjournment

A Response to the
County of Frontenac RFP for a:

BUSINESS PLAN FOR SENIORS HOUSING

July 17, 2014



Submitted by



In association with





July 15, 2014

County of Frontenac
2069 Battersea Road
Glenburnie, Ontario
K0H 1S0

Attention: Mr. Joe Gallivan, Manager of Sustainability Planning

Subject: Request for Proposal – Senior’s Housing Business Plan

Dear Mr. Gallivan:

We were pleased to receive your request to submit our proposal for preparation of the above-noted business plan. We are hereby submitting this proposal for your consideration.

SHS Consulting is Ontario’s longest established affordable housing development consulting firm, having started out in 1982 as The Starr Group and becoming SHS Consulting in 1999 through merging with Christine Pacini & Associates. We have managed the development of more than 90 affordable housing projects in every corner of Ontario totalling close to 5,000 units with a capital cost in excess of \$1 billion.

We possess particularly extensive experience in the planning and development of seniors housing. We have managed the development of more than two dozen seniors housing facilities. These range from individual stand-alone seniors buildings of various types to continuum of care campuses such as Spruce Lodge Municipal Home for the Aged in Stratford, where we worked for ten years with the Lodge to successfully plan, finance and develop two non-profit seniors apartments (Woodland Towers I and II), a community centre linking the buildings to the Home for the Aged and a life lease component (Hamlet Estates) in order to create a highly attractive and affordable supportive living environment for area seniors.

Of particular note, our experience includes not only managing the development of numerous affordable housing projects, but also preparing a host of business plans and preparing funding strategies and submissions to raise the funds required to proceed with affordable housing developments. We have, in fact, been retained by CMHC to conduct workshops on the preparation of business plans for such projects and have been successful in securing funding for the development of more than 90 individual affordable housing projects across Ontario.

In addition to our experience in development consulting, we bring an added dimension to our work that enhances the success of these projects. SHS Consulting maintains a team of consultants that are highly active in policy and research work in the areas of supportive housing, seniors housing options and healthy communities. We have collaborated with leading experts such as Dr. Paul Williams of the University of Toronto Balance of Care Group and Glenn Miller of the Canadian Urban Institute on studies carried out for agencies such as the NE LHIN, CMHC, Toronto Homes for the Aged, the Ontario Ministry of Municipal Affairs and Housing, numerous municipalities and a wide variety of non-profit and private housing providers and support agencies around these issues.

For example, in 2012 we were retained in partnership with the Canadian Urban Institute to develop a series of publications for CMHC National Office entitled “Guide to Housing for Older Canadians”. These

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publications set out approaches for the design and development of various forms of seniors housing. In early 2013, CMHC again retained us to prepare a report entitled "Information Gaps and Priorities for Creating Supportive Living Environments for Canadian Seniors". Preparation of this report brought us into contact with numerous organizations across Canada that were involved in the development of supportive housing for seniors and increased our depth of understanding of the key factors critical to successfully developing such projects.

Working together with Re/Fact Consulting, we were the authors of the Frontenac County Seniors Community Housing Pilot Project Study that helped give rise to the current project. This work greatly familiarized us with various options for seniors housing across the County and with the community of Marysville where the proposed project would be located. In light of the above experience, we believe we would be able to provide the expertise critical to the preparation of a highly effective business plan for the proposed project and any other additional projects that may be considered.

Our proposal again brings together SHS and Re/Fact Consulting who would work as a team on the proposed project. The two firms have worked together extensively on numerous projects of this nature and have developed a close and effective working relationship.

In this proposal we discuss our understanding of your requirements, describe our overall approach and work plan, outline our qualifications and experience, provide references familiar with our work, and provide our project budget and schedule. Detailed resumes of the members of our project team are included in the Appendix.

We would again like to thank you for the opportunity to present this proposal for your consideration. Please contact me at 905-763-7555, ext. 107 if you have any questions. We look forward to your response.

Yours truly,



Ed Starr, Partner
SHS Consulting

cc. Ken Foulds, Re/Fact Consulting

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1.0 OUR UNDERSTANDING OF YOUR REQUIREMENTS

1.1 Background

The Seniors Community Housing Pilot Project Study prepared by SHS Consulting and Re/Fact Consulting on behalf of the County of Frontenac in 2012 concluded that a preferred option for a seniors housing project in the Marysville Community on Wolfe Island was an assisted/supportive housing project providing rental accommodation, either through new construction or redevelopment. The Frontenac Senior's Housing Task Force met on May 26, 2014 to review possible directions for the proposed project and determined that the most suitable course of action would be to evaluate potential project options and develop a business plan for the proposed project.

At this time, the County is seeking the services of an experienced consultant to prepare this business plan. The consultant is also being asked to provide costing for second and subsequent iterations that could be developed elsewhere in the County.

1.2 Project Goals and Objectives

As noted above, The County is seeking the services of a consulting team to prepare a business plan for the proposed Marysville seniors housing project.

The business plan is to include an analysis of the following:

- **Size, scope and scale of the project**
- **Community input and Frontenac Islands Council input**
- **Engagement with the Housing Service Manager (City of Kingston)**
- **Identification of the target market**
- **Definition of Roles and Responsibilities**
- **Site location options**
- **Site servicing considerations**
- **Planning considerations**
- **Delivery options and identification of preferred option**
- **Funding and pro forma analysis**
- **External funding and grant opportunities**
- **Recommendations**

The business plan is to be designed in such a manner that it could be updated for second and subsequent iterations of the plan for future roll outs in other townships.

We have developed a work plan aimed at meeting these goals and objectives. This work plan is outlined in the following section.



County of Frontenac Business Plan for Seniors Housing



1.3 The Work Plan

Bringing a housing project from initial concept to on-the-ground reality involves a number of sequential stages. Each stage involves a progressively more detailed assessment of the project to ensure that it continues to meet the owner's needs, is financially feasible and is operationally sustainable. Key resource commitments and go-forward decisions are required for sponsor groups to proceed from one stage to the next. The scope of work being proposed by Frontenac County under this RFP is really at the beginning of this process, i.e. preparing a business plan to determine 'proof of concept'.

STEP 1 PROJECT START - UP

Prior to commencing work, a project start-up meeting would be held to re-confirm with the County the work plan tasks, timing and decision-making protocols. The initial meeting would also present a beneficial opportunity to meet with the Task Force and review work on the project to date as well as working assumptions. In addition to confirming administrative matters, this step would involve the following tasks:

- 1 **Review/confirm scope of work with project authority**
- 2 **Review work to date/progress with Task Force**
- 3 **Confirm working assumptions with regards to concept, governance, management, follow-on projects, etc.**
- 4 **Gather background material/studies**
- 5 **Set out administrative protocols – primary contacts, communications, billing, contract documents**

STEP 2 - EXISTING CONDITIONS ANALYSIS

A fundamental foundation for the business plan is establishing the need/demand for the proposed project. Funders and financiers oblige this work to clearly demonstrate that a sufficient target group exists to support project viability. The Task Force has undertaken some investigations in this regard and prospective growth scenarios for seniors were detailed in the prior seniors study completed as a pre-text to this study.

Additional work is required to confirm the current assumptions and type of interest that exists for a project on Wolfe Island and in particular, Marysville. The timeline for the project is quite compressed and given the working project scale contemplated in the RFP, an efficient approach to gathering need information is required. To document an accurate picture of the local need and validate a working project concept, activities in this step of the work plan would include the following:

- 1 **Gather available data on need/demand via existing documentation and updated population profiles (2014)**
- 2 **Quantify and validate project needs through community focus group session**
- 3 **Expand validation process via individual survey (only if needed, due to project time line)**
- 4 **Confirm target market for project based on established need profile**
- 5 **Establish working project concept in terms of size, form, tenure and affordability**



County of Frontenac Business Plan for Seniors Housing



STEP 3 - DEFINING DEVELOPMENT PARAMETERS

Having defined the need and working concept for the project, the next main step is to identify prospective development opportunities and the constraints that are associated with them. Apart from evaluating project sites/locations, planning and associated technical factors would be assessed for each site/location in consultation with municipal staff. Sponsorship, funding and partnership opportunities for the project would also be investigated in order to determine potential available resources. This stage of the work plan is intended to refine development options to the point where a basic pro forma financial assessment can be undertaken. Activities in this step of the work plan would include the following:

- 1 Identify prospective project sites/buildings and assess development parameters associated with each (i.e. planning, servicing constraints/options and related technical requirements)**
- 2 Review needs, options and funding opportunities with Service Manager (City of Kingston)**
- 3 Identify prospective sustainability principles and potential project elements**
- 4 Identify potential sponsors and partnerships**
- 5 Identify potential project development options for achieving project concept**
- 6 Review and confirm findings with project authority and Task Force**

Prior to moving forward with the next step (financial analysis), findings to date would be discussed with the project authority and Task Force to confirm potential development directions.

STEP 4 - PRELIMINARY FINANCIAL ASSESSMENT

Having refined the project concept and identified potential development options, the next stage in the assessment process is a preliminary financial work up. As part of this process, both initial capital costing and projected on-going operational costing would be established on a first-cut basis with the goal of assessing financial viability. It is important to note that this viability testing process is an iterative one and that as project parameters are further refined and assumptions change, subsequent viability testing would be required at key milestones in the overall development process. Activities in this step of the work plan would include the following:

- 1 Identify potential costs, funding sources and financing parameters for both initial capital and on-going operations**
- 2 Establish sustainability element costs as component of overall budget on a cost/benefit basis**
- 3 Undertake preliminary financial work-up of prospective option(s) including base assumptions for revenues and expenses to gauge initial project viability and on-going project sustainability**
- 4 Confirm the preferred seniors project option(s) for Marysville**

Based on financial analysis results of this step, adjustments to the project concept may be warranted to support viability. As such, a review of findings and options would be undertaken with the project authority and Task Force prior to moving to the next stage if substantive changes to project concept were deemed to be required.

STEP 5 - BUSINESS PLAN DEVELOPMENT

The primary tool for demonstrating 'proof of concept' and securing project support/funding is the business plan. As the pivotal component of this study, the business plan summarizes key project information and provides sound rationale for advancing project development. As such, it includes important summary information on all aspects of the project concept in terms of need, form, location, governance and initial financial viability. This stage of the project would involve consolidating the work of



County of Frontenac Business Plan for Seniors Housing



all prior stages to provide a complete project picture in the form of a business plan. Specifically, this step of the work plan would involve the following activities:

- 1 **Roll-up findings from each step into a formal business plan report with a formal recommendation on project feasibility**
- 2 **Confirm in the business plan the proposed project configuration with regards to:**
 - a. **Demonstrated project need**
 - b. **Size, scale, tenure and affordability**
 - c. **Development site(s) and technical parameters**
 - d. **Preliminary financial viability**
 - e. **Fit with sustainability principles**
 - f. **Governance and on-going management/operations**
 - g. **Prospective partners**
- 3 **Define a clear 'go/no go' recommendation based on established assumptions and findings**
- 4 **Present draft business plan to project authority and Task Force**

As a final step in the project, we would review options with the project authority for replicating the business planning process for other possible seniors' projects within Frontenac. While the generic business plan process is similar, the specifics of a projects size, form, tenure, affordability and location can each influence a projects viability. As such, the ability to replicate a project is subject to a number of localized conditions. This potential would be reviewed with the project authority to assist in their consideration for future projects to be located elsewhere in the County. Where the County wished to pursue additional projects, a similar but customized approach to developing subsequent business plans would be detailed prior to commencement of the work.



County of Frontenac Business Plan for Seniors Housing



2.0 THE PROJECT TEAM

Our project team will consist of individuals from SHS Consulting and Re/Fact Consulting who bring the highest level of experience and qualifications in conducting studies of this nature. The qualifications and experience of the firms and these individuals are outlined below.

2.1 Contact Information

Company Name: SHS Consulting
Main Contact Person: Ed Starr, Partner

Address: 70 East Beaver Creek Road, Unit 30
Richmond Hill, Ontario
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Telephone Number: 905-763-7555, ext. 107
E-Mail Address: estarr@shs-inc.ca
Fax Number: 905-763-7558

2.2 Company Profiles

SHS CONSULTING

SHS Consulting is an independent Canadian consulting firm specializing in affordable housing development and housing policy and research. Operating out of offices in Richmond Hill, we maintain a full-time consulting staff of 10 individuals with qualifications in planning, project management, healthy communities, finance and economics, public administration, property management, housing policy, market analysis, strategic planning and other related areas.

Our firm was established in 1982 as The Starr Group and became SHS Consulting in 1999 through a merger with Christine Pacini and Associates. We have managed the development of more than 90 affordable housing projects in all corners of Ontario containing close to 5,000 units and totalling over \$1 billion in capital costs. We also maintain active practice areas in planning and housing policy and research, market analysis, financial analysis, socio-economic analysis, capital needs assessments, strategic and business planning, community consultation, survey research, and program evaluation. Our clients include federal, provincial and municipal governments; crown corporations; agencies, boards and commissions; community-based non-profit agencies; sector associations and non-profit and private sector housing providers.

We were the project lead for preparation of the Frontenac County Seniors Community Housing Pilot Project and also developed the Kingston/Frontenac Municipal Housing Strategy on behalf of the County and the City of Kingston. Accordingly, we are highly familiar with the County, the needs of seniors throughout the area and the approaches that are being pursued for meet these needs.



County of Frontenac Business Plan for Seniors Housing



SHS is at the forefront in developing and applying financial and planning tools for affordable housing. Our work in both preparing Affordable Housing Strategies and acting as development consultants to plan and manage specific affordable housing projects leaves us among Ontario's most experienced and accomplished consultants in this regard. We have been retained on numerous occasions by municipalities to help analyze and recommend potential financial incentives and planning tools to encourage and facilitate the development of affordable housing, many of which have been put in place by municipalities in every corner of Ontario. Further, we have developed our own customized computer-based financial model to test various options and scenarios for the development of affordable housing. This model was used in the recent Barriefield Feasibility Study conducted on behalf of the City of Kingston to test options for potential affordable housing projects on surplus Federal lands within the Barriefield community of the City of Kingston. This tool provides a highly useful approach to assess potential projects in from a financial standpoint.

One area of particular specialty in our work is the development of continuum of care communities providing affordable and supportive housing for seniors and persons with disabilities. This work stretches back to the early 1980's, when we were retained by Spruce Lodge Municipal Home for the Aged in Stratford to assist with the planning and development of its continuum of care campus. For the next ten years, we worked with the Lodge to successfully plan, finance and develop two non-profit seniors supportive apartments (Woodland Towers I and II), a community centre linking the buildings to the Home for the Aged and a life lease component (Hamlet Estates) in order to create a highly attractive and affordable supportive living environment for area seniors.

Since that time, we have gone on to coordinate the development of similar continuum of care projects on the site of Scarborough Hospital (Jack Goodlad Seniors Apartments), Trenton Hospital (Trenton Memorial Lodge), John Noble Home in Brantford, Halton Cheshire Homes in Dunnville, Castle Arms Apartments at Casselholme Municipal Long Term Care Centre in North Bay, Mattawa Seniors Apartments at Algonquin Manor in Mattawa, PHARA Seniors Apartments at Algoma Manor in Thessalon and Hesperus Seniors Apartments at Hesperus Village in the City of Vaughan.

Our housing policy and research work supplements this experience. For example, in 2012 we were retained in partnership with the Canadian Urban Institute to develop a series of publications for CMHC National Office entitled "Guide to Housing for Older Canadians". These publications set out approaches for the design and development of various forms of seniors housing, including continuum of care communities and supportive housing. In early 2013, CMHC again retained us to prepare a report entitled "Information Gaps and Priorities for Creating Supportive Living Environments for Canadian Seniors". These and other similar research projects have expanded our knowledge in this field and enable us to undertake more informed and innovative development projects reflecting the ideas gathered through such research activity.

We possess particular expertise in the preparation of business plans for affordable housing projects. We have prepared business plans for dozens of potential affordable housing projects, many of which have become the foundation for successful funding applications that enabled the development of affordable housing projects. In fact, CMHC have retained our services to conduct workshops on the preparation of such business plans. Accordingly, we are highly familiar with the requirements of such plans and would be able to quickly move forward with the preparation of the business plan for the proposed project.



County of Frontenac Business Plan for Seniors Housing



RE/FACT CONSULTING

Re/Fact Consulting, a private consulting firm located in Ottawa, offers services in the housing, planning and development fields. The principal of the firm, Ken Foulds, brings more than 25 years of extensive experience to this project in all facets of the housing field, including the preparation of numerous business plans and coordinating the development of seniors and supportive housing projects throughout Eastern Ontario. In addition to facilitating affordable housing projects with community sponsors, the firm provides advice to municipalities on all aspects of affordable and social housing responsibilities. The firm also specializes in housing policy, development strategies, planning studies and project management.

Since its inception in 2006, Re/Fact Consulting has provided a range of consulting services to public and private sector organizations across the province. Consulting assignments have included municipal housing strategies, asset management strategies and capital rehabilitation, business plan preparation, affordable housing development, municipal housing program delivery, local housing corporation reviews, performance improvement systems, applied research in social housing, feasibility assessments and project management.

Re/Fact Consulting has collaborated with SHS Consulting on a number of recent projects, including the recent Frontenac County Seniors Community Housing Pilot Project and the City of Kingston and County of Frontenac Municipal Housing Strategy, and has developed an effective and efficient working relationship for undertaking projects of this nature.

2.3 Members of the Project Team

Our project team is comprised of three individuals with extensive experience in the preparation of business plans and the development of seniors affordable housing. Their qualifications and experience are outlined briefly below. Detailed resumes are provided in Appendix One.

Edward Starr, Partner, SHS Consulting

Ed Starr possesses more than 40 years of professional experience in the affordable housing sector. This work has included an extensive range of development consulting projects, as well as housing policy and research, financial analysis, strategic planning and business planning. He possesses a Master of Environmental Studies Degree from York University (specializing in Housing Policy and Community Planning) and a second Masters Degree in Business Administration, also from York. He is a Registered Professional Planner and Member of the Canadian Institute of Planners.

Prior to entering the consulting sector in 1978, Ed worked as Housing Policy Analyst for the City of Toronto and Director of Housing Policy for the Regional Municipality of Peel where he developed an in-depth knowledge of affordable housing. While at the Region, he was instrumental in establishing Peel Living, which has gone on to develop one of Canada's largest social housing portfolios.

In 1978 he joined the consulting sector at Ernst & Young. Over the next four years, he conducted a host of consulting assignments for public, private and non-profit organizations on a variety of public policy, housing and development issues. He was lead consultant for the Evaluation of the Federal/Provincial Non-Profit Housing Program and developed a report that was instrumental in setting in place many of the policies followed in affordable housing development during the 1980's and 1990's.



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In 1982, he established The Starr Group Inc., which he merged with Christine Pacini and Associates in 1999 to form SHS Consulting. His work has included preparing business plans and funding submissions and managing the development of more than 50 affordable housing projects. This experience has familiarized him with the design, planning, financing and development of all forms of affordable housing, including numerous seniors housing projects. Ed has also directed a number of the firm's studies related to seniors housing, such as the CMHC study on Information Needs for Seniors Supportive Housing and the NE LHIN Study of Seniors Housing Options in Northeast Ontario, and collaborated with many of Ontario's top experts such as Dr. Paul Williams of the University of Toronto.

Ed will act as the Project Director and will contribute in virtually all areas of the study.

Ken Foulds, Principal, Re/Fact Consulting

Ken Foulds is a Principal with Re/fact Consulting, a consulting firm based in Ottawa, Ontario. He has an Honours Degree in Geography from Trent University and has worked professionally in the housing, planning and development fields for more than 25 years. He is a past member of the Ontario Professional Planners Institute and a past member of the Canadian Association of Geographers. During his working career, Ken has worked in the housing field in both in the private and public sectors, providing development, program and policy guidance to a range of clients. He also has direct housing experience in the municipal sector, having served as Manager of Housing Programs at the City of Ottawa and as Manager of Planning for the City of Kanata.

Ken is keenly aware of housing issues in the Frontenac area, having recently assisted in the completion of the Frontenac County Seniors Community Housing Pilot Project and the City of Kingston and County of Frontenac Municipal Housing Strategy. In addition to this comprehensive study, Ken also has completed assignments on affordable housing for the Barriefield area in Kingston as well as a comprehensive review of operations for the Kingston and Frontenac Housing Corporation.

In addition to this local experience, Ken has been involved in the development of a number of seniors housing initiatives that are highly relevant to this study. Most recently, this development consulting experience is being applied in Ingleside to assist in the construction of a seniors housing project, including the installation of green energy technology. Ken has also marshalled through the development of a number of seniors and supportive housing facilities in Eastern Ontario including Winchester, Williamsburg, Finch, Alexandria and Green Valley. In two of these projects, a highly innovative senior's support centre was combined with new housing units for frail elderly residents to create a community hub that also provided outreach services to the surrounding community. This housing model enabled seniors to remain in their community by providing appropriate housing and supports to meet their needs.

This combination of local housing policy expertise, knowledge of municipal housing delivery systems and experience in developing seniors housing and support facilities will be invaluable to the project, helping to bring practical and relevant perspectives to the preparation of the business plan.

Ken will act as Project Manager and will contribute in virtually all areas of the study.



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Narmadha Rajakumar, Research Analyst, SHS Consulting

Narmadha joined the firm in 2012 in the position of Research Analyst. She has completed a Masters Degree in Community Planning from the University of Toronto, where she majored in housing and data analysis. Since joining the firm, she has participated in the preparation of a number of municipal housing strategies, the preparation of the Ontario Non-Profit Housing Association study entitled “Where’s Home”, and the preparation of business plans for a number of potential seniors and affordable housing projects. Her work in these studies has involved organizing the community engagement process, conducting data analysis, researching best practices, conducting key stakeholder interviews and focus groups, developing and analyzing surveys and conducting environmental scans.

Narmadha will be responsible for providing research support in the preparation of the business plan.

2.4 Recent Relevant Experience

As noted earlier, our experience includes both development consulting and housing policy, research and business planning. Relevant examples of our work are outlined below.





AFFORDABLE HOUSING DEVELOPMENTS

As Ontario's longest established development consulting firm, SHS has managed the development of more than 90 affordable housing projects in every corner of Ontario. Below we provide some relevant examples of senior citizen housing projects managed by SHS. The firm prepared the business plans and funding submissions and managed the development of each of these projects.

JOHN NOBLE HOME

Size: 26 supportive housing units
(conversion of vacant wing of long-term care facility)

Target Group: Seniors

Location: Brantford
Status: Completed in 2008



John Noble Home in Brantford is an example of a municipally-owned long term care facility that faced an uncertain future when portions of the Home were classified as "Class D" space that did not meet current standards. Conversion of this space to 26 supportive apartment units solidified the future of this facility. SHS was instrumental in assessing the options for this facility, determining the preferred development and financing approaches, preparing successful funding submissions and co-ordinating the development of the project.



SPRUCE LODGE

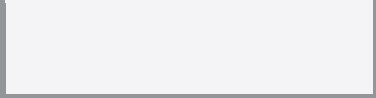
Size: two 50 unit apartment buildings

Target Group: seniors and persons with disabilities

Location: Stratford

Status: Completed in 1990

Spruce Lodge in Stratford is an example of a municipal long term care facility that redeveloped surplus land holdings to create a continuum of care community. SHS prepared the initial feasibility study examining financial and development options for the campus and putting in place the development and financing strategy for each element. Funding available through various social housing programs was secured to create new affordable housing facilities adjacent to the Home, which in turn provides supportive services and makes available various facilities to tenants. SHS coordinated the development of two major supportive, affordable rental apartment buildings adjacent to the Home (Woodland Towers I and II). Spruce Lodge went on to also develop Hamlet Estates, a life-lease component that provides a form of equity to residents. SHS played an instrumental role in the planning of this facility and a community centre linking the various elements of the community.



PHARA WESTWIND SHORES AT ALGOMA MANOR

Size: 33 apartment units
Target Group: seniors and persons with disabilities
Location: Thessalon, Ontario
Status: under construction

The original **Algoma Manor** was a municipally sponsored long term care facility developed in the 1960's in Thessalon, Ontario, a small community near Sault Ste. Marie. The facility contained 100 long term care beds and also housed a small local hospital. In the early 2000's, although still in solid physical condition, it was classified as a "D" level facility that did not meet current standards and was replaced by a new Algoma Manor facility located across the parking lot on the same property. The Ministry of Health and Long Term Care announced plans to demolish the existing building, which would not only eliminate solid local infrastructure, but would also threaten the continuing operation of the Hospital. In 2011, the Physically Handicapped Adult Rehabilitation Association (PHARA), a well established supportive housing provider in Northern Ontario, retained SHS Consulting and a local architect to conduct a feasibility study on potential alternative uses for the building and the conclusion was reached that it could be converted to 33 supportive apartments for seniors and persons with disabilities, while also saving the Hospital.

A business case was developed by SHS and successfully presented in person to senior officials of the Ministry of Municipal Affairs and Housing and the funding was approved for the conversion. The Ministry of Health and Long Term Care contributed the funds that were originally to be used for demolition of the building in order to firm up project financing. SHS were then retained to coordinate the conversion of the building, which is currently nearing completion. A Nurse Practitioner Clinic has also agreed to rent space in the building, providing an extremely compatible and impressive mix of uses to create a continuum of care campus providing supportive housing for seniors and persons with disabilities, a modern new long term care facility, a hospital and the Nurse Practitioner Clinic. PHARA is also currently negotiating with the NE LHIN for funding to operate an Adult Day Program in the former auditorium of the building.



Casselholme is a large Municipal Long Term Care Centre located in North Bay. In the 1980's they formed a separate housing corporation known as Castle Arms Non-Profit Apartment Corporation and went on to develop three supportive affordable seniors apartments on the campus of Casselholme adjacent to the LTC Centre. In 2009/2010, Castle Arms retained SHS to manage the development of a fourth supportive/affordable seniors apartment of 55 units to complete the continuum of care community. Castle Arms also partnered with Algonquin Nursing Home, a private sector, family run nursing home in Mattawa outside of North Bay to develop a 12 unit seniors supportive housing project on surplus lands donated by the Home. Algonquin benefits from the extra revenues generated by these seniors and provides them with additional supports and facilities. Sharing the same property and development team brought a range of economies of scale that facilitated both developments. SHS prepared the initial feasibility studies for each of these projects, developed the financing and development strategies, prepared successful funding submissions and coordinated the development of the projects.

**CASTLE ARMS
NON-PROFIT
APARTMENT
CORPORATION**

Size: 12 unit and 55 unit apartment buildings
Target Group: Seniors
Location: Mattawa and North Bay
Status: Completed in 2010



HESPERUS FELLOWSHIP COMMUNITY

Size: 61 unit apartment building
Target Group: Seniors
Location: City of Vaughan
Status: Completed in 2011

Hesperus Fellowship Community intensified an existing social housing site in Vaughan to add 61 units of affordable housing in partnership with the Canadian Mental Health Association and a local women's shelter. The project was physically linked to an existing 19 unit project and also includes medical offices and supportive services for activities of daily living. SHS carried out the initial feasibility study examining alternatives for the project (including life lease, homeownership, and rental), prepared full capital and operating budgets for the preferred option, prepared a successful funding application and coordinated the development of the project.

VAN ORDER SENIORS PROJECT

Size: 49 unit apartment building
Target Group: Seniors and Administration offices
Location: Kingston
Status: Completed in 2007

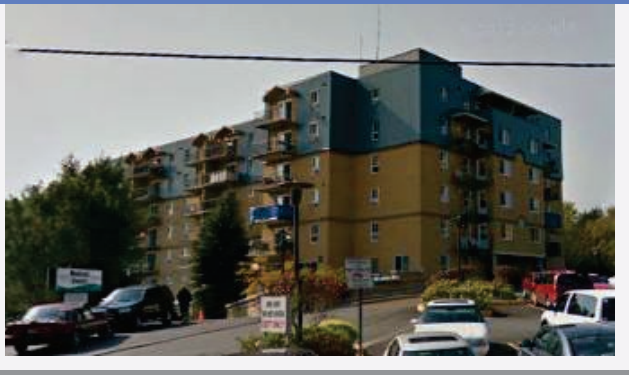
The **Van Order Seniors Project** developed in Kingston by Kingston Frontenac Housing Corporation is another example of an innovative mixed-use project. The Van Order project intensified an existing social housing site to create a mixed affordable housing community in response to a financial analysis conducted for the Corporation. The project also incorporated a new administrative headquarters for the Corporation, saving them thousands of dollars in annual office rent.



TRENTON MEMORIAL LODGE

Size: 50 units
Target Group: Seniors and persons with disabilities
Location: Trenton
Status: completed in 1988

Trenton Memorial Hospital is a major hospital serving the community of Trenton and surrounding area. Recognizing the need for supportive affordable housing for seniors and persons with disabilities, the Hospital formed a separate corporation, Trenton Memorial Lodge, in the late 1980's and retained SHS to develop a funding submission for a 50 unit supportive affordable apartment building. The submission was successful and SHS went on to coordinate the development of the building, which was physically linked to the Hospital.



RECENT RELEVANT STUDIES

A number of relevant studies conducted by SHS Consulting add to the depth of our experience in undertaking the preparation of the business plan. Some recent examples are outlined below.

Frontenac County Seniors Community Housing Pilot Project, Frontenac County (SHS in association with Re/Fact Consulting - 2012)

SHS Consulting, in association with Re/Fact Consulting, was selected to undertake this study, examining current housing needs for seniors in this geographically diverse municipality. Appropriate housing models to address these needs were identified and examined based on scanning of similar jurisdictions. Housing opportunities and locations throughout the County were reviewed and ranked based on their potential to address housing needs. Identified models were then evaluated against ranked opportunities to determine potential pilot project priorities. A formal plan for moving options forward was also provided as a concluding part of this process. Throughout the study, consultation with stakeholders, seniors housing providers and support service agencies was undertaken to help shape priorities and pilot project elements. Ed Starr was project director and Ken Foulds was the project manager for the study. As the pre-text to the current study, this project work is directly relevant to the requirements of the County's RFP.

City of Kingston and County of Frontenac Municipal Housing Strategy (SHS in association with Re/Fact Consulting - 2011)

SHS Consulting, in association with Re/Fact Consulting, was selected to develop a Municipal Housing Strategy for the City of Kingston and County of Frontenac to replace the previous housing strategy *The Kingston Model for Action*. The Municipal Housing Strategy contains projections, policies, and programs for affordable housing and recommended actions to create a diverse housing stock in the City of Kingston and County of Frontenac in the short, medium and long term.

The overall approach in completing the study involved three phases and incorporated a range of research and consultation techniques. Phase one was the demand and supply analysis which identified the key housing issues facing area residents. The second phase provided an assessment of the current policy context and established recommended policies and actions aimed at addressing housing gaps. Phase three presented a comprehensive framework for addressing each of the recommendations in the Strategy and identified stakeholders responsible for implementation. Additional work for the Municipal Housing Strategy involved a review of the Provincial Long Term Affordable Housing Strategy as well as locational analysis of suitable social housing sites in the City of Kingston.

Of particular note is the number of consultation sessions conducted within Frontenac County by the SHS team. We met with members of County Council, support agencies, area seniors and other community stakeholders in various communities across the area to obtain input and feedback and develop an understanding of the needs facing current and future seniors. We also became familiar with some potential sites for seniors development projects and key issues that would have to be addressed to move forward with such developments. This work greatly familiarized us with the communities comprising the County, with the demographic, social and economic trends facing the area, with key stakeholders and with potential pilot projects that could help meet identified needs.

**Housing for Older Canadians: The Definitive Guide to the Over-55 Market, CMHC (SHS in association with Canadian Urban Institute - 2011)**

SHS worked in partnership with the Canadian Urban Institute (CUI) to update CMHC's publication *Housing for Older Canadians: The definitive guide to the over-55 market*. Selected chapters in the original publication were updated and published as five separate volumes. SHS took the lead on updating four of the five volumes with current data, information, and analysis. The first volume focused on current and emerging trends in seniors' lifestyles, health, financial situations, and housing choices. The second volume outlined the range of options available for developers and sponsors of projects for older Canadians. The third volume described the steps required to prepare for the development and construction of a project geared toward older adults and seniors. The fifth volume focused on the range of services and amenities usually associated with housing for older Canadians.

Seniors Residential/Housing Options – Capacity Assessment and Projections, NE LHIN, (SHS in association with University of Toronto - 2009)

This project represented a major research initiative focused on identifying the housing and support needs of seniors across Northeast Ontario, the role various forms of seniors housing can play in meeting these needs, the potential for enhancing the role of supportive housing in meeting future needs in accordance with the Aging at Home Strategy and the challenges faced by long term care facilities, non-profit housing providers, support service agencies, municipalities, and the NE LHIN itself in meeting these needs.

SHS Consulting carried out this extensive project in collaboration with Dr. Paul Williams of the University of Toronto Department of Health Policy. The work plan included more than a dozen in-person consultations with Expert Panels in urban and rural communities across all six Planning Districts of the NE LHIN, a review of literature on the housing needs of seniors and options for meeting these needs, extensive analysis of demographic and housing-related data from the Census, CCAC, CMHC, long term care homes, hospitals, private nursing homes, non-profit housing providers, support agencies and local municipalities, preparation of projections of need and an analysis of potential options for meeting these needs, including supportive housing, long term care beds, retirement homes and convalescent and hospice beds.

A major feature of the study was an innovative "balance of care" analysis carried out using long term care applicant data provided by the Community Care Access Centre (CCAC). This analysis examined the support needs of seniors on the waiting list for long term care beds and developed conclusions about the number of applicants that could be accommodated in supportive housing and other forms of senior citizen accommodation if such options were available in the community. The analysis included a comparison of the cost of providing a suitable level of care and accommodation in supportive housing vs. long term care and arrived at conclusions regarding the potential cost savings that could be realized from a greater emphasis on supportive housing.

Supported@Home Burlington (SHS - 2011)

Supported@Home Burlington is a multi-stakeholder collaboration working toward the provision of housing and an integrated continuum of support services for adults with disabilities in Burlington. With its first affordable, supportive housing and building currently under construction, the group is working to formalize its collaborative service model to best meet the needs of adults with disabilities. Over the long-term, the group is working toward the creation of a network of service hubs in



neighbourhoods throughout Burlington. These hubs will include supportive housing opportunities with shared office space for services providers as well as outreach services.

The Supported@Home model builds on existing models for integrated, collaborative service delivery including the Assertive Community Treatment (ACT) model utilized in mental health, the Integrated Geriatric Service Worker models currently piloting in Waterloo-Wellington and the evolving case management model.

SHS assisted the group in securing funding for this collaborative project and is currently working with Supported@Home to help the organization meaningfully engage adults with disabilities in the process of developing and refining the service collaboration model to best meet their needs. By gathering first hand research from clients, other adults with disabilities in Burlington, frontline service providers, the group will continue to adjust its model of service delivery before the opening of its new building and the development of future neighbourhoods hubs.

Environment Scan on Seniors' Transitions to Special Care Facilities, CMHC (SHS - 2011)

SHS Consulting was retained by CMHC to review the state of knowledge on seniors' transitions from private dwellings to special care facilities. The first phase of the project involved conducting a comprehensive literature review on seniors' transitions from private dwellings to special care facilities with a focus on the past two decades. The second phase of the project involved identifying data sources on seniors' housing transitions, analyzing this data, identifying data gaps and providing recommendations on how to fill these gaps. Consultations with key informants were also conducted to validate and build on the findings of phase one and obtain their expert opinion on the topic. The report is a synthesis of findings from the literature and key informant interviews. It is intended to provide a comprehensive picture of seniors' housing transitions from private dwellings to special care facilities as well as to identify data gaps and areas for further research.

Seniors Housing Options Study, North Shore Tribal Council (SHS in association with University of Toronto - 2011)

The North Shore Tribal Council represents seven First Nation communities located along the north shore of Lake Huron between Sudbury and Sault Ste. Marie in Northern Ontario. Each First Nation is responsible for the care and accommodation of its elderly population. The Tribal Council provides some coordinated support services on a regional basis to assist in meeting these needs and also provides a forum for discussing support service issues and developing potential strategies and solutions.

These First Nation communities have always exhibited a much younger age profile than the mainstream population. However, they are finding that their population is aging and the number of elderly is increasing significantly across the area. This increase is causing a growing number of supportive care and housing issues, including increased numbers of cancer and diabetes cases.

In 2010, the Tribal Council, working in cooperation with the seven First Nation communities and the NE LHIN, retained SHS Consulting and Dr. Paul Williams of the University of Toronto to undertake an assessment of the supportive care and accommodation needs of elders on these Reserves and to help develop strategies for meeting these needs. Also assisting on the team was Alex Jacobs, a well recognized Aboriginal cultural advisor, who helped familiarize the project team with the history and culture of each First Nation.

SHS worked extensively with the Tribal Council and each First Nation community to develop an understanding of the supportive care and housing needs of the elderly population, to prepare Community Profiles for each First Nation, to prepare projections of anticipated growth in elderly population in each area and to identify the impact this will have on housing and supportive care needs. SHS conducted extensive consultation sessions with Band Councils, health care staff, housing staff and elders themselves on a range of housing and support issues, visited each Reserve on multiple occasions, gathered and analyzed local data on health determinants, demographics and housing, and conducted a three day Expert Panel think tank with health care staff on issues and potential solutions.

From the discussions, strategies emerged that reflect strongly the cultural values and approaches of these First Nation communities. In particular, solutions were developed that incorporate the teachings of the Aboriginal Medicine Wheel, which represents the four pillars of individual well-being – Emotional, Spiritual, Mental and Physical.

SHS has been invited back by three of the individual First Nations to work with them on the expansion of on-reserve supportive housing facilities for elders.

Business Plans for Affordable Housing Developments (SHS Consulting)

SHS has prepared numerous business plans aimed at analyzing the feasibility of proposed development projects and setting out the steps involved in bringing the projects to development. These business plans, many of which have been funded through CMHC SEED Funding, typically contain an analysis of need and demand for the proposed project, identification of key design elements for the project, assessment of site characteristics, review of requirements for municipal planning approval, review of relevant legislation, development of pro forma capital and operating budgets, identification of potential sources of funds, assessment of organizational capacity to develop and manage the project, identification of next steps in the development process and a schedule showing timing and sequence of events.

A typical example is shown below.

Business Plan for The Mills Senior Citizen Supportive Housing Project, Lanark County (2007)

The Mills Community Development Corporation is a non-profit service agency providing a range of services primarily to senior citizens in rural communities comprising Lanark County. Headquartered in the Almonte area, they provide health care, social supports and affordable housing to seniors and persons with disabilities.

In 2007, they retained SHS Consulting to prepare a business plan to set out the process for developing supportive housing for seniors living in rural communities within Lanark County served by The Mills. The report identified a range of options and models and concluded that the most appropriate solution was to provide supportive affordable rental housing on lands adjacent to the existing seniors residence previously developed by The Mills on Country Street in Almonte. The business plan included an assessment of need, a review of available funding sources, an analysis of planning and development issues, a discussion of the range of services and supports to be provided, a review of the organizational structure required to develop and manage the project and detailed pro-forma capital and operating budgets.

Following completion of the report, SHS prepared a funding submission to Lanark County under the Canada-Ontario Affordable Housing Program. The submission was approved by the Ministry of Municipal Affairs and Housing, providing funding for the development of 18 units. The Mills added two units funded through its own resources for a total project size of 20 units. The design of the project incorporates support offices, meeting spaces and a commercial kitchen sufficient to support both a dining room and the provision of meals-on-wheels to area seniors.

SHS was subsequently retained to manage the development of the project. It is now complete and fully occupied.

Some other recent business plans that have been prepared for by SHS for seniors housing projects include PHARA Thessalon, John Noble Home, Halton Cheshire Homes and Espanola Hospital.

Project Feasibility Analysis (Re/Fact Consulting)

For each non-profit housing project developed, a formal and stepwise process has been used to move from idea to concept to funded project to construction. As a result, each project obliges an assessment of need and demand, concept development, and pre-design at the initial phase as well as preliminary viability testing in order to develop a business case for moving forward. It is this business case which provides the foundation for any funding commitment and as such, it must demonstrate all elements of a well-planned and viable project. The ultimate test of these projects is their ability to get funded, get built, house intended clients and sustain themselves operationally after initial occupancy.

Recent project feasibility analysis assignments that were completed by Re/Fact Consulting under SEED funding include:

- Cornwall and Area Housing Corp. (Cornwall) – Seniors apartment brownfield development, municipal non-profit housing corporation
- Three Oaks Foundation (Belleville) – Second stage housing project for women fleeing domestic abuse, non-profit/charitable organization
- Bayou Developments (Orillia) – Mixed tenure affordable adult lifestyle community, private developer

Business case studies and feasibility analysis have also been completed by Ken Foulds for a number of prospective non-profit housing projects in Eastern Ontario, including:

- Maxville NPHC - seniors
- Alexandria NPHC - family
- Williamsburg NPHC - family
- Ottawa Muslim NPHC – family
- Goulbourn NPHC – frail elderly
- Harvest House Ministries – dual diagnosed
- LIUNA Local 527- family
- Abruzzi Ottawa - family
- Bricklayer's Union - family

Caledon Abbeyfield Housing Project (SHS Consulting - 2009)

This is a highly relevant example of a seniors housing option that is often quite suited to rural communities such as Frontenac County. Abbeyfield is an organization started in Great Britain to provide an intimate, family-like form of accommodation for senior citizens. An Abbeyfield home is a residence where seniors are provided with their own private bedroom, but share common living room, dining room, kitchen, bathroom and other such spaces. A caregiver attends to the seniors, helping provide meals, housekeeping, transportation and other such supports. A home usually accommodates about 8-12 seniors.

A branch of Abbeyfield was established in the Bolton community of Caledon with the goal of developing an Abbeyfield residence of this nature. SHS Consulting was retained to prepare the business plan for the facility and then went on to assist the group in securing donated land from the Region of Peel adjacent to an existing Regional seniors residence, as well as funding under the Canada-Ontario Affordable Housing Program towards the construction of the facility. The development was recently completed and now houses approximately 14 seniors in a highly attractive, affordable and supportive rural environment.

Development Consulting

Both SHS and Re/Fact Consulting have extensive experience working as development consultants for affordable housing projects. SHS are among the foremost development consulting firms in Ontario, having worked with more than four dozen housing providers on the development of more than 90 affordable housing projects in all corners of Ontario totalling in excess of 5,000 units and \$1 billion in capital cost. The majority of these projects have been designed for senior citizens.

Their experience includes managing all aspects of the development process, including identifying and analyzing potential development sites; conducting financial feasibility reviews and affordability analysis; negotiating the purchase and sale agreement; identifying the design program and working with the project architect to develop the design; securing all required municipal planning approvals; arranging project financing; identifying and arranging payment of all local fees and charges; working with the architect to tender the construction contract; negotiating the construction contract; attending all site meetings; arranging monthly draws and ensuring payment; hiring the property management firm to manage the project; interviewing and selecting the tenants; signing leases; arranging move-in; conducting deficiency inspections and arranging occupancy permits.

This experience provides extensive first-hand knowledge of the affordable housing development process and direct knowledge of the impact of various barriers on housing costs. It has also provided a detailed working knowledge of current housing supply programs such as the Investment in Affordable Housing Program.

Recent development consulting assignments that were completed by Re/Fact Consulting for non-profit housing projects include:

- Cornwall and Area Housing Corp. (Cornwall) – 32 unit seniors apartment on a brownfield site, municipal non-profit housing corporation

- Three Oaks Foundation (Belleville) – Second stage housing project for women fleeing domestic abuse (8 units + office /admin space), non-profit/charitable organization - including an extensive community fund raising component
- City of Cornwall – Development Consultant advisor for Service Manager, affordable housing project oversight (21 unit seniors addition in Ingleside)
- City of Cornwall – Development Consultant advisor for Service Manager, affordable housing program design and delivery (AHP) with development oversight responsibilities

Other development consulting assignments that were project managed by Ken Foulds for non-profit housing proponents include:

- Williamsburg NPHC – Seniors Outreach project – innovative ‘age in place’ concept with frail elderly units and outreach centre (Williamsburg)
- Finch & District Seniors NPHC - Seniors Outreach project – innovative ‘age in place’ concept with frail elderly units and outreach centre (Finch)
- Williamsburg NPHC – Group Home for DCCL use, special design to suit dual-diagnosed clients (Williamsburg)
- Dundas Community Living Assn. - Group Home (Winchester) for developmentally delayed clients
- Glengarry Community Living Assn. - Group Home (Alexandria) for developmentally delayed clients, unique home + satellite apartment design for SILS program
- Glengarry Community Living Assn. - Group Home (Green Valley) for developmentally delayed clients

In addition to these projects, Ken Foulds has assisted in the development of more than two dozen other non-profit housing projects across the province, ranging in size, complexity, sponsor groups and support requirements. The consulting team is pleased to bring this range and depth of experience to the Frontenac County seniors’ project.

2.5 References

We provide the following references for our work in affordable seniors housing development and seniors housing research.

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3.0 PROJECT BUDGET AND SCHEDULE

3.1 Project Budget

We are pleased to be able to provide a direct and senior level of expertise to this project with specific local housing knowledge, ensuring sound value for Frontenac County. Based on the comprehensive work plan defined, we are prepared to undertake these services for a total fee of \$20,032.50 + HST. To better illustrate level of effort and component pricing by work plan element, the following chart is provided.

Tasks	Time/Task Allocation				
	ES	KF	NR	TOTAL	
Step 1 - Project Start-up	7.50	7.50	3.50	18.50	
Step 2 - Existing Conditions Analysis	7.50	7.50	7.00	22.00	
Step 3 - Defining Development Parameters	7.50	14.00	3.50	25.00	
Step 4 - Preliminary Financial Assessment	14.00	14.00	14.00	42.00	
Step 5 - Business Plan Development	14.00	14.00	14.00	42.00	
Total hours	50.5	57.00	42.00	149.50	
Hourly rate	\$165	\$150	\$75		
Total Fees	\$8,332.50	\$8,550	\$3,150	\$20,032.50	
Disbursements (n/a - included)				n/a	
				Sub-Total (fees and disbursements)	\$20,032.50
				HST (13%)	\$2,604.22
				Total Fees, Disbursements and Taxes	\$22,636.72

All fees, disbursements and charges to fulfill this work plan for the initial business case are included in the bid price with the exception of HST. Any additional work required that is deemed to be beyond the scope of this proposal and authorized by Frontenac County would be undertaken at the following hourly rates:

- Edward Starr - \$165/hr.
- Ken Foulds - \$150/hr.
- Narmadha Rajakumar – \$75/hr.
- Disbursements – reimbursed at cost



COUNTY OF FRONTENAC SENIORS COMMUNITY HOUSING PILOT PROJECT FINAL SUMMARY REPORT

PREPARED BY:



In association with



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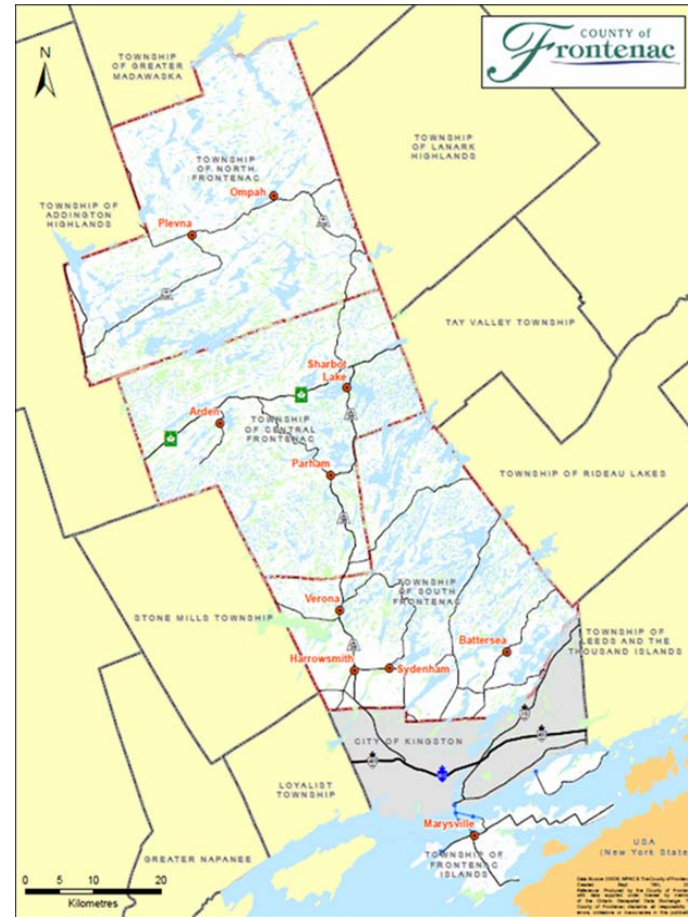
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INTRODUCTION TO THE STUDY

The County of Frontenac is experiencing the aging of its population. An analysis of population trends showed that the population aged 55 years and over increased from 22% of the total population in 1981 to 30% in 2006 and this is expected to continue into the future with the aging of the baby boomers. Studies have shown that the majority of seniors would like to age in place in their own homes or, at least, in their own communities close to their family and friends. The County of Frontenac Seniors Community Housing Pilot Project is being undertaken as a response to the aging population and the desire to plan for the future in a more sustainable way. Through the study process, the County aims to acquire a better understanding of the housing needs of local seniors and the opportunities that may exist to address these needs.

STUDY APPROACH

The overall approach in completing this study involves four phases and incorporates a range of research and consultation methods including statistical analysis, focus groups and interviews, and relevant literature reviews.



Phase 1: Existing Conditions Analysis includes a review of demographic and socio-economic information related to seniors and the development of an inventory of housing and support service options for seniors in the County of Frontenac. Results of this review were presented to stakeholders through numerous public consultation sessions in the four local municipalities. This phase of the study identified the housing needs and gaps and the key housing issues for seniors in the County.

Phase 2: Housing Options Analysis involved conducting an environmental scan to identify models for seniors housing that were appropriate for the County context and assessing these models using a defined criteria. Results were summarized and recommendations were made regarding “best fit” models based on the seniors housing issues identified in Phase 1. These “best fit” models were then assessed against identified opportunity nodes to develop a sense of potential options

that address seniors' housing needs, resulting in the selection of a preferred option.

Phase 3: Policy Framework Analysis involved reviewing land use planning documents and other relevant policy documents to identify opportunities and barriers to creating seniors community housing in the County. Recommendations were developed to address policy barriers identified in relation to the preferred option.

Phase 4: Implementation Strategy involved developing an implementation plan for the preferred option, including an assessment of the financial feasibility of this option.

This report summarizes the Study results as detailed in the component reports developed through the Study process.



SENIORS HOUSING ISSUES IN THE COUNTY OF FRONTENAC

The population of the County of Frontenac is aging and this will have an increasing effect on the demand for seniors housing and support services

The senior population in the County of Frontenac is expected to increase from 15.6% in 2006 to 27.1% in 2036 and this will be especially notable for those aged 75 years and over. There is a strong desire to enable seniors to age in place but to do this, the growing seniors population will need housing options that are smaller in form, require less maintenance and are more accessible than housing that has been developed to date. This growth will also increase demand for support services, both in-home and in more specialized care environments. Promoting an adequate range of choices throughout the local housing continuum is essential in order to ensure that seniors can live independently to the greatest degree possible and remain in or close to their own communities for as long as possible.

The permanent population in the County of Frontenac is increasing gradually but growth will continue to be primarily concentrated in South Frontenac

A large proportion of the population and household growth is occurring in South Frontenac and this trend is expected to continue, given its proximity to the City of Kingston. As a result, the majority of new permanent dwellings that will be developed are expected to be located in South Frontenac. There is sufficient land to accommodate this growth as 57.8% of the County's vacant land in designated settlement areas is located in South Frontenac. Growth will also continue in other parts of the County albeit at a much smaller scale. This growth will be very modest in the northern part of the County and it is projected that some permanent dwellings will be converted to seasonal dwellings as a result of this lower growth. Addressing housing needs throughout the County as development evolves will be important, as will the need to ensure that this development is sustainable.

The forms of housing being built in the County are not reflective of seniors needs

The analysis of recent and expected housing development activity shows that almost all new housing developments throughout the County have been located outside designated settlement areas and will continue to be in the form of single detached dwellings. This low density form of housing is unsuitable for most aging seniors in terms of size, cost and

ability to maintain. Conversion of seasonal to permanent dwellings is also expected to contribute to housing supply as immigrating retirees continue to make the County their home but, again, these will be outside of most settlement areas and are less likely to meet the needs of aging residents.

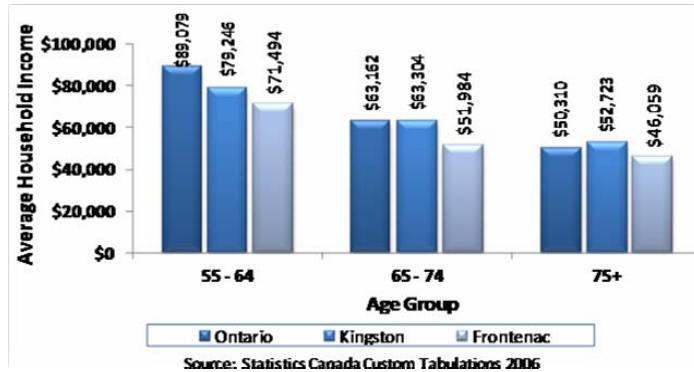
The age and condition of existing housing stock in some areas of the County will only serve to fuel this problem, making it more difficult for seniors to maintain the homes they are in. Even for those with no economic constraints, there is little choice to downsize in the community and this has led to many seniors staying put despite the changing housing or support needs they may have. To better address these needs and support sustainability, improved access to community amenities and support services is also required. Looking forward, a greater diversity of housing types is needed to meet the needs of the seniors population and provide greater choice in the housing market.

A large proportion of seniors have low incomes

The average household income of seniors 65 years and older in the County is lower than the average household income of seniors in the City of Kingston or the Province. Furthermore, between 10% and 15% of seniors are spending 30% or more of their income on housing costs, indicating a housing affordability problem. In 2006, almost 15% of older senior households (75 years and older) and 10% of senior households

(65 to 74 years of age) had household incomes of \$18,200 or less (i.e. within the first household income decile). For these households, an affordable monthly housing payment – whether ownership or rental – would be \$455 per month or less. By comparison, in the limited rental market that exists, housing options start at \$553 per month for a typical bachelor unit.

Figure 1: Average Household Income by Age Range; 2006



For seniors with pensions and sufficient retirement savings, a wider variety of housing choices are available. In contrast, those on fixed incomes with only basic retirement benefits have very limited options. This is quite evident when one considers that the total annual pension benefit that a senior can expect from Old Age Security, Guaranteed Income Supplement, and Ontario’s Guaranteed Annual Income System combined is \$16,205. Additional pension income would be

available from the Canada Pension Plan but only for seniors who had worked and made contributions.

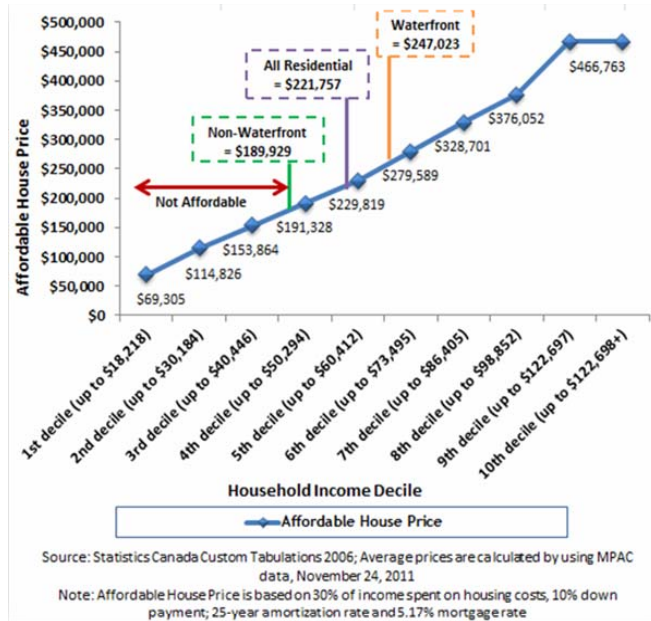
Traditionally, social housing has provided accommodation that best addresses the needs of low income households through rent-g geared-to-income accommodation. Within the County, there are a modest number of social housing units but as of October 31st, 2011 there were a total of 74 seniors on the centralized wait list for social housing. For a considerable segment of the seniors population who have low incomes, housing options continue to be extremely limited.

There is a need for affordable and appropriate housing options for seniors across the continuum

While seniors with low incomes represent a clear concern, affordability for seniors along the housing continuum is also an issue. In 2006, more than 55% of older senior households (75 years and older) and just over 42% of senior households (65 to 74 years) had household incomes of \$40,446 or less (i.e. within the first three income deciles). Based on this income, households would require accommodation at a monthly cost of about \$1,000 or less to be considered affordable. While some parts of the rental market meet this level of affordability, options are very limited and high demand has resulted in increasing rental prices.

In the case of new ownership options, pricing would stretch the income capacity of average senior households. Even for those who have paid down mortgages and accumulated equity, the carrying cost of older homes that require repairs is becoming increasingly challenging. Unlocking this equity is also a factor given local market conditions, the limited choices available in the housing market and the pricing that new options are commanding.

Figure 2: Comparison of Average House Prices to Affordable House Prices by Household Income Decile: County of Frontenac



Affordability is also a concern for those with higher care requirements. At more than \$32,000 per year, current average retirement home costs would exceed the means of many senior households, especially for those relying on government pensions. While residence in a long term care home is subsidized, required co-payments are still beyond what a senior who is solely dependent on government benefits can afford. By expanding the range of housing and support options for seniors across the cost spectrum, the goal of keeping seniors in / near their community would be better served.

There is a need for housing and support service options for seniors to allow them to remain in their own communities

Housing services are available for seniors who require supports to live independently and recent LHIN initiatives are focused on enhancing in-home care as an alternative to long term care residency. Experience has shown that the provision of in-home supports to aging senior households can help reduce health risks and isolation. This is particularly important for seniors who are living in more remote areas where existing support services are not as readily available and where the only alternative would be institutionalization. The expansive service area and low density population in the central and northern parts of the County make service delivery for in-home care challenging. Demand for in-home services will

continue to grow as the senior population increases and maintaining an adequate level of supports will be essential to enable aging in place.

For County residents who require supports to live semi-independently or require 24-hour care, only limited options are available within the County. For example, there are six long term care homes serving the residents of the County but none are located within the County proper and only one is located in proximity to the south end of the County. Similarly, only two social housing projects that have support services are located within the County. While other housing options are available, most are in the City of Kingston and would require a senior to relocate in order to gain access. Increasing local housing options, especially in the semi-independent category, would help to support the aging in place philosophy for County residents.



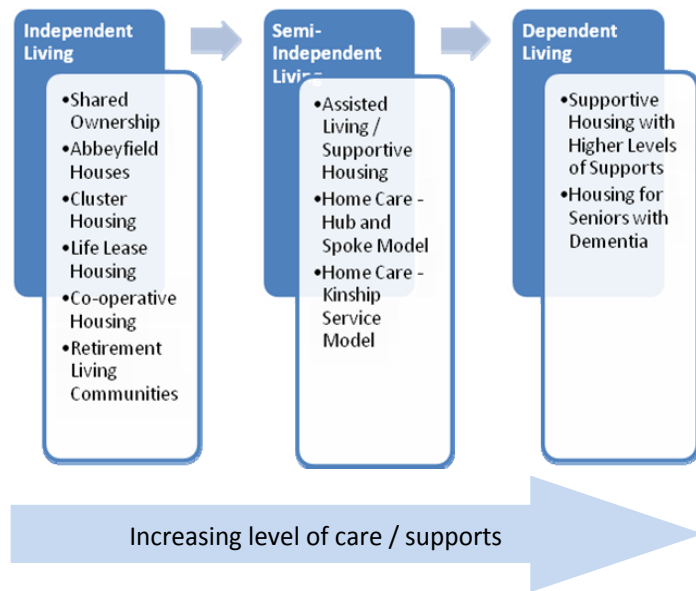
HOUSING OPTIONS FOR SENIORS IN THE COUNTY

SENIORS HOUSING MODELS

The County of Frontenac is rural in character with a permanent population of just over 28,000. It also has a very low density land use pattern and there are many areas within the County with only limited services and amenities. As such, housing options for seniors need to fit appropriately into the rural context of the County. These options should be low density in nature and have a residential rather than an institutional character. Another consideration is the limited servicing in the rural areas as well as the limited transportation options. Where possible, housing options for seniors would benefit from taking advantage of existing services to enhance efficiencies and increase the sustainability of the project.

Seniors housing options range from independent living to dependent living / custodial care based on the level of care/ support required by the individual. Independent living options would be most appropriate for seniors who are cognitively intact and can perform activities of daily living, such as preparing meals and personal hygiene. Semi-independent living, also called assisted living, options would be appropriate

for seniors who need assistance to undertake activities of daily living and who cannot live on their own but do not need 24-hour care. Seniors who have higher care requirements and who need 24-hour care would be best served in dependent living options which are also called custodial care. The housing options examined for the County of Frontenac Seniors Community Housing Pilot Project are:



OPPORTUNITY NODES

To better understand the potential fit for these seniors housing models within the County of Frontenac context, an analysis was undertaken of the opportunities that currently existing within the County to accommodate these models. While most of the County population lives outside of the settlement areas, the amenities, choices and development potential these settlements can offer make them possible candidates for seniors' housing development.

North Frontenac

In North Frontenac, the settlement areas of Ompah, Plevna and Cloyne were examined. As smaller, remote settlements, it is not surprising that these areas have limited amenities and services, rely on private servicing and have little in the way of settlement definition. While Cloyne is situated within the Hwy. 41 corridor, it has limited land potential for project development. Ompah and Plevna both have more ample lands for development but because of their remote location, they would be less attractive to seniors and difficult to sustain. Of the three locations, Plevna would seem to offer the best opportunity for housing development, but given the modest local demand and lower overall growth rate in North Frontenac, providing supports to seniors in-home would seem to make more economic sense, enabling them to age in place.

Central Frontenac

In Central Frontenac, the settlement areas of Sharbot Lake, Parham, Arden, Mountain Grove and Tichborne were examined. In the case of the latter two, there are limited populations or amenities to support seniors' housing development and in these instances, development of a seniors' housing project would be severely challenged. In the case of Arden and Parham, the size, configuration and scale of the settlements is somewhat larger, with a modest complement of amenities. While a unique opportunity in the form of a surplus school exists in Parham, it is unlikely that a seniors project of that size could be sustained, notwithstanding its proximity to the Hwy. 38 corridor. In the case of Arden, a small scale project may be possible to develop but serious questions remain about its ability to sustain itself, especially given its location on a regional collector.

Sharbot Lake, with an estimated population of over 560, is the largest settlement area in Central Frontenac and has a range of services and amenities. Uniquely positioned along the Hwy. 7 and Hwy. 38 corridors, it is well-situated in terms of transportation. However, the two corridors create two very different settlement forms, with the Hwy. 38 corridor providing a more traditional main street atmosphere. Development opportunities are limited and only minor infill or re-development opportunities may exist in the south end.

Perhaps the most notable opportunity lies in the public school which is expected to be surplus within the next year. As a pre-existing building, potential for adaptive reuse or conversion to seniors housing may be possible and sustainable, given the local 'critical mass' of services and amenities which exist close by.



South Frontenac

South Frontenac is home to a number of populace settlement areas including Sydenham, Verona, Harrowsmith, Inverary and Battersea. Situated to the east, both Inverary and Battersea have small convenience service clusters but only limited amenities. Their location in close proximity to Kingston makes them attractive to commuters, as exemplified by the modest tract housing development in Inverary. However, development potential is modest with limited infill capability for new housing and only one or possibly two conversions to multi-residential forms. Harrowsmith offers a similar scale

settlement area but situated on the Hwy. 38 corridor. Amenities and services are somewhat more evident and there are expansive municipal lands in the form of municipal parks situated to the west of the main street. Opportunities exist for new development or possible commercial conversion but ironically, Harrowsmith's location in proximity to the more populated centres in Sydenham and Verona diffuses its local demand.

Sydenham to the east and Verona to the north, are the two most populated centres in the County, with an estimated population of 730 and 860 respectively. Both have established core areas with a mix of local commercial uses and amenities. In the case of Sydenham, the core area is concentrated and pedestrian friendly. Surrounding the core is established residential development, leaving only minor infill and redevelopment opportunities. Beyond the core area on the periphery of the village, ownership opportunities may exist with the private sector regarding tract lands, particularly given the water service which is unique to Sydenham. Verona, as the most populated centre, straddles the Hwy. 38 corridor, forming a walkable main street with services and amenities. Some infill and redevelopment potential is apparent along this corridor but there are also municipal land holdings to the east which may provide potential housing opportunities, especially in proximity to the existing McMullen Manor.

Frontenac Islands

The primary settlement on the Frontenac Islands is in Marysville, immediately adjacent to the ferry docks. As a small, walkable village, a modest population is served by a number of services and amenities. Within the village proper, only minor development potential exists in the form of infill or redevelopment and municipal lands are largely already utilized. Given the modest population and access limitations of ferry service from Kingston, there is limited potential for a small scale seniors' housing development in Marysville. While adjacent, Howe Island is much less populated and has less direct access to Kingston proper. As such, it is not seen as a desirable location for a seniors' project at this time.

SENIORS HOUSING OPTIONS

By taking the models, identifying their development characteristics and assessing their locational suitability with regard for factors that influence opportunities, it is possible to refine the list of potential models which would be best suited for the County of Frontenac to the following:

Small scale standard rental

While not exclusively a seniors' model, a small scale standard rental building of five units with 'stacked' home care servicing is certainly a model that can be replicated in smaller communities throughout the County. While scale economies

will present cost challenges for projects of this size, seeking existing buildings for renovation or rehabilitation may provide a more economical cost structure. To help bolster sustainability, having a settlement population of 250 or more with some local amenities would be advisable (i.e. Marysville, Harrowsmith, Sharbot Lake, Sydenham, Verona).

Assisted living / Supportive Housing

A smaller scale assisted or supportive housing model would be best situated in a service catchment area with sufficient access, population and amenities. Again, scale economies will present development challenges but infill opportunities in Verona or Sydenham and adaptive reuse of the surplus school in Sharbot Lake could yield positive projects. Provided a sufficient site could be found, a redevelopment project could also be considered in Sydenham, particularly in light of the available water service.



Abbeyfield

As a model of congregate living, this option may not appeal to all seniors. As a self-contained support option, it does, however, favour more rural or small village settings. As either an infill or as a redeveloped building, the Abbeyfield model could successfully be located in Marysville or Sydenham.

Life Lease

As an ownership option typically requiring a larger tract of land, the implementation of a life lease project could be ideally located in Sydenham and may be positioned as a partnership with or initiative by local real estate interests. While this model could be replicated elsewhere, the proximity to Kingston, amenities and established housing market make Sydenham an attractive choice.

Home Care

Recognizing that on-going sustainability is a key consideration in developing 'bricks and mortar' solutions, especially in more remote areas with low or no growth, it is important that options exist to meet seniors' needs in these areas. While promoting home care throughout the County is beneficial, it is particularly important in the northern settlement areas of Ompah, Plevna, and Cloyne which have a limited population base with which to sustain a seniors housing facility.

ASSESSING OPTIONS AND OPPORTUNITIES

The evaluation of the five short-listed options using the developed model assessment criteria indicates that the Assisted Housing / Supportive Housing option and the Home Care option rank highest in terms of overall criteria, primarily on the strength of their ability to impact on seniors needs and their ability to enhance the local area.

<i>Ratings</i> 3=High degree 2=Moderate degree 1=Low degree	Small scale standard rental	Assisted Living /Supported Housing	Abbeyfield	Life Lease	Home Care
Impact seniors' need	2	3	2	1	3
Sustainability	2	2	2	3	2
Affordability	2	3	2	1	2
Funding potential	2	2	1	1	2
Partner potential	2	1	2	2	3
Enhance local area	2	3	3	2	3
Leveraging potential	2	3	1	1	2
Total Rating Score	14	17	13	11	17

The preferred options based on rank scoring include both a 'bricks and mortar' solution as well as a home care solution. In the case of the Assisted Housing / Supportive Housing option, opportunities for a new infill project in Verona or Sydenham and adaptive reuse of the surplus school in Sharbot Lake are top prospects that could help serve a wide catchment area and enhance the stability of the communities in which they would be situated.

The continued provision and expansion of the Home Care programs can have a meaningful impact, especially in the case of the more remote northern settlements of the County. While a 'bricks and mortar' solution is more challenging to justify and support in this area, the flexibility that Home Care programs provide can help address changing needs over time by addressing these needs in-home and by improving the quality of life for isolated seniors. While expanding the Home Care model can assist in proactively addressing support needs throughout the County, enhancing services in the Ompah, Pleva and Cloyne areas can help better address needs where they might not otherwise be met.

LOCAL POLICY FRAMEWORK

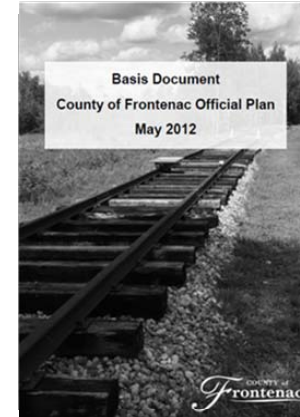
Housing in Canada and Ontario operates within a framework of legislation, policy and programs. This policy framework, including the local policy framework, influences the development of housing in a community and has an effect on the ability to realize the identified opportunities for seniors housing in the County of Frontenac. For this reason, a review of relevant municipal legislation, strategic documents and local initiatives was conducted to identify potential opportunities and barriers to the development of a Seniors Community Housing Pilot Project. As a result of this assessment, the following recommendations are provided to support a broader range of seniors housing and support services:



1. That the County, as part of the Official Plan process currently underway, incorporate specific policies noted in

the **Policy Framework** report that encourage the provision of seniors housing options, to support both existing and new development.

2. That the County work with local townships to align local Official Plan policies with the new County Official plan, particularly as they relate to promoting opportunities for seniors housing.
3. That the County work with local townships to expand zoning provisions as noted in the **Policy Framework** report that support a range of housing options for seniors that are consistent with County and local Official Plan policies.
4. That the County institute a housing first policy for its surplus municipal lands and work with local townships and institutional agencies to develop an inter agency protocol which promotes an exchange or right-of-first-refusal approach for surplus lands deemed suitable for housing development.
5. That the County continue to work with the City and with local townships to implement the recommendations of the **Municipal Housing Statement** and to actively participate



as a key stakeholder in the development of the **Housing and Homelessness Plan** being developed by the City of Kingston for the Kingston-Frontenac service area.

6. That the County continue to pursue implementation of Community Improvement Plans as a vehicle for supporting community renewal in established settlement areas and for helping to promote renewal of housing for seniors using this tool.
7. That the County expand its authority to grant potential incentives for affordable housing by adopting a municipal capital facility by-law and by encouraging local townships to do the same.
8. That the County continue to advocate for additional support service funding and expansion of service offerings within the County to help improve seniors' ability to age in place.

IMPLEMENTATION STRATEGY

Having defined and assessed potential housing models against opportunity nodes in the County, preferred housing options have been identified as follows:

(a) Assisted/supportive housing

This option would provide an affordable, semi-independent living environment for seniors in self-contained units, primarily one and some two bedroom units in a small scale configuration. The project would incorporate supports to address the moderate care needs of residents, including coordination of services and daily monitoring to assist with activities of daily living. Such a project could be established through infill, redevelopment or adaptive reuse of an existing structure and possible opportunities have been identified in Verona, Sydenham and Sharbot Lake. By situating a project in one of these established settlements, a wider catchment area can be served and the sustainability of the anchor community can be enhanced. Expanding the service component of the project to include a 'spoke and hub' approach could also increase service offerings to the surrounding community and help improve the quality of life for other seniors still resident in their own homes.

(b) Home care

Recognizing that a ‘bricks and mortar’ solution may not be sustainable at this time in more remote areas of the County, an expansion to home care services would help enable aging in place for seniors capable of living independently with minor supports. This is particularly evident in the northern area of the County where the aging of the population and limited rate of growth is more pronounced. While enhancing home care supports for seniors throughout the County would be beneficial, bolstering supports in the communities of Ompah, Plevna and Cloyne should be a priority consideration to address the needs of local seniors. In addition to expanded home care, home adaptation or retrofit programs and community paramedicine services would also assist in addressing the needs of seniors to age in place in more remote areas of the County.

COSTING OF MODELS

On the basis of the assisted/supportive model identified as preferred, detailed costing for three ‘bricks and mortar’ options has been developed. This analysis has been completed using typical costing parameters and is intended to reflect a general picture of financial viability based on set assumptions. A detailed discussion of these assumptions and

the actual analysis can be found within the **Implementation Report** for this study. As housing projects are influenced by any number of factors which can translate into specific financial impacts, it is important to note that the analysis provided here is for illustrative purposes only.

Model One – New Build (20 units)

Costing for this model is based on a 20 unit single storey rental project and assumes new construction. An important assumption is the inclusion of a capital investment in the amount of \$150,000/unit which would come from various government funding programs and local sources. Rents are affordable to residents at 80% of average market rent. Estimated capital costing for this model, including both costs and contributions, is as follows:

Model One – Capital Summary			
Costs		Total Project	Per Unit
A	Construction Costs Sub-total	3,138,858	156,943
B	Land Cost Sub-total	119,780	5,989
	Hard Costs Total (A+B)	3,258,638	162,932
C	Soft Cost Total	599,671	29,983
	Total Project Cost (A+B+C)	3,858,309	192,915
Contributions		Total Project	Per Unit
D	Capital Investment (\$150,000/unit)	\$3,000,000	150,000
E	HST Rebate (82%)	335,688	16,784
F	Mortgage Financing	522,621	26,131
	Total Contributions (D+E+F)	3,858,309	192,915
Total Contributions Less Total Costs		0	0

Operating estimates for the project indicate a modest annual operating surplus and reflect a healthy debt coverage ratio of 1.64, indicating financial viability. This ratio would actually enable a higher share of project financing if required.

Model One – Operating Summary					
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Net Annual Revenue	160,298	163,505	166,775	170,110	173,511
Total operating costs	142,042	144,318	146,642	149,010	151,426
Operating Surplus (Deficit)	18,256	19,187	20,133	21,100	22,085

Financial viability could be further enhanced for this model by providing relief from municipal development fees/charges.

Model Two – Conversion/Renovation (13 units)

Costing for this model is based on a 13 unit conversion or renovation of an existing building (e.g. surplus school). Like Model One, the project incorporates rental units that are affordable, renting out at 80% of average market rent. A capital investment component of \$125,000/unit has been assumed in this model which is reflective of the lower estimated construction costs. It should be noted that in any conversion or renovation scenario, capital costs would need to be validated based on extensive due diligence, given the potential for structural, fit-up and environmental issues

associated with existing buildings. Estimated capital costing for this model is as follows:

Model Two – Capital Summary			
Costs		Total Project	Per Unit
A	Construction Costs Sub-total	1,569,739	120,749
B	Land Cost Sub-total	119,780	9,213
	Hard Costs Total (A+B)	1,689,519	129,963
C	Soft Cost Total	447,166	34,397
	Total Project Cost (A+B+C)	2,159,043	166,080
Contributions		Total Project	Per Unit
D	Capital Investment (\$125,000/unit)	\$1,625,000	125,000
E	HST Rebate (82%)	192,215	14,785
F	Mortgage Financing	341,828	26,294
	Total Contributions (D+E+F)	2,159,043	166,080
Total Contributions Less Total Costs		0	0

Operating estimates for this model indicate a modest annual operating surplus and reflect a solid debt coverage ratio of 1.59, illustrating financial viability. This ratio would actually enable a higher share of project financing if required.

Model Two – Operating Summary					
	Year 1	Year 2	Year 3	Year 4	Year 5
Net Annual Revenue	103,464	105,533	107,644	109,747	111,993
Total operating costs	92,520	93,999	95,508	97,052	98,625
Operating Surplus (Deficit)	10,944	11,534	12,136	12,745	13,368

Financial viability for this model could be further enhanced by providing relief from municipal development fees/charges.

Securing the building at a reduced rate could also yield savings that would make the project even more financially attractive.

Model Three – Abbeyfield (8 units)

Unlike Model One or Two, the Abbeyfield model contemplates a project developed using community resources. Costing for this model is estimated based on an 8 unit conversion or renovation of an existing building. As a congregate living project, rents include accommodations, food and housekeeping services. As such, monthly resident charges are higher than average market rents but are lower than typical full service facilities. Financing and fund raising are key assumptions related to this model. Estimated capital costing for this model is as follows:

Model Three – Capital Summary		
Costs	Total Project	Per Unit
A Construction Costs Sub-total	611,240	76,405
B Land Cost Sub-total	576,300	72,037
Hard Costs Total (A+B)	1,187,540	148,442
C Soft Cost Total	187,073	23,384
Total Project Cost (A+B+C)	1,374,613	171,826
Contributions	Total Project	Per Unit
D HST Rebate (82%)	122,430	15,303
E Fundraising	221,223	27,652
F Mortgage Financing	1,030,960	128,870
Total Contributions (D+E+F)	1,374,613	171,826
Total Contributions Less Total Costs	0	0

Operating estimates for this model indicate a modest annual operating surplus and reflect a reasonable debt coverage ratio of 1.20, illustrating basic financial viability.

Model Three – Operating Summary					
	Year 1	Year 2	Year 3	Year 4	Year 5
Net Annual Revenue	153,408	156,476	159,606	162,798	166,054
Total operating costs	138,253	139,905	141,588	143,308	145,064
Operating Surplus (Deficit)	15,155	16,571	18,018	19,490	20,990

While assumed as a community funded project, financial viability and affordability for residents under Model Three could be further enhanced by providing municipal grants/loan, relief from municipal development fees/charges or relief from property taxes.

Home Care and Supports

In the case of more remote areas of the County, ‘bricks and mortar’ projects are less attractive given limited growth and sustainability challenges. As noted, Home Care options are much better suited to these locales in order to serve seniors needs. Primary responsibility for support services falls to delivery agencies that are funded by senior government programs and as such, increasing or re-allocating home care funding would need to be pursued with these funders. Another complementary program that has emerged in more rural locales is the use of community paramedicine to help

supplement in-home health services/supports. Programs like this which help to create a safer, healthier home environment for seniors would certainly enhance seniors independence in remote areas where traditional housing projects are more difficult to justify financially.

In that same vein, home adaptation programs that help create safer in-home living environments for seniors also help support aging in place objectives. Typically the programs work by providing modest grants or loans (e.g. up to \$15,000) to eligible households to make homes more accessible or more functional (i.e. grab bars, ramps, etc.). Existing programs like Kingston-Frontenac Renovates provides finite funding for initiatives like this but could be augmented by the County to help serve a greater number of senior households.

Resource/funding opportunities

Capital projects provide community assets which help to serve local residents over the long term. However, these projects take significant resources to be realized in the short term. Making projects affordable to lower and moderate income households presents an added challenge as development costs must be further offset by funding or financing in order to be affordable and viable. There are also very real fiscal challenges being faced by traditional project funders. As a result, it is more common now to marshal resources from multiple sources or seek out non-traditional funding in order

to advance project development. Some of the resources that could be utilized in combination to help support the development of local seniors housing are:

- Waivers/reductions in County and/or local municipal building and development fees and charges
- Reductions in County/local property taxes
- Contributions of municipally-owned land
- Contributions of surplus buildings (e.g. schools)
- Low interest or interest-free loans
- Funding to assist in adapting homes for aging in place (e.g. Kingston-Frontenac Renovates or County-funded)
- Allocation of Municipal Service Manager funding under housing programs (i.e. Investment in Affordable Housing Program, Commercial Rent Supplement Program, etc.)

MOVING A PILOT FORWARD

As noted in the previous section, advancing a capital pilot project requires significant resources, often secured from multiple sources. However, there are a number of other important aspects to consider in moving a pilot project forward, including the process involved in advancing development as well as the necessary project components. Central to this discussion, however, is the role the County should take in any such endeavour.

County Roles in Housing

Currently, the County is involved in a number of aspects in the local housing system which serves seniors and other residents in Frontenac. These roles include:

- *Funding contributor* – cost sharing for prescribed social housing programs and services with the City of Kingston
- *Delivery agent/operator* – operating Fairmount Home for the Aged (municipally owned)
- *Stakeholder* – maintaining a vested role within the local housing system for seniors, especially as a delivery agent
- *Advocate* – seeking out other government resources and identifying priorities to help address and support local needs
- *Facilitator* – enabling development, promoting partnerships, setting priorities and providing leadership

These roles encompass a wide range of engagement in the local housing system. It is contemplated through the recommendations of the recent Kingston-Frontenac Municipal Housing Statement that these roles and responsibilities will continue to evolve and align with the local housing system. As the County considers how best to advance a seniors pilot project, it will need to clarify how its involvement will align with or augment these roles.

Critical path

In the case of a typical housing project, there are a number of significant milestones in moving a project stepwise from its initial concept through to construction and operation.

Following is a brief overview of some of the more notable activities that are undertaken:

1. *Concept development* – establishing an initial project team, defining an approach to development and the involvement of potential partners, and creating a working concept
2. *Proof of concept* – establishing project demand, refining the working concept, identifying development and procurement options
3. *Preliminary business plan* – testing the development potential and financial feasibility, determining fundability and assessing capacity to sustain over the longer term
4. *Initial funding commitment* – securing financial resources to move the project through the pre-development phase, establishing a project site/location
5. *Pre-development activities* – undertaking due diligence, technical testing and formal design work, marshalling resources or financing to construct the project
6. *Construction* – construction would proceed via a pre-determined procurement process
7. *Pre-occupancy planning* - organizational preparation for operation of the project, transition of financing

- 8. *Post-occupancy wrap-up* – winding up construction matters with the project/development teams

Essential components

Moving from the concept of a project through design, construction and operation is a progressive process with multiple decision points along the way. To help ensure project success, there are a number of critical ingredients that collectively can minimize the roadblocks encountered along the way. Some of the key components include:

- *Clear and articulated project vision* – establishing a clear project scope/vision at the outset to guide the process
- *Experienced development team* – having a team that is knowledgeable in order to keep the project ‘on track’
- *Dedicated project sponsor* – an experienced and reliable project partner is critical to long term success
- *Secured location/facility* – a secured site/building for the project can significantly reduce development timelines
- *Solid business case demonstrating feasibility* – Rigorous financial testing using realistic assumptions in order to demonstrate both viability and sustainability
- *Funding and/or financing* – Having sufficient resources for pre-development activity is critical to get the project off the page. Substantial funding or financing to build the project must be committed or in place prior to construction – this is absolutely essential.

- *Support services/resources* – having a tangible commitment for support service funding is key in order to provide a successful living environment for seniors

County resources

In addition to external funding opportunities, the County has various resources which it could bring to bear to help support project development. Capital incentives could include:

- Waivers/reductions in County and/or local municipal building and development fees and charges
- Reductions in County/local property taxes
- Contributions of municipally-owned land
- Contributions of surplus buildings/facilities
- Low interest or interest-free loans
- Direct capital funding

As noted in the **Policy Framework** component of the Study, the County would need to establish Municipal Capital Facility authorities via by-law in order to grant a number of these incentives. Similar incentive-granting authorities are available under the *Planning Act* for Community Improvement Plans. In order to create the ability to grant seniors housing incentives, it is recommended that the County, in concert with local Townships, establish Capital Facilities By-laws as recommended in the recently adopted **Kingston-Frontenac Municipal Housing Statement**.

Apart from capital incentives aimed at pilot project development, the County could also consider making available other resources/supports to assist with seniors housing issues. These could include:

- *Adaptation grants/loans* – In order to supplement and expand on existing programs/funding (i.e. Kingston-Frontenac Renovates), the County could establish its own program to fund housing adaptations for seniors to assist in upgrading or modifying their residence to safely age in place.
- *Capacity building grants/loans for prospective project sponsors* – In order to supplement and expand on existing programs/funding (i.e. CMHC’s SEED or PDF funding), the County could establish its own program to help cultivate local project concepts.

As part of it deliberations on roles and the pilot project, the County should also identify what capital incentives it would be prepared to make available to foster a pilot project. It could then offer up incentives to interested local partners based on the degree to which they meet pilot project objectives. Prospective projects are usually identified through an open procurement process – either via Expressions of Interest or a Request for Proposals.

Facilitating other options

While the focus of the report has been on preferred options identified through the Study process, it is clear that a number of the options considered could have merit depending on local housing market conditions and the willingness of local partners to advance such projects. Notwithstanding the pilot project initiatives with which the County may proceed, the County does have the opportunity to facilitate other housing solutions by creating a conducive development environment.

As noted in the **Policy Framework** component of the Study, the County plays an active role in the regulation of land use policy and has the opportunity to align and create more flexible housing policies which can help to encourage the development of affordable seniors housing alternatives. As recommended in the recently adopted **Kingston-Frontenac Municipal Housing Statement**, the County should continue to pursue these regulatory refinements.

Likewise, the County plays an active role in advocating for seniors services and supports with the Southeast LHIN and among local service agencies. In addition to pursuing pilot project objectives, the County should continue to pursue enhancements to support service funding that helps seniors age in place.

NEXT STEPS

In order to advance a viable seniors pilot project, the County would need to:

- Identify the scope of the seniors pilot project it wishes to pursue and define the County role
- Establish financial authorities and tools, as well as committing funding and/or resources for the project
- Seek out interested partners to advance the proposed pilot project through development
- Continue to create an attractive development environment for appropriate seniors housing projects

STUDY RECOMMENDATIONS

In addition to addressing those recommendations made as part of the **Policy Framework** component of this study, the County will need to pursue a number of avenues specifically related to pilot project development. To advance a seniors pilot project, it is recommended:

1. That the County form an implementation group/task force to help establish a seniors housing pilot project
2. That the County adopt a project scope for the preferred housing pilot and define its role for the project
3. That the County identify funding, resources and incentives that it is willing to provide to support a

seniors pilot project. In addition to establishing Municipal Capital Facility authorities, the County should consider the use of the following incentives:

- Capital funding
 - Waivers/reductions in County and/or local municipal building and development fees/charges
 - Reductions in County/local property taxes
 - Contributions of municipally-owned land/buildings
 - Low interest or interest-free revolving loans
4. That the County seek from the City of Kingston (as Service Manager) a funding commitment to help support the pilot project and local seniors housing needs
 5. That the County promote SEED funding to possible pilot project sponsors in order to build local capacity and undertake project viability investigations
 6. That the County solicit detailed pilot project proposals from interested community partners using an Expression of Interest or a Request for Proposal
 7. That the County, in conjunction with local support agencies, seek funding enhancements from the Southeast LHIN for local seniors support services, local home care services, community paramedicine initiatives and home adaptation initiatives.
 8. That the County foster the development of other forms of affordable and appropriate seniors housing by creating a more flexible local regulatory environment.