

PLANNING JUSTIFICATION REPORT

OFFICIAL PLAN AND ZONING BY-LAW AMENDMENT APPLICATIONS

**SCHLEGEL VILLAGES INC.
THE VILLAGE OF RIVERSIDE GLEN**

60 WOODLAWN ROAD EAST

CITY OF GUELPH

July 31, 2013

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**Planning Justification Report
Schlegel Villages Inc.
The Village of Riverside Glen
60 Woodlawn Road East
City of Guelph**

Introduction

Wellings Planning Consultants Inc. has been retained by Schlegel Villages Inc. (“Schlegel”) to provide planning advice and file the necessary applications to obtain approval of the existing health centre and living classroom uses both of which have been developed in association with the Village of Riverside Glen (“Riverside Glen”) senior’s facility.

This purpose of the Planning Justification Report is to provide important background information and a planning opinion with respect to Official Plan and Zoning By-law Amendment applications which would serve to recognize the existing health centre and living classroom uses at Riverside Glen.

Riverside Glen is situated on a 7.47 hectare (18.46 acre) property. The municipal address for the subject property is 60 Woodlawn Road East. The property is situated north of Woodlawn Road East, east of Woolwich Street (Highway No. 6). Attached as **Appendix 1** is a site plan showing the location of the existing health centre and living classroom uses in the context of the overall Riverside Glen facility.

In addition to the existing health centre and living classroom, the facility consists of an existing retirement home and long-term care facility coupled with a “town square” and “main street” which provide for the social integration and interaction of residents within the facility. The town square and common areas physically connect the long term care facility and the retirement home which allows for indoor movement to access dining

facilities and other personal service shops and amenity areas. There are presently 192 long-term care beds and 195 retirement home units which include main floor retirement studios; memory care floor studios (dementia care); assisted care floor studios (physical ailment care); and suites. There are no independent apartments with full kitchens at this stage. A future apartment building is planned consisting of 60 apartment units – approximately 30 retirement apartment suites and 30 independent living apartments with full kitchens.

Riverside Glen has been developed in phases with the initial phase of development occurring back in November 1998. The facility offers a “continuum of care community” by providing a diverse range of support levels within an integrated seniors’ health care campus. This continuum of care makes it possible for residents to remain within the community as their health care needs change. An “aging in place” facility wherein individuals may access additional support as required and offers the possibility of spouses staying together.

The driveway access to Riverside Glen also serves the neighbouring property which includes Foxwood Seniors Apartments (50 rental units) and Parkside Seniors Apartments (39 condominium units), both owned by Parkside Christian Homes.

Background

Schlegel Villages Inc. (“Schlegel”)

Schlegel has over 40 years of direct experience in developing, owning, managing and operating senior’s long term care and retirement communities including:

- The Village of Winston Park in Kitchener;
- The Village of Wentworth Heights in Hamilton;
- The Village of Tansley Woods in Burlington;

- The Village of Sandalwood Park in Brampton;
- The Village of Erin Meadows in Mississauga;
- The Village of Taunton Mills in Whitby;
- The Village of Humber Heights in Etobicoke;
- The Village of Glendale Crossing in London;
- The Coleman Care Centre in Barrie;
- The Village of Aspen Lake in Windsor;
- University of Waterloo North Campus Project;
- The Village of Arbour Trails in Guelph; and,
- The Village at St. Clair in Windsor (West).

These comprehensively planned retirement communities cater to an aging population in a very unique environment. As previously mentioned, each community includes an internal village square (town centre) which is the hub of planned and informal activities and is designed to replicate a traditional Ontario small town in an indoor environment.

The uses are primarily residential in nature with small-scale support services (i.e. health centre/living classroom) and the building designs integrate well within the context of the surrounding residential neighbourhoods. It is the Schlegel's philosophy that these developments become an integral part of the broader community thereby enabling seniors to maintain their involvement in community activities, either through community groups who visit the Village or travelling outside the Village setting, to the extent they are able.

Health Centre

An important component of many of the aforementioned Schlegel facilities has been the incorporation of small-scale medical and education components within the larger facility.

The recruitment of Dr. Spadafora to operate the on-site health centre provides integrated primary health care to on-site residents and those in the surrounding community. Such co-location is central to the vision of Schlegel of providing integrated health care for seniors across a full continuum from independent living to long-term care.

The health centre is approximately 140 square metres (1,507 square feet) in size excluding the redesigned entrance (47 square metres or 506 square feet). The health centre staffing consists of three (3) practitioners including Dr. Spadafora and two (2) nurse practitioners; one (1) nurse; and reception staff. The health centre has six (6) dedicated parking spaces for patients and there is a planned redesign of the entrance to the health centre in response to infection concerns from family members.

The health centre operates Monday through Friday between the hours of 9 am and 5 pm.

Living Classroom

In collaboration with the Schlegel-University of Waterloo Research Institute for Aging and Conestoga College, a living classroom has been developed within the Riverside Glen facility to provide students with hands-on experience in seniors care. Students many of which are from the City of Guelph earn college diplomas on-site within an authentic work environment to facilitate professional development, mentoring, residency rotations and work exchange programs.

The living classroom comprises an area of approximately 464 square metres (4,995 square feet). The number of classroom students/teachers varies throughout the year. Between the months of January and April, this represents the highest enrolment with 90 students and 6 teachers. Between May and August, there are 30 students and 2 teachers while there are 60 students and 4 teachers from September to December.

Based on information provided by Conestoga College, it is estimated that approximately 80% of the students drive which has been factored into the traffic and parking analysis.

A detailed description of the health centre and living classroom uses is contained with **Appendix 2** to this report.

Also included as **Appendix 3** to this report is a letter from Conestoga College offering their support for the Schlegel applications but also providing pertinent background information regarding their relationship with Schlegel and the importance of on-site education to the College.

It is important that the above-noted letters be read in consideration of the applications and the Planning Justification Report as they provide important background and details regarding the health centre and living classroom uses.

Planning Framework

This section will review the Provincial Policy Statement (2005); the City of Guelph Official Plan; and Guelph Zoning By-law (1995)-14864.

Provincial Policy Statement, 2005 (“PPS”)

The PPS issued under the authority of Section 3 of the *Planning Act*, contains policies within three (3) main sections: 1.0 Building Strong Communities; 2.0 Wise Use and Management of Resources; and 3.0 Protecting Public Health and Safety. The most pertinent policies which address the proposal are contained within Subsection 1.1 pertaining to efficient development and land use patterns; Subsection 1.3 pertaining to employment areas; and Subsection 1.4 regarding the need to provide an appropriate range of housing types at various densities.

Given the institutional/residential nature of the health centre/living classroom uses, it is both a residential and employment land use. The PPS recognizes that healthy, livable and safe communities are sustained by a number of factors, including, but not limited to, accommodating a range and mix of uses to meet long term needs and improving accessibility for persons with disabilities and the elderly. Given the aging population, there is a growing need for various forms of housing for seniors, including seniors' apartments; retirement facilities with assisted daily living; and long term care facilities. On-site support services and training form an integral part of the service delivery.

The PPS also directs planning authorities to provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area (Subsection 1.4.3 of the PPS). One method to meet projected requirements is to permit and facilitate all forms of housing required to meet the social, health and well-being of current and future residents, including those with special needs. In order to achieve a balanced mix of housing forms, residential intensification and redevelopment are encouraged in accordance with Section 2 – Wise Use and Management of Resources and Section 3 – Protecting Public Health and Safety of the PPS.

Riverside Glen provides a range of accommodations and support services catering exclusively to seniors. The subject lands are located on a major arterial (i.e. Woodlawn Road) with adequate infrastructure (sanitary sewers, watermains, transportation corridors, etc) and public services to support the residents and the addition of a health centre and living classroom uses.

The proposal is consistent with the PPS as Riverside Glen supplies a mix of dwelling types and support services for seniors.

Growth Plan for the Greater Golden Horseshoe 2006 (“Growth Plan”)

The Growth Plan includes a set of policies for managing growth and development to the year 2031. The Growth Plan emphasizes building complete communities that “are well-designed, offer transportation choices, accommodate people at all stages of life and have the right mix of housing, a good range of jobs, and easy access to stores and services to meet daily needs.” (Section 2.1 of the Growth Plan).

The Growth Plan similarly promotes infill and intensification in “built-up” areas and a range and mix of employment, institutional and commercial land uses. Some of the Guiding Principles of the Growth Plan include compact, vibrant and complete communities and optimizing the use of existing infrastructure to support growth in a compact, efficient form.

It is my opinion that the applications to facilitate the health centre and living classroom uses conform to the Growth Plan.

City of Guelph Official Plan (“OP”)

The subject property is designated “High Density Residential” on Schedule 1: Land Use Plan to the OP; and the northeast corner of Woodlawn Road East and Woolwich Street is part of a ‘Community Mixed Use Node’ on Schedule 1B: Growth Plan Elements. The conceptual circle noting the “Community Mixed Use Node” on Schedule 1B extends further to the west however the northeast corner of the subject property appears to be included within this designated Node.

High Density Residential Policies

The “High Density Residential” policies of the OP are as follows:

High Density Residential Land Use Designation

- 7.2.41 The predominant use of land within areas designated as High Density Residential on Schedule 1 shall be for *multiple unit residential buildings*, generally in the form of apartments.
- 7.2.42 The High Density Residential designation has been outlined on Schedule 1 in instances where there is a clear planning intent to provide for the following:
- a) High density housing forms in new growth areas to assist in providing -opportunities for *affordable housing*;
 - b) Greater housing densities that are supportive of transit usage adjacent to major roads forming the existing and future transit network;
 - c) A variety of housing types and forms to be situated throughout all areas of the community; and,
 - d) Supportive of urban form objectives and policies to establishing or maintaining mixed-use nodes.
- 7.2.43 The *net density of development* shall not occur at less than 100 units per hectare (40 units/acre) and shall not exceed 150 units per hectare (61 units/acre), except as provided for in policy 7.2.10.
- 7.2.44 High density residential *development* proposals shall comply with the

development criteria established for *multiple unit residential buildings* as outlined in policies 7.2.7 and 7.2.45 and shall be regulated by the *Zoning By-law*.

Section 7.2.10 further states that:

7.2.10 In spite of the maximum residential densities that are specified for various land use designations of this Plan, *development* projects designed exclusively for occupancy by *senior citizens* may be permitted to exceed the maximum unit density allowed provided that the overall size, height and impact on the adjacent areas is consistent with that which would be associated with a standard multiple residential building that would be permitted.

Sections 7.2.7 and 7.2.45 apply to new developments.

Further guidance is provided under the non-residential use policies contained in Section 7.2.26 which is outlined below.

Community Mixed Use Node Policies

The Community Mixed Use Node Policies are as follows:

2.4.9 Community Mixed Use Nodes

As previously noted, Community Mixed Use Nodes are identified on Schedule 1B. These areas will be planned for higher density mixed uses including residential and employment uses, as well as a wide range of retail, service, entertainment, recreational commercial uses that serve the local and wider community.

2.4.9.1 The Community Mixed Use Nodes will be planned and designed to:

- a) be well served by transit and facilitate pedestrian and cycling traffic;
- b) provide a mix of commercial, offices and residential development in a higher density *compact urban form* that supports *walkable communities* and *live/work* opportunities; and,
- c) allow complementary uses such as open space, institutional, cultural and educational uses, hotels and *live/work* studios.

Riverside Glen is both a residential use and an employment use. A community mixed use node also allows complementary uses including institutional and cultural and educational uses. It would appear that the Community Mixed Use Node would permit stand-alone educational, institutional and commercial uses on lands designated as such.

Non-Residential Use Policies

Section 7.2.26 of the OP addresses non-residential uses in Residential Areas and states as follows:

Non-Residential Uses in Residential Areas

7.2.26 Within designations of this Plan permitting residential uses, a variety of small scale institutional uses may be permitted that are complementary to, and serve the needs of residential neighbourhoods. Such non-residential uses include: schools, churches, *day care centres*, municipal parklands and recreational facilities. In addition, *convenience commercial* uses that provide goods and services primarily to the residents in the surrounding

neighbourhood may also be permitted. These convenience uses will be limited by the Plan to a maximum *gross leasable floor area* of 300 square metres (3,200 square feet) on a property. [underline added]

As noted, a variety of small scale institutional uses may be permitted on lands designated High Density Residential that are complementary to and serve the needs of residential neighbourhoods.

A small scale (i.e. 464 square metre) classroom developed for the purpose of teaching seniors' care to college students within a seniors' residential building/environment represents an institutional use that is complementary to and serves the needs of residential neighbourhoods. The school serves students that reside in residential neighbourhoods within the City. The living classroom complements the seniors' continuum of care by enhancing the quality of education and training of health care workers.

With respect to the health centre use, City staff has interpreted such use as commercial in nature as opposed to institutional. While such an interpretation is arguable, the City has in the past similarly requested Official Plan Amendments for medical offices and clinics.

Based on the City's interpretation and through an abundance of caution, Schlegel has chosen to file an Official Plan Amendment application in conjunction with the rezoning request for both the health centre and living classroom uses. This will provide clear policy direction and avoid any ambiguity in the future.

City of Guelph Zoning By-law (1995)-14864 (“Zoning By-law”)

High Density Apartment (R.4B-3) Zone

The subject lands are zoned High Density Apartment “R.4B-3” Zone by the Zoning By-law.

The following uses are permitted in the “R.4B-3” Zone (uses in bold and italics are defined in the City of Guelph Zoning By-law):

- Senior citizen ***Apartments*** or senior citizen ***Townhouses***
- Seniors’ rest home
- Seniors’ ***Nursing Home***
- ***Apartment Building***
- ***Townhouses***
- ***Religious Establishment***
- ***Accessory Uses*** in accordance with Section 4.23.

All accessory uses must meet the definition of an “accessory use” provided in the Zoning By-law. “Accessory Use” is defined in Zoning By-law (1995)-14864 as:

“***Accessory Use***” means a ***Use*** that is subordinate, incidental and exclusively devoted to a ***Use*** permitted under this ***By-law*** for any specific ***Place*** and ***Zone***;

[Note: uses in bold and italics in this section are defined in the City of Guelph Zoning By-law – underline added]

The existing health centre is approximately 140 square metres in size excluding redesigned entrance and offers medical care to all residents of Riverside Glen. The health centre is therefore subordinate and incidental/accessory to Riverside Glen.

However, given that members of the general public also have access to the health centre, it is not exclusively devoted to the uses permitted on the subject lands. The main purpose of the health centre is to provide an extra level of care for the retirement community residents. However, to operate efficiently and on a full-time basis, the health centre is also open to the public.

Health Centre Minor Variance Application A-108/12

A minor variance application (City File No.; A-108/12) was filed on October 2, 2012 for the health centre use. The purpose of the minor variance application is to vary the definition of an Accessory Use, on a site specific basis to allow the existing health centre to serve members of the public as well as the residents of Riverside Glen. The wording of the minor variance is as follows:

“To permit an existing accessory Medical Office to be incidental but not exclusively devoted to a permitted use whereas the current definition of “Accessory Use” requires that the use be incidental and exclusively devoted to a permitted use.”

Based on the list of permitted uses noted above, accessory uses are permitted on the subject lands in accordance with Section 4.23 of the Zoning By-law and Subsection 4.23.1 states:

“4.23.1 Every **Accessory Use** shall be located in the same **Building** or **Structure** as the permitted **Use** to which it is devoted and shall not occupy more than 25% of the **Gross Floor Area** of the said **Building** or **Structure**.

The health centre (i.e. Medical Office) complies with Section 4.23 of the Zoning By-law. The clinic is located in a permitted building to which it is devoted and it occupies much less than 25% of the Gross Floor Area of the building.

As per Zoning By-law (1995)-14864, the definition of Gross Floor Area ("GFA") is:

"Gross Floor Area" means the total floor area of a **Building** measured from the centre line of partition walls and the exterior face of outside walls, but does not include any floor area of a basement, cellar, **Attic, Garage, Porch** or any floor area **Used** for parking, or any floor area which does not have a clear floor to ceiling height of 2.15 metres;"

The accessory health centre is approximately 140 square metres in area and is located on the second floor of Wing A of the Long Term Care Facility. The GFA of the Long Term Care building is approximately 10,282 square metres based on the latest site plan (**see Appendix 1**). Therefore, the health centre occupies approximately 1.3% of the Riverside Glen facility.

Living Classroom

In the case of the living classroom use, it is my opinion that this use is an accessory use that is exclusively devoted to the main permitted use and as such appears to fully comply with the current implementing Zoning By-law. As previously noted, students are provided on-site, hands-on experience in seniors care. Simply put, without the Riverside Glen facility, there would be no reason to offer such a program with on-site training.

Rezoning Request

Through discussions with City Planning staff, Schlegel has chosen to file a rezoning request to address both the health centre and living classroom uses. It is important to note that the health centre would be considered a permitted use if all patients were from Riverside Glen which is not the case. While we do have concerns as to whether the definition of Accessory Use constitutes “people zoning” and if the applications are even necessary for the living classroom use, the applications will serve to provide clarity in the planning documents (i.e. Official Plan and Zoning By-law) for the future. We have requested that the aforementioned minor variance application be held in abeyance until such time as the Official Plan and Zoning By-law Amendments have been addressed.

Traffic and Parking Analysis

Paradigm Transportation Solutions Limited (“Paradigm”) was retained by Schlegel to assess the traffic and parking impacts with respect to the health centre and living classroom uses. As the uses presently exist, Paradigm was able to take into account the known traffic generation and parking numbers for both uses at peak periods as well as account for the parking and traffic of the future planned development (i.e. 60 apartment units – approximately 30 retirement apartment suites and 30 independent living apartments with full kitchens). Paradigm concluded as follows:

- That the existing driveway to Woodlawn Road East is presently operating at a good level of service and will continue to do so during peak winter conditions with the additional senior’s building on-site; and,
- The existing parking supply significantly exceeds the observed parking demand on-site. With the development of the proposed senior’s apartment building, the parking will continue remain adequate to meet the future demands.

Copies of the Paradigm Traffic Impact Statement have been provided under separate cover.

It should be noted that there has not been any observed traffic and/or parking issues arising from the existence of the health centre and living classroom uses. A further analysis of the parking needs will occur when the seniors apartment building is constructed in the future.

Planning Opinion

Riverside Glen is an integrated senior's health care campus with a town square complex connected to the long term care facility, retirement home suites and future senior's apartments. The medical centre and living classroom uses form an integral and important part of the campus. The campus provides much needed housing for seniors and addresses provincial and local goals of providing a full range and mix of housing units to meet the needs of all residents. Further, the provision of accessory on-site services (i.e. health centre) and educational opportunities (i.e. living classroom) form integral components of the Riverside Glen facility which in my opinion satisfy a broader public interest in seniors care and research.

The concerns raised with respect to the health centre have been operational in nature as opposed to land use planning concerns. Schlegel has endeavoured to address the operational health concerns by proposing a new separate entrance to the health centre which includes an elevator to the second floor which would prevent outside patients from travelling through the main facility. Schlegel is also proposed improvements to the ventilation system to alleviate concerns with respect to infection control. These improvements are being proposed at significant expense to Schlegel. This shows a clear commitment by Schlegel to address the health concerns raised by certain family members.

It is however important to distinguish between the day to day operations and land use planning. Land use planning addresses the compatibility and appropriateness of particular land uses. In this case, there are no land use conflicts or compatibility issues arising from the existing medical clinic or living classroom uses. The uses are located internal to the facility thus having no impact on surrounding properties/land uses. Further, there is no traffic or parking issues resulting from these uses as identified in the Traffic Impact Statement prepared by Paradigm.

The health centre (140 square metres excluding redesigned entrance) and living classroom (464 square metres) are small-scale in nature and represent approximately 5% of the gross floor area of the Riverside Glen facility. If you take into account the adjacent Parkside/Foxwoods seniors apartments, the percentage is further reduced to approximately 2.75%. This represents a very small component of the overall gross floor area.

Draft Official Plan and Zoning By-law Amendments are attached as **Appendices 4 and 5** to this report. The draft documents recognize the health centre and living classroom uses on a site-specific basis with appropriate restrictions in the draft Zoning By-law governing the size of each use. It is noted that the draft Zoning By-law provides for a maximum gross floor area of 190 square metres for the health centre (medical clinic) to account for the redesigned entrance (47 square metres or 23.5 square metres per floor). The draft Official Plan Amendment also provides for an analysis of the criteria contained in Section 9.3 of the Official Plan. The form and content of these draft amendments will be discussed further with City Planning staff prior to the statutory public meeting.

Conclusions

The proposed Official Plan and Zoning By-law Amendments represent good planning and should be approved for the following reasons:

1. The applications are consistent with the Provincial Policy Statement 2005 and conform to the Provincial Growth Plan (2006);
2. The provision of on-site medical and education facilities in support of a continuum of care community coupled with the range of housing types (long term care beds, retirement home suites and future apartment units) providing various levels of personal support within one integrated health care campus is in the public interest and satisfies a number of goals, objectives and policies of the City of Guelph Official Plan.
3. The applicant is an experienced developer and operator of retirement communities which include health centre and educational facilities. Such accessory uses are an integral and important component of the overall delivery of seniors' continuum of care.
4. The City Official Plan and Zoning By-law policies and provisions contemplate non-residential and accessory uses within the existing designation/zone affecting the subject property.
5. The health centre and living classroom uses are incidental to and represent appropriate and compatible land uses for the subject lands.
6. The Ministry of Health Long Term Care (MOHLTC) new senior's strategy calls for more integrated care and using long-term care facilities as hubs of care in the community.

7. There are no issues with respect to traffic generation, operation of the existing driveway access or parking supply for the health centre and living classroom uses. In addition, the property is well served by transit.

8. Riverside Glen inclusive of the health centre and living classroom uses are a significant employer to the community providing approximately 350 full-time and part-time jobs.

Respectfully submitted,
WELLINGS PLANNING CONSULTANTS INC.


Glenn J. Wellings, MCIP, RPP



325 Max Becker Drive, Suite 201, Kitchener, Ontario N2E 4H5
Tel: 519-571-1873 Fax: 519-571-0947 www.schlegelvillages.com

The Village of Riverside Glen – Health Centre and Living Classroom

PREFACE

The Village of Riverside Glen is a retirement home and long-term care community offering a variety of care and lifestyle options. Located in the north end of Guelph, the village is designed to build community while serving individual needs of residents. It is one of 12 continuum of care locations owned and operated by Schlegel Villages, an organization that is an industry leader in quality and innovation (see Section 3). Two such innovations at Riverside Glen are an on-site primary care Health Centre, and a Living Classroom for students from Conestoga College.

1.0 THE HEALTH CENTRE

The Dr. Spadafora Health Centre is designed and located to provide integrated primary health care to residents of Riverside Glen and the surrounding community. This co-location is central to our vision of integrated health care for seniors across the full continuum from independent living to long-term care.

We are currently in stage one of three stages to realize our vision for an integrated health care continuum for seniors.

Stage one is recruitment of a lead physician, physical construction of the clinic space, and primary care service delivery from this site. Currently, the health centre includes a physician (Dr. Peter Spadafora) and two nurse practitioners who see some patients living within Riverside Glen but mostly those from the broader community. Other allied health professionals from the Family Health Team to which Dr. Spadafora belongs are also on-site to serve patients as needed (e.g. social worker, dietitian).

In stage two, once the clinic is running smoothly, Dr. Spadafora and his team will increase their capacity and specialization in care of older adults, including taking on additional patients from Riverside Glen and providing attending physician coverage within the long-term care home if needed (many long-term care and retirement homes struggle to find adequate physician coverage but that is not currently the case at Riverside Glen). A Working Group will be established to identify and evaluate synergies of value between the Health Centre, Riverside Glen, and the Living Classroom.

In stage three, full integration within the Riverside Glen community will be realized, as evidenced by activities such as: Riverside Glen staff are involved in work within the Health Centre; Health Centre staff are involved in clinical care of residents at Riverside Glen (e.g. in palliative care); education programs for residents, patients and the community are jointly delivered by clinic staff and

Riverside Glen staff (e.g., chronic disease prevention and management, diabetes education); specialized interprofessional clinics and programs are offered on-site (e.g., memory clinic, palliative care); students from the on-site Living Classroom (a partnership with Conestoga College) gain clinical experience through placements at the Health Centre; clinic staff participate as educators of students registered in the Personal Support Worker and Practical Nursing programs who are on-site in the living classroom.

1.1. The Vision for the Health Centre

Our vision for the Health Centre located inside Riverside Glen is “to deliver specialized, multidisciplinary care for seniors within the context of an all-ages family practice serving residents living within the immediate retirement/long-term care community as well as the surrounding community. Co-location within our long-term care and retirement home environment will enhance continuity of care, access to care, and quality of care. We are striving to promote a new image for long-term care as “the place to go” in the community for information and services related to seniors health.”

Our vision extends beyond Riverside Glen, “to co-locate primary care health centres at each of the Schlegel Villages, to access research expertise from the Research Institute for Aging to measure impacts of this model, and to disseminate what we learn to benefit the system across Ontario and beyond”.

This vision is inspired by an urgent need for transformation of our health care system. One of the key drivers fuelling this need is our aging population. Over the next two decades, the number of seniors over the age of 65 is expected to double in Ontario. The way we deliver health and social care services will not be able to endure these changing demographics. “If we didn’t change anything, kept the age-specific costs what they are today and applied them to the 2030 population, our health costs would increase by \$24 Billion – 50% more than today from changing demographics alone” (Health Minister Deb Matthews speaking to the Toronto Board of Trade, January 10, 2012). “If health care continues to grow by 6.3% per year it will run roughshod over every other priority... it will gut every other government service that Ontarians rely on for their education, social welfare, justice system, infrastructure needs and a host of other programs. This cannot be our future”. (Drummond Commission Report, 2012).

We must find ways do things differently and in particular to improve collaboration across the health system. The Health Centre at Riverside Glen is an example of this. By collaborating directly on-site with a primary care team, synergies may be realized that benefit residents within the Village, residents of the local community, and front line care providers. Capacity for excellent seniors care is enhanced within the primary care team as well as the long-term care team.

Our value proposition is that locating primary care health centres within long-term care environments will increase system integration and capacity in the following ways:

- better integration between long-term care and primary care
- enhanced capacity of the primary care team in providing holistic care for seniors
- enhanced capacity of the long-term care team to effectively care for residents with more complex health issues
- improved image of long-term care within the community by dispelling myths about long-term care as dismal and “the end of the road”

- cross-training opportunities between long-term care and primary care
- improved capacity to provide holistic care through multi-disciplinary teamwork
- all of the above leading to reduced use of acute care via fewer transfers to hospital and earlier discharge when transfers are necessary.

1.2 The Benefits to Riverside Glen Residents and the Broader Community

Through the collaboration between the primary care Health Centre team and the team at Riverside Glen, synergies may be realized to provide direct benefit to residents within the Village as well as to older adults living in the broader community.

Continuity of care. The continuum of care at Riverside Glen includes long-term care, assisted care, memory care and retirement care. This allows people to “age in place” as their care needs change. A primary care Health Centre adds another important element to this continuum. As the Health Centre matures we may attract a concentration of specialists in geriatric medicine, dietary sciences, memory clinic specialists, etc. Residents at Riverside Glen will have access to expertise that is not commonly available in a standalone long-term care home or retirement home. Residents from the broader community could similarly have access to expertise not commonly found in a primary care health centre. Examples include a Memory Clinic, specialized palliative care, multidisciplinary teams in physiotherapy, kinesiology and recreation.

Access to care. Long-term care is ideally suited to become a hub for the community for access to health care services for seniors. Dr. Samir Sinha, special advisor to Minister of Health Deb Matthews, recently recommended just that: “The Ministry of Health and Long Term Care should develop new long-term care home-based service models to support older adults living in the community”, and “The Ministry should explore the ability of long-term care homes to serve as community care hubs that provide community-oriented services” (Living Longer, Living Well, 2012, pg 135).

Changing demographics are having an impact on the acuity level of residents who live in retirement and long-term care homes. Front line team members need skills to provide care to residents with increasingly complex health needs. Through up to date training and educational initiatives involving the primary care team within the Health Centre as well as the long-term care team, both teams will have greater capacity to provide the right care at the right time.

These same changing demographics in the future will inevitably result in elderly citizens living at home receiving decentralized services who could have expected to live in long-term care today. Our primary care delivery systems need to develop specialized skills and approaches to best serve our aging population. The Riverside Glen Health Centre provides an excellent environment for accelerated knowledge transfer from the Schlegel Villages team to Dr. Spadafora’s team and vice versa.

Quality of care through capacity building. With changing demographics, front-line team members in long-term care and clinicians in primary care will need the skills to provide care to people with increasingly complex needs. Co-location of primary care and long-term care provides an environment in which primary care staff and long-term care staff can co-learn and co-teach with the end result of enhanced capacity of both:

- Physicians and other allied health professionals within the Health Centre team carry with them various strengths and specialties. Sharing these talents with Riverside Glen’s front line

nursing teams and nursing leadership team can only enhance our capacity – for example, Dr. Peter Spadafora carries a passion and a specialty for palliative care and pain management

- Knowledge transfer from Dr. Spadafora's team to the Schlegel Villages team in management of complex health conditions
- Knowledge transfer from the Schlegel Villages team to Dr. Spadafora's team to develop specialized skills and approaches to best serve aging populations living at home
- Co-training and educational seminars to improve the quality of senior care, such as dementia care, responsive behaviours, falls prevention and medication management.

1.3 The Benefits to the Health Care System

New image for long-term care. We are striving to promote a new image for long-term care as “the place to go” in the community for information and services related to seniors health. It is our intention to support breaking down societal myths and barriers between the Community and Long Term Care.

Physician recruitment to long-term care. Many long-term care and retirement homes struggle to find adequate physician coverage. The presence of Health Centres integrated into these environments will significantly strengthen access to medical expertise within this sector, today and into the future.

Reduced acute care utilization. Integration will reduce the demand on acute care by cutting down the number of transfers to hospitals and facilitating earlier discharge when transfers are necessary.

Research and Innovation. The health centre at Riverside Glen has the opportunity to lead the way as an innovation that could spread across the system. Schlegel Villages collaborates with the Research Institute for Aging to assess impacts of this model through resident, patient and provider interviews and observational studies. We collaborate with University researchers and College trainers to ensure the dissemination of knowledge so that best practices demonstrated through this innovation can be replicated across Ontario.

2.0 THE LIVING CLASSROOM

In collaboration with the Schlegel-UW Research Institute for Aging and Conestoga College, we have developed principles and elements of a Living Classroom model that sees students earning college diplomas on-site within long-term care homes and that provides an authentic work environment to facilitate professional development, mentoring, residency rotations, work exchange programs, etc. At the Village of Riverside Glen we have constructed specialized physical space including classrooms, a skills lab with beds and mannequins, a computer lab and faculty office. Approximately 100 Personal Support Workers (PSW) and Practical Nursing (PN) students register at this site annually. The first class of PSWs started their program at Riverside Glen in September 2008 and graduated in April 2009. The first class of PNs started in September 2009 and graduated in April 2011. To date, a total of 9 classes of PSWs have completed their program here (144 students graduated), and 2 classes of PNs with a third class underway (63 students graduated to date with another 43 halfway through the 2-year program).

Initially, course delivery was similar to delivery on a college campus and did not take full advantage of the presence of seniors and staff on-site for experiential learning opportunities. Over time, that is changing. We are developing intentional learning strategies that involve seniors and long-term care staff in the students' learning. Some strategies have been implemented, others are under development.

2.1 Vision

Living Classrooms are more than college or university courses offered within a long-term care home. It is designing a learning environment that includes building interprofessional practice within the long-term care home so that students experience working environments that mirror what they learn about best practice models of care. It is accessing the wisdom of the seniors for input and engagement in teaching and learning.

Our vision for the Living Classroom at Riverside Glen is to *“become a best practice in bridging professional/preparatory education and long-term care practice through the creation of a ‘living learning’ environment and the collaborative application of academia and service. This includes providing long-term care working environments as training grounds for students, engaging long-term care staff in teaching and learning, promoting continuous learning among existing long-term care staff, and sharing of best practices and evidence-based care from student-staff interactions.”*

Objectives of the partnership between Riverside Glen and Conestoga College are to (a) improve professional career attractiveness of long-term care through professional mentoring and learning experiences within long-term care; (b) address long-term care recruitment and retention issues by offering a site for the preparation of a workforce to care for older adults; (c) provide education in interprofessional collaboration education and resident-centred learning; and (d) promote long-term care as a professional learning and mentoring environment.

This is one element of a larger model of Research, Training and Practice Development that also includes other Schlegel Villages, education programs at Conestoga College, the University of Waterloo and the Research Institute for Aging.

2.2 Why Living Classrooms are Needed

Enhanced care and quality of life for seniors requires change in many areas: gerontology education for health professionals; practice development and skills enhancement for those working with seniors; research that is relevant for seniors care. When these elements occur independently of each other, as they often do, there are serious disconnects between what is going on in practice, education, and research. Together, Conestoga College, the Research Institute for Aging, and Schlegel Villages created a collaborative partnership model to overcome this silo approach to practice development. This means that: a) evidence-informed practice changes will occur more rapidly; b) health care professionals will be educated to be more practice-ready; c) curriculum will be developed for use in both practice and education settings; and d) practice-relevant research needs will be identified.

2.3 Outcomes

Evaluation is underway to study the impact of this “in-situ” experience for students on career choices and skill levels in working with seniors. Evaluation examines student, staff, resident and faculty satisfaction with the Living Classroom program, student-resident relationships, student-staff relationships, and career preferences on graduation. Early results are suggestive of high levels of

satisfaction, and positive impacts on recruitment of PSWs and PNs to long-term care, with more students reflecting a desire to work in long-term care after their program as compared to before. For example, students in one class of PNs and one class of PSWs nearing the end of their program were asked “when you started the program, where were you planning to work after graduation (home care, long-term care, acute care, other, don’t know)?” and “Now that you are at the end of the program, where are you planning to work after graduation?” Among the PN students the percentage indicating long-term care increased from 15% to 22%. For PSWs the percentage indicating long-term care increased from 22% to 28%.

Data also suggests that the Living Classrooms is an effective interprofessional learning solution and a positive and high impact learning experience for students and long-term care. The Living Classroom:

- promoted interprofessional understanding, collaborative relationships among students, long-term care staff and residents;
- promoted mastery of interprofessional competencies through immersion and exposure;
- provided real insight into and respect for long-term care and residents;
- promoted long-term care as a viable work option for pre-graduates.

3.0 SCHLEGEL VILLAGES: LEADERS IN INNOVATION

The Schlegel family and Schlegel Villages embrace the moral imperative to be a system solution-provider.

As a leading long-term care provider, Schlegel Villages provides innovative alternatives to usual practice in order to improve the quality of care while at the same time contain system costs.

These innovations include locating primary care Health Centres and Living Classrooms within long-term care and retirement homes.

Owned and operated by the Schlegel family, Riverside Glen is one of 12 Schlegel Villages. Schlegel Villages is an organization widely recognized for quality care and innovation, as evidenced by numerous awards and recognitions:

- 2012. Received 3-year accreditation from CARF (2012), the highest level possible, including a designation of “exemplary conformance” in the areas of: person-centred approach, culture change using appreciative inquiry, and integration of kinesiologists within the care team. CARF noted many strengths for the organization including: “unique leadership style driven by the family values of the owners”, “strong team approach to resident care”, “a philosophy of aging not long-term care that encourages innovative approaches, “compassion and integrity”, “comfortable and inviting village atmosphere”. Also noted was the unique partnership with the Schlegel-UW Research Institute for Aging, providing a mechanism for research and evidence-informed innovation.
- 2012. Awarded by the Ministry of Health and Long-Term Care funding and designation as one of three Centres for Learning, Research and Innovation in Ontario, including \$2.1 Million in program funding over 5 years and a special award of 192 new long-term care beds for a teaching long-term care home (under construction on the north campus of the University of Waterloo). It also includes a research and training building to be located on the north campus of the University of Waterloo. This is the first centre to create an environment in which government, university, college and private industry will work intimately together to advance care and living for seniors.

- 2012. SAGE (Service Awards for Geriatric Excellence) for excellence in positively influencing the quality of life of seniors.
- 2011. Quality Improvement Award from Ontario Long Term Care Association for the Excellence in Resident-Centred Care program – a collaboration with Conestoga College, Schlegel Villages and the Research Institute for Aging.
- 2011. Excellence in Ageing Services award from the International Association of Homes and Services for the Ageing, for “Putting Living First”, an organization-wide initiative to change the culture of aging in long-term care and retirement living.
- 2009. Industry Innovator Award from the International Council on Active Aging, for the “Get Fit for Space” program which integrated research and practice.

In addition, Ronald Schlegel, founder of Schlegel Villages has received numerous personal awards for his vision, philanthropy and partnership-building to enhance care and living for older adults:

- 2013. Waterloo Region Hall of Fame.
- 2012. Officer of the Order of Canada.
- 2012. Queen Elizabeth II Diamond Jubilee Medal, for “pursuing better living standards for all through his leadership within the business community”.
- 2011. Waterloo Region Barnraiser Award, presented annually to an individual or community group that contributes to the Region’s tradition of inspirational, collaborative achievement.
- 2011. Ernst and Young Entrepreneur of the Year Award (Ontario finalist). This is the world’s most prestigious business awards program that recognizes people who inspire others with their vision, leadership and achievement. Innovation in physical design for senior living and innovation in research models (the RIA model) were key elements that set Ron apart from the field of nominees to win this award.



CONESTOGA

Connect Life and Learning

Conestoga College Institute of Technology and Advanced Learning

• 299 Doon Valley Drive, Kitchener, ON N2G 4M4 Canada, 519.748.5220, www.conestogac.on.ca

July 26, 2013

Mr. Paul Brown
 Director of Operations
 325 Max Becker Drive, Suite 201
 Kitchener, Ontario N2E 4H5

Dear Mr. Brown

Conestoga College is pleased to support Schlegel Villages in your zoning application to the City of Guelph for the full scope of services and activities at the Village of Riverside Glen.

Conestoga College values the innovative and entrepreneurial spirit of the Schlegel Family and Schlegel Villages which has spawned an eight year track record of collaborative initiatives to advance workforce development for improved quality of living for seniors. Conestoga is a founding member of the UW Schlegel Research Institute for Aging and a partner in RIA's provincially funded Schlegel Centre for Learning, Research and Innovation Centre. Examples of the impact of this relationship to date include:

- Innovation in training models for continuing professional development of staff, delivered locally, provincially and nationally.
- Collaborative funding of a research and development position to enhance the quality of education and workforce development for seniors care and well-being. This has recently become the CIHR/Schlegel Industrial Research Chair for Colleges at Conestoga, the only position at a College in Canada with federal funding for innovation and development in education and training.
- Development at Riverside Glen of a new model of education, the "Living Classroom", to improve student access to education and to enhance quality of care for seniors through this education. This initiative is an important strategy to address workforce needs for the growing population of seniors.

The "Living Classroom" at the Village of Riverside Glen involves on-site education by Conestoga for Personal Support Worker and Practical Nursing students, with enhanced learning experiences for students due to their integration of learning activities with Village activities. Residents benefit from

new opportunities for inter-personal interaction and conversation. Of particular importance to citizens of Guelph and area, a number of students are able to attend these education programs because of the Living Classroom location in Guelph; their personal situations would not have allowed them to travel to Conestoga's Doon Campus in Kitchener. There is also evidence that students graduating from these programs at Riverside Glen have increased interest in working with seniors. A majority also tend to stay in Guelph and area for employment, a benefit to all health care providers in this area.

The Living Classroom admits 96 new students each year, with full-time students enrolled across the full year. On an average day during the Fall and Winter semester, there could be 70 to 90 students per day. Approximately 80% of these individuals will travel by car. Additional education activities may occur during evening hours to bring continuing professional development activities to individuals living in and around Guelph. The School of Health & Life Sciences and Community Services and the Village of Riverside Glen have a Committee to ensure effective integration of students and Village Life, to develop programming to achieve the gains for all parties and to undertake research projects to provide learning for other educators and long-term care providers and policy makers in the province.

Conestoga College views Schlegel Villages and the Research Institute for Aging as preferred partners in achieving our objectives of meeting workforce needs and contributing to the strength of communities such as the City of Guelph and surrounding community.

Sincerely,



Marlene Raasok
Executive Dean
School of Health & Life Sciences and Community Services

AMENDMENT NO. XX

TO THE

OFFICIAL PLAN

FOR THE CITY OF GUELPH

**AMENDMENT NO. XX
TO THE
OFFICIAL PLAN FOR THE CITY OF GUELPH**

PART A - THE PREAMBLE The Preamble contains the rationale and certain background information in support of the amendment. The Preamble does not form part of this amendment.

PART B - THE AMENDMENT consisting of the specific text change introduced to the Official Plan for the City of Guelph through the Amendment.

PART C - THE APPENDICES, containing background data and public involvement associated with this amendment, do not constitute part of Amendment No. XX to the Official Plan for the City of Guelph.

PART A - THE PREAMBLE

PURPOSE

The purpose of Official Plan Amendment No. XX is to add an additional site-specific policy to the Official Plan for the City of Guelph affecting lands municipally known as 60 Woodlawn Road East in the City of Guelph.

Specifically the amendment will:

- 1) Permit a site-specific exemption to Official Plan Policy 7.2.26, Non-residential Uses in Residential Areas, for 60 Woodlawn Road East in order to permit a health centre (medical clinic) and classroom (living classroom) in association with the existing senior's facility (Riverside Glen).

LOCATION

The subject property affected by this proposed amendment is known municipally as 60 Woodlawn Road East and is located on the north side of Woodlawn Road East, east of Woolwich Street (Highway No. 6) (see location map below).

BASIS

Section 9.3 of the Official Plan provides the criteria for Council to consider in evaluating proposed amendments to the Official Plan. In addressing these criteria, the following is offered:

- a) *The conformity of the proposal to the goals and objectives of the Official Plan.*
The proposed amendment is a minor change to the Official Plan. This amendment is site specific in nature and will permit a health centre and living classroom use within the existing Riverside Glen senior's facility. The amendment satisfies the goals and objectives of the Official Plan that relate to the provision of community, social and health facilities.
- b) *Suitability of the site for the proposed use*
The site is suitable for the proposed uses and provides adequate on-site parking. The site presently contains a senior's facility with associated parking areas. The property is situated on an arterial road and a transit route and the additional traffic generated can be accommodated by the existing road network and access to Woodlawn Road East. The proposed uses are appropriate for the property.
- c) *Compatibility of the proposed use with adjacent land use designations*
The proposed uses are small-scale in nature and situated internal to the existing Riverside Glen senior's facility. The uses do not impact adjacent properties/uses and there are no land use compatibility concerns arising from these uses.
- d) *The need for and market feasibility of the proposed use*
The need for such uses has been determined by the owner/operator of Riverside Glen and its community partners.
- e) *The extent to which the existing areas of the City designated for the proposed use are developed or are available for development.*
The proposed uses are a natural fit within the existing Riverside Glen facility and complement the existing residential uses and provide important services to the existing residents and broader community.
- f) *The impact of the proposed use on services and financial implications to the City.*
The uses are situated within the existing Riverside Glen facility which contains the necessary infrastructure to accommodate these uses. There will be no financial implications on the City.

PART B – THE AMENDMENT

All of this section entitled “Part B – The Amendment” constitutes Amendment No. XX to the Official Plan for the City of Guelph.

Details of the Amendment

The Official Plan for the City of Guelph is amended as follows:

Item (1) Add the following policy to the Official Plan for the City of Guelph:

7.2.30.13 In addition to the provisions of Policy 7.2.26, a health centre (medical clinic) and classroom (living classroom) facilities shall be permitted in association with the existing senior’s facility (Riverside Glen) on lands known municipally as 60 Woodlawn Road East.

PART C - THE APPENDICES

The following appendices do not form part of Amendment No. XX, but are included as information supporting the amendment.

Appendix 1: PUBLIC PARTICIPATION

Appendix 2: PLANNING REPORT

Appendix 3: COUNCIL RESOLUTION

THE CORPORATION OF THE CITY OF GUELPH

By-law Number (2013)-XXXX

A by-law to amend By-law Number (1995)-14864, as amended, known as the Zoning By-law for the City of Guelph as it affects property known municipally as 60 Woodlawn Road East.

WHEREAS Section 34(1) of The Planning Act, R.S.O. 1990, c.P.13 authorizes the Council of a Municipality to enact Zoning By-laws;

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE CITY OF GUELPH ENACTS AS FOLLOWS:

1. By-law Number (1995)-14864, as amended, is hereby further amended by rezoning the property legally described as Part of Lots 1 and 2, Concession 2, Division "D", formerly in the Township of Guelph, now in the City of Guelph, municipally known as 60 Woodlawn Road East in the City of Guelph, from the existing R4B-3 (High Density Apartment) Zone to a Special R.4B (High Density Apartment Special) Zone to be known as the R.4B-XX Zone to permit a Medical Clinic and Classroom (living classroom) in accordance with the provisions of Section 5.4.3.2.3 of By-law Number (1995)-14864, as amended.

2. Section 5.4.3.2.3 of By-law Number (1995)-14864, as amended, is hereby further amended by adding a new subsection 5.4.3.2.XX as follows:

"5.4.3.2.XX **R.4B-XX**

60 Woodlawn Road East

As shown on Defined Area Map Number 33 of Schedule "A" of this *By-law*.

5.4.3.2.XX.1 Additional Permitted Uses

In addition to the uses permitted under Section 5.4.3.2.3.1, the following additional uses are permitted:

- Medical Clinic in accordance with the Regulations of Sections 5.4.2 and 5.4.3.2.3.2 of Zoning Bylaw (1995)-14864 and the Regulations of 5.4.3.2.XX.2 of this By-law
- Classroom in accordance with the Regulations of Section 5.4.3.2.3.2 of Zoning Bylaw (1995)-14864 and the Regulations of 5.4.3.2.XX.2 of this By-law.

5.4.3.2.XX.2 Regulations

Uses permitted in accordance with the Regulations within Sections 5.4.2 and 5.4.3.2.3.2 of Zoning Bylaw (1995)-14864, as amended, with the following exception:

5.4.3.2.XX.2.1 Maximum Gross Floor Area

- (i) The maximum gross floor area of the Medical Clinic shall be 190 square metres.
 - (ii) The maximum gross floor area of the Classroom shall be 464 square metres.
3. Schedule "A" of By-law Number (1995)-14864, as amended, is hereby further amended by deleting Defined Area Map 33 and substituting therefore a new Defined Area Map 33 attached hereto as Schedule "A".
4. Where notice of this by-law is given in accordance with the Planning Act, and where no notice of objection has been filed within the time prescribed by the regulations, this by-law shall come into effect. Notwithstanding the above, where notice of objection has been filed within the time prescribed by the regulations, no part of this by-law shall come into effect until all of such appeals have been finally disposed of by the Ontario Municipal Board.

PASSED this day of , 2013.

KAREN FARBRIDGE - MAYOR

BLAIR LABELLE - CITY CLERK