

Town of Whitby Staff Report

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Report Title: Hospital Task Force Update

Report to: Council

Date of meeting: February 22, 2021

Report Number: CAO 03-21

Department(s) Responsible:

Office of the Chief Administrative Officer
Planning and Development Department

Submitted by:

Sarah Klein, Director, Strategic Initiatives

**Acknowledged by M. Gaskell, Chief
Administrative Officer**

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1. Recommendation:

1. That Council endorse the preferred and alternate site as recommended by the Hospital Task Force as outlined in this report and direct the Hospital Task Force to continue discussions with potential stakeholders; and,
2. That the Town Clerk forward a copy of Report CAO 03-21 to the Minister of Health, the Minister of Transportation, Minister of Long-Term Care, all Durham Region MPP's, the Regional Chair, the Lakeridge Health Board Chair and the President and CEO of Lakeridge Health.

2. Highlights:

- In 2019, Council endorsed a Whitby location on the southwest quadrant of Baldwin Street and Highway 407 as the future site of the new Lakeridge Health Acute Care hospital. Council also established a Hospital Task Force in 2019 to prepare Whitby for the siting process for a new hospital in Durham Region.

- Since that time, new information has become available indicating that a larger site may be required in order to accommodate the size of the hospital and a long term care facility. In addition, in October 2020, Council requested that the Hospital Task Force review alternate sites for consideration.
- The Task Force has done a thorough review of all available sites and is endorsing a preferred and alternate site as follows:
 - Preferred Site: land currently owned by the Ministry of Transportation of Ontario (MTO) located on the southeast quadrant of Highway 407 and Lake Ridge Road
 - Alternate Site: the current Council endorsed site on the southwest quadrant of Baldwin Street and Highway 407.

3. **Background:**

The Town of Whitby is eager to have the next Lakeridge Health acute care hospital located in Whitby. To this end, in May 2019, through CAO Report 15-19, Council endorsed a Whitby location on the southwest quadrant of Baldwin Street and Highway 407 as the future site of the new Lakeridge Health Acute Care hospital. At this time a Hospital Task Force was also created to support the development of the business case demonstrating that Whitby is the optimal choice for the future hospital.

In November 2019, the Hospital Task Force brought an update on their work to Council through Report CAO 31-19. In September 2020, through Report CAO 20-20, the Hospital Task Force recommended that Council request the Brooklin Landowners Group secure an adequate amount of land in the southwest quadrant of Baldwin Street and Highway 407 for the future site of the new Lakeridge Health Acute Care Hospital. Council directed staff to retain outside legal counsel to represent and advise the Town and Council in facilitating any necessary negotiations or land transactions related to the potential hospital site to ensure a transparent site selection process.

Town of Whitby Council had a Special Council meeting on October 5 to seek outside legal counsel related to Hospital Precinct Lands on the southwest quadrant of Baldwin Street and Highway 407 for the possible future site of the new Lakeridge Health Acute Care hospital.

At this meeting, Council requested that the Hospital Task Force and Staff review feedback received from Council to date, inclusive of advice received from external legal counsel, on the proposed siting options for the future Durham Hospital; and that alternate sites be considered by the Task Force and Staff and a report be brought forward for Council's consideration.

4. Discussion:

The Hospital Task Force has been preparing for a site selection process by understanding the needs of the new Durham hospital, reviewing the potential sites in Whitby that could serve the identified needs and preparing for and ensuring a fair, cost-effective and transparent process. The goal of this process is to secure a site that best benefits and serves the needs of all residents of Durham Region.

Understanding the Needs

The new Durham Region hospital is needed to serve the current and growing population of Durham. Lakeridge Health's Strategic Plan (2019-2024) identifies that Durham Region's growth will double from 680,000 in 2016 to 1.2 million in 2041. The majority of this growth will take place in the north-west portion of the Region. Our current research indicates that the new hospital will be between 600 to 800 beds. In comparison, the whole Lakeridge Health system (five hospital sites, four emergency rooms) consists of a total of 812 beds. In addition to a large hospital with an emergency room, based on conversations with stakeholders, it is anticipated that the Province may request a Long Term care facility also be situated on the property in proximity to the hospital. Due to the expected size and addition of a long term care facility, it is anticipated that land of approximately 60 – 80 acres would be required. For example, the new Windsor hospital is expected to have approximately 600 beds and will be located on a 60 acre site. The impacts of COVID reinforce the necessity for additional hospital beds in the Region and the need for additional long term care facilities. The results of the pandemic may further increase the scope and/or timeline of the new Regional hospital and long term care facility.

Potential Sites

The Hospital Task Force reviewed all properties in Whitby that are minimum 70 acres and within 500m of Highway 401/407/412. This resulted in the identification of twenty-one (21) potential sites. Of these, ten (10) were identified to have environmental constraints, five (5) have active development applications and one (1) has both environmental constraints and an active development application. This left 5 potential sites: the currently identified site at Baldwin Street and Highway 407, two privately owned sites and two Ministry owned sites. All these sites are located in the north-west area of the municipality. Privately owned sites would come at a significant cost if the municipality has to purchase 80 acres of land. Ministry owned lands could be donated resulting in the local share that is raised across the Region going towards the community share rather than towards purchasing land, therefore reducing the overall impact to the tax payer.

A review of these five sites was conducted looking at a number of factors, including, but not limited to parcel size, ownership and cost, servicing, zoning issues and environmental constraints, access, location to address growth and underserved areas and expansion potential.

After a thorough review of the sites, the Hospital Task Force has identified a preferred site and an alternate site.

The preferred location for the new Region of Durham hospital is on land currently owned by the Ministry of Transportation of Ontario (MTO). This parcel of land is approximately 160 acres, of which, approximately 60 – 80 acres would be requested for the hospital and a LTC. The parcel of land is bound on the north side by Highway 407, on the west side by Lakeridge Road, on the south side by Winchester Road and on the east side by Highway 412. Attachment 1 identifies this site and the factors influencing why this has been identified as the preferred site.

The Hospital Task Force has been in conversations with Ministry of Transportation (MTO) staff regarding this site. As identified in [Attachment 1](#), a portion of this property has been identified through the 2009 407 Environmental Assessment for a future transitway, station and a possible maintenance yard adjacent to Highways 407 and 412. The Hospital Task Force feels there is sufficient room on this parcel to accommodate both requests and a transitway station would be an excellent partnership with the hospital. At this time, MTO staff are unable to commit to providing this site for a future hospital as they have not yet completed the planning work for the transitway station and maintenance yard. However, the Hospital Task Force strongly feels that this is the ideal site for the reasons identified in Attachment 1. As such, the Task Force is continuing conversations with MTO staff and is recommending this site continue to be pursued as the preferred site at this time.

[Attachment 2](#) depicts the 15 minute travel radius of the preferred hospital site and clearly illustrates why this is the preferred location. Access along Hwy 407, Hwy 412, Lakeridge Road and Winchester Road provide a multitude of access points to the site. The orange shaded areas indicate the major projected growth areas in Durham that will eventually be home to over 190,000 residents. The yellow shaded area indicates a major planned development that is now requesting a Ministerial Zoning Order (MZO) to develop a residential community for approximately 60,000 residents – in a green community. The red circles on the map indicate a 15 minute or less travel time to each existing hospital. The map clearly indicates a geographical gap in services in the Region of Durham and Lakeridge Health service area that can be addressed by a hospital on the proposed site.

The alternate site is the currently Council endorsed site. Although a portion of this land is privately owned, it is anticipated that Fieldgate will donate a portion of the land therefore making it more affordable than purchasing an alternate privately owned parcel of land. However, with the anticipated addition of the long term care facility and the expected size of the hospital, this site is very tight and in order to secure 70 acres, a portion of the Hydro One corridor would have to be accessed for parking purposes. In addition, a portion of land on the north side of the mid arterial roadway would have to be secured for the long term care facility. As illustrated in Attachment 3, this site addresses many of the underserved and

future growth areas of the Region, but does not address the growth in the west to the same extent as the preferred site.

Selection Process

At this time, it is the understanding of the Task Force that Lakeridge Health will be issuing a Request for Information (RFI) regarding potential sites for a new hospital and for any shortlisted municipalities (or property owners) and a Request for Proposal (RFP) in early 2021.

The task force has expressed concerns with this proposed process as it will be a costly one for Durham residents and a competitive process has the potential to result in animosity and friction among municipalities. The Hospital Task Force has identified to the Ministry of Health, local MPP's, Regional Chair and Lakeridge Health Board a number of concerns regarding a competitive site selection process and has recommended alternate processes for their consideration, including:

- a shortened Letter of Interest followed by negotiations with the successful proponent;
- a decision made by the Lakeridge Health Board or a panel appointed by the Board using service needs and data provided by Lakeridge staff along with property information provided by interested municipalities; or,
- a decision by the Province in consultation with Lakeridge Health.

The Task Force feels that these alternate processes could ensure a win for all partners (municipal, regional and provincial) and could be structured to minimize the financial impact on the taxpayer and avoid multiple applicants undertaking substantial costs related to an RFP, consultant fees and dedication of human and financial resources.

5. Financial Considerations:

A budget of \$250,000 has been identified in the 2021 capital budget for Council's consideration to fund any studies, as may be required for the site selection process.

Future costs for a hospital will be significant as the provincial government funds 90% of the cost of hospital construction and 100% of the planning costs. The community's portion of funding is the remaining 10% of the construction cost, and 100% of the equipment, technology, land and servicing costs. These costs to the community are known as the "local share" which would include Lakeridge Health Foundation, the Regional Municipality of Durham and the local municipality. For example, the most recent Cortellucci Vaughan Hospital had a total project cost of \$1.7 billion of which the provincial share was \$1.3 billion. The balance was the local share of which the Region of York contributed \$143 million and the City of Vaughan contributed \$86 million for the purchase of land.

6. Communication and Public Engagement:

The Hospital Task Force is recommending that this Report be shared with the Minister of Health, the Minister of Transportation, Minister of Long-Term Care, MTO Staff, all Durham Region MPP's, the Regional Chair, the Lakeridge Health Board Chair and the President and CEO of Lakeridge Health.

As required, a communications plan and marketing campaign would be developed to increase awareness and support for an Acute Care Hospital in North Whitby. This plan would be developed by Staff in collaboration with the Task Force and community partners.

7. Input from Departments/Sources:

Staff members from the Planning Department and the Communications Division are members of the Hospital Task Force and contribute to the mandate and actions of the Task Force.

8. Strategic Priorities:

The initiatives of the Hospital Task Force align with Council's Goals as a new Hospital would deliver local jobs and prosperity, continue to improve the service delivery to residents, remain the community of choice for families and become the community of choice for seniors and job creators.

The actions of the Task Force also align with the Corporate Strategic Plan as ultimately establishing a new hospital in Whitby would address Strategic Objective 3.1 by designing service delivery around current customer needs in an underserved area, as well as address the future needs of a community that is in a rapid growth phase.

This report also addresses sustainability, as the Task Force is supportive of pursuing the possibility of the Durham Central Lakeridge Health site being serviced through District Energy to increase the resiliency and reliability of services to the health precinct and consider green energy sources to reduce the environmental impact of a new hospital. Finally, the recommendations within this report support a more accessible community through the provision of increased health care services to all residents and especially seniors and those with disabilities.

9. Attachments:

Attachment 1: [Central Durham Lakeridge Hospital Preferred Location](#)

Attachment 2: [Preferred Site Regional Map](#)

Attachment 3: [Alternate Site Regional Map](#)

Central Durham Lakeridge Hospital Preferred Location

Description:

- The preferred location for the new Region of Durham hospital is on land currently owned by the Ministry of Transportation (MTO) of Ontario. This parcel of land is approximately 160 acres, of which, approximately 60 - 80 acres would be requested for the hospital and a LTC.
- The parcel of land is bound on the north side by Highway 407, on the west side by Lakeridge Road, on the south side by Winchester Road and on the east side by Highway 412 (see map).
- A portion of this property has been identified through the 2009 407 Environmental Assessment for a future transitway, station and a possible maintenance yard adjacent to Highways 407 and 412.




Factors in choosing this site as the ideal location for the new hospital

Geography	The parcel of land in question is sited in the centre of the Region of Durham addressing the needs of a large percentage of the population. A map of the region would illustrate that it is almost in the heart of Durham. Once the feasibility of the site has been confirmed, any planning and servicing requirements can be addressed in a more comprehensive manner.
Access	This site sits at the junction of Highways 407 and 412. There is direct access to the site from Lakeridge Road and potentially from Highway 7. The proposed transitway will provide access through public transportation addressing the needs of those clients who may not have the use of a car. There are no barriers related to this site that would impede access by helicopter.
Population Growth	This parcel is located in an ideal site to address the current and future population growth in the Region. Major housing developments encircle this site. Planned developments in North Oshawa, West Whitby, North

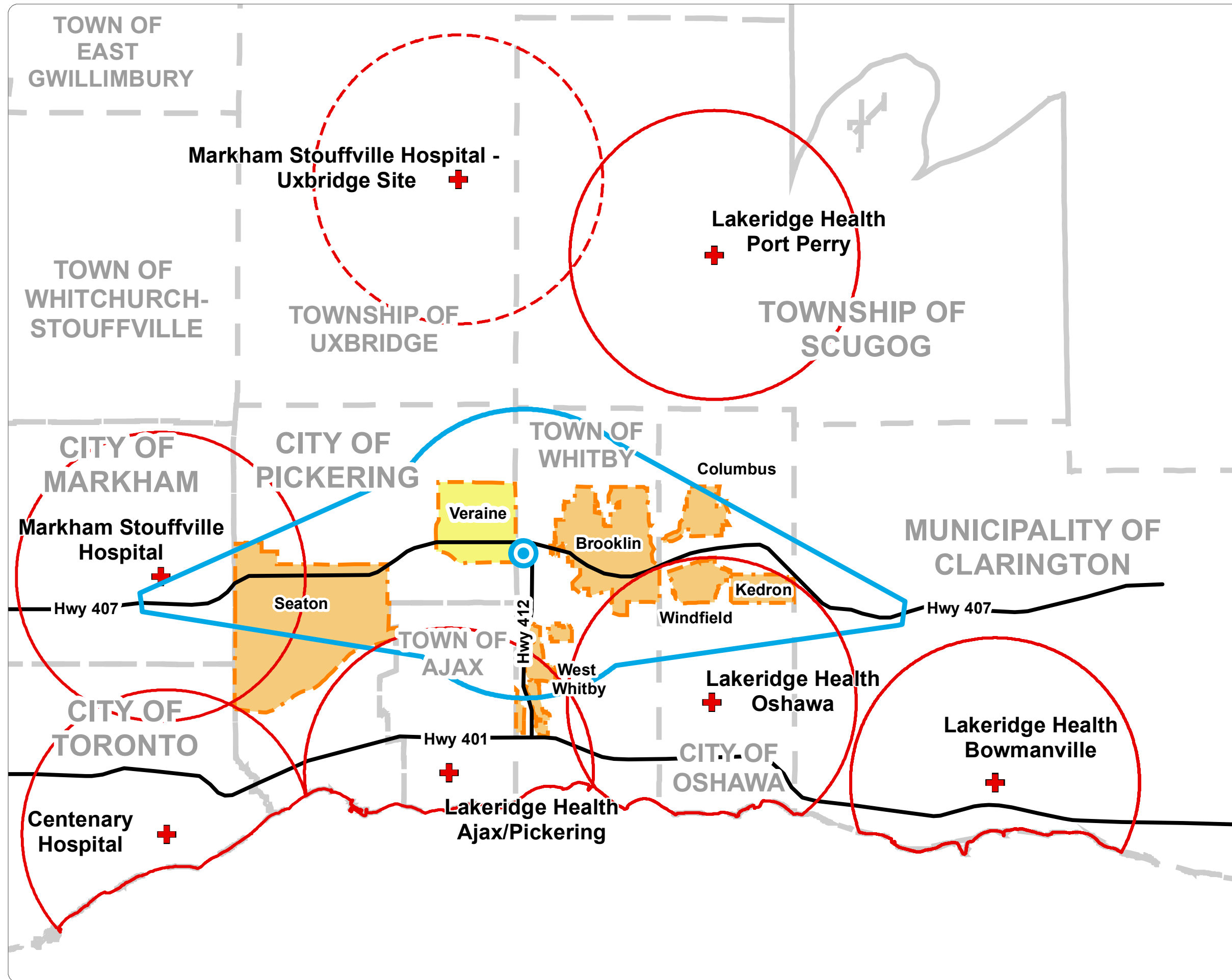
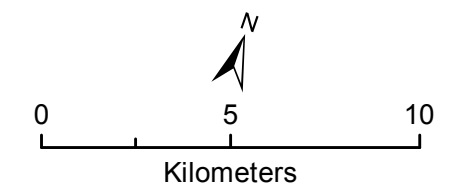
	<p>Whitby/Brooklin, North Ajax/Pickering and the Seaton development in North Pickering will all have direct and easy access to this site. The demographics of the northern Durham communities of Brock, Uxbridge and Scugog will require enhanced medical facilities and this site will address those needs both through service levels and location.</p>
<p>Health Care in Durham</p>	<p>This preferred site sits in the geographical gap of health services in Durham. It is between Lakeridge Health Oshawa, Lakeridge Health Ajax Pickering and Markham Stouffville Hospital providing an ideal location for those who find it difficult, at this time, to access any of these other facilities easily. It is anticipated that there will be a long-term care centre (LTC) built adjacent to the hospital and this parcel provides sufficient land for that to occur. In addition, there are currently a number of LTCs in close proximity who would be served by this hospital. Furthermore, the 2011- 2016 Lakeridge Health Strategic Plan identifies the need to develop a plan for a new regional and specialized facility on a site in Whitby.</p>
<p>Complimentary Services</p>	<p>The Region of Durham is fortunate to have three major post-secondary institutions within its boundaries – Ontario Tech University (UOIT), Trent University and Durham College. In addition both Queen’s University and McMaster University have medical students who train at Lakeridge Health. All of these institutions will benefit from the construction of a state of the art medical facility. Because of the varied locations of each of these campuses, this preferred site will give each of them relatively equal access in terms of travel time. Many of the programs offered at the institutions will be enhanced by having access to the medical talent that will be engaged at the hospital.</p> <p>It is anticipated that this hospital will be a full service hospital that will serve as a Regional trauma centre and focus on critical care. As such, the hospital will be able to address some of the issues that are arising at the current hospitals and to some extent will be able to relieve those centres from some of these issues in order to better deliver services according to their specialties. The obvious example of this is to relieve Lakeridge Health Oshawa and the associated medical clinics from some of the critical care services and to allow them to further develop their already exemplary work as a cancer centre. In this way, complimentary services can be coordinated throughout the Region.</p>

Acute Care Hospital Locations

Legend

-  Highway
-  Potential Durham Central Hospital Location - MTO Lands
-  Existing Hospital Locations
-  Potential Durham Central MTO Lands Hospital Site Coverage - 15min Travel Time
-  Existing Hospital Site Coverage - 15min Travel Time
-  Existing Limited Service Hospital Site Coverage - 15min Travel Time
-  Approved Growth Areas as identified by Region of Durham Official Plan
-  Proposed Minister's Zoning Order Growth Area (Veraine Community)
-  Municipal Boundaries

(7.5km = ±15 Minute Travel Time)









Date: December 2020
 NAD83 UTM Zone 17N
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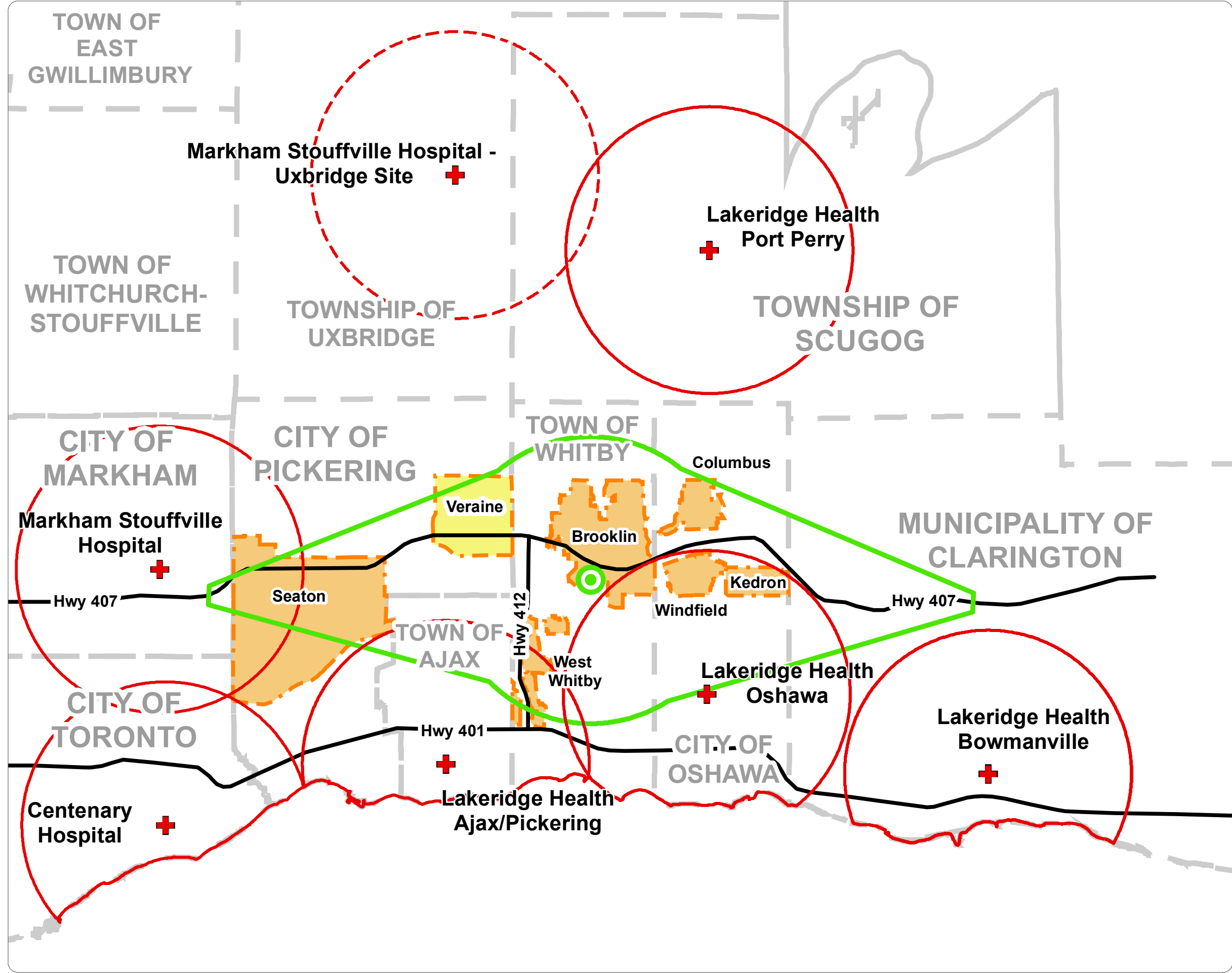
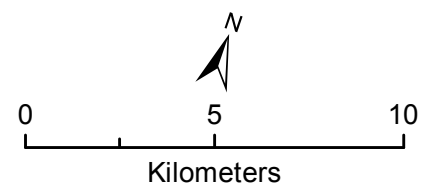
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Acute Care Hospital Locations

Legend

-  Highway
-  Potential Durham Central Hospital Location - Baldwin St S
-  Existing Hospital Locations
-  Potential Durham Central Baldwin St S Hospital Site Coverage - 15min Travel Time
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