

Strategic Assessment

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RIDEAU REGIONAL CENTRE, OPPORTUNITIES STUDY FOR ALTERNATE USAGE

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Prepared for:



Valley Heartland
Community Futures Development Corporation

***Valley Heartland Community
Futures Development Corporation***

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Executive Summary

The Rideau Regional Centre (RRC) is a large facility specializing in the care for the developmentally disabled, which is operated by the Province of Ontario and owned by Ontario Realty Corporation (ORC). It is situated in the Township of Montague, which abuts the Town of Smiths Falls, Ontario. The Centre is scheduled for a phased closure commencing in April 2005 and ending by March 2009. This report includes the range of “opportunities” provoked by the particular supply and demand conditions that relate to RRC, narrowed down to those with most promise. The research is deepened for the alternatives with most promise, and a strategy framework (i.e. “next steps”) for moving forward is presented.



Valley Heartland CFDC retained The Corporate Research Group Ltd. to conduct this “Opportunity Assessment”. The consultants visited the facility (internally and externally), exchanged information with its administration, interviewed the occupants, profiled the employees and obtained financial and other information concerning the site and buildings. The consultants also interviewed the Reeve of Montague Township and the Mayor of Smiths Falls for background and their views on alternate uses. The report describes the location context of the RRC and of Smiths Falls. A web-based survey was launched to solicit input from a list of contacts provided by Valley Heartland CFDC. A presentation was also made during a meeting of the Eastern Interministerial Council, with all its members subsequently invited to provide input via the web-based survey. The results of these component tasks of the work program were aggregated to formulate an “Opportunities Assessment Grid”.

TABLE 1 – OPPORTUNITIES ASSESSMENT GRID			
Potential Use	Suitability Assessment	Potential Utilization	Demand Assessment
Centre for Specialized Care	5	4	research note 1
Emergency Response / Preparedness Centre	5	3	research note 2
Training Centre	4	3	unknown
Corrections Centre (min security)	4	3	unknown
College / University	3	2	unknown
Conference Centre	3	2	unknown
Government Administrative Centre (Office)	3	1	unknown
Commercial Laundry	5	1	private sector response
Seniors Retirement Complex	3	3	private sector response
Community Sports and Recreation Centre	3	1	private sector response
Group Homes	2	2	private sector response
Low Income Housing	2	2	private sector response
Residential Subdivision	5	1	private sector response
Business Centre (Office / Lab / Light Industrial)	4	1	private sector response
Golf Course	3	0	private sector response
Farming	2	0	private sector response
Retail (Power Centre)	1	1	private sector response
Scoring : 5 = High; 4 = Medium High; 3 = Medium; 2 = Medium Low; 1 = Low; 0 = Nil			

The Public Sector initiatives with the greatest potential include:

- **Centre for Specialized Care:** Built-to-suit for its current use, the RRC would be ideally suited for a centre of this type for the core of residents with disabilities requiring the most intensive care.
- **Training Centre:** Several respondents from provincial ministries indicated that an eastern Ontario centre for training and meeting rooms may be a suitable use.
- **Corrections Centre:** The Ministry of Justice, in their response, has suggested the RRC may be suitable, through adaptation, for use by the Young Offender Unit to house young offenders.

The most favoured Private Sector initiatives include:

- **Commercial Laundry:** The laundry has been recently modernized, is state-of-the-art and operated with great efficiency.
- **Seniors Retirement Complex:** Based on the range of facilities available at RRC including the health support facilities, the development of a seniors' retirement centre and/or homes for the aged is a logical use to consider. However, due to its scale, the re-use of the site in its entirety would pose a significant investment challenge.
- **Community Sports and Recreation Centre:** The RRC complex is blessed with excellent community scale recreation facilities, including a pool, gymnasium, bowling alley and playing fields. However, these facilities comprise a relatively minor portion of the facility suite. Having said that, in combination with the school, this component may be of interest to a private institute.

Next Steps (Strategy Framework)

- **Retention Strategy:** A specific strategy should be developed to pursue each of the “high potential” targets to its conclusion, including:
 - a centre for the care of those with high needs;
 - a federal training centre, for example JTF2;
 - a provincial training / meetings room centre serving Eastern Ontario; and
 - a corrections centre for young offenders.

A second important aspect of efforts to mitigate the impact on the economy is to retain, in the local area, the employees retiring from RRC.

- **Multi-use Redevelopment Strategy:** It may be the case that no single user emerges to occupy the majority of the existing facilities. Efforts should be directed to the preparation of a multi-use redevelopment strategy that separates the site into logical components for occupancy by separate users.

Examples of components of a multi-use scenario that are closely aligned to the current facility profile include:

- an office use (currently the case with the OPP);
- a community centre (private or public sector);
- a specialized care centre (private or public sector); and
- a laundry service (private operator).

In the case where a training centre is contemplated, the OPP offices and privatized laundry service could remain. The training centre could occupy all or part of the community centre and specialized care space.

Although the creation of this redevelopment plan (and disposition strategy) is the responsibility of the Ontario Realty Corporation, it may be necessary for local political leadership to drive this initiative. In addition, there may also be the need to set up a private/public ownership vehicle to facilitate the redevelopment of the site (such as a “development corporation” to act as landlord).

- **Communications Strategy:** It would be important to identify key messages that the political and business leadership can adopt to advance the key objective – to work together, proactively, to secure alternate use(s) of the RRC site and facilities coincident with the closure schedule.

I. Introduction

The Rideau Regional Centre (RRC) is a large facility specializing in the care for the developmentally disabled, which is operated by the Province of Ontario and owned by Ontario Realty Corporation (ORC). It is situated in the Township of Montague, which abuts the Town of Smiths Falls, Ontario.

The centre occupies a site that is approximately 340 acres in size and is improved with buildings having an aggregate area near 800,000 square feet. Most of the space is special purpose, built to suit for its present vocation.

The centre has approximately 840 employees and 435 residents, most of whom require constant care and supervision. The Centre is scheduled for a phased closure commencing in April 2005 and ending by March 2009.

The RRC is the largest employer in the area, hence, the economic impact of the closure on the local economies of Smiths Falls and surrounding municipalities is potentially significant.

The mayors, reeves and wardens of the area municipalities gathered to create a Task Force with the objective of taking a proactive stance to investigate possible "opportunities" for alternative use of the facility, in the event the closure is implemented as planned. These would ideally include solutions that benefit the Ontario government, the affected workforce and the local communities. To assist, Valley Heartland Community Futures Development Corporation commissioned this study to explore the opportunities for future usage and employment at RRC.

The potential staged closure of the RRC requires a constructive response to the germinal question "what then". The RRC represents not only a significant infrastructure and land base, its employees provide a pool of specialized skills, talents and expertise that can be tapped.

The essence of this report is to identify the range of "opportunities" provoked by the particular supply and demand conditions that relate to RRC, narrow these down to those with most promise, deepen the research for the alternatives with most promise, and present a strategy framework (i.e. "next steps") for moving forward.

II. Methodology

The work plan for this assignment consisted of the following major tasks:

- ◆ Project Initiation Meeting,
- ◆ Profile Supply Characteristics,
- ◆ Strategic Market Positioning,
- ◆ Profile Demand Prospects,
- ◆ Opportunity Assessment, and
- ◆ Presentation of Results.

The following describes each of these work plan elements.

1. Task 1 – Project Initiation Meeting

The purpose of the Project Initiation Meeting was to review, with the task Force, the project scope, and confirm the deliverables and work schedule. Further, the consultant was provided with any relevant materials and the details of suggested contacts related to this project.

2. Task 2 – Profile Supply Characteristics

The profiling of “Supply” included both the physical property and the employee base, with the objective of documenting the “existing situation”. The “property” assessment included a description of the built space and undeveloped land, including general commentary on building and site features, building condition, and neighbouring uses. We visited the facility on three occasions, with one visit consisting of a tour of selected areas of the RRC. During that visit, interviews were conducted with the facility administration, representatives from the OPP, the Rideau Child Care Centre and the manager of the laundry service.

The “people” assessment focussed on documenting the characteristics of the employees at the RRC in relation to the structure of the labour force in the surrounding community.

3. Task 3 – Strategic Market Positioning

This focus of this task was to profile the site in terms of its geographic positioning, distance from major markets, transportation infrastructure, population characteristics, demographic trends, major employers and the most prevalent economic “engines”. The emphasis was to highlight its strengths within the larger regional market place.

4. Task 4 – Profile Demand Prospects

To assist in learning more about the prospects for alternate usage, we solicited the opinions and advice of local municipal officials, the RRC administration, and the occupants of the RRC. We also canvassed for ideas using an e-mail invitation to a web-based survey. The e-mail list was provided by Valley Heartland CFDC. A presentation was also made to the Eastern Interministerial Council, whose members were subsequently invited to contribute their opinions via the web-based survey, as well.

5. Task 5 – Opportunity Assessment

The process of identifying, evaluating, and selecting opportunities with the highest potential for success was approached in stages.

In the first step a “Highest and Best Use Matrix” was developed that identified all of the logical uses for the site (including those identified through the canvass). This matrix was then used to rate each use in terms of the suitability of the site for each use. The matrix allowed a high-level assessment that assisted in narrowing down the range to those uses showing most promise.

In the second step, the uses showing most promise were examined in more depth to better determine the probability of success in pursuing them.

The third step was to sketch out a strategy for moving forward.

III. Discussion of Findings

A. Supply Characteristics

The profiling of “Supply” included both the physical property and the employee base, with the objective of documenting the “existing situation”.

1. The Rideau Regional Centre Facility

a) Description

The Rideau Regional Centre is situated along County Road 43 (formerly Highway 43), in the Township of Montague, immediately adjacent to the southeastern boundary of Town of Smiths Falls. Map 3.1 shows the location of the facility.

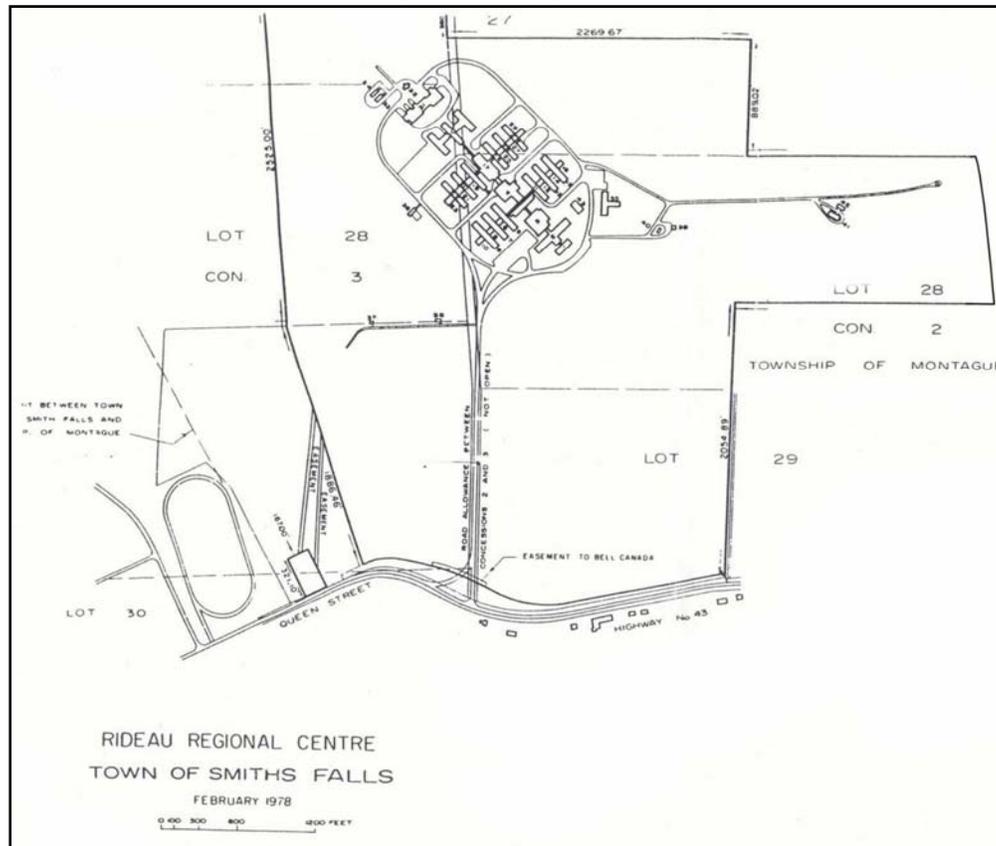
MAP 3.1 – RIDEAU REGIONAL CENTRE: LOCATION CONTEXT



The RRC site comprises approximately 340 acres, with the building complex set back nearly 700 metres from the only access road, County Road 43. The site grade is generally flat near the site frontage, gradually sloping upwards towards the building complex. Most of the lands are cleared, and interspersed with maturing trees. Landscaping features are

more prevalent close to the building complex, including a denser presence of a mix of deciduous and evergreen trees (also approaching maturity). Map 3.2 is a site plan illustrating the subject site's configuration and building placement.

MAP 3.2 – RRC SITE PLAN



The buildings have a combined area of 796,006 square feet (Table 3.1, next page). For the most part, the buildings were constructed in the late 1940s and 1950s, with a swimming pool and change rooms constructed in 1970. With the exception of the four-storey clinical block, the main complex, which has an area of approximately 714,000 square feet, is a two-storey brick structure housing an administration area, residential areas, programming areas, an 800-seat auditorium, gymnasium, food services and dining area.

South of the main complex is the original nurse's residence, a four-storey brick building having an area of 55,180 square feet. Previously used as temporary housing for nurses, the building is currently vacant (and falling into disrepair). To the southeast of the residence building is a historic stone farmhouse, adjacent to which are three residential dwellings constructed in 1984. These "Transition Homes" are one-storey buildings, one of which has a usable basement and elevator.

At the north end of the building complex is the laundry, trades and powerhouse building having a size of 35,630 square feet. The state-of-the-art laundry services all of the internal requirements of the RRC, as well as those of approximately 24 external clients.

RRC provides a full range of on-site services/programs, including: Residential Services, Psychology, Rehabilitation Services, Central Program Services, Health Services, Behaviour Modification Services, Social Work, Dental, Pharmacy, X-ray, Chaplaincy, Community Resource Services, Nutrition Services, Housekeeping, Materiel Services, Maintenance, Physical Plant, Training and Development, Resident Records, Administrative Services, and Search and Rescue.

TABLE 3.1 - RRC BUILDING PROFILE			
Present Building Name	Rentable SF	Basement Dirt Floors in RSF	BOMA Standards Rentable SF
OPP	22,001	Not calculated	22,001
School	59,128	18,848	40,280
Pool	6,400	----	6,400
Entrance, Gym, Auditorium, Conference Rms.	47,416	9,952	37,464
Kitchen, Canteen, Receiving	60,149	Nil	60,149
Block 1 West	89,412	27,814	61,598
Block 1 East	89,412	27,814	61,598
Central Nursing, Shops	44,643	Nil	44,643
Block II West	89,412	27,814	61,598
Block II East	89,412	27,814	61,598
Clinical Building	80,742	15,000	95,742
Trades, Laundry, Old Powerhouse	35,630	6,694	28,936
Transportation	3,056	Nil	3,056
Salt Storage	182	Nil	182
Old Nurses Res.	55,180	10,016	45,164
Old Farm House	1,994	Nil	1,994
Transition A	2,560	Nil	2,560
Transition B	5,120	Nil	5,120
Transition C	2,560	Nil	2,560
Grounds Office	1,010	Nil	1,010
Grounds Storage	2,530	Nil	2,530
Greenhouse	2,161	Nil	2,161
Storage Barn	5,220	Nil	5,220
Storage Shed	640	Nil	640
Chlorination	36	Nil	36
TOTAL	796,006	171,766	654,240

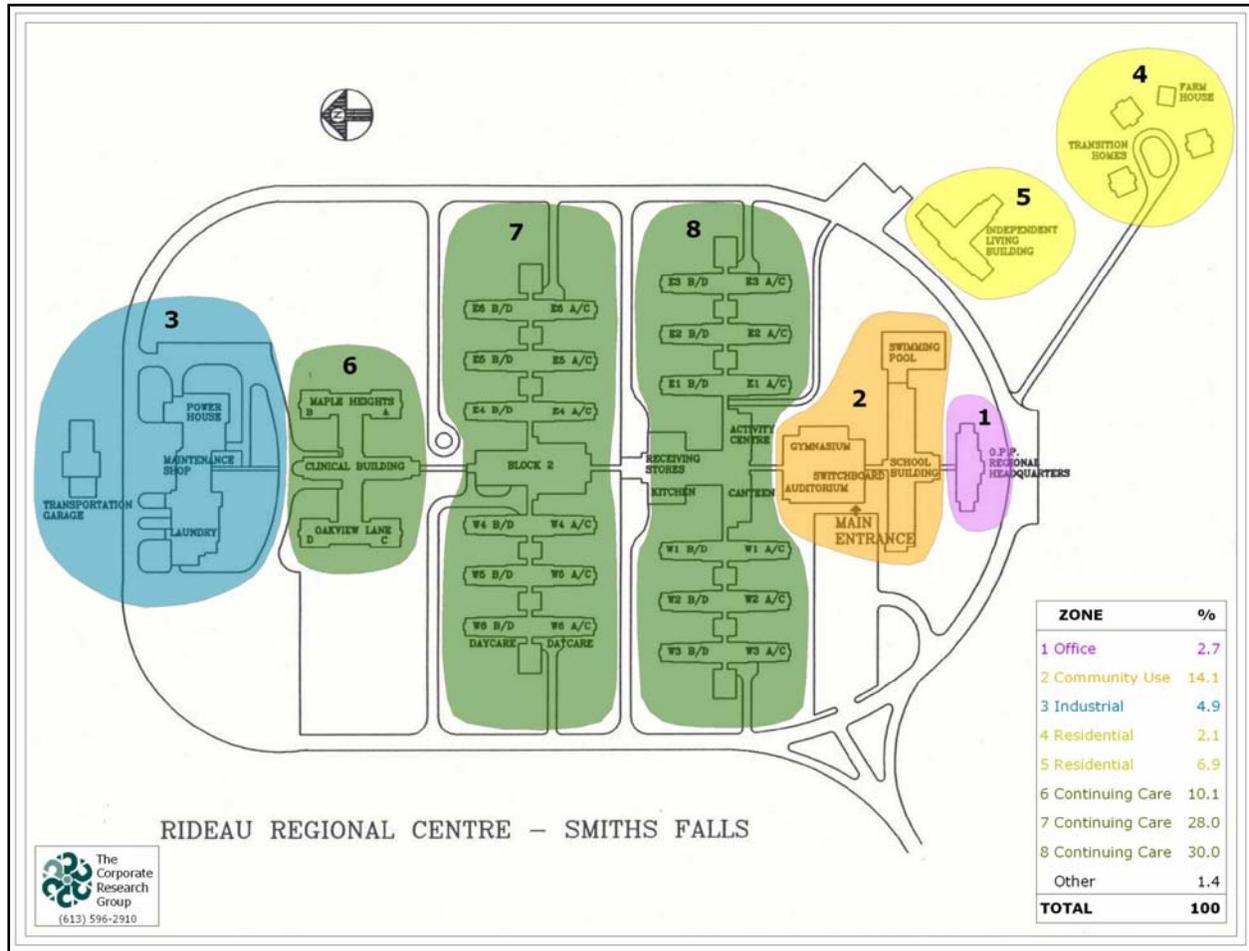
Source: Rideau Regional Centre

Map 3.3 (next page) provides a larger-scale view of the RRC building complex. In this sketch, the buildings have been grouped according to five major categories of use that include: office, community use, industrial, residential and continuing care.

This initial “zoning” of the site, as prepared by the consultant, assisted in the conceptualization of how the site may be approached in terms of converting the complex to alternate use(s).

It is clear that the continuing care use dominates, accounting for more than two-thirds (68%) of the space allocation. In contrast, office uses (currently occupied by the Regional Headquarters of the OPP) are minor, representing less than 3% of the total building complex.

MAP 3.3 – RRC BUILDING COMPLEX



b) Community Facilities

The community facilities at the RRC include the swimming pool, gymnasium, bowling alley, auditorium, canteen, school and activity centre. While not the case since the 1970s, RRC was originally home to many young residents and as such, the school was an integral part of the complex.

The projected usage of the swimming pool, gymnasium and bowling alley from September 2004 to September 2005 is summarized in Table 3.2 (next page). The table indicates that 367 users from eight different groups currently utilize the swimming pool. The gymnasium is visited by 253 users from seven groups, and the bowling alley, by 15 users from a single group. The total number of different groups is 15, and total numbers of users, 635.

The Civitan Club for entertainment reserves the auditorium annually (in March), with an attendance of approximately 800 people. The Upper Canada School Board also uses the auditorium of entertainment for three days annually in December. The attendance is approximately 1,500 children and adults. Fire Safety classes are held in May of each year for 1,500 students and teachers from local elementary schools and the T. R. Leger School Graduation is celebrated at RRC every June with approximately 300 students and families in attendance.

The gymnasium, canteen and activity centre are used by the United Way Campaign for a craft sale (180 vendors). This event is held over two days (in November) and attracts approximately 1,000 visitors.

TABLE 3.2 – USE OF POOL, GYMNASIUM AND BOWLING ALLEY BY OUTSIDE GROUPS					
Swimming Pool	No. of Users	Gymnasium	No. of Users	Bowling Alley	No. of Users
Medical Referrals	135	Men's Soccer	12	Lifeskills	15
Waterworks	60	Basketball	20		
Aquafit	90	Badminton	54		
Grenville	30	OPP	30		
Lifeskills	15	Soccer	85		
Tayside	4	Air Cadets	40		
Brockville Psych	18	Girls' Fastball	12		
Rideau Daycare	15				
Total	367		253		15

Source: Rideau Regional Centre

c) Financial Highlights

• Total salaries and benefits:	\$36,572,000
• Other Direct Operating Expenses:	
– Natural Gas	\$850,400
– Electricity	\$380,500
– Water	\$68,800
– Maintenance Supplies	\$521,900
– Food	\$1,550,200
– Drugs	\$838,600
– Clothing	\$220,200
– Other Operating Supplies	\$1,142,500
– Sub-total	\$5,573,100
• Other Expenses:	
– Personal Need Allowance (for residents)	\$591,400
– Grant in Lieu of Taxes (Montague Twp)	\$70,400
– Sanitary Treatment Plant Costs	\$71,500
– Sub-total	\$733,300
• TOTAL	\$42,878,400

In addition to this amount, the Ontario Realty Corporation has the following maintenance contracts (annual):

• Elevator	\$21,508
• Fire Alarm	\$78,120
• Generator	\$1,806
• TOTAL	\$101,434

The table presented above provides a clear indication of the magnitude of the operating budget – with the majority of the \$42.9 million “spend” related to the local purchase of labour and service. Including the Personal Need Allowance, approximately \$1.1 million of the Other Direct Operating Expenses is expended in the local area.

d) Official Plan and Zoning

The Township of Montague designates the subject property for institutional uses. Discussion with municipal officials suggests that the municipality would be receptive to consider changes to accommodate proposed changes in use. Importantly, the site is fully serviced and has, in the past, accommodated a very large site population (2,600 residents and 1,800 staff), highlighting the site's significant re-development potential.

2. Labour Force at the Rideau Regional Centre

Using data extracted from the most recent Census of Canada (2001), the labour force structure of Smiths Falls, Lanark County and Leeds & Grenville County was sketched, with a particular focus on the sorts of labour classifications most prevalent at the Rideau Regional Centre. Added to this sketch of the labour force structure was the employment base of the RRC as provided by the Centre management, classified in a similar way. Although the matching of RRC employees to the Census definitions can only be approximated, the following table highlights a few key observations.

Labour Force Structure	Smiths Falls	Lanark County	Leeds & Grenville	Total	RRC
Total labour force 15 years and over (2001 NOCS classification)	4,180	31,695	48,915	84,790	806
Management occupations	305	3,455	5,405	9,165	43
Business, finance and administration occupations	500	4,605	7,000	12,105	28
Health occupations	275	1,630	2,730	4,635	55
Professionals	30	220	335	585	2
Nurse supervisors and RNs	65	510	1,080	1,655	29
Technical and related occupations	60	420	545	1,025	12
Assisting occupations	115	475	770	1,360	12
Social Science occupations	360	2,375	3,265	6,000	627
Occupations in food and beverage service	90	495	885	1,470	53
Total labour force 15 years and over (1997 NAICS classification)	4,185	31,700	48,915	84,800	n/a
Health care and social assistance	660	3,710	5,270	9,640	n/a
Accommodation and food services	340	2,125	3,525	5,990	n/a

Sources: 2001 Census of Canada and RRC

In terms of overall contribution, the number of employees at RRC represents just under 1% of the total labour force of the study area (Smiths Falls / Lanark County / Leeds and Grenville County). Based on a review of place of residence data, the great majority of RRC employees live in this study area. If only Smiths Falls and Lanark County are considered, the RRC employees represent just over 2% of the labour force of this smaller area. However, if just Smiths Falls is considered, the proportion of the RRC employees is much higher. Based on information supplied to the consultant, approximately 50% of the RRC employees live in Smiths Falls. This would indicate that the RRC employees living in Smiths Falls represent just under 10% of the Town's labour force.

In terms of the capacity of the region to absorb, over time, the RRC employees, it would appear there is sufficient capacity for many classifications such as management, business and administration, health professionals, nurses, health technicians and food and beverage workers. The group that will have the most challenge are the employees categorized in

the table as “social science occupations”, largely comprised of the Resident Counsellors. To absorb this group, either alternate uses for the complex will need to be secured that can make use of these specialized skills of this group, or, this group will need to be “re-skilled” to better fit the needs of future employers located at the site.

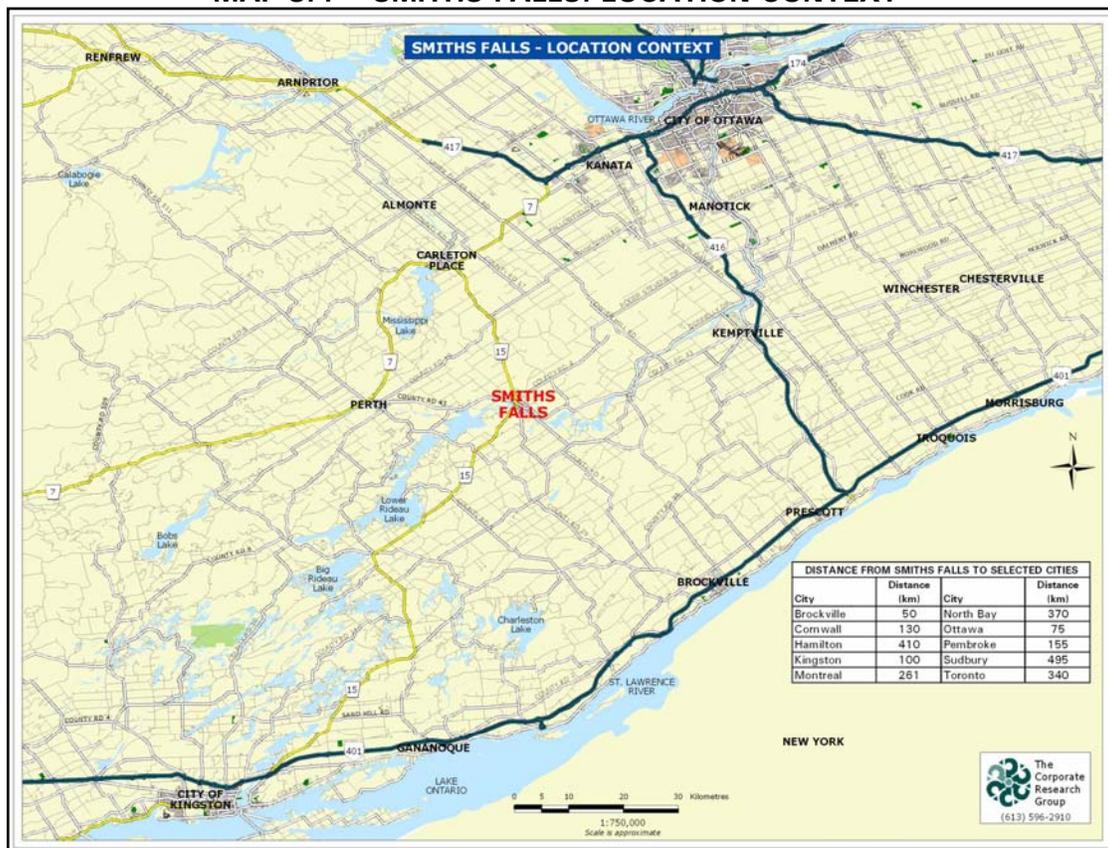
This report does not examine further the questions of labour absorption or labour adjustment. What can be highlighted here is the importance of a retention strategy, including the retention (as residents) of the employees who are expected to retire, in considerable numbers, over the balance of this decade.

B. Strategic Market Positioning

The site is centrally located in the context of Eastern Ontario, adjacent to Smiths Falls, the largest community in Lanark County. It is mid-way between Canada’s two largest cities (Toronto and Montreal), and is 75 kilometres (one hour) from Ottawa, Canada’s fourth largest metropolitan area.

Smiths Falls is at the junction of two significant County Roads (43 and 29, both former provincial highways) and Highway 15. North of Smiths Falls, the Ministry of Transportation of Ontario has funds committed for significant improvements to Highway 15, with some of the work already completed close to Carleton Place. There are also highway widenings and pavement rehabilitation projects planned for sections of this highway south of the Town. As such, Smiths Falls offers excellent road access to several large nearby markets in Canada and the United States (Map 3.4).

MAP 3.4 – SMITHS FALLS: LOCATION CONTEXT



Smiths Falls is at the heart of the 202-km Rideau Canal Waterway, marking the midway point between Ottawa and Kingston. The town offers an array of community and recreational facilities to its residents and tourists. More than 90 acres of parkland is found within the community and organized activities and programs are offered for all age groups. The town has a well developed commercial structure. The County Fair Mall offers 30 stores under one roof, and downtown merchants strive to provide excellent service. Also, an emerging commercial area on the western fringe of the town includes new large-format retailers typically found in much larger urban centres.

Two active School Boards and the local library support education and learning, and the recently merged Perth and Smiths Falls District Hospital is well equipped to respond to all but very specialized health needs. The Town has a state-of-the-art wastewater treatment facility and abundant clean water.

Smiths Falls has a stable population of 9,000, serving a much broader market having a population of close to 25,000. The major employers are listed in Table 3.4.

TABLE 3.4 - MAJOR EMPLOYERS IN SMITHS FALLS	
MANUFACTURING	
Hershey Canada Inc.	Stanley Mechanics Tools
Shorewood Packaging	Performance Printing Ltd.
G H Metals	Weatherstrong Building Products
Guildline Instruments Ltd.	Smiths Falls Bookbinding Ltd.
Grenville Castings Ltd.	Flakt Coiltech
Rideau Orthodontic Mfg. Ltd.	Kilmarnock Enterprise
COMMERCIAL/RETAIL	
Zellers	Your Independent Grocer
Food Basics	Canadian Tire Corp.
Giant Tiger	Wal-Mart
PUBLIC SECTOR / TRANSPORTATION / OTHER	
OPP Regional Headquarters	Rideau Regional Centre
Canadian Pacific Rail	Catholic District School Board of Eastern Ontario
Upper Canada District Public School Board	Perth and Smiths Falls District Hospital
Town of Smiths Falls	Parks Canada

C. Profile Demand Prospects

This stage of this mandate included interviews with the occupants of the RRC. The consultants also canvassed for ideas using an e-mail invitation to a web-based survey. The e-mail list was provided by the Valley Heartland CFDC. In addition, a presentation was made to the Eastern Interministerial Council, whose members were subsequently invited to contribute their opinions via the web-based survey.

1. Interviews

Interviews were conducted with RRC management, representatives of the OPP, the Rideau Child Care Centre, and the RRC laundry service. The following provides a synopsis of the key observation from those interviews.

Ontario Provincial Police

- The East Region Headquarters of the OPP occupy both floors of the former RRC administration building ($\pm 22,000$ square feet). Also occasionally used is a classroom in the School Building.
- The OPP have occupied this space since 1997. A key determinant was Smiths Falls's central location in the context of Eastern Ontario and the excellent accessibility to its service area.
- Premises are used for command functions and to oversee criminal investigations, forensics, emergency management, intelligence, etc. Some functions originally housed here relocated elsewhere as the offices were too distant from the main locations of caseload.
- Also used for administrative functions such as staffing and development, some human resources, support to the superintendent, municipal contracts and community policing.
- Total staff is 46. No significant change anticipated.
- Amount and quality of space suits their needs.
- OPP recently invested in upgrading space such as HVAC controls and windows.
- Satisfied with maintenance provided by RRC and ORC. MTO provides snow removal.
- OPP recently invested in communications centre in Smiths Falls. Having the command located close to the communications centre has strong operational advantages. Looked into using part of RRC facility for the communications centre but building configuration and construction would have made it too costly to refit RRC for this purpose.
- If RRC closes, they could not afford to remain at the present location.
- Would remain in Smiths Falls to be close to the communications centre.

Rideau Child Care Centre

- Occupies $\pm 4,800$ square feet on second level of Building W6.
- Originally set up as a work place day care – has been operating for 20 years.
- Licensed by the Province for 18 months to school age.
- Average occupancy is 38; about 35% are children of RRC employees.
- Space configuration less than ideal, particularly second floor location.
- Space is leased for \$1.00 per year.
- Nine employees.
- Location at RRC can be a deterrent for clientele.
- Demand is strong for licensed day care in Smiths Falls area.
- Two competing facilities in town.
- If RRC closes, plan is to relocate to smaller space in town, with the assistance of a capital grant.

RRC Laundry

- Equipment is modern, and state-of-the-art.
- 5.0 million pounds is annual capacity.
- 3.5 million pounds is required to service RRC.

- 24 outside accounts utilize another 1.0 million pounds of capacity.
- Outside accounts are unsolicited, located from Ottawa to Kingston.
- Efficient operation, competitive cost structure.

2. Eastern Interministerial Council

On April 8, 2005, the Eastern Interministerial Council held a meeting at the Beechgrove Campus in Kingston. In attendance were 23 persons representing many Ontario ministries. As the province was identified as a key target for potential alternate occupancy of the RRC facilities, a presentation to the Eastern Interministerial Committee was judged to be critical to build awareness and to solicit for potential future occupants.

Mayor Dennis Staples and the consultants described the context and purpose of this study, explained the efforts being made by the Valley Heartland CFDC in identifying alternate usage opportunities for the RRC, and invited participation to the web-based survey as a means to capture ideas by those in attendance (survey discussed below).

3. Survey

A web-based survey was launched with the purpose of canvassing for ideas concerning alternate uses – to ensure the study process brought to the surface the full range of possibilities.

Invitations were sent out by e-mail to a list of contacts provided by Valley Heartland, with a second wave sent to the list of e-mails provided by the Eastern Inter-ministerial Committee. Reminders were sent out to encourage response.

In total, the survey was sent to 96 e-mail addresses and at the time of preparing this report, 25 responses had been received: 14 from the list of community and business leaders provided by Valley Heartland and 11 from Ontario provincial ministries.

The survey has served dual purposes: (1) to collect a range of ideas concerning alternate use, and (2) to build awareness of the opportunities the RRC complex offers.

The survey had two main components:

Awareness – survey respondents were asked indicate: (a) which portions of the site they were familiar with (i.e. playing fields, OPP offices, clinical building, auditorium etc), and (b) their impression of the state of repair of the complex.

Alternatives – survey respondents were asked to contribute ideas for alternate use of: (a) the entire complex; (b) components of the complex, and (c) use of the site for some form of redevelopment.

As might be expected, the “public” elements of the complex are most well known, including the playing fields, auditorium, and pool. Also well known is the OPP headquarters.

The general impression by survey respondents is that the complex is in good conditions: 70% of respondents with an opinion on this subject suggested the condition of the facilities was “good” to “excellent”.

In terms of future use, 70% of respondents felt the likely future would include the re-use of specific components of the complex (vs. a use that would replace the existing use in its entirety).

A broad range of alternate uses was suggested which are identified and evaluated in the next section of this report.

D. Opportunity Assessment

The opportunity assessment was developed in stages.

In the initial stage, a list of all the potential uses was compiled based on the interviews and survey results. In the next stage, each potential use was examined from two perspectives: (a) the “suitability” of the use in relation to the type of facility and locational setting offered by the RRC; and (b) the “utilization” potential – meaning the portion of the RRC facilities that, in their current configuration, could cater to that use.

In the next stage, this information was brought together into an “Opportunities Assessment Grid” and each use was scored for both suitability and utilization, using a 6-point scale (where 5 = High and 0 = Nil).

The uses were then ordered with those scoring highest placed at the top with the remainder presented in descending order.

The grid was then colour coded to separate the alternate uses (in yellow) that most likely would be driven by a public sector response from those (in blue) that most likely would depend on a private sector response.

The uses at the top of the grid (i.e. those scoring highest on suitability and utilization) represent the uses that have the “tightest fit” to the current facility configuration. They are colour coded in the darker yellow for visual emphasis.

The consultants then undertook additional research for the two highest scoring uses. The purpose of this research was to determine, based on readily available information, the degree of merit in pursuing these options. (The results of the research are appended to this report in the form of research notes).

A dotted line was added to the bottom section of the grid to indicate the uses (below the dotted line) that are redevelopment options – i.e. those uses for which the existing facilities have nil utility and would have to be demolished. For several of these uses, the servicing infrastructure (sewer and water) would be of great benefit, hence the “utilization” is shown as 1 rather than 0 in the assessment grid.

Each of the alternate uses is discussed briefly, below, beginning with those uses that scored highest in the assessment.

TABLE 3.5 – OPPORTUNITIES ASSESSMENT GRID			
Potential Use	Suitability Assessment	Potential Utilization	Demand Assessment
Centre for Specialized Care	5	4	research note 1
Emergency Response / Preparedness Centre	5	3	research note 2
Training Centre	4	3	unknown
Corrections Centre (min security)	4	3	unknown
College / University	3	2	unknown
Conference Centre	3	2	unknown
Government Administrative Centre (Office)	3	1	unknown
Commercial Laundry	5	1	private sector response
Seniors Retirement Complex	3	3	private sector response
Community Sports and Recreation Centre	3	1	private sector response
Group Homes	2	2	private sector response
Low Income Housing	2	2	private sector response
Residential Subdivision	5	1	private sector response
Business Centre (Office / Lab / Light Industrial)	4	1	private sector response
Golf Course	3	0	private sector response
Farming	2	0	private sector response
Retail (Power Centre)	1	1	private sector response
Scoring : 5 = High; 4 = Medium High; 3 = Medium; 2 = Medium Low; 1 = Low; 0 = Nil			

1. Public Sector Initiatives

a) Centre for Specialized Care (Research Note 1)

The Ministry and Community and Social Services' premise for the closure of "High Needs" centres is that all those with development disabilities can appropriately be cared for in the community, regardless of the severity of the disability or disabilities. The approach is similar to that taken in the U.S. and Australia, and elsewhere in Canada.

It has been argued that not all those with special needs can best be supported in the community. Those with the most severe disabilities and thus requiring the most intensive, specialized and ongoing care are best cared for in centralized facilities. It has been advocated that centres like RRC could be considered as Centres for Specialized Care, providing: ongoing care for individuals with high needs; occasional care for those supported elsewhere; as well as training for those involved with caring for the "extreme-needy".

The centres could be rationalized as to number and location (possibly into a single facility) with their size and role changed, with less emphasis on ongoing care (except for the exceptionally needy). They could be smaller, and have a greater emphasis on training, provision of services such as dentistry, minor surgery, case assessment, management and as respite centres. Many interests have called for specialized care facilities, including parents, caregivers, physicians and citizens.

Built-to-suit for its current use, the RRC would be ideally suited for a Centre for Specialized Care. It would also be a very appropriate candidate as a host for consolidation. Vigorous pursuit of this concept should be a priority item in the next stages of the alternate use strategy.

b) Emergency Response/Preparedness Centre (Research Note 2)

Emergency preparedness in Canada is the responsibility of all three levels of government. This is reflected organizationally, with each level having some form of Emergency Preparedness Office serving as an entry point. The overarching concept is to direct and coordinate activities at the local level, involving the next levels of government as warranted.

The recently formed Public Safety and Emergency Preparedness Canada consolidates responsibilities previously vested with three federal ministries (Solicitor General, Office of Critical Infrastructure and Emergency Preparedness, and the National Crime Prevention Centre). Six federal agencies are involved (CSIS, CSC, NPB, CFC and CBSA). Federal co-ordination is located in Ottawa, having recently been relocated there.

Emergency Management Ontario is responsible for the deployment and implementation of emergency programs throughout Ontario. Under the new Emergency Management Act, ministry and municipal emergency management programs are mandatory. The act provides a framework that will lead to the development of provincial and community emergency management programs.

The consultants explored the idea of a centralized location to administer in a consolidated way, this large number of organizations associated with emergency preparedness. The RRC campus offers several advantages for this use. It has ample property for the storage of equipment, has buildings with a variety of functions, including the capability to accommodate, and care for a large number of individuals. It can also be self-sustaining from the standpoints of hydro and water supply.

However, the way emergency response is configured in Canada, the concept is to coordinate the response locally, marshalling all necessary resources close to the site of an emergency, wherever (and whenever) it occurs. This argues against the development of a centre, in a fixed location.

c) Training Centre

The RRC would seem well suited, in many respects for a government training facility requiring a residential stay (e.g. weeklong training programs). The centre has many support facilities including the gymnasium, pool and auditorium, plus a purpose build school. However, the residential units would probably need to be substantially reconfigured, away from an institutional care layout, to be of practical use.

Several respondents from provincial ministries indicated that an eastern Ontario centre for training and meeting rooms may be a suitable use, which suggests the pursuit of this use would be one element in the next stage in the alternate use strategy for the RRC complex.

Note : as a separate item, the federal government was directly approached, through the office of the Minister of Defence, to consider RRC as a potential site for relocation of Joint Task Force 2 (JTF2) which has outgrown its current home on Dwyer Hill Road, on the western edge of the city of Ottawa. As part of the next stage in the alternate use strategy, this initiative should be pursued vigorously.

d) Corrections Centre

Similarly, the RRC would seem well suited, in many respects, for a minimum-security corrections facility. The centre has many support facilities including the gymnasium, pool and auditorium, plus a purpose built school. The residential units would probably need to be reconfigured and additional work would be required to create the level of security required.

The Ministry of Justice, in their response, has suggested the RRC may be suitable, through adaptation, for use by the Young Offender Unit to house young offenders. This suggests the pursuit of this use would be a top priority element in the next stage in the alternate use strategy for the RRC.

e) College / University

Although the RRC has about it the aspect of a “campus” that may lend itself to the development of a college, the facilities themselves are poorly configured for this use. Some elements may be creatively adapted, but the site would need to be largely redeveloped. No direct canvass of potential colleges was made as part of this study. However, it is known from previous work by the consultant that Algonquin College, for instance, has gone through a recent consolidation phase, reducing the number of its campus locations (the Lees Avenue campus in Ottawa has recently been abandoned).

f) Conference Centre

Several respondents from provincial ministries indicated that an eastern Ontario centre with meeting rooms may be a suitable use. An extension of this would be to adapt the centre into a larger format conference centre. Realistically, however, conference centres perform best when they are purpose-built; designed at the outset with all manner of multi-media support and with maximum flexibility built into reconfiguration options for the meeting rooms to cater to the varied needs of each specific conference. And, ideally, conference centres are located in large urban areas with a full range of urban support amenities.

g) Government Administrative Centre

At first blush, the idea of re-use the RRC facilities for the collocation of a number of provincial and/or federal work units seems attractive but this is judged, by the consultant, as not practical. The OPP currently occupy the only portion of the facility that lends itself (relatively) well to office occupancy – and at that, their building represents less than 3% of the built space at RRC. Previous investigations point to the complexity and expense of attempting to retrofit other components of the RRC for office use. Although conceptually

attractive from the perspective of employment generation, in practical terms this is a non-starter.

For instance, one idea has been to promote the RRC site for the relocation of the DND Headquarters. However, there are facilities now available in the National Capital that are almost perfectly configured for a DND relocation, should it occur. In contrast, virtually none of the RRC facility complex is configured in a manner that would be of direct use for a DND HQ function. It is very unlikely that the RRC complex will be able to successfully compete.

2. Private Sector Initiatives

a) Commercial Laundry

The laundry has been recently modernized, is state-of-the-art and run with great efficiency. Should a practical plan emerge for the redevelopment of the RRC in a multi-user configuration, the privatization of this facility would bear very serious consideration, given the recent investment in this facility and its established account base.

b) Seniors Retirement Complex

Based on the range of facilities available at RRC including the health support facilities, the development of a seniors' retirement centre and/or homes for the aged is a logical use to consider. In all likelihood, this may need to be pursued as a private sector initiative. To test the initial private sector response to this opportunity, the consultants approached Canada's largest private sector developer / operator of seniors' accommodation. This initial enquiry resulted in a response that indicated no interest. As a private sector initiative, converting the RRC complex would be a formidable investment challenge.

c) Community Sports and Recreation Centre

The RRC complex is blessed with excellent community scale recreation facilities, including a pool, gymnasium, bowling alley and playing fields. However, these facilities comprise a relatively minor portion of the facility suite. Having said that, in combination with the school, this component may be of interest to a private institute. Should a practical plan emerge for the redevelopment of the RRC in a multi-user configuration, the privatization of this facility would bear very serious consideration, perhaps on the basis of long term contracts with surrounding municipalities for the purchase of blocks of time for the delivery of a portion of their recreational programming. Regardless, development of the site for recreational purposes does not greatly advance the employment development / retention objective that underlies the alternate use strategy.

d) Group Homes

The scale of the RRC facility works against consideration of the use of this complex for group homes. Although many facilities are present on site, and the residential units have been developed into modules, it would take a significant coalescence of group homes to create a level of occupancy that could justify maintaining the extensive RRC infrastructure. The site is also isolated. Residents of the group home(s) would be located remote from

the support services and commercial structure of the Town of Smiths Falls. Development of the site for residential purposes does not greatly enhance the employment development / retention objective that underlies the alternate use strategy.

e) Low Income Housing

Several things work against serious consideration of the RRC complex for low income housing. The first is the expense of converting the residential components to a configuration more suitable for independent living. The second is that the site is isolated and residents would be located remote from the support services and commercial structure of the Town of Smiths Falls. Development of the site for residential purposes does not further the employment development / retention objective that underlies the alternate use strategy.

f) Residential Subdivision

In its favour, the RRC site has significant servicing capacity and the land is very "buildable". The existing complex would not configure well into a residential development scheme and, more than likely would present more of a hindrance than an asset. Development of the site for residential purposes does not further the employment development / retention objective that underlies the alternate use strategy.

g) Business Park (Light Industrial / Laboratory / Office)

The lands are a logical extension of the industrial park development on the edge of the town, adjacent the Hershey factory. As a redevelopment site, conversion of RRC to an employment park is consistent with the development direction of the town and the site has good servicing capacity. However, competition for new industry is a significant challenge and it cannot be expected that development of this site will occur quickly.

h) Golf Course

Development of the site for golf course use does not further the employment development / retention objective that underlies the alternate use strategy.

i) Farming

Development of the site for residential purposes does not further the employment development / retention objective that underlies the alternate use strategy.

j) Retail Power Centre

The site, although having highway frontage, is not a logical candidate for big box retail development. The commercial structure of the Town is well developed and the new format retailers have set up shop on the other side of town. The tendency for big box is to cluster, to feed of the traffic generated by the retail and service assemblage. Further, development of the site for residential purposes does not greatly further the employment development / retention objective that underlies the alternate use strategy.

E. Strategy Framework

Although the development of a strategy for the next steps was not a specific element of the current mandate, several elements of a strategy framework are evident from the work to date.

1. Retention Strategy

This current study has concentrated on the identification and assessment of potential alternate uses of the RRC facilities to minimize the loss of the paid work force from the local economy. The work to date has identified the alternate uses with the most potential.

A specific strategy should be developed to pursue each of the “high potential” targets to its conclusion, including:

- a centre for the care of those with high needs (as well argued by OPSEU);
- a federal training centre, such as for JTF2 (a continuation of the request to the Minister of Defence);
- a provincial training / meetings room centre serving Eastern Ontario; and
- a corrections centre for young offenders.

A second important aspect of efforts to mitigate the impact on the economy is to retain, in the local area, the employees retiring from RRC (approximately sixty percent of RRC employees could become eligible for retirement, depending on how the process is handled). The “spend” from retirees is an important contributor to the local economy.

2. Multi-use Redevelopment Strategy

It may be the case that no single user emerges to occupy the majority of the existing facilities. Efforts should be directed to the preparation of a multi-use redevelopment strategy that breaks-up the site into logical components for occupancy by separate users.

The current study has introduced a preliminary division of the site into its major components. The re-development strategy would examine each component to identify the logical lead occupant to determine if it is likely sufficient interest can be generated to ensure sustainability. It may be necessary to remove portions of the complex for which there are no logical occupant candidates so as to reduce the cost of facility upkeep and maintenance for those components that remain.

Examples of components of a multi-use scenario that are closely aligned to the current facility profile include:

- an office use (currently the case with the OPP);
- a community centre (private or public sector);
- a specialized care centre (private or public sector); and
- a laundry service (private operator).

In the case where a training centre is contemplated, the OPP offices and privatized laundry service could remain. The training centre could occupy all or part of the community centre and specialized care space.

Although the creation of this redevelopment plan (and disposition strategy) is the responsibility of the Ontario Realty Corporation, it may be necessary for local political leadership to drive this initiative. To facilitate the redevelopment of the site, it may also be necessary to set up a private/public ownership vehicle (such as a “development corporation” to act as landlord).

3. Communications Strategy

The communications strategy will identify key messages that the political and business leadership can adopt to advance the key objective – to work together, proactively, to secure alternate use(s) of the RRC site and facilities coincident with the closure schedule.

The strategy would also: (a) identify the specific list of decision makers these messages need to be communicated to (i.e. those who can accelerate serious consideration for the high potential uses identified in this study), and (b) identify how the approaches should best be made (for example, by a single local leader, a Council, by a Task Force etc.). The communication strategy would also determine the form and timing of the individual communication activities.

Research Note 1: Centre for Specialized Care

Relates only to adults (those 18 years and older as those under 18 are the responsibility of the Ministry of Children and Youth services).

Currently, three centres still operational in Ontario with a total of 1,022 adults. Total numbers of those adults in Ontario estimated/assessed as having special needs (based on data from the Ontario Disabilities Support Program) is 39,000. This represents about 0.7% of the adult population, and the percentage is expected to remain constant with normal population change.

Developmental disabilities are defined as significantly sub-average general intellectual functioning, accompanied by significant limitations in adaptive functioning in some or all of the following: communication, self-care, functional academic skills, work, leisure, health, and safety (for legal definitions/regulations etc. see: Development Difficulties Services Act, www.e-laws.gov.on.ca)

Severity of disabilities varies (from mild mental retardation, to profound mental retardation). Along with varying degrees of developmental disabilities, additional factors (multiple disabilities, dual diagnosis [developmental disabilities and mental health needs], and aging) determine the level of support and services each individual needs.

A. Two Solitudes

1. Ministry of Community and Social Services

This ministry's course of action of closure of High Needs care centres (between 2005 and 2009) is based on the premise that all those with developmental disabilities can be cared for in the community. Regardless of the severity of the disability or disabilities, appropriate care is available in community. Furthermore, the quality of life of those with needs is improved, and that proximity to family etc. is enhanced. By 2009, all those currently in High Needs centres will be "deinstitutionalized" and all future care will be provided in the community for these and all others identified as having these special needs.

This approach is similar to that taken in the United States, Australia, and elsewhere in Canada. In Canada, based on research reported by the University of Toronto's Centre of Health Promotion, assessed (amongst other things) quality of life issues and concluded in favour of community-based delivery model.

This course of action is strongly supported by agencies such as the Canadian Association for Community Living (CACL), People First of Canada, and their provincial and territorial associations, all of which are committed to the "deinstitutionalization" of those with high needs. Institutionalization of persons with intellectual disabilities is a denial of their basic citizenship and participation in the community.

2. Ontario Public Service Employees Union (OPSEU)

OPSEU describes a more complex picture. Here, it posits that not all those with special needs can best be supported in the community. Those with the most severe conditions and so requiring the most intensive, specialized, ongoing care are best looked-after in centralized facilities. It is proposed that the approximately 1,000 people currently in care in the three centres in Ontario are those with the most extreme needs and who are best served in centralized facilities.

Although most are older (all over 50), it is suggested that needs of this type will not disappear as the current residents reach the end of their lives, but that there will always be a certain number individuals who require such support in these facilities.

Furthermore, the argument is made that these facilities should be considered as "Centres of Excellence" that not only provide:

- Ongoing care for those requiring 24-hour support/supervision; and/or,
- Respite or specialized occasional care for those supported elsewhere (for example, emergency medical and/or dental intervention, and routine care where there is a disruption/discontinuity in availability of care being given elsewhere);

But can also provide, for those involved in care-giving:

- Training/development centres for personnel (doctors, other professionals, caregivers, but especially part-time caregivers. These part-time caregivers represent a significant portion [two-thirds to three-quarters] of all caregivers);
- Treatment centres where all the expertise, services and equipment and professionals such as doctors, dentists, necessary for those with developmental challenges can be located;
- Case managers who have knowledge/expertise that will allow planning and coordination of care; and,
- Assessment of client care requirements.

OPSEU considers that all constituents (those requiring extreme intensive care and their families, and care providers) are less well served through deinstitutionalization. Currently, there are shortcomings in training opportunities, especially for those part-time caregivers (and hence professionals with practical experience in this field), timely access to these professionals, and ready access to those who can assess, determine, and manage cases.

Note: professionals and full-time caregivers are required to be qualified with a diploma/certification from any one of a number of colleges or technical colleges (such as St. Laurent, Huronia).

The entire situation is apparently compounded by the absence of an over-arching public policy in the developmental service area. What is required is a consistent level of quality of service for all people with developmental disabilities, based on their individual needs.

(See, for example: Centres of Excellence: Serving People with Developmental Disabilities. Ontario Public Service Employees Union, March 2005)

Anecdotal: "Many people and families do not receive all the support they need. According to the Ministry, families of individuals with special needs express frustration at having to navigate a wide array of disconnected services ... difficulties finding the right service, long waiting lists, multiple assessments ... poor transition between services at different locations or when an individual needs change.

In contrast, the family members of residents of the three remaining, government-run, Regional Centres ... great appreciation for the quality of care and level of support each resident receives."

B. Discussion

Several closely linked issues here further confuse what is not a clear picture.

First, there is the issue of integration of those needing ongoing, sustained care into the community. There is little dissent about the benefits of this to most receiving care, and perceived advantages for family, friends, etc. through easier access. This is supported by the Ministry, and organizations such as Community Association for Community Living. To a large extent, this integration is based on human rights (ethical and moral) considerations as well as quality of care (that is, no one should be separated/isolated from their community).

There is dissent, however, as to whether all can benefit from integration. The route being followed by the Ministry is based on the premise that all can benefit from such integration, and therefore there is no need for centralized care facilities. OPSEU has developed a very lucid argument that in extreme cases (that are possible to define), care is most appropriately given in centralized facilities. At this time, there are three such facilities remaining open in Ontario, housing some 1,000 in long-term care. Furthermore, their argument is that those remaining in these three centres at this time are those that will benefit least (or actually "disbenefit") if they are moved into their community. Furthermore, there is the premise is that there will always be a certain percentage of the population that will require such ongoing care in centralized facilities.

One aspect considered of considerable importance by OPSEU is the need for respite facilities (short duration stays for those needing care so that families who provide such care on an ongoing basis may have some "time-out").

Second, is the argument developed by OPSEU, that there is a need for "Centres of Excellence" to train those involved in the care of the developmentally challenged (especially those part time caregivers that constitute the majority of caregivers in this domain). Such training should, it is argued, take place in situations where there is a critical mass of appropriate expertise (teachers and mentors), appropriate equipment and services, etc., and that such a location is most likely to be the same one that is providing care to the developmentally needy.

The waters are further clouded, however, by there being no consideration given to this point as to how many (if any) of such "training" centres would be appropriate in Ontario,

and where they/it should be located. In addition, no thought has been given to the size of these centres.

Third, although the Ministry is on its road to closing all centres by 2009, it does not have a defined roadmap for the ongoing provision of care to the developmentally needy. Between now and the fall of 2005, the government of Ontario will hold public consultations to determine how best to meet the needs of the developmentally challenged. It is unlikely that in this process there will be a reversal towards institutionalization of all those needing ongoing care. In addition, other Provinces in Canada further down this road do not appear to be producing any evidence, or any great groundswell, as to why this approach is inappropriate). But, since the mandate is to “work with families, community organizations and individuals” (and, hopefully, professionals such as doctors, dentists, other caregivers involved with this constituency) “to build the foundation for the next generation of services for people with a developmental disability”, this process may identify/affirm the appropriateness of the “Centres of Excellence” approach for at least centralized provision of training facilities. Whether this will show that such centres should also provide ongoing care (they could, for example, in addition to training, provide short-term care needed for those undergoing dental or other minor surgery, assessment, respite, etc.) rather than long-term ongoing care).

Fourth, a need has been identified for better-coordinated assessment of client needs (such assessment may often involve several different specialists), development and management of the case for individuals, timely access to a number of different services, etc. All of these components are spread throughout existing services, their availability dependent to some extent upon the community in which you find yourself. In fact, one-stop shopping (not necessarily just for the care needed, but for determining what various types of care are needed for a particular case, and how to access, integrate the various bits, and best use them). Anecdotal evidence indicates that this is better provided in centres than can be obtained from various places throughout the community.

Finally, and apparently a completely unexplored area is the appropriateness of relocating those 1,000 or so people currently still housed in institutions. There is some evidence that moving these (from their “community” that happens to be an institution – many of these have spent most of their lives in an institution) will cause them great distress. Although many of these are older (above 50, and with their life expectation in general less than the general population), there is likely to be a number still living in 2009, when the Centres are to be closed. In a rational world, argument could be made that at least until this population has died, they should be cared for where they are.

The centres as currently conceived and operated (as institutions for the ongoing care of those with extreme needs) will disappear by 2009. However, they could be rationalized as to number and location (possibly into a single facility) with their size and role changed – less emphasis on ongoing care (except for the exceptionally needy) and therefore smaller, and with greater emphasis on training, provision of services such as dentistry, minor surgery, and case assessment and management and as respite centres.

Research Note 2: Emergency Preparedness

Emergency preparedness in Canada is the responsibility of all three levels of government (Federal, Provincial and Municipal). These levels of government are all concerned with both natural and terrorism-related events or incidents, and are involved with prevention (through such activities as identification and apprehension of terrorists), and through involvement after an event.

Philosophically, the approach is taken that the level of government (or governments) that will be called into play in response to any situation will depend upon both the type of incident, but more importantly upon the magnitude (how widespread and the level of impact). In addition, the approach adopted is that the level of government involved deploys resources that it has under its jurisdiction and that possess the appropriate skills (for example, in the event of localized incidents involving fire, the municipality involved will deploy its firefighters; in a wider fire-related incidence involving many municipalities, the Province will be involved in coordinating the activities of several municipal firefighters, and may involve the Provincial Police). There are (except in very specific types of anticipated emergency, such as nuclear and biological events, including epidemic diseases) no specialized “emergency ready” teams on constant standby.

This is reflected organizationally, each level of government having some form of Emergency Preparedness Office that serves as an entry point (for example, by someone in the public reporting a local incident) and that will both direct and coordinate activities at the local level, and will also involve the next level of government through its Emergency Preparedness Office if warranted.

In Ontario, each municipality has its Emergency Contact point (identified, for example, in local directories, on the web). The Provincial and Federal Government Offices of emergency preparedness are both located in Ottawa.

A. Public Safety and Emergency Preparedness Canada

Under Deputy Prime Minister Ann McLellan, the recently-formed department consolidates responsibilities previously vested with the Solicitor General, Office of Critical Infrastructure and Emergency Preparedness, and the National Crime Prevention Centre (again showing the responsibilities for both natural and security-related incidents).

PSEPC’s responsibilities are:

- To provide a statutory basis for effective civil emergency preparedness, and for cooperation between federal and provincial governments in this area; and,
- To provide for the safety and security of Canadians during national emergencies (public welfare emergencies, public order emergencies, and war).

Along with the department are involved six federal agencies:

- Royal Canadian Mounted Police (RCMP);

- Canadian security Intelligence Service (CSIS);
- Correctional service of Canada (CSC);
- National Parole Board (NPB);
- Canadian Firearms Canada; and,
- Canada Border Services Agency.

For specific types of emergency and/or incident, other federal departments and experts are involved (for example, the Public Health Agency of Canada will be involved in preparedness development and in health-related incidents, including nuclear).

One of the main responsibilities/activities of the Department is to coordinate the activities of these federal departments and agencies, and to coordinate/liaise with provinces.

See: Emergency Preparedness Act R.S., 1985, c.6 (4th Supp) Updated to August 31, 2004

B. Emergency Management Ontario

Emergency Management Ontario is responsible for the development and implementation of emergency programs throughout Ontario. Comprehensive programs include mitigation/prevention, preparedness, and recovery.

EMO carries out its responsibilities through:

- Helping Provincial and community officials development and implement emergency management programs;
- Providing training for emergency management staff;
- Responding to actual emergencies by providing advice and assistance to community officials; and,
- Coordinating the federal and provincial response; and, providing public education products.

Administratively, the ministry's responsibilities include:

- Correctional services;
- Public safety; and,
- Policing services.

C. Municipalities

Under the new Emergency Management Act, ministry and municipal emergency management programs are mandatory. The act provides a framework that will lead to the development of provincial and community emergency management programs.

Nearly all communities now have a designated Community Emergency Management Coordinator (CEMC). The CEMC is responsible/accountable for the development, implementation and maintenance of the municipality's emergency management program.

The Emergency Management Act requires all municipalities to conduct an exercise at least once a year in order to test their response plans. This will involve most local emergency services (including, hospitals and health, police, fire etc).

D. Training

The Office of Critical Infrastructure protection and Emergency preparedness (OCIPEP) was created in 2001 to develop and implement a comprehensive approach to protecting Canada's critical infrastructure and to be the government's primary agency for ensuring national civil emergency preparedness. OCIPEP (part of the Department of National Defence) operated the Canadian Emergency Preparedness College (CEPC) in Arnprior until 2003, when the capability was relocated to Ottawa. This move was brought about primarily due to obsolescence of the facilities in Arnprior.

Unclear on numbers of personnel trained annually (some figures suggested hover around 2,000). Training given to first responders from all levels of government (not just federal), includes emergency management training, and also training for chemical, biological, radiological, and nuclear incidents for personnel such as police, fire, ambulance and other emergency personnel. Training is given on-site and off-site (in 2001, awareness sessions were provided to 1,400 first responders in 9 cities across Canada).

There is no apparent requirement for a dedicated isolated "training site" for emergency preparedness training. Many federal and/or provincial facilities exist that can be used for simulated emergency training/experience and that are more representative of the types of incident being dealt with (for example, simulated emergency events in hospitals).

Most information used in training etc. is compiled from Canadian Experience (for example, from experiences of police or RCMP). Other research is carried out at the Natural Hazards Center in Boulder, Colorado, US.

E. Evacuation

In the event of emergency incidents, evacuation of effected individuals and communities, and movement of government operations to safer locations may be envisaged. There does not appear to be any thrust towards development of a dedicated "safe location" for evacuees. The approach here is based on great practicality – in the event of the need for a safe haven, its location will to a large extent be determined by where (and the extent of) the emergency incident. For localized incidents (on the municipal scale), evacuees will be moved to available facilities (hotels, schools, government buildings/facilities etc) as close as safely possible to the emergency incident. For larger scale evacuations, the military may be deployed to help set-up temporary camps – again, the location of these depending upon distance/proximity to the emergency incident.

There may well be plans for relocation of critical operations (including Emergency Management Offices) from urban locations in the event of threat and/or emergencies in these areas. However, such information is unlikely to be made public.