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SPC on Planning and Urban Development
2016 October 17

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AGING-IN-PLACE LANEWAY HOUSE PILOT - SCOPING REPORT

EXECUTIVE SUMMARY

Calgary's population is aging. Currently, Calgarians aged 65 years and older account for just over 10 per cent of the population (City of Calgary, 2016 Civic Census). By 2042, the number of seniors will comprise 15 per cent of Calgary's total population (City of Calgary, Corporate Economics, 2014-2042 Projections). As the health needs of older persons change, so can their housing needs. To help address the housing needs of an aging population, the University of Calgary (U of C) is leading a pilot project to test a pre-fabricated housing unit designed to help people age in place. The pilot project is led by a research team from the U of C. This innovative unit has been designed to fit on a larger single residential lot with an existing house. Council requested a scoping report outlining the issues to be addressed to facilitate the pilot. The City of Calgary is working collaboratively with the U of C research team to help the pilot succeed, and is in regular communication with Alberta Health Services to ensure that they are well informed about the potential for this innovative housing model to support medically frail older adults to age in place in the community. Administration is providing support in the areas of project management, permits and approvals, research, communications, and community engagement. This scoping report examines the issues to be addressed, and sets out the approach and timeline to implement the pilot project.

ADMINISTRATION RECOMMENDATION

That the Standing Policy Committee on Planning and Urban Development recommend that Council receive this report for information.

RECOMMENDATION OF THE SPC ON PLANNING AND URBAN DEVELOPMENT, DATED 2016 OCTOBER 17:

That the Administration Recommendation contained in Report PUD2016-0775 be approved.

PREVIOUS COUNCIL DIRECTION / POLICY

On 2016 May 16 Council adopted the following motion:

Moved by Councillor Carra, Seconded by Councillor Farrell, that Councillor Carra's Motion, NM2016-17 be adopted, as amended, as follows:

NOW THEREFORE BE IT RESOLVED THAT Council direct Administration to explore implementing the Aging-in-Place Laneway Housing Council direct Administration to prepare a scoping Report to explore implementing the Aging-in-Place Laneway Housing Pilot Project which includes, but is not limited to, determining a process by which communities and participants will be selected for a pilot project and identifying the appropriate funding streams. Administration must report to the Standing Policy Committee on Planning and Urban Development no later than Q4 2016.

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On 2015 June 29 Council approved the Seniors Age-Friendly Strategy Update report (CPS2015-0491) including the attached *Seniors Age-Friendly Strategy and implementation Plan 2015-2018*, and directed Administration to "report back on the progress of the implementation of the strategy no later than 2016 October". Strategy C within the Housing Section is to "Support and facilitate the development of alternative or innovative housing options." One of the three proposed action items under this strategy is to "Investigate the feasibility of conducting a pilot/demonstration project to showcase alternative or innovative housing options."

BACKGROUND

Currently, just over 10 per cent of Calgarians are aged 65 years and older, or 131,382 people (City of Calgary, 2016 Civic Census). By 2042, the number of seniors will more than double to 280,000, at which point they will comprise 15 per cent of Calgary's total population (City of Calgary, Corporate Economics, 2014-2042 Projections). To help prepare for an aging population, the Municipal Development Plan (MDP) encourages communities to have a broad range of housing types, to provide housing choice for people of all ages, income groups, family types and lifestyles. The Seniors Age-Friendly Strategy supports innovative housing options that allow seniors to remain in their communities and in their homes as their needs change. The U of C Aging-in-Place Laneway Housing Pilot Project represents an opportunity for the U of C, The City of Calgary, Alberta Health Services (AHS) and others to work together to investigate a unique form of housing for seniors who require medical care in a home setting. This form of housing helps seniors to remain in close contact with family members and caregivers, preventing social isolation, and allows seniors to remain in their communities to maintain the supportive networks they have developed.

The U of C is the lead agency on the Aging-in-Place Laneway Housing Pilot Project. They have used a multi-stakeholder approach to bring key agencies to the table, including university faculties, The City of Calgary, AHS and philanthropic organizations. U of C initiated the concept through a design project and has moved it from the conceptual stage to the point where they would like to launch a prototype for testing in a "real world" setting.

An overview of the project is set out in Attachment 1. In brief, an interdisciplinary U of C research team (including the Faculty of Environmental Design and the Cumming School of Medicine) is developing an innovative aging-in-place housing option. The 460 square foot, one bedroom unit will be prefabricated and is designed to be temporarily located in the backyard of a larger single residential lot. It will incorporate advanced medical monitoring technology and chronic disease management equipment that will allow the elderly or frail to remain living well in a home environment, and close to family, for as long a period as possible.

A fabricated prototype is scheduled to be completed and ready to deploy by January 2017. It will be a fully functional, stand-alone unit ready to be tested for actual use. The intention is to place the unit in two different communities in succession, for two periods of three to four months each of live-in testing. The U of C team will collect information from the individuals temporarily residing in the unit, their family and their health care providers in order to determine how well the architectural and medical features of the unit perform. Information will also be collected from

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the community to gauge the impact of a temporary aging-in-place laneway house on the surrounding neighbourhood.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

The City of Calgary's role in making the pilot initiative a success is to identify planning and building safety issues as well as permits and approvals required, and to assist the U of C research team through the implementation process. This may require land use bylaw redesignations or relaxations, and communication, research and engagement support.

To support the pilot project, The City has struck a project team with representatives from Planning & Development and Calgary Neighbourhoods who meet regularly with the University's project leader. Customer Service & Communications and Law resources also participate as needed. Administration is providing project management support for the team. City communication, engagement and research support includes updating representatives of other agencies such as Alberta Health Services (AHS) on the project's progress, providing insight into community planning issues and research on the community's experience of the pilot. The project team will continue to meet and collaborate regularly as the project evolves and moves through the implementation stage.

In addition, The City of Calgary's role is to assist with identifying participants and sites, advise and support the U of C on community engagement and communications, guide and assist the U of C in applying for planning and building approvals, render decisions on applications, and review other jurisdictions' approach to aging-in-place housing.

Scope
Administration has been working with the U of C research team to identify issues and solutions to enable the pilot project to go forward. Project design and The City's role in key community, regulatory, and funding issues are discussed below. The pilot will consist of two test cases of three to four months each, in two different communities, with two different regulatory and servicing scenarios.

Identifying candidates and communities to participate in the pilot
The identification of test case sites and communities is directly linked to the participant selection. This participant selection process is completely within the purview of the U of C research team, as University Ethics Board approval is required in order for the researchers to select the participants. The U of C research team has identified some health and location criteria for participants, related to their research objectives. The City of Calgary is supporting participant selection by connecting the U of C research team with organizations that provide information and referral services to older adults in Calgary.

A basic requirement for both test case sites is a residential lot with sufficient area to accommodate the temporary installation of the unit, so the team is focused on finding candidates who have the health characteristics to be studied, and also have access to a suitable location. The U of C team wants to test the aging-in-place laneway housing form on two sites with different regulatory requirements, with and without the requirement for land use

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redesignations. They also want to test the servicing implications of parcels with and without lanes. The City of Calgary is providing support in the selection of sites by evaluating the characteristics of potential sites and the ability to connect to services. Following selection of the participants and sites, the proponent can engage with the community association and nearby neighbours in order to gauge neighbourhood acceptance and identify issues and potential solutions. The City will provide advice and support to the U of C on community engagement and outreach, to help generate community support for this innovative form of housing. Then the application and approvals process can begin.

Planning and building safety considerations
For the purpose of planning approvals the unit will be treated as a backyard suite. A backyard suite is a defined use in the Land Use Bylaw 1P2007 (LUB) which is allowed as a discretionary use in a number of residential districts. If the unit is placed in one of these districts, the temporary installment could be approved through a development permit. If the district does not allow backyard suites a land use bylaw amendment will be required, followed by a development permit. Administration will ensure that the applications are given priority. Council will make the decision on any land use redesignation required.

To ensure that the aging-in-place laneway house is placed on the lot and serviced appropriately and safely, building, plumbing and gas, and electrical approvals under the Safety Codes Act will be required. For the pilot, the Calgary Building Services business unit has determined that temporary servicing solutions can be accommodated.

Approval processes
To the extent possible, the pilot will use existing City of Calgary approval processes for a backyard suite.

Administration may in the longer term explore the options for textual amendments to the Land Use Bylaw that would allow a temporary installation of the aging-in-place laneway housing unit. Council would make the decision on any proposed LUB amendments.

Identifying funding streams
The U of C research team has secured funding from a number of philanthropic organizations to support the design, construction, installation and testing phases of the pilot. The U of C has indicated that they do not need any assistance from The City of Calgary to identify funding streams for the pilot project.

They have requested City staff time to support the project. Presently staff time is being accommodated within existing budgets and no additional funding is required to provide this support going forward.

Review of Other Jurisdictions
There are some Australian and American examples of small, temporary secondary dwellings designed for seniors. Known as "granny flats" or "granny pods" in Australia, the Ministry of Housing developed programs to own and lease the units to people in need. In the USA, the department of Housing and Urban Development (HUD) developed the ECHO (Elder Cottage

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Housing Opportunity) demonstration program in the 1980s and 1990s, with movable units for seniors in need of home support. Some of the challenges encountered by these programs were related to zoning barriers, neighbourhood resistance, variation in unit quality, and transfer costs. Benefits reported related to the daily living support given to the elderly residents by adjacent family members.

In some American states (notably Virginia, North Carolina and Minnesota) legislation has been passed at the state level to ensure that "temporary family healthcare structures" can be placed in residential districts without requiring a special permit under the local zoning ordinance.
The U of C pilot project will add to a growing body of knowledge related to design, planning / technical issues and community impacts associated with an aging-in-place laneway house.

Implications and next steps
Administration has been providing support and advice to the U of C research team to help them find construction and servicing solutions and guide them through the planning, engagement and approval processes. This support will continue through the pilot. While this "up front" work has been helpful in laying a path for a successful pilot, it should be noted that applications will be evaluated and approved on their merits; approval cannot be guaranteed.

The results of the pilot will inform decisions about future research, development, funding strategies and implementation for the aging-in-place laneway house project, inclusive of implications for each of the organizations involved. Therefore, plans for the next phases of development of the unit have yet to be determined. Over the longer term, if the U of C research team wishes to pursue implementation at a broader scale, it may be appropriate to consider amendments to the Land Use Bylaw that would allow for this type of dwelling and address the issues specific to this use.

An implementation plan and timeline has been established, and is included in Attachment 2. The plan and timeline in Attachment 2 identifies the steps to carry out the pilot and the parties responsible.. Ongoing communication with key stakeholders such as Alberta Health Services will continue through the duration of the pilot. Administration plans to keep members of Council informed on the progress of the pilot project, pilot results, and any post-pilot plans. This reporting will be aligned and included with regular reporting on the Seniors' Age-Friendly Strategy.

Administration can accommodate, within existing resource and budget plans, its portion of the work toward completing the pilot. Administration is recommending this report be received for information.

Stakeholder Engagement, Research and Communication

The U of C is the proponent of the pilot and is leading the design, research and outreach efforts for the project. Administration, primarily Planning & Development and Calgary Neighbourhoods, is collaborating with the U of C to address planning, building, safety and community issues. The U of C has established a number of other working groups that include funders, health care providers and agencies such as Alberta Health Services (AHS), the O'Brien Institute for Public

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Health, and others. The U of C has also engaged and given tours of the existing prototype unit to stakeholders from a variety of sectors. These include representatives from AHS, members of City Council and Administration, community groups, health care providers, and provincial officials.

The U of C is responsible for defining the criteria for pilot participants and properties, and to obtain University Ethics Board approval for involvement of participants. Administration will facilitate connections between the U of C and seniors-serving organizations to help them find suitable candidates for the pilot.
Administration can assist the U of C in ongoing engagement of stakeholders and communities. This may include providing liaison between U of C and community associations and gathering information to understand community interest and concerns. Administration has facilitated communication with representatives from AHS who are responsible for seniors continuing care and the seniors strategic clinical network. They have been strongly supportive of the research initiative. It is anticipated that AHS and other health agencies will continue to be engaged as research and testing continues in the future.

Administration can provide community research support to the U of C by helping gather information on community response to the pilot before, during and after the pilot installations. The City will collaborate with the U of C research team on a communications plan that will provide information about the initiative to stakeholders, the public and media.

Strategic Alignment

This initiative aligns with the Seniors Age-Friendly Strategy action item to "Investigate the feasibility of conducting a pilot/demonstration project to showcase alternative or innovative housing options."

The University of Calgary's Faculty of Environmental Design has been a stakeholder in the implementation of the Seniors Age-Friendly Strategy since October 2015. This pilot project has the potential to provide an innovative housing option for Calgary's aging population.

Calgary's Municipal Development Plan (MDP) encourages a mix of diverse forms of housing, including compact and efficient forms such as accessory suites. It also promotes housing choice for people of all ages, income groups, family types and lifestyles. The following MDP policy statements apply:

Section 2.2.5

  a. Encourage growth and change in low-density neighbourhoods through development and redevelopment that is similar in scale and built form and increases the mix of housing types such as accessory suites, semi-detached, townhouses, cottage housing, row or other ground-oriented housing.

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Section 2.3.1

   a. Provide for a wide range of housing types, tenures (rental and ownership) and densities to create diverse neighbourhoods that include:

      i. A mix of housing types and tenures, including single detached, ground-oriented (e.g., duplexes, row houses, attached housing, accessory dwelling units and secondary suites), medium- and higher density and mixed-use residential developments; and,

      ii. A range of housing choices, in terms of the mix of housing sizes and types to meet affordability, accessibility, life cycle and lifestyle needs of different groups.

   b. Promote a broader range of housing choice for all ages, income groups, family types and lifestyles by:

      i. Encouraging housing opportunities for low- and moderate-income households in all communities;

      ii. Promoting innovative housing types, such as co-housing, live/work and cottage and carriage housing and accessory dwelling units, as alternative means of accommodating residential growth and providing affordable housing options; and,

      iii. Including supportive land use policies and development strategies in the Implementation Guidebooks and/or in Local Area Plans that encourage the provision of a broader range of housing affordable to all income levels.

Section 3.5.1

   a. Recognize the predominantly low density, residential nature of Developed Residential Areas and support retention of housing stock, or moderate intensification in a form and nature that respects the scale and character of the neighbourhood.

Social, Environmental, Economic (External)

Research indicates that a majority of Canadians aged 55 and over would prefer to remain in their current residence for as long as possible, even if they experience changes to their health. When a move is required due to declining health, it is important to have access to alternative housing options within their communities in order to maintain supportive relationships and prevent social isolation. Factors that increase the risk of social isolation among seniors include living alone, declining health or chronic health conditions, having no contact with family members, and experiencing a lack of affordable and suitable housing and care options to meet their needs. This pilot project will examine the potential to affect the social conditions of the resident of the aging-in-place laneway house, the residents of the principal house on the property, and the neighbouring community.

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The pilot project is supportive of strong, inclusive neighbourhoods by providing a housing model that allows people to remain in their community as their health care needs change. It makes efficient use of existing assets, and can contribute to community sustainability by enriching the range of options for accessible housing and community living. In the longer term this project may provide opportunities for growth in the innovation economy.

Financial Capacity
 Current and Future Operating Budget:

The City is providing planning advice, communications and engagement assistance and research support to the U of C research team to move this initiative forward. Administration is providing this assistance within existing budgets and will continue to do so through the pilot testing period.

 Current and Future Capital Budget:
There are no capital budget requests associated with this initiative.

Risk Assessment
The U of C research team will manage risks associated with the initiative that relate to the participants and owners of the test site properties, and their experience of the pilot project. The research team will need to obtain University Ethics Board approval to proceed. This approval requires the proponent to identify any potential risks to participants and present a strategy to address and mitigate them. The U of C research team is also managing its own legal, reputation and timeline risks through their project management process and with the input of their risk management group.

Risks to the advancement of the pilot include concerns raised by the community or surrounding neighbours, which could result in an appeal of a permit granted or a refusal of a land use bylaw amendment application. These risks can be managed by the U of C research team through the candidate/site selection process, as well as the engagement and communication strategy.

Any technical risks associated with the structure and service connections will be managed through the permit and inspection process.

REASON(S) FOR RECOMMENDATION:
The pilot project will test an innovative approach to housing for people who need some help to continue to live independently in their community. This scoping report responds to Council's direction by outlining the support Administration can provide to the University of Calgary to help make the aging-in-place laneway housing pilot study a success. This support includes helping U of C understand and navigate the permits and approvals process, providing project management support, facilitating connections between the U of C and seniors serving organizations, community engagement and research on community response. These activities can be delivered within the existing resources of contributing business units. Administration is recommending that the report be received for information.

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ATTACHMENTS

1. The Aging-in-Place Laneway Housing Research Project: Project Overview
2. Aging-in-Place Laneway House Pilot Project: Implementation steps and timeline