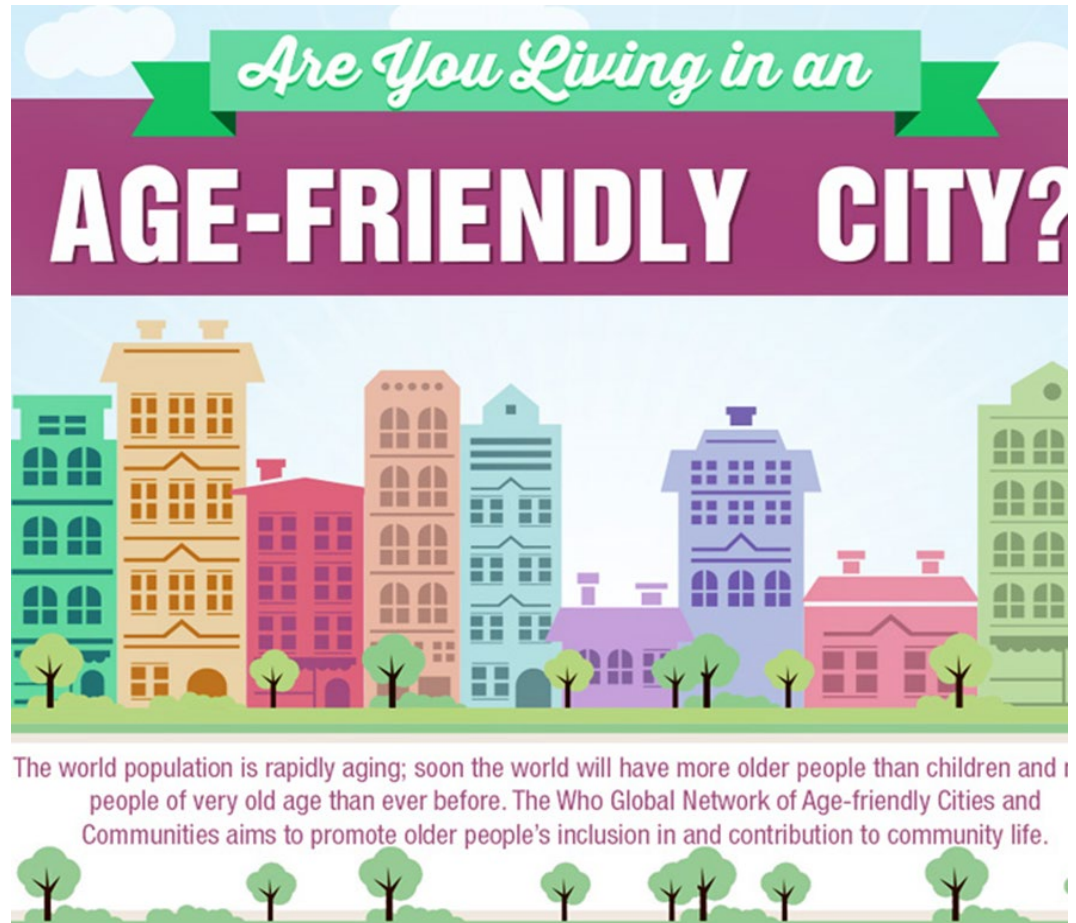# Planning for Senior Housing and Aging in Place

ANNA HAINES, MARY EDWARDS, LYNNE DEARBORN

ARE COMMUNITIES READY AND PREPARED TO HOUSE OLDER ADULTS AND A LARGER SHARE OF THEM?

Are You Living in an

AGE-FRIENDLY CITY?

The world population is rapidly aging; soon the world will have more older people than children and people of very old age than ever before. The Who Global Network of Age-friendly Cities and Communities aims to promote older people's inclusion in and contribution to community life.

Project Overview

- Thirty mid-size Midwestern communities
- Development of an evaluation tool
- Interrogate both plans and zoning ordinances
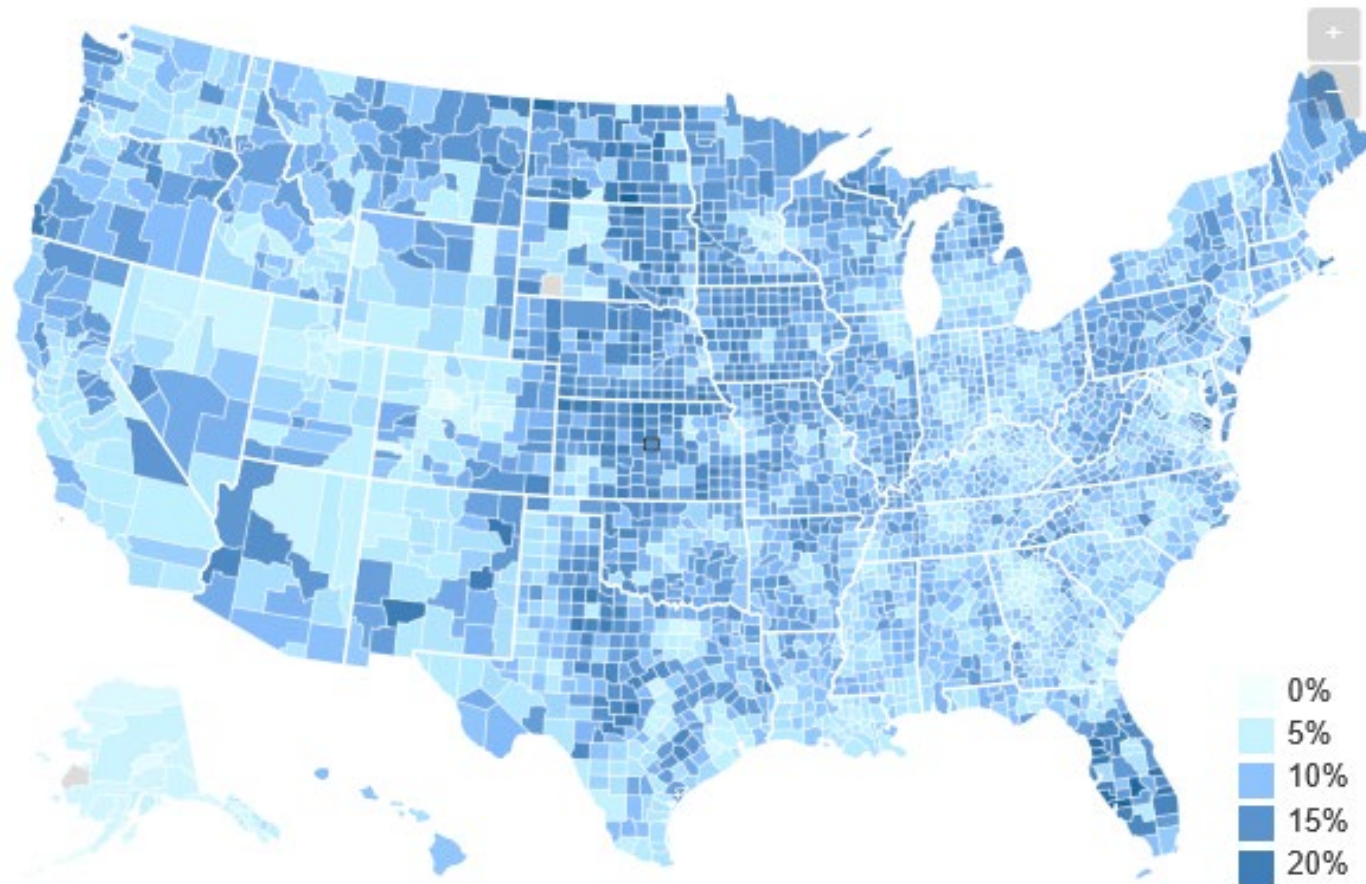
What do we know?

Demographics

Headlines

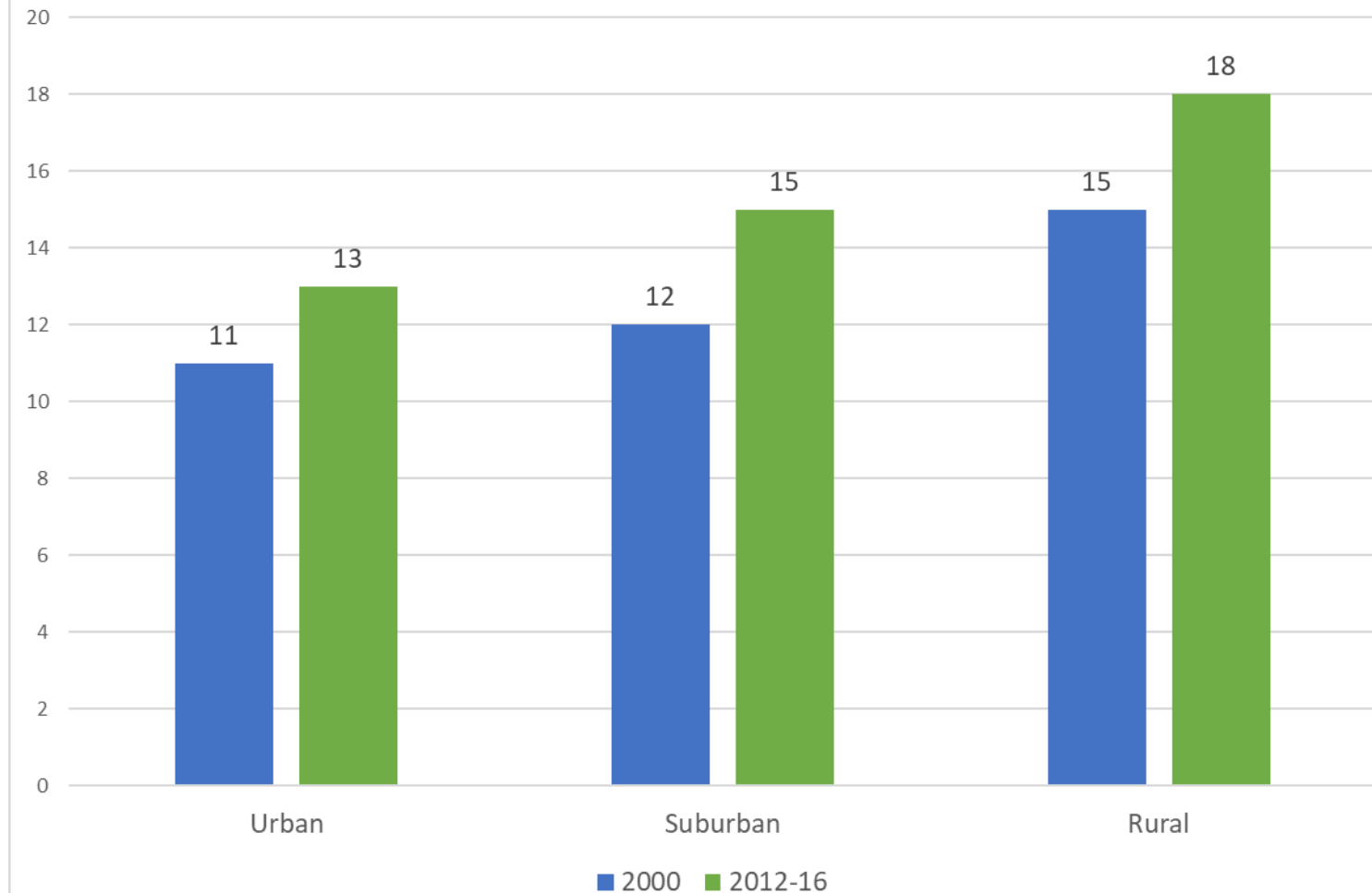Research

Americans over 70

In 2013, Americans age 70 and over were more highly concentrated in popular retirement states like Florida and Arizona, as well as the Midwest and the Appalachians.

0%
5%
10%
15%
20%

https://www.citylab.com/life/2018/05/mapping-americas-aging-population/561200/

The population is aging in all county types
% of population who are age 65 and older

	Urban	Suburban	Rural
2000	11	12	15
2012-16	13	15	18

County type:

Rural

Manitowoc County, Wisconsin, is a **rural** county with a **shrinking** population. The nonwhite share of the population has **increased 3** percentage points since 2000, and the share ages 65 and older has **increased 3** percentage points.

	Manitowoc County		U.S. average, 2016	
	2000	**2016**	**Rural counties**	**All counties**
Population	82,887	80,178	23,448	101,776
Nonwhite share of population	5%	8%	21%	23%
Share of population ages 65+	16%	19%	19%	18%
Share of 25- to 54-year-olds who are employed	86%	84%	72%	73%

Note: 2016 figures based on data for 2012-16.

🟥 Manitowoc County, Wisconsin
⬜ Other U.S. **rural** counties

+
−

Suburbs Are Failing the Elderly

Around two-thirds of Baby Boomers in metropolitan areas live in the suburbs. But as they age, suburbia seems less and less hospitable.

July 11, 2016, 10am PDT | Elana Eden

f Share 🐦 Tweet in ✉ 💬

Nejc Vesel / Shutterstock

All Communities Must Address the 'Housing Crisis for Seniors'

A call to action to change the paradigm of planning and development to better serve an aging nation.

January 30, 2017, 9am PST | James Brasuell | 🐦 @CasualBrasuell

f Share 🐦 Tweet in ✉ 💬

Dvortygirl / Flickr

Northeast Ohio Getting Older, Facing New Challenges

February 13, 2018, 12pm PST

Projections show the under 20 population shrinking in Cleveland while the over 65 population grows.

Cleveland Plain Dealer

Aging in Place in Margaritaville

A Jimmy Buffet-branded 55-plus community in Daytona, Florida is wildly popular. The New York Times Magazine gained early access and ponders its deeper significance.

December 9, 2018, 5am PST | James Brasuell | @CasualBrasuell

More Seniors Living in Suburban and Rural Areas; Aging-in-Place Solutions Needed

Less dense communities provide specific challenges in providing services to residents in need of extra care. More seniors living in suburban and rural communities will require new and scalable solutions.

More Fourplexes Could Mean More Wheelchair Accessible Housing in Portland

Beyond adding more housing to the market, fourplexes could bring a lot more federally mandated wheelchair accessibility to Portland.

May 23, 2019, 11am PDT | Casey Brazeal | ✔@northandclark

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Phillip Merritt / Flickr

This is how boomers are reinventing retirement living

Published: Aug 4, 2019 11:47 a.m. ET

f ✔ in F ✉ 💬 50

...retirement community of the future will be more like a WeWork

Why

Rural Nursing Homes Closing at Rapid Rates

Nursing homes are closing in large numbers in rural communities as a result of a confluence of market pressures.

July 3, 2019, 10am PDT | James Brasuell | ✔@CasualBrasuell

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"Over the last two decades, nursing homes around Minnesota have been closing," reports Peter Cox. "And it has hit rural Minnesotans especially hard. According to data from Care Providers of Minnesota, of the 41 Minnesota nursing homes that have closed since 2007, 31 have been in rural towns."

AARP Survey

- 53% of adults 18 to 49 and 76% of adults 50+ want to stay in their homes for as long as possible

- More than 30% would require home modifications like ramps, chair lifts, wider doorways, and bathroom updates to stay in their home

- 50% currently share or would consider sharing their home
  - Those who are not currently considering it would do so if they needed extra income, help with every day activities, or companionship.

- 1 in 3 say they would consider building an Accessory Dwelling Unit (ADU) in the future to help care for or house a loved one, lower housing costs, or have someone living close by. 7% of adults currently have an ADU

- https://www.aarp.org/research/topics/community/info-2018/2018-home-community-preference.html

Your turn

- What senior housing issues do you have in your community?

Given what we know,

What are communities doing?

Sample Selection

- 30 communities

- Population threshold above 10,000

- Percent of older adults (above 20 percent)

Sample Communities

Palos Heights city, Illinois
Burr Ridge village, Illinois
Crestwood village, Illinois
Niles village, Illinois
Huntley village, Illinois
Norridge village, Illinois
Morton Grove village, Illinois
Madison city, Indiana
Dyer town, Indiana
Fairfield city, Iowa
Grand Haven city, Michigan
Trenton city, Michigan
Escanaba city, Michigan
Southgate city, Michigan
St. Clair Shores city, Michigan
Livonia city, Michigan
Alpena city, Michigan
Alexandria city, Minnesota
Fergus Falls city, Minnesota
Fairmont city, Minnesota
Albert Lea city, Minnesota
Roseville city, Minnesota
Mendota Heights city, Minnesota
Glendale city, Wisconsin
New Berlin city, Wisconsin
Mount Pleasant village, Wisconsin
Greenfield city, Wisconsin
Mequon city, Wisconsin
Two Rivers city, Wisconsin
Greendale village, Wisconsin

Size range:
10,000-94,000

Core cities – 9
Suburbs - 21

65+ ranges from 18.9% to 30.5% of total population

Under 18 ranges from 15% to 23.1%

Ratio of 65+ and under 18 Ranges from 1.84 to 1.02

The closer to 1 the more even the two age groups

Evaluation Tool

- Informed by research and the framework developed by WHO.

- Six Domains:
  - Community Design
  - Design of Public Spaces
  - **Housing Design/Afford-ability Programs**
  - Transportation Design
  - Transportation Programs
  - Community Engagement

The 8 Domains of Livability

Developed by the WHO Global Network of Age-Friendly Cities and Communities

Evaluation Tool

Both Plans and Zoning Ordinances

- Accessory dwelling units
- Unrelated persons living together
- Co-housing
- Cooperative Housing
- Age-restricted housing
- Other senior housing (apartments)
- Assisted living
- Nursing homes
- Continuing care retirement

Plans Only

- Programs to assist low-income seniors
- Programs for accessibility (ramps)
- General programs for housing affordability

Definitions

- ADU – Granny flat

- Co-housing – intentional community of private homes clustered around shared space

- Cooperative housing – A housing cooperative is formed when people join on a democratic basis to own or control the housing and/or related community facilities in which they live

- Age-restricted housing – a residential community, often gated, that typically limits 80% of the residency to individuals who are over a set age

- Continuing care retirement (congregate) – a continuum of aging care needs—from independent living, assisted living, and skilled nursing care—can all be met within the community

Episcopal Homes, St. Paul

Scoring

Plans – 24 points possible

- 0 = if not present or mentioned in the plan
- 1 = If present, but not much explanation about it and only a suggestion (for example, this action "should" be considered)
- 2 = if present and discussed or explained in detail and prescribed (the community "will" undertake this action)

Zoning Ordinances – 18 points possible

- 0 = if not present or mentioned in the zoning ordinance
- 1 = Conditional or special exception or mentioned but not detailed
- 2 = permitted use and/or standards, expansive definitions

- For unrelated persons
  - 0 = unrelated cohabitation not permitted
  - 1 = up to 3 unrelated adults
  - 2 = 4 or more unrelated adults permitted

Preliminary Results – Based on 20 Communities

18 COMMUNITIES HAD PLANS, 2 DID NOT

ALL 20 COMMUNITIES HAD ZONING ORDINANCES

AVERAGE SCORE FOR PLANS – 3 OUT OF 24, 12.5%

AVERAGE SCORE FOR ZONING ORDINANCES – 4.1 OUT OF 18, ~23%

Top Scoring Communities

Plans // 24	Zoning Codes // 18
Scores with 4s, 5s and 6s	Scores with 5s and 6s
Greenfield, WI – 6	Alpena, MI – 6
Greendale, WI – 5	Morton Grove, IL – 6
Mequon, WI	Southgate, MI – 6
New Berlin, WI	Alexandria, MN
Alexandria, MN	Fergus Falls, MN
Fergus Falls, MN	Livonia, MI
Niles, IL	Mequon, WI
St. Clair Shores, MI	
Southgate, MI	

Plan Results

	Average Score/# of Plans	Example Community
Accessory dwelling units	.06/1	Mt. Pleasant, WI
Unrelated persons living together	.06/1	Escanaba, MI
Co-housing	.06/1	St. Clair Shores, MI
Cooperative Housing	.17/3	Fergus Fall, MN
Age-restricted housing	.11/2	Mequon, WI
Other senior housing (apartments)	.83/13	Greenfield, WI (2)
Assisted living	.44/7	Niles, IL
Nursing homes	.22/4	Southgate, MI
Continuing care retirement	.11/2	Alpena, MI

Zoning Results

	Average Score/# of Codes	Example Community
Accessory dwelling units	.4/5	Southgate, MI
Unrelated persons living together	1.2/13	Crestwood, IL
Co-housing	.15/3	Livonia, MI
Cooperative Housing	.05/1	Alexandria, MN
Age-restricted housing	.05/1	Mequon, WI
Other senior housing (apartments)	.4/7	Glendale, WI
Assisted living	.6/11	Alpena, MI
Nursing homes	1.0/14	Two Rivers, WI
Continuing care retirement	.25/4	Niles, IL

Overall Findings

Shared housing ("Golden Girls" or "Big Bang Theory") *is possible in many communities*

ADU's are rare

Missing many aspects of senior housing

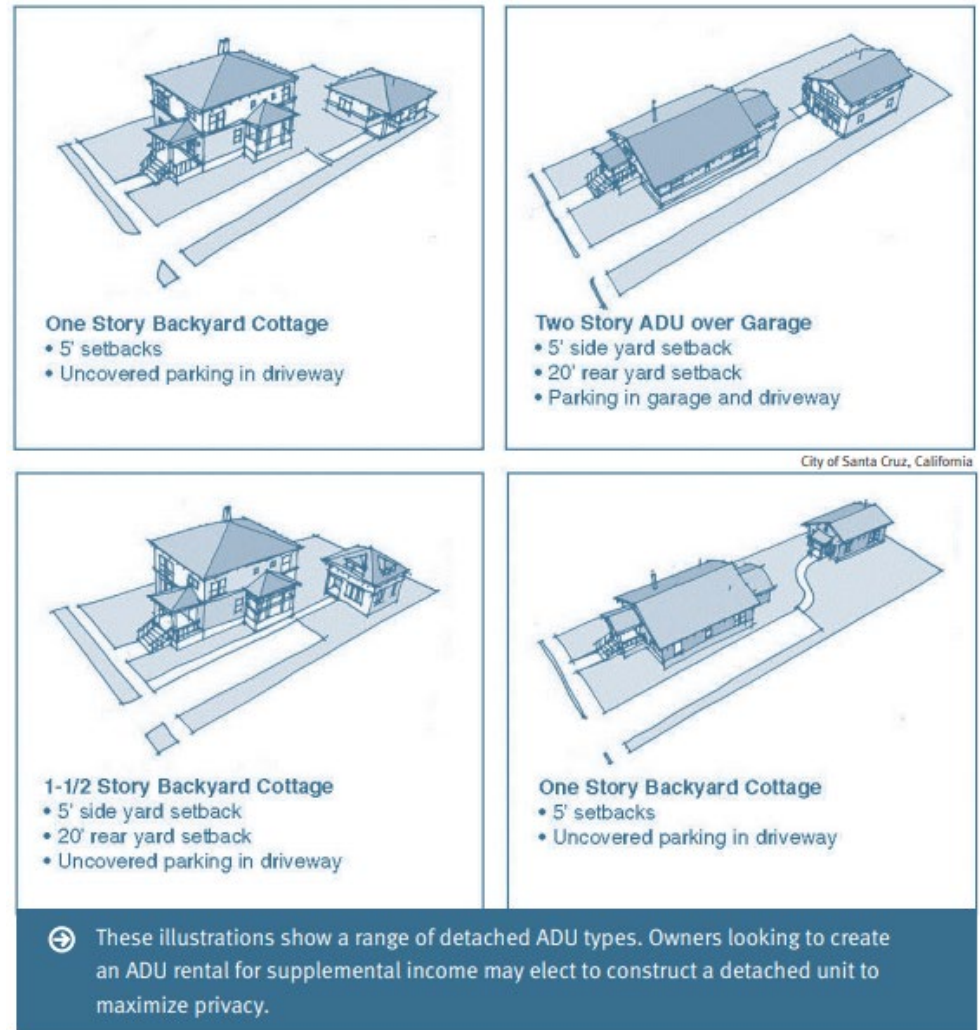Comprehensive plans and zoning codes could be more *age-housing friendly*

Housing Options

- Accessory Dwelling Units (ADUs)
  - What are they?
    - Granny flats or in-law suites
    - Built over or attached to a garage or added to the rear of a house
  - Advantages
    - Create mixed-income neighborhoods without reducing property values
    - Increase density in urban and suburban areas without multifamily development
    - Provide housing for the elderly – a way to age in place
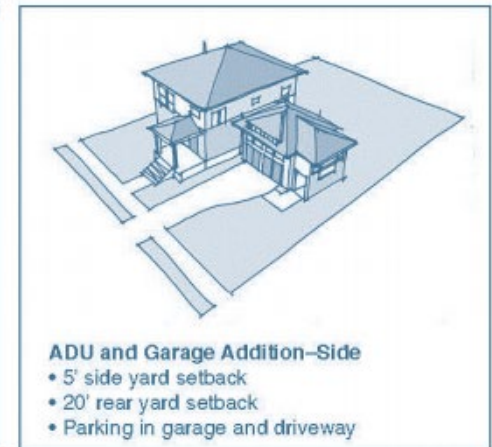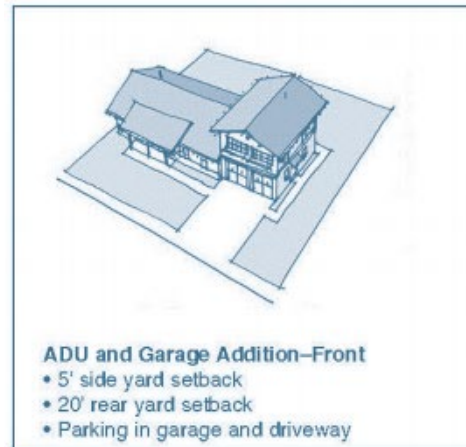   - Workforce and student housing

How to add to ADUs to your community?

- Plan
  - Need support from community and elected officials
  - Amend plan to include an affordable housing goal
  - Amend future land use map to identify where ADUs are allowed

One Story Backyard Cottage
- 5' setbacks
- Uncovered parking in driveway

Two Story ADU over Garage
- 5' side yard setback
- 20' rear yard setback
- Parking in garage and driveway

City of Santa Cruz, California

1-1/2 Story Backyard Cottage
- 5' side yard setback
- 20' rear yard setback
- Uncovered parking in driveway

One Story Backyard Cottage
- 5' setbacks
- Uncovered parking in driveway

➲ These illustrations show a range of detached ADU types. Owners looking to create an ADU rental for supplemental income may elect to construct a detached unit to maximize privacy.

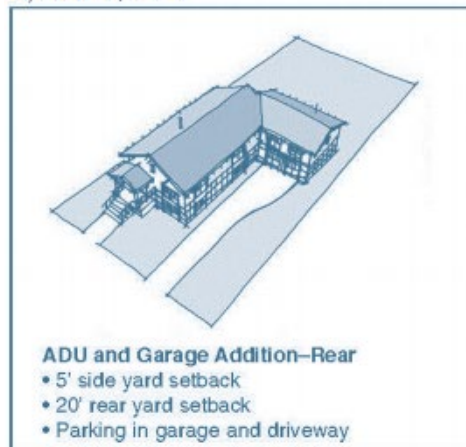Accessory Housing: Zoning Practice, Issue No. 7, July 2012

How to add to ADUs to your community?

- Zoning ordinance
  - Zoning map and land use map are consistent
  - ADUs, both detached and attached units must be defined in the ordinance
  - Parking rules
  - Design standards
  - Number of people who can reside in an ADU
  - Set rules for such possibilities as Air B&B
  - By right or conditional use?

ADU and Garage Addition–Front
- 5' side yard setback
- 20' rear yard setback
- Parking in garage and driveway

City of Santa Cruz, California

ADU and Garage Addition–Side
- 5' side yard setback
- 20' rear yard setback
- Parking in garage and driveway

ADU and Garage Addition–Rear
- 5' side yard setback
- 20' rear yard setback
- Parking in garage and driveway

One Story Backyard Addition
- 5' side yard setback
- 20' rear yard setback
- Parking in garage and driveway

⊕ These illustrations show a range of attached ADU types. Attached ADUs may be preferable for housing extended family members.

Your turn

- Does your zoning ordinance permit ADUs?
- Why or Why not?

Housing Options – Shared Housing

- Unrelated persons – definition of family
  - Because of single-family residential zoning (!?)

  - Typical definition
  - FAMILY - is an individual, or two or more persons related by blood, marriage, adoption, foster child arrangement, or similar legal relationship and functioning as a single housekeeping entity, or such individual or person plus one individual not having such similar legal relationship but functioning as a part of the single housekeeping entity.

  - Monitoring and enforcement issues

  - Not typical
  - FAMILY. An individual or two or more persons related by blood or marriage, or a group of not more than five persons (excluding servants) who need not be related by blood or marriage, living together in a dwelling unit.

MORE NONTRADITIONAL FAMILY UNITS

Guy, Chair, Three-Way Lamp

A Woman, Her Daughter, Forty-four My Little Ponies

The Troy Triplets and Their Personal Trainer

Two Guys, Two Gals, Two Phones, a Fax, and a Blender

R. Chast

Your turn

- Philosophical question
  - Do we define family in our ordinances because we have single-family and multi-family housing?
  - What if we renamed those residential uses? No family definition necessary?

- What is the definition of family in your community's zoning ordinance?

Resources

APA

- https://www.planning.org/knowledgebase/accessorydwellings/

Pew Research

- https://www.pewsocialtrends.org/2018/05/22/demographic-and-economic-trends-in-urban-suburban-and-rural-communities/

AARP Housing

- https://www.aarp.org/aarp-foundation/our-work/housing/

Senior Living

- https://www.seniorliving.org/housing/

AARP Age Friendly Network

- https://www.aarp.org/livable-communities/network-age-friendly-communities/info-2014/an-introduction.html

Comments or Questions?

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