

**GRANNY FLATS: THEIR PRACTICALITY
AND IMPLEMENTATION**

Waterloo, Ontario
April 1982

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THEIR PRACTICALITY AND IMPLEMENTATION

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This project was carried out with the assistance of a grant from Canada Mortgage and Housing Corporation under the terms of the External Research Program. The views expressed are those of the author and do not represent the official views of the Corporation.

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EXECUTIVE SUMMARY

The proportion of elderly persons in Canada is increasing, and it is expected that by the year 2031, 20 percent of the population will be age 65+. Given that currently only 9.5 percent of the population is 65+, this increase will have serious physical, social and economic implications. Of primary concern in this paper is the question of housing for the elderly.

Traditionally, Canada has had one of the highest rates of institutionalization in the world. However, in recent years sociologists and psychologists have found that institutionalization can have negative psychological effects on the elderly. In fact, for some elderly persons the psychological stress of entering an institution may be fatal. Furthermore, institutionalization is an expensive economic burden on the members of the work force. As an increasingly larger number of persons retire, fewer workers are left to pay the cost of social welfare. Thus, for economic and psychological reasons institutionalization does not appear to be the best method of housing the elderly. Instead, the government within the last few years has encouraged the establishment of community based services which permit the elderly to remain a part of the community for a longer period of time.

The Granny Flat is a form of housing that facilitates the provision of community and, especially, family based services.

More specifically, a Granny Flat is a movable, detached and self-contained dwelling unit which is currently being used very successfully

in Australia to house a portion of that country's elderly population. There are models available for both individuals and couples. The unit is placed in the rear or side yard of the property occupied by the elderly person's child or any other person willing to undertake the responsibility for this type of housing. The Granny Flat is rented through a government housing authority and is removed by that authority when it is no longer required. The unit is ideally suited for that segment of the population which is no longer able to be totally self-sufficient and yet do not require extensive medical care and supervision. Generally speaking, the Granny Flat is most suitable for the young old (age 65-74) and the middle old (age 75-84). It is the contention of this paper that a Granny Flat program similar to the one in Australia could be implemented in Canada.

The primary benefit of a Granny Flat is its ability to permit the existence of the extended family. The family is the best entity, in terms of social benefits and efficiency, to provide services to the elderly. Where a group of unco-ordinated or large scale agencies may not perceive changes in an individual's needs, the family can not only detect these changes, but it can also act quickly to satisfy these new demands.

For the family to efficiently and conveniently provide services to its elderly members, the elderly person must live nearby. However, accommodation for the elderly near or with their family is often neither physically possible nor socially desirable. The Granny Flat is a form of housing that permits the elderly to live near their family

and yet maintains the privacy of both parties and eliminates the need for structural modifications to be made to the main house. It is also suggested by psychologists that the care of grandchildren by the elderly gives renewed purpose to the lives of the elderly. The Granny Flat facilitates this type of care.

A further advantage of the Granny Flat is that through the accommodation of elderly persons, it releases formally under-utilized, affordable housing for use by younger families. As well, the capital cost of a Granny Flat would be only \$18,000-\$20,000. This is considerably less expensive than the capital cost per bed of an institution, which would provide essentially the same services as the Granny Flat.

In short, the Granny Flat is an inexpensive form of housing which has the potential to permit the elderly to care for grandchildren, to raise the self-esteem of the elderly, to improve the upbringing of the elderly while preserving the privacy and independency of both age groups.

The Granny Flat is approximately 500 to 700 square feet in area and contains a living room, a bathroom, a kitchen and a bedroom. The unit may be factory furnished as an option. Design features have been incorporated into the construction of the Granny Flat to make life easier for the elderly person, thereby maximizing the ability of that person to care for himself or herself and removing some of the burden of care from the family members. The design may include such features as grab bars, railings, ramps, wide doorways, low shelves,

security bells and smoke detectors.

It is essential to the success of the program that the unit be relocatable. A relocatable unit may be moved from the site where it is no longer required to the lot of another eligible person. This locational flexibility optimizes the use of the unit in terms of its special design features. To facilitate relocation, the units are placed on temporary foundations of pressure treated timber poles. When the unit is no longer required, the lot may be returned to its original state at a minimum of cost. As well, the unit is pre-constructed in the factory and delivered to the site as pre-cut panels. In this way a unit may be placed on a limited access site.

The units are very energy efficient, due primarily to their small size and thorough weather proofing.

If a Granny Flat program were to be implemented, the design of the units should be standardized so as to realize a cost saving. The unit should also be relatively neutral or plain in exterior design, so that the relocatable unit will complement the character of the several homes of varying design with which it may be placed during its lifetime.

The Granny Flat generally requires a lot a minimum of 6,000 square feet in area. This area, however, may vary due to the topography of the lot and the building coverage. It is important that the Granny Flat be placed on the lot so as to minimize the visual intrusion on adjoining property owners. Within the context of the community, the unit should be located near necessary shops and services,

and transportation routes, in order to permit the elderly person to participate in normal daily activities and to lead relatively independent lives.

Water, sewage and electrical services are extended from the main house to the Granny Flat. Given the probable scattered location of the Granny Flat units throughout the community and the lower average number of persons per household today as compared to when the services were laid, it is unlikely that a Granny Flat program would place any strain on existing municipal services.

Rents for the units should be either geared-to-income or fixed at a reasonable percentage of the government's old age pension so as to put the program within the financial reach of all elderly persons.

The capital cost of the unit may be funded by either the implementing body or by an individual. However, if the unit were to be financed by an individual, then ownership of that unit must be transferred to the implementing body before the individual would be permitted to occupy that unit. When the individual no longer requires the unit, he or she would be paid the unit's appraised value by the implementing body and the unit would be removed from the site. This method of private funding can reduce the waiting time for a unit.

Units constructed by the implementing body would be initially funded through the private sector with CMHC assistance. In addition, provincial and municipal sources of funding may be found.

The primary obstacles to the implementation of a Granny Flat program are zoning restrictions; especially those zoning by-law

provisions which regulate:

1. minimum lot area
2. minimum lot frontage
3. minimum front, rear and side yards
4. minimum lot coverage
5. the use of land
6. the users of land

To overcome these restrictions it should be necessary to go through the formal zoning amendment process for this will give the public an opportunity to comment on the proposed placement of Granny Flat units. Rezoning may be either on a municipal wide basis to permit Granny Flats in certain neighbourhoods or else on a site specific basis. In some cases, it may only be necessary to obtain a minor variance to the existing zoning. This process, however, still provides an opportunity for nearby property owners to be heard prior to Granny Flat placement.

To further ensure the proper use of the Granny Flat, strict controls in the form of contracts and zoning by-laws must be entered into and adhered to. These forms of control are necessary to ensure that the unit is used only by an eligible person and that the special design features are thereby fully utilized.

A Granny Flat program could be implemented by a number of agencies, including an individual entrepreneur, a local service club, a church, or a municipality. However, due to the nature of our political system, specific legislation would probably have to be enacted to permit a municipality to implement such a program. Due to its ability to arrange financing, to extend low cost administration and to find an answer to the problem of zoning restrictions, the most

appropriate implementing body would probably be a non-profit housing corporation run by a local non-profit, non-government organization which would own the units, lease the units to the landowners, administer the program and be responsible to the local authorities. Ideally, this implementing body would work in close harmony with both the municipal and provincial governments.

In implementing a Granny Flat program, a pilot project should be first carried out to gauge the demand for these units and to discover any minor problems and oversights prior to implementation on a larger scale. A step-by-step implementation process is outlined in the body of the paper and includes the pre-application, application review, application approval and project evaluation stages of the program. Of particular importance in the implementation process is the administering of a questionnaire. The questionnaire is administered to obtain an indication of demand for a Granny Flat program, to gather information for implementation purposes and to determine the practical and physical limits of such a program. From a questionnaire administered in the City of Waterloo it was found that; the elderly find the term 'Granny Flat' confusing, misleading, and discriminating; little purpose was seen in having the Granny Flat as a detached unit; and the elderly prefer to live close to shops and services. Furthermore, the general consensus of the elderly seemed to be that the Granny Flat is a good idea since it is an alternative to institutional accommodation.

In the implementation process, the role of the implementing body in educating the public, and in particular the affected landowners,

in the purpose and benefits of the Granny Flat is essential so as to minimize public objection to Granny Flat placements.

If zoning restrictions can be overcome then the elderly, their families and society may be able to reap the substantial benefits of the Granny Flat in terms of affordable housing, decreased health care costs, stronger family ties, and an increase in the quality of life.

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PREFACE

This research paper is concerned with Canada's increasingly aging population and its need for suitable accommodation other than institutional care. More specifically, the applicability to Canada of a form of housing for the elderly called a Granny Flat is examined. A Granny Flat is a movable, detached and self-contained dwelling unit which is currently being used very successfully in Australia to house a portion of that country's elderly population. There are models available for both individuals and couples. The unit is placed in the rear or side yard of the property occupied by the elderly person's child or any other person willing to undertake the responsibility for this type of housing. The Granny Flat is rented through a government housing authority and is removed by that authority when it is no longer required. The unit is ideally suited for that segment of the population which is no longer able to be totally self-sufficient and, yet, do not require extensive medical care and supervision. In this respect, the unit is also ideal for disabled persons who are not elderly. Although this paper primarily addresses the Granny Flat as a type of housing for the elderly, its usefulness as a form of accommodation for the disabled, in general, should not be overlooked.

The primary advantage of the Granny Flat is that it permits for the existence of the extended family, and is thereby an alternative to institutionalization for the elderly. This paper contends that such a living arrangement would have a number of economic and social benefits.

It is proposed that this paper will be of assistance to provincial

and federal housing authorities, municipalities, non-profit organizations, and any other agency or individual interested in implementing a Granny Flat program and to those persons who are simply interested in learning more about this innovative type of housing for the elderly. This paper should be looked upon as a compilation of information intended to provide knowledge and understanding of terminology, physical implementation procedures, and legislation. An attorney, an appropriate government agency, or an engineer should be consulted whenever more definitive interpretations of legislation and regulations are needed or whenever specific engineering problems are encountered.

I would like to thank Professor George Rich and Professor David Estrin of the University of Waterloo for their assistance with the legal implementation section of this paper. Both Mr. Charles Voelker, a councillor for the City of Waterloo, and Mr. Tom Slomke, the Director of Planning for the City of Waterloo were sources of great encouragement. Further, the review of existing Granny Flat programs in the United States and Australia was made possible through the information supplied by Dr. P. L. Shepherd, Director of the Senior Centre Training Institute, the University of Maryland; Mr. E. W. Guion, President, Coastal Colony Corporation, Lititz, Pennsylvania; Mr. E. J. Duffy, Community Development Specialist, City of Rockville, Maryland; and Mr. N. Green, Manager, Victoria Housing Commission, Melbourne, Australia.

I would especially like to thank my advisor, Dr. Michael Lazarowich, without whose enthusiastic support and cooperation the preparation of this paper would not have been possible.

This paper was funded in whole by a grant from Canada Mortgage and Housing Corporation under the terms of the External Research Program.

CHAPTER I

INTRODUCTION

A. Purpose and Approach

The purpose of this paper is to examine the Granny Flat as an alternative method of housing elderly persons in Canada. This chapter will study current demographic trends as they relate to society's ability to accommodate its aging population. Present methods of accommodating the elderly will be broadly examined and suggestions made as to why Granny Flats may be a more appropriate method of housing a part of that population.

Following chapters will describe the Granny Flat concept more fully and recommend a comprehensive implementation procedure.

Finally, the City of Waterloo will be used as a case study to demonstrate how this implementation procedure may be used in a medium-sized community.

B. The Elderly: A Definition

Since the primary concern of this paper is the elderly and because the word 'elderly' is often loosely used, it is necessary to define this term. This task is easier said than done for there is no

unarbitrary way to decide who is elderly and who is not. However, for the purpose of gathering and presenting data, generalizations and classifications of the population must be made.

The most common criteria for defining the elderly, or senior citizens if you will, is in terms of chronological age. It must be stressed that "chronological age alone is a poor basis for classifying people according to their social, health and economic needs, and capabilities." The elderly are not all alike. There may be a difference of as much as thirty or more years between the youngest and the oldest of them, and their physical and mental state may be as varied as the rest of the population. However, for regulatory, administrative and operational reasons this paper will define the elderly as that group of persons aged 65+, the common retirement age. Within this group, the potential clients for Granny Flats could probably be almost exclusively classified as the young old (65-74) and the middle old (76-84).

C. The Nature of the Problem

Canada's number of elderly residents is growing, both in terms of absolute numbers and as a percentage of the total population (Table 1). Since future population figures are difficult to accurately predict, Statistics Canada has examined a number of scenarios. Projection No. 3 is based on one of these scenarios and is frequently used in current discussions of future policy issues. It assumes a fertility rate of 1.80 and a net migration of 60,000. As shown in Table 1, this projection indicates that the population aged 65 years and over will

Table 1: Canadian Population Projections by Age
 (Statistics Canada Projection No. 3) (population in thousands)

Year	Total Population	0-17	%	18-59	%	60-64	%	65+	%
1976	22,993	7,312	31.8	12,774	55.6	905	3.9	2,002	8.7
1981	24,330	6,933	28.5	14,134	38.1	963	4.0	2,310	9.5
1986	24,713	6,833	26.6	15,159	58.9	1,110	4.3	2,615	10.2
1991	26,975	6,966	25.8	15,918	59.0	1,114	4.1	2,980	11.0
1996	27,993	6,993	25.0	16,640	59.4	1,115	4.0	3,248	11.6
2001	28,794	6,805	23.6	17,401	60.4	1,165	4.0	3,425	11.9
2011	30,068	6,411	21.3	17,968	59.8	1,764	5.9	3,924	13.1
2021	30,877	6,378	20.7	17,255	55.9	2,151	7.0	5,093	16.5
2031	30,935	6,162	19.9	16,715	54.0	1,817	5.9	6,240	20.2

Source: Victor W. Marshall, Aging in Canada: Social Perspectives (Don Mills: Fitzhenry and Whiteside, 1980), p. 205.

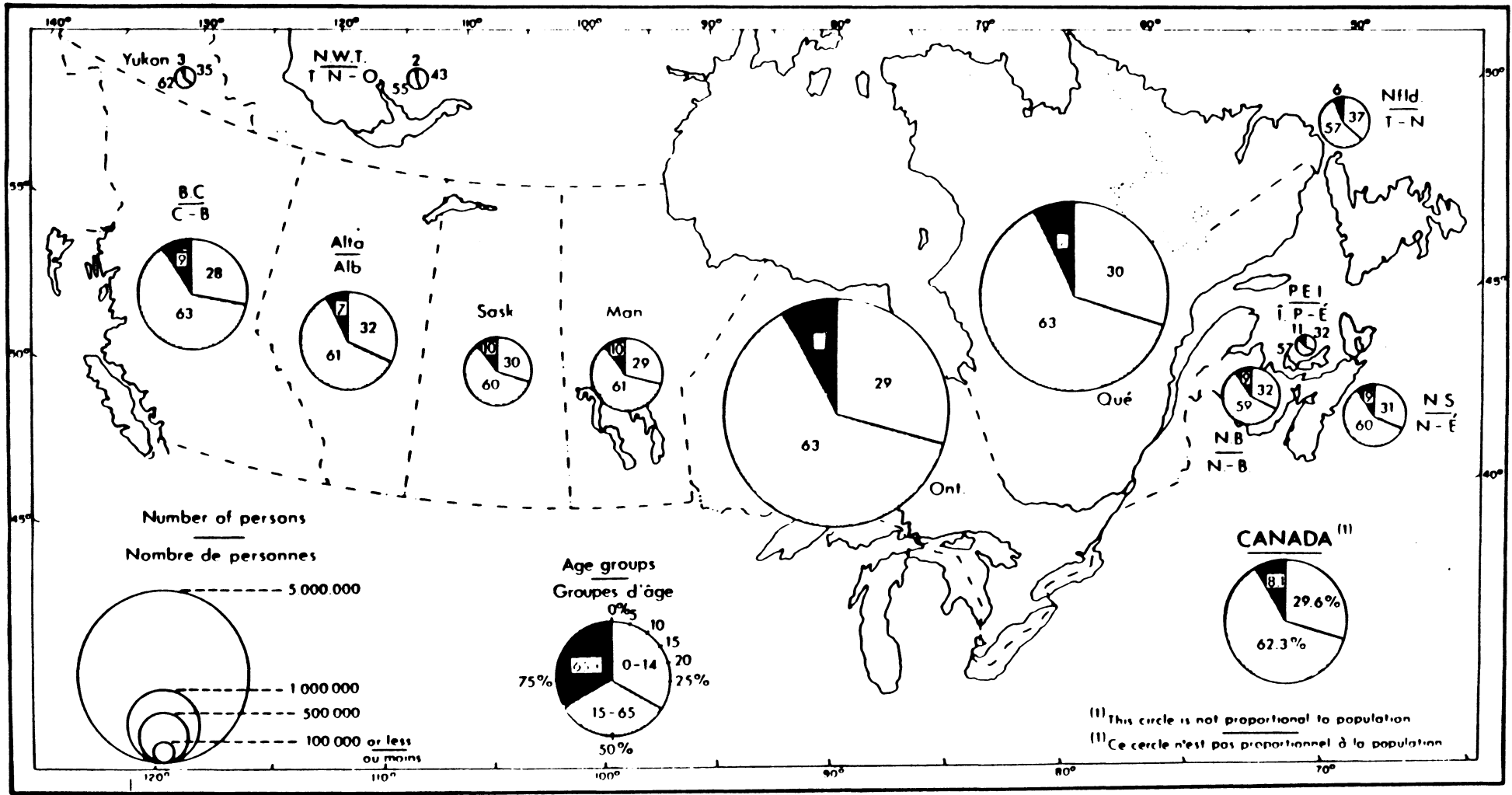
rise slowly from 8.7 percent of the total in 1976 to almost 12 percent in 2001. Then, it will grow dramatically to just over 20 percent by the year 2031. It is interesting to note that the United Nations considers a country to be 'old' if more than 8 percent of its population is over 65.² This classification perhaps emphasizes the seriousness of Canada's aging trend.

Figure 1 illustrates the percentage breakdown of the provincial populations by age for 1971. As can be seen, the figures for Ontario are very close to the national average, while Newfoundland and Prince Edward Island are, respectively, below and above the national average. It is likely that these significant interprovincial variations in age structure will continue into the future because of the different levels of economic development between the provinces, and because of varying patterns of immigration and migration. As a result, some provinces may be more severely affected by an aging population than others.

A massive shift in the age structure of a population has far-reaching effects on society's physical, social, and economic components. However, one of the most important questions to be answered is how are we going to house the older population in a form of accommodation that is suited to their physical and mental state, and yet not strain the limited financial resources of society.

Traditionally, Canada's approach has been to institutionalize the elderly in facilities such as hospitals, nursing homes and homes for the elderly. In fact, Canada has one of the highest rates of institutionalization in the world. Tables 2 and 3, compiled by Schwenger and Gross, show that with the exception of psychiatric care,

Figure 3: POPULATION BY SPECIFIED AGE GROUPS
CANADA AND PROVINCES-1971



CENSUS OF CANADA 1971

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Source: Lewis Auerbach and Andrea Gerber, Perceptions 2: Implications of the Changing Age Structure of the Canadian Population, (Ottawa: Science Council of Canada, July 1976), p. 13.

Table 2: Percentage of Persons 65 and Over in Various Types of Institutions at any Given Time Canada, England and Wales and the U.S. 1970-77

Type of Care	Canada ¹ (1976)	England and Wales (1970-71)	U.S. (1973-77)
Hospital Care	2.3	1.8	1.0
Nursing Home-Residential Care	5.8	2.4	5.0
Psychiatric Care	0.4	0.9	0.3
All Types of Institutional Care	8.4	5.1	6.4

¹ Percentages do not add up to "All Types of Institutional Care" due to rounding of numbers.

Source: Victor W. Marshall, Aging in Canada: Social Perspectives (Don Mills: Fitzhenry and Whiteside, 1980), p. 205.

Table 3: Percentage of Persons 65+ in Institutional Care on Any One Day, Canada, Great Britain and the U.S., 1961-63 and 1970-77

Canada	Great Britain	United States
1962-63 7.7	1961-62 4.6	1961-62 4.7
1976 8.4	(England and Wales) 1970-71 5.1	1973-77 6.3

Source: Victor W. Marshall, Aging in Canada: Social Perspectives (Don Mills: Fitzhenry and Whiteside, 1980), p. 205.

Canada's rates of institutionalization recently and traditionally have been greater than those of the U.S., England and Wales. It is, however, cautioned that the definitions of "institution" are inconsistent among the three countries, and as such these figures are only tentative. It could be argued that Canada's relatively high figures may be due to a higher percentage, in comparison to the U.S., England and Wales, of every old (85+) and middle old (75-84) persons who required more institutionalization and health care services than the young old (65-74). However, Schwenger and Gross comment that:

Aside from the demographic factor, Canada's institutional rate among the aged must be placed within the context of the general tendency in this country to institutionalize our 'deviant' citizens be they criminals or invalids, young or old.³

Changing lifestyles and insured health services have contributed to what appears to be an abnormally high rate of institutionalization. Increased mobility in response to the desire for economic betterment has resulted in families living apart from one another. Frequent moving is not conducive to community support and carrying for the elderly. Further, changing sex roles and the need for additional family income has resulted in more women entering the work force. Table 4 illustrates the dramatic increase in the percentage of married women in the work force. Between 1951 and 1971 the percentage of married women, 15 and over, who were in the work force increased by more than three fold. Increased participation in the labour force by women has decreased their ability to care for aged parents or parents-in law.

Table 4: Participation Rates¹ of Married Women in the Labour Force By Age, 1951-1971

Age	1951	1961	1971
15-19	15.9	23.1	33.8
20-24	16.8	25.7	46.8
25-34	10.7	18.7	35.6
35-44	10.5	21.0	36.9
45-54	8.9	21.1	35.9
55-64	4.4	11.9	23.3
65 and over	1.2	2.2	3.7
15 and over	9.6	18.5	34.1 ²

¹The participation rate is that percentage of the population (aged 14 and over) who are in the labour force. The "participation rate" for married women is that percentage of all married women in the population who are in the labour force.

²The total participation rate for 1971 includes women between the aged of 25-64 instead of 15 and over.

Source: K. Ishwaran, The Canadian Family, revised ed., (Toronto: Holt, Rinehart and Winston of Canada Ltd., 1976), p. 65.

The wide availability of insured health services has also encouraged institutional rather than home care. Because home care services were not insured simultaneously with hospital and institutional care, Canadians have been forced to seek institutional solutions to the health care problems of the aged.⁴

Whatever the reason or reasons for Canada's high rate of institutionalization, it is becoming increasingly evident that institutionalization is not the definitive solution for housing the majority of our older population. In fact, as early as 1966 the Special Committee of the Senate on Aging warned that:

Old people's homes, nursing homes, and hospitalization should be considered only if absolutely necessary. There is a great deal more preaching of this principle in Canada than actual practice.⁵

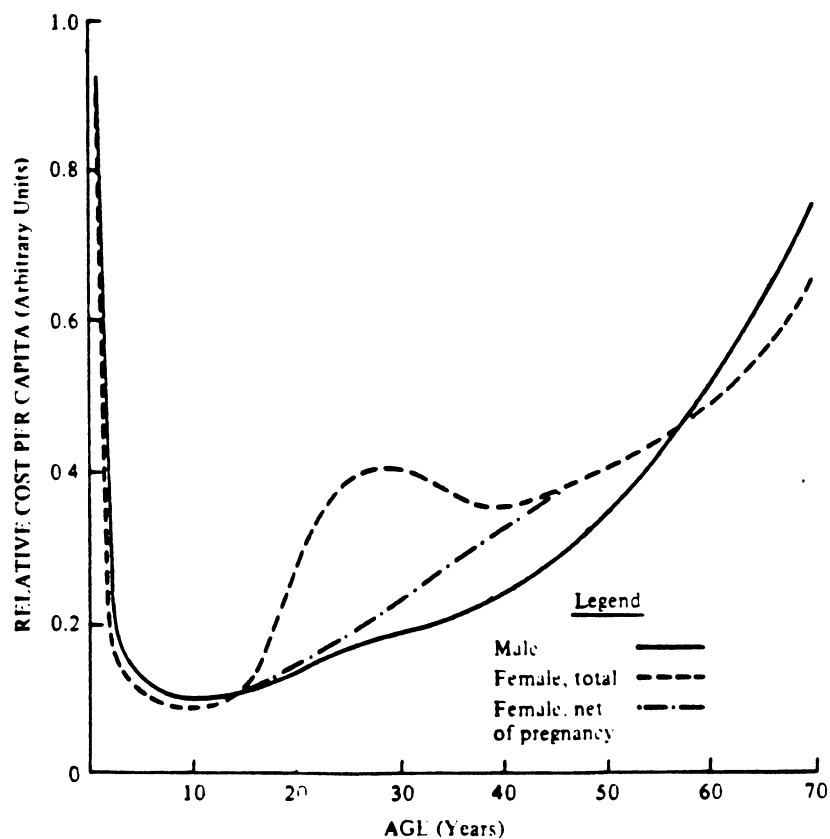
More recently, the Interministry Committee on Residential Services stated:

. . . we in Ontario tend to provide strong financial incentives for the elderly to go into institutions rather than remain in the community with the aid of support services.⁶

The problem of institutionalization can be basically classified as economic and social/psychological.

In terms of economics, institutionalization can be a serious drain on society's financial resources. As a larger percentage of the population retires from the work force, fewer workers are left to pay the cost of social welfare. This burden on the worker is further increased as the population ages and demands more health care (Figure 2). For example, it has been estimated that if present rates of utilization continues, the elderly in Ontario will be consuming over 50

Figure 2: Relative Per Capita Costs of Health Care For Males and Females by Age

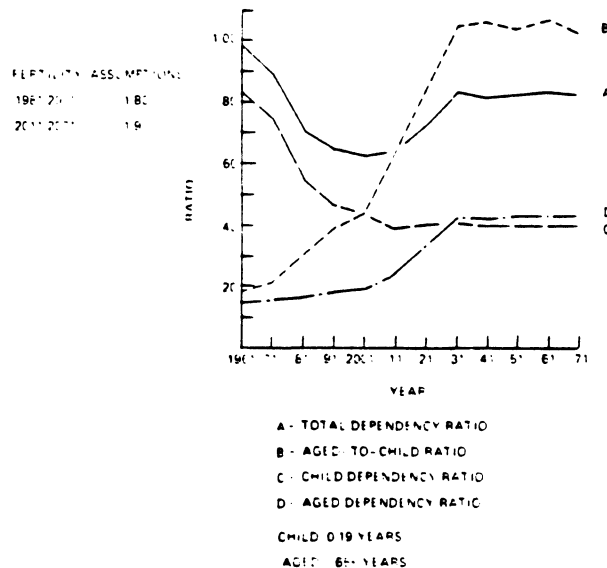


Source: Victor W. Marshall, Aging in Canada: Social Perspectives (Don Mills: Fitzhenry and Whiteside, 1980), p. 234.

percent of all health-care resources of that province shortly after the turn of the century.⁷

The aged dependency ratio in Figure 3 illustrates the increasing proportion of elderly persons (65+) to those persons employed in the labour force. The elderly are, however, not the only broad age group which is dependent on the working population. Children 0-19 years of age are also generally considered not to be employed and are therefore dependent for support on those persons aged 20-64 who are involved in the work force. The presently low fertility rate is expected to continue into the future with the result that the child dependency ratio is likely to fall.

Figure 3: Dependency Ratios for the Canadian Population, 1961-2001



Note: The dependency ratio is calculated by dividing the population of the broad age group under consideration (i.e., 0-19 or 65+) by the total population age 20-64.

Source: Lewis Auerbach and Andrea Gerber, Perceptions 2: Implications of the Changing Age Structure of the Canadian Population, (Science Council of Canada, 1976), p. 16.

It appears that the decrease in the child dependency ratio will soften the burden on those persons who are working. In fact, Figure 3 shows that the total dependency ratio is now decreasing because of the decreasing child dependency ratio and that even at its predicted high point in 2031 the relative size of the working population, compared to the total population, will be slightly greater than it was in the 1971 census. This may tend to suggest that our aging population poses no future economic hardship to working persons.

However, Figure 3 must be viewed with caution for it assumes that the common retirement age will remain at 65 and that young people will generally find employment by age 20. Instead, new technology and a demand for more leisure time may lower the retirement age. Further, the quest for higher education may mean that younger persons are not ready to enter the work force until they are in their mid 20's. Consequently, the number of persons in the work force may be substantially decreased in proportion to the child and aged population.

Figure 3 can also be deceiving in the sense that it shows only a mathematical relationship between the working and non-working elements of the population. It is incorrect to assume that an elderly person requires the same value of goods and services as a child. An American study estimates that government expenditures are three times greater for older dependents than for children.⁸ As a result, even if Canada's total dependency ratio does stabilize in the future, the large aged population may place an economic burden on the working population.

Perhaps a more important problem than economics because it deals directly with the welfare of the elderly, is the social/psychological aspect of institutionalization. It is impossible to categorically state that institutional living for the elderly is either good or bad. In many cases the infirmities of age and insufficient financial resources to afford extensive home care services make institutionalization the only alternative. That is, there is:

a point beyond which it is no longer fair to older people, their families, or to the community to sustain the psychological, social or financial costs of home care. There comes a time when institutions are quite appropriate in the life of a residual proportion of elderly Canadians, particularly at very advanced ages.⁹

Furthermore, although most patients may, at first, enter these institutions with some apprehension, the companionship of their peers, the proper administration of medication, the easing of their discomforts, the existence of organized recreation, and freedom from the concerns of domestic chores may combine to make their life pleasant, thus replacing the lonely and uncared for existence they may have previously experienced.

In short, institutions can and do provide a very needed service to society. However, as the Special Committee of the Senate on Aging indicated in its 1966 report, it is likely that there are some people in institutions who should really not be there. A 1966 study in Montreal found that almost half of the old people in expensive institutional care could have led independent lives.¹⁰

A lack of money and a place to live, rather than health problems severe enough to prohibit community living, may force some people to enter institutions. Income after age 65 drops by approximately 40 percent

while housing costs as a proportion of this income rise accordingly and often reach well above the 25 percent level that is generally considered to be acceptable.¹¹ It is estimated that approximately 50 percent of the single aged with low income in Canada must spend half of their income on shelter.¹²

Since the elderly must pay for many home care services which further erode their income, it may be cheaper for them to simply enter an institution for care. Under such circumstances, entry into an institution is likely to be seen by the elderly as a form of incarceration when their freedoms and familiar surroundings are lost to a strictly regimented, clinical environment. Such a feeling is unlikely to contribute to the enjoyment of that person's remaining years. In fact, the psychological stress on an individual entering an institution might be fatal. The results of a study done by Morton Lieberman in the early 1960s in Chicago showed that:

First-year mortality rates in a home for the aged apparently are related to the impact of institutionalization on the aged but are not related to average age on admission or to the number of chronically ill persons admitted.¹³

In short, because of economic and/or social/psychological factors, institutionalization is not always an ideal method of housing the elderly population.

D. Solutions to the Problem

In response to the negative factors associated with institutionalization and to the prospects of an increasingly aging population,

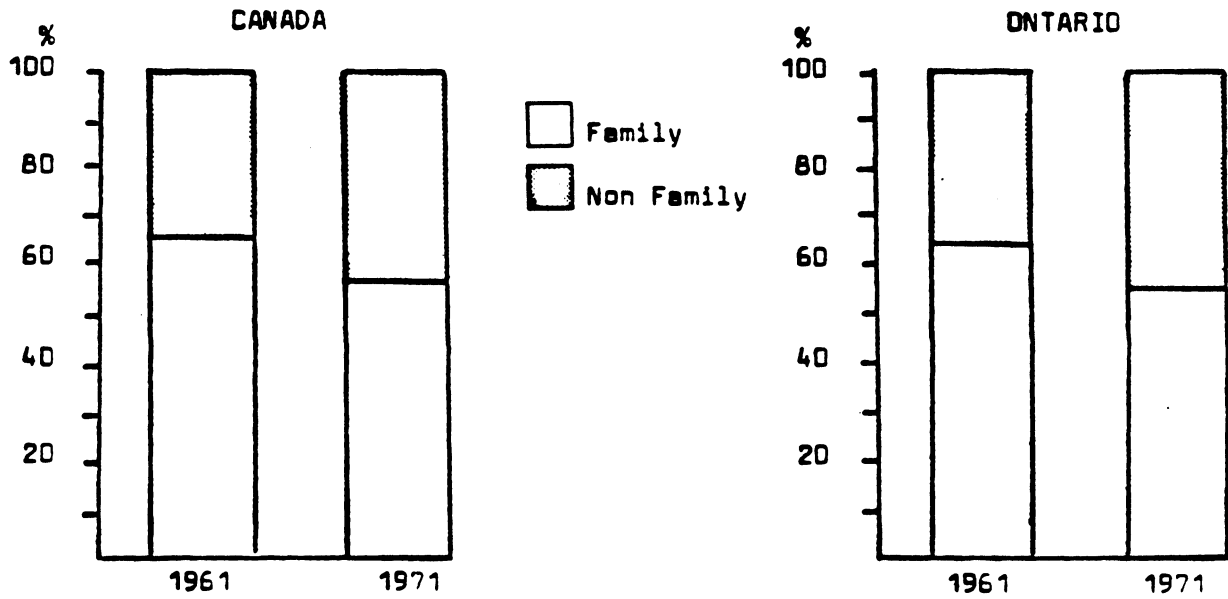
responsible levels of government have taken action to reduce the trend towards institutionalization. The solution, of course, to less institutional care was to increase the length of time that the elderly spend within the community. Low rent units for the elderly are provided by the local housing authorities. Further, services such as meals-on-wheels, dial-a-ride, home care, vacation care, day care, foster care, homemakers, the Victorian Order of Nurses, and the public health nurse program were developed to care for and assist the elderly, thereby permitting them to remain in the community, and usually within their own homes for a longer period of time.

In this system, a set of services can be tailored to the individual's needs, whereas in an institutional setting a standard set of services would be offered whether the individual needed them or not. The community based services, therefore, have the potential to cut health care costs. Further, by keeping the elderly in the community, a heterogeneous environment is maintained, in which the elderly with their years of work, observation and reflection are a valuable source of knowledge.

Many of these services are regulated and funded, at least in part, by provincial ministries and the services are provided by a multitude of agencies at the local level. These local agencies may be run by either the government, the private sector or a non-profit group.

At first glance this system of services seems to be working successfully. Figure 4 shows that a larger proportion of the elderly are living independently in the community. Schwenger and Gross have

Figure 4: Household Status of Population 65 and Over
1961 & 1971



Source: Antônia E. Andrae, Senior Citizens' Housing: Locational Considerations and Social Implications (Toronto: Centre for Urban and Community Studies, University of Toronto, August 1978), p. 8.

found that Ontario has had a decrease in the utilization of residential care facilities by the elderly.¹⁴ Further, the percentage of all households in Canada which included the household head's father or mother increases slightly between 1966 and 1971, the first sign of an increase since 1956 (Table 5). This increase may be a direct result of such services as day and vacation care for the elderly which permit the children to care for their aged parents while still enjoying the two paychecks and the vacations provided by their modern lifestyle.

A closer examination of community based services reveals some serious problems. For example, in Ontario "community programs which would serve the chronic and disabling conditions of the elderly are only sporadically funded and loosely organized."¹⁵ At the same time the problem is compounded by a government policy to reduce the bed-to-population ratio.

The funding provided for these services is limited at all levels of government. Since expanding community based services cannot replace existing institutional care entirely, the provincial government tends to view these services as added costs to an already strained budget, rather than as cost savers. The government is therefore hesitant to fund these services fully. Municipalities are primarily dependent upon property taxes for their revenue. Since this source of income is relatively fixed, municipalities find it difficult to provide even the essential services such as policing and snow removal which are continuously increasing in cost. As a result, municipal contributions to these community services must be quite limited. An increase in federal government funding for these services seems unlikely in light

Table 5: Percentage Distribution of Population by Relationship to Head of Household, Canada, 1956-1971

Household Relationship	1956	1961	1966	1971
Total	100.00	100.00	100.0	100.0
"Nuclear family" members	86.75	89.20	90.87	91.50
Head	24.73	25.29	26.17	28.30
Wife	19.84	20.02	20.25	20.87
Son or daughter	42.18	43.89	44.46	42.33
"Related" members	5.38	4.45	3.87	3.84
Son-in-law or daughter-in-law	0.59	0.45	0.32	0.31
Grandchild	1.15	1.07	0.87	0.77
Father or mother	0.84	0.53	0.45	0.52
Brother or sister	0.95	0.78	0.75	0.83
Father-in-law or mother-in-law	0.69	0.62	0.56	0.50
Brother-in-law or sister-in-law	0.56	0.47	0.44	0.40
Other relatives	0.60	0.53	0.48	0.50
"Nonrelated" members	7.87	6.35	52.6	4.66
Nonrelatives	7.87	6.35	52.6	4.66

Source: K. Ishwaran, The Canadian Family (Toronto: Holt, Rinehart and Winston of Canada Ltd., 1976), p. 73.

of recent reductions in cost-sharing for social and health programs. In short, government funding for these services is inadequate and without proper financing these services have a difficult task in providing assistance to the elderly.

Since there are a number of community services, all of which may be regulated, funded and delivered by different agencies, it is often very difficult to co-ordinate these services. As a result, duplication or gaps in service may exist. For example, Project Lift type programs and a number of transportation services run by volunteers may operate in an area already well serviced by public transportation. In contrast, another neighbourhood further removed from essential facilities may suffer from a lack of transportation services for the elderly. Further, as an individual ages his or her needs change. A group of unco-ordinated agencies may not perceive this change and as a result continue to deliver a static, inappropriate set of services.¹⁶

As can be seen, the ability of community based agencies to deliver the services required by the elderly may be impaired by financing and co-ordination problems. Until these problems are corrected some other mechanism for the delivery of services must be found. It is the contention of this paper that under some circumstances the family should be more fully utilized as a service entity.

The results of a 1978 survey of Ontario's elderly, commissioned by the Ontario Economic Council, tentatively estimates that approximately 47.5 percent of Ontario's elderly population had living children or grandchildren who they saw very often.¹⁷ This figure suggests that the potential exists for some form of family assistance,

if it does not already exist.

The major advantage of the family as a service delivery entity is that it is capable of tailoring and co-ordinating a very specific set of services for its elderly member(s). The delivery of services is on such a personal scale that any change in need is quickly perceived and accommodated. Further, the concern of service financing is not as crucial, as it is assumed that the vast majority of the services required would be provided at little or no cost by the family. In short, the utilization of the family as a service entity would improve the co-ordination and reduce the costs of the services provided.

There are, however, two major factors that may restrict the utilization of the family as a service entity. First, as previously noted, changing lifestyles have seen an increase in the percentage of married women in the work force. Consequently, there may be long periods of time during the day that no family member is available to provide the necessary services. Furthermore, it is unlikely, even after the day's work is over, that a family member will relish the thought of being continually away from their place of residence for the purpose of providing services to the elderly.

Second, the provision of services by the family assumes that the family is relatively close to the elderly person receiving the services. Time or distance of travel may physically prohibit the provision of services on a daily basis. For the provision of services to the elderly by a family to be successful, the separation between the two parties must be small so as to provide ease of access.

There are a number of solutions to these problems. Assuming that the elderly person requires someone to be close at hand 24 hours a day, a day care service may be utilized while the family members are at work or school. When the work day is over, the family members would be responsible for the continuation of services. In essence, this method would divide the responsibility for the care of the elderly between the family and society as a whole. It is also quite conceivable that the elderly person may not require constant supervision. That is, the elderly person may be able to cope by himself or herself while the family members are at work, and only require assistance in the evenings to permit them to function satisfactorily in the community. This assistance may still, however, be hampered by their relative isolation from family members. Ideally, this problem may be overcome by the elderly person living with or near his or her family members. In many situations this is a feasible solution. Unfortunately, in other cases this may not be possible either because the family's residence cannot physically accommodate another individual, or because no suitable form of accommodation is available for rent or purchase in the immediate neighbourhood. Furthermore, there may be a deep rooted desire; both on the part of the elderly and the family members, for privacy and the maintenance of their present lifestyle. Both or either party may feel that co-habitation could restrict certain activities and freedoms, thereby causing tensions.

What is required is a form of housing that will permit the elderly and their family to live in close enough contact for the

efficient delivery of necessary services and yet far enough apart for the maintenance of privacy and separate lifestyles. The next chapter will discuss the Granny Annexe and the Granny Flat as two forms of housing that may satisfy these requirements.

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CHAPTER II

THE GRANNY ANNEX AND THE GRANNY FLAT

A. Introduction

As far as can be determined there are only two publicly supported programs in the world that actually attempt to provide a form of housing that permits an elderly person to live near his or her family; these are the Granny Annexe and the Granny Flat programs. The Granny Annexe which exists in England is primarily the same concept as the Australian Granny Flat. There are, however, some design and regulation components that differentiate the two and warrant an individual study of each.

B. The Granny Annexe

The Granny Annexe is a self-contained dwelling built adjacent to a family home. As such, it offers the dual advantage of independent living for its elderly occupant, and help from a neighbour if needed. It is speculated that this form of housing originated centuries ago. Before the existence of social welfare, the aging of the parents and the growth of the immediate family may have necessitated the partition of or the erection of an addition to the family dwelling. This may

have been especially the case in an agricultural community where the father handed the farm down to the son but was still required to assist, although to a lesser degree, in the operation of the farm.

In England, the Granny Annexe is most common in the private sector. There are, however, some housing authorities that have experimented with this arrangement. There are three basic design options that have been implemented in Britain's Granny Annexe program (Appendix A). The elderly tenant(s) may be settled in a ground-floor flat beneath the linked unit, in a flat above the linked unit, or in a bungalow adjacent to it.

A study was completed in 1976 by Anthea Tinker for Britain's Department of the Environment to determine the successfulness of the Granny Annexe program.¹ To accomplish this task, Tinker's research team interviewed both the tenants of the Granny Annexe and the linked dwelling, and the staff of the local housing authorities which had implemented such a program.

From the local housing authorities' perspective these schemes are a qualified success although some problems do exist. The advantages and problems are specifically discussed as follows:

Advantages

1. **Releasing Under-Occupied Housing:** The moving of an elderly person from an under-occupied dwelling unit has made these units available for larger families, thus decreasing the pressure on the housing authority to build 'normal' single family dwellings. Further, the

more compact design of the Granny Annexe is more consistent with the physical limitations of the elderly person.

2. Saving the Older Person from Going into Residential Care: The smaller, more suitable accommodation and the close proximity to help offered by their family have permitted that elderly person to live within the community for a longer period of time.
3. Linked Neighbours Gave Substantial Support to the Old Person and Thus Saved the Local Authority Expense: Often children live too far away to provide the care and attention needed by the aged parent. Despite the best of intentions, distance might prove to be too great a barrier to permit daily visits by the children. Granny Annexes eliminated this problem.
4. Helping Clear Sites for Redevelopment Where There Were Many Old People to be Rehoused: The offer of housing with a Granny Annexe seemed to lessen the anxiety of moving of both families and old people.
5. Advantages by Comparison with Sheltered Housing: Some housing authorities felt that in certain circumstances Granny Annexes were better for the elderly than sheltered housing.² Some elderly people do not like being in cloistered surroundings with other people of the same age. Families also tend to shelve their responsibilities when their aged relatives go into a sheltered housing development. Furthermore, Granny Annexes are less expensive than sheltered housing.

6. Giving Variety and Choice: As a form of housing the Granny Annexe provides a wide choice for tenants, particularly for those families who want their elderly to live near, but not with them. Such a choice helps to preserve family ties and satisfy the desire of the elderly to be part of the community.

Problems

1. What Happens When the Elderly Person Dies? It has been difficult for the housing authority to persuade the family to move out so that the linked units may be rented to another family and its elderly relative. As a result, many Granny Annexes are occupied by persons unrelated to the tenants of the linked dwelling. In some cases the Granny Annexe tenant may not even be an elderly person. Such occupancies destroy the whole concept of the Granny Annexe as a means for the family to conveniently provide assistance to its elderly members.
2. What Happens When the Family Moves? No housing authority has ever evicted an elderly person for this reason. Instead, they simply rent the linked dwelling to another family, who is not usually related to the Granny Annexe tenant. As in the previously listed problem this creates a situation for which the units were not originally designed.

3. **When Families and the Elderly Want to be Near But Not Next Door:**
Most housing authorities have reported that some families have requested to be near but not next door to their elderly members. Apparently, there is a fear that their privacy may be impinged upon.
4. **Design and Noise:** There appears to be a conflict of needs in the design schemes where the elderly were either beneath or above their linked neighbour. Because of disabilities associated with age the elderly sometimes find it difficult to climb the stairs to a second floor flat, and therefore prefer to live on the ground floor. However, this location is also preferred by families, especially if they should have young children. In such designs the noise from children may disturb the elderly.
5. **Leasing the Units:** The provision of public housing varies according to the circumstances of the individual. As a result, it may be difficult for both the family and the elderly person to emerge simultaneously at the top of the waiting list. In addition to death or a move this is one of the chief reasons why the occupant of the Granny Annexe and the occupants of the linked unit are generally not related.

From the perspective of the elderly, the Granny Annexe scheme appears to be an unqualified success. The study completed by Tinker discovered a number of interesting statistics and thoughts pertaining to the Granny Annexe. This information is highlighted as follows:

1. Of the Granny Annexe occupants surveyed 68 percent were over 70, and 20 percent were over 80. The proportion of over-70's living in their own homes (the Granny Annexe) was almost double that found in the national elderly population. What makes this figure even more significant is the fact that the tenants of the Granny Annexes were found to be more impaired than those of the same age group in the general population. This tends to suggest that Granny Annexe living for the elderly is conducive to an independent community existence.
2. Approximately 84 percent of the Granny Annexe occupants needed some form of help with domestic tasks, such as odd jobs and housework.
3. Most of the elderly received a very large amount of support from their families next door and it is unlikely they would have managed without such support. Furthermore, most of the elderly either helped the family now, or had done so in the past. Tasks such as baby-sitting, looking after pets, paying the rent and admitting service men were commonly carried out by the elderly.
4. Independence was a constant theme running through all the comments of the elderly. The potential, provided by independent living, to maintain one's privacy, whether or not this option was exercised, was of primary concern.
5. Of former Granny Annexe occupants, most had remained at home until their death. None had gone to an old people's home.
6. The main reasons for the elderly moving into Granny Annexes were

to be near a relative (32%) and to occupy a smaller home (18%).

7. Approximately 89% of the elderly Granny Annexe tenants and their families were 'very well satisfied' or 'satisfied' with their form of housing.
8. Of those elderly who lived next to their family, over half spend part of the day or evening together, half had meals together, two-fifths shared car journeys and one-fifth went shopping together.
9. Most of the elderly (74%) expressed a desire to live in a mixed community, stating that they liked to see children and younger people, rather than being solely with persons their own age.

In summary, Tinker concludes that the Granny Annexe is successful.

It is sensible from the point of view of society, because it saves money on local services and may prevent the elderly person from entering into a residential care facility. As well, it seems that this is what at least some elderly persons want. However, problems do exist primarily due to the inflexibility of the units and the fact that it is difficult to rent both units together to related families when one of the units becomes empty, because often the family or the elderly person does not want to move. The solution to this problem is not through stricter leasing agreements, but through more flexible unit design. As we shall see, the Australian Granny Flat may be a solution to just such a problem.

C. The Granny Flat

A Granny Flat is a movable, detached and self-contained dwelling unit which has been used in Australia for the past seven years to house a portion of that country's elderly population. The unit is placed in the rear or side yard of the property occupied by the elderly person's child or any other person willing to undertake the responsibility for this type of housing (Appendix B). The unit is suitable for single or double occupancy. In the case of a couple, only one of the spouses must be eligible for occupancy.

The unit is usually rented to the owner of the property on which it is to be situated, from a government housing authority and is removed when it is no longer required. Those persons who rent property are also eligible for the program as long as they have the permission of the property owner. In this sense the very poor are not ineligible simply because they do not own a home and a yard. There are no income limitations imposed upon the Granny Flat occupant and rent is fixed at a small percentage of pension income.

The Victoria Housing Commission in Melbourne, Australia currently owns and leases out approximately 600 of these units. There is a waiting list of approximately 18 months for these rental units.

It must be emphasized that as with the British Granny Annexe, the Australian Granny Flat is most suitable for that segment of the population which is no longer able to be totally self-sufficient and, yet, do not require a high level of constant medical care. That is, the Granny Flat is not intended to replace an institution in the

provision of chronic care. A family, in the majority of cases, does not have the expertise and resources to provide such professional services as the administering of medication and therapy. Clearly a centralized facility with professional staff and equipment can provide these services more efficiently and effectively.

However, the Granny Flat may be able to reduce the demand for institutions that provide residential care. The family, rather than society, would help the elderly with such tasks as housework, cooking, bathing, and shopping. The provision of these tasks are in the scope of most families and would permit the elderly person to live within the community until such time that he or she requires the professional care that the family cannot provide.

The purpose of the Granny Flat is to permit the elderly person and his or her family to live close enough to one another to make the provision of these services convenient and therefore feasible. Smaller homes, and particularly the increase in the number of apartments have often made it impossible for a family to take in an elderly person. Furthermore, low vacancy rates and the nature and location of the neighbourhood may make it difficult for the family to move near the elderly person or for the elderly person to move near the family. Even if the family's dwelling unit is physically suited for the accommodation of an elderly person, this arrangement might be spurned by those families and/or elderly persons who prefer to pursue a more independent lifestyle. It is unclear as to whether the construction of smaller homes encourages or merely echoes the decline in multi-generation families.³

The Granny Flat offers a solution to some of these possible circumstances. For those persons with single-family dwellings, a Granny Flat may be placed on the same lot. As a result, the elderly person is located close enough for the family to extend help when necessary and yet live independently from the family, thus protecting each party's privacy.

The Granny Flat differs from Britain's Granny Annexe in an important respect. The Granny Flat is a detached, relocatable unit, whereas the Granny Annexe is a permanent structure directly attached to the family dwelling. As Tinker noted in her evaluation of Britain's Granny Annexe, the major problem involved the re-leasing of the unit and the linked family unit together when one or the other units become vacant. This problem does not exist in Australia's Granny Flat program, since the Granny Flat is removed by the housing authority from the lot where it is no longer required to the lot of the next person on the waiting list. As a result of this locational flexibility the Australian housing authorities can enforce a regulation that usually limits occupancy of this unit only to the elderly. This permits maximum benefit to be derived from the program. That is, the housing authorities can ensure that an elderly person or persons will be located adjacent to their family, thus increasing the probability that most of the elderly person's needs will be provided by the family rather than society.

In this sense the Granny Flat appears to be a successful modification of the Granny Annexe. As such, this paper will attempt to state

guidelines, with regard to Canadian circumstances, for the implementation of a housing scheme similar to Australia's Granny Flat program.

D. Benefits of the Extended Family

By permitting the existence of the extended family, the Granny Flat and other similar housing units may have economic and social/psychological benefits to society.

(i) Social/Psychological Benefits

In its broadest definition, the extended family refers to family structures that extend beyond the nuclear family, the family unit typically consisting of a husband, a wife and their children. The smallest variety of extended family type is the stem family, which normally consists of two families in adjacent generations, based on economic blood ties. The type of living arrangement permitted by the Granny Flat, that is, a family consisting of parents living very near their children and grandchildren, would satisfy the definition of a stem family.

In social terms, such living arrangements would give young children an opportunity to grow with and learn from their elders, while the elderly would have help nearby to carry out the tasks which they are no longer able to perform independently. As a result of this contact with other people, loneliness and institutionalization amongst the elderly would decrease.

Studies have shown that extended families have both instrumental and psychological value. Kempler has found that:

Close emotional relationships especially between grandparents and grandchildren, can be quite important. Close kin serve to relieve parents from being the sole sources of affection and care and can often diffuse overly intense relationships between parents and children. Kin can become important objects of identification and social learning. Older kin can provide experiences of historical continuity and awareness of important aspects of the life cycle. Extended kin are also important for stable transmission of an ideology and value system.⁴

The ability of the extended family to influence social behavior is evident in Japan. The crime rate in Japan is by far the lowest of the industrialized countries. According to Yasushi Hara, a writer of social and economic issues, the low incidence of crime is primarily due to the Japanese social structure, which is built around the family.⁵ Three generation families are common in Japan, as nearly 80 percent of the elderly live with their children.⁶ This may be compared with only 22 percent in the U.S.⁷

It is speculated that the Japanese are reluctant to commit crimes lest they bring shame and disgrace to their families.

It may be unwise to go so far as to state, uncategorically, that a return to the extended family in Canada would result in a decrease in our crime rates. Canada's social and cultural values differ from those of Japan. However, Canadian studies have shown the extended family to be of benefit to society.

Andor Tari, a psychologist at the University of Guelph, feels that the extended family is a solution to many of society's child-

care problems and a way to give renewed purpose to many elderly people at the same time.⁸ According to Tari, less than one quarter of all Canadian families live in the once typical dad-works-mom-stays-at-home format, and about 80 percent of the families who need it have no access to adequate child care.

The elderly should take an active child-rearing role for they can "provide the type of unconventional love which is of utmost importance in providing stability and security in children, the type of love younger parents cannot always provide because of the pressures and problems they face in the work force."⁹ Tari contends that this type of arrangement would not only enhance self-esteem, motivation and self-reliance in the children, but would give the elderly the satisfaction of knowing that they are performing a necessary role.

Tari's research amongst Toronto's Hungarian community showed that grandchildren who were part of an extended family and cared for by their grandparents were more motivated, less afraid of failure and more able to handle frustrations, than when they were cared for by babysitters. Further, the grandparents involved in caring for their grandchildren become happier and many concerns about aches and pains became "less frequent and less consequential."¹⁰

Although the relationships and understanding of all three generations involved were enhanced greatly by living together, Tari feels that perhaps a 'physical' return to the extended family may not be such a good idea. Anxiety levels of the younger parents generally increased when the grandparents moved into the same dwelling on a

permanent basis. Many parents complained that the grandparents were trying to assume the entire responsibility for child-rearing.

As a result of this anxiety, Tari suggests that a 'functional' return to the extended family, whereby the elderly family member performs his or her daily child-rearing function, but returns home each evening may be more practical and realistic. This would safeguard many factors, such as the privacy and independence of the parents.

However, such a 'functional' arrangement may be difficult if the distance and/or time of travel from the elderly person's home to the home of their child is lengthy. Further, this arrangement would not permit the elderly person to conveniently receive any necessary help from their children in the evenings.

The Granny Flat may be the practical solution to these problems, assuming that the elderly are well enough to care for children in the first place and that the family's lot is physically suitable. In this arrangement the grandparents would be able to care for their grandchildren during the day without having to travel far, since they would be living in a separate unit on the same lot. The privacy of both parties would be protected. Further, it is reasonable to assume that the parents out of gratitude for the care of their children would extend to the grandparents any help that they may require. That is, this arrangement would be mutually beneficial to both parties. It is interesting to note that this concept of mutual help was a finding of Tinker's study in regards to Britain's Granny Annexe program.

In brief, the Granny Flat has the potential to permit grandparents to care for their grandchildren, to raise the self-esteem of

the elderly, to improve the upbringing of children, to provide for the needs of the elderly and to permit both parents to work, while preserving the privacy and independency of both age groups.

ii) Economic Benefits

The economic benefits of a Granny Flat program based on rents-geared-to-pension-income are potentially significant to the low income elderly. That is, the Granny Flat would be a clean, comfortable and convenient form of housing at a reasonable cost. Further, the availability of this accommodation may permit the elderly to liquify their assets by selling their older homes. Alternatively, an elderly person may wish to arrange for residency in a Granny Flat and lease out their larger home as a means of producing income.

The existence of the extended family due to the Granny Flat may be of economic benefit to society in terms of the supply of housing and health care costs.

A recent study conducted for American Standard by Clayton Research Associates Ltd. states that ownership of a single-detached house "has been and will probably continue to be, the preferred form of housing in this country."¹¹ Further, opinion polls estimate that 95 percent of the home buying Canadian public want a single-detached house.¹² At the same time, mortgage rates have risen so dramatically that it is now estimated that a family would have to be earning \$42,000 per year to afford a traditional single-detached dwelling.¹³

The average family income today in Canada is \$27,000.¹⁴ Assuming that mortgage rates remain the same at 17 percent, Ray Boivin, vice-president of Canada Mortgage and Housing Corporation, estimates that the average family's chance for home ownership is only one in six.¹⁵

It is the contention in this paper that a large number of Canadian families, who now cannot afford a new single-detached dwelling are able to afford an older less expensive single-detached dwelling, assuming that these dwellings are available. A year ago the average national price of a new single-detached dwelling was \$119,000, whereas the average price for used houses resold through multiple-listing realtors was only \$69,400.¹⁶

The Granny Flat may be one method of ensuring that a larger number of used single-detached dwellings come on the market. In 1976 over 60 percent of those persons 65 and over owned and occupied their own homes.¹⁷ When you consider that over 80 percent of all homes owned in Canada in 1976 were single-detached dwellings,¹⁸ it is likely that the vast majority of homes owned by the elderly are single-detached dwellings. The elderly person may be more willing to move from the home that he or she has occupied for years, if he or she is offered an attractive alternative to institutionalization, such as a Granny Flat.

From a strictly economic point of view, the maintenance of an elderly person in a single-detached dwelling is inefficient since the dwelling space is generally not utilized to its fullest potential. For example, in Ontario in 1971 approximately 7 percent of all households had more than one person per room, while among the aged, this figure dropped to less than 1 percent.¹⁹ It seems senseless to continue

building single-detached dwellings that are really not necessary. Instead, smaller dwelling units such as Granny Flats are required to encourage the single-detached dwellings that are presently being under-utilized to be put on the market for the benefit of those persons who are buying a house for the first time.

The extended family, through the Granny Flat, may also be of economic benefit to society in that it reduces the cost of health care. As has been previously mentioned, it is assumed that the family can deliver the essential services to the elderly at less cost than can community based services and residential care institutions. In Ontario, the minimum cost of maintaining an individual in a residential care facility is approximately \$16-25 per diem.²⁰

It remains to be seen whether or not the implementation of a Granny Flat program--including the construction, placement, maintenance and administration of the units--to permit the family to provide these services, is more expensive than institutional care or the provision of community services. Such a study is beyond the scope of this paper and is, perhaps, more suited as a task for an economist skilled in the science of cost-benefit analysis. However, it must be at least noted that any costing done in this respect must also weigh the quality of the three environments: the Granny Flat, the institution, and the elderly person's own home. That is, any cost-benefit analysis must determine the value placed by an individual on his or her present or future environment. In consideration of the discussion in the previous section of this paper regarding the merits of the extended family it is expected that the Granny Flat would score very highly in

this valuation method. For the time being it is interesting to note that the capital cost of a Home for the Aged is approximately \$35,000 per bed, while the cost of a Granny Flat would be about \$18,000.²¹

Endnotes - Chapter II

1. Anthea Tinker, Housing The Elderly: How Successful are Granny Annexes? (The City University: Department of the Environment, 1976).
2. Sheltered housing is a form of housing for the elderly which is similar in nature to Canada's senior citizen apartments. Independent, self-contained units designed specifically for the elderly, are grouped around communal facilities and supervised by a resident warden.
3. Antonia E. Andreae, Senior Citizen's Housing: Locational Considerations and Social Implications (Toronto: Centre for Urban and Community Studies, University of Toronto, August 1978), p. 1.
4. J. Ross Eshleman, The Family: An Introduction, 2nd ed. (Boston: Allyn and Bacon, Inc., 1978), p. 95.
5. Yasushi Hara, "The Streets Are Safe," Urban Innovation Abroad, Vol. 2, No. 7 (July 1978), p. 1.
6. Ibid.
7. Ibid.
8. "Re-creating the Family," Kitchener-Waterloo Record, 19 January, 1982, sec. 4, p. 33.
9. Ibid.
10. Ibid.
11. Clayton Research Associates Ltd. for American Standard, "Survey of Single-Detached Home Ownership in Canada: Principal Findings on Affordability," Toronto, 1981. (Mimeographed.), p. 10.
12. Kaspans Dzeguze, "The End of the Single Family Home," Today (January 30, 1982), p. 6.
13. Ibid.
14. Ibid.
15. Ibid.
16. Ibid.

17. Clayton Research Associates Ltd. for American Standard, p. 19.
18. Ibid., p. 10.
19. Andreae, p. 13.
20. Interview with Les Philips, Ontario Ministry of Community and Social Services, Waterloo, Ontario, 20 November 1981.
21. Ibid.

CHAPTER III

IMPLEMENTATION OF A GRANNY FLAT PROGRAM

A. The Granny Flat Within the Context of Government Policy

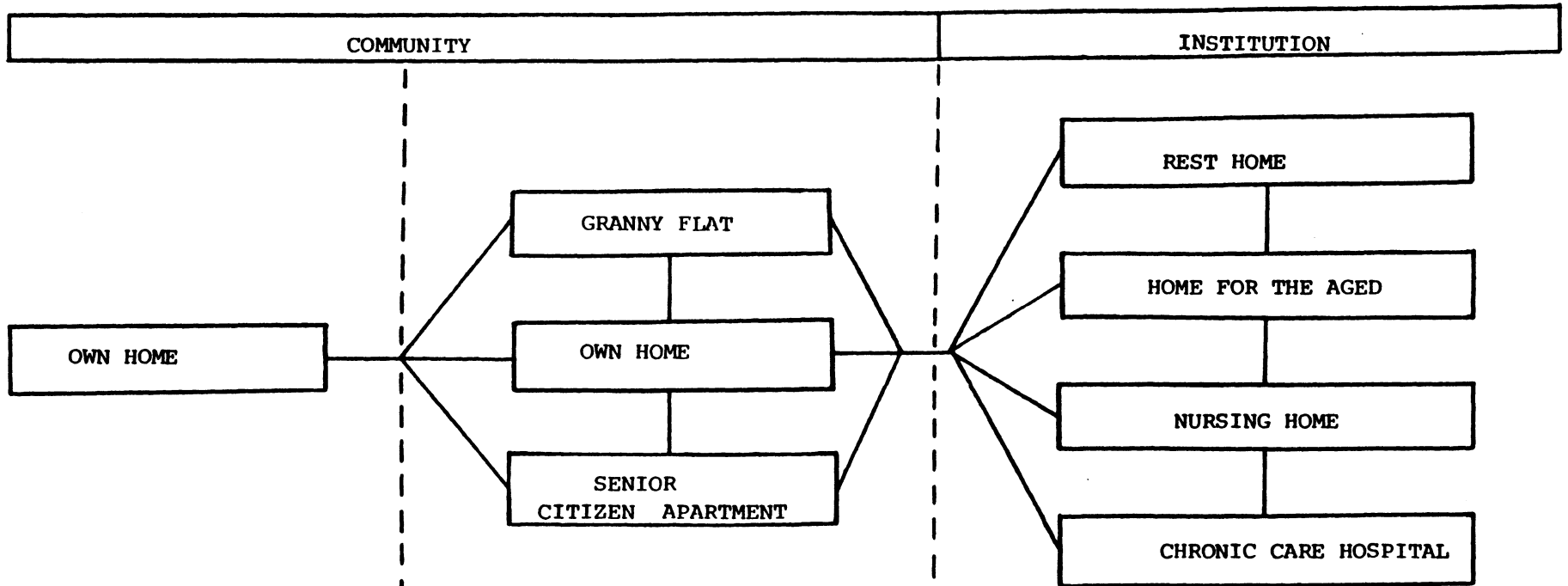
As was discussed in Chapter I, provincial governments have within only the last few years come to the realization that the level of institutionalization in Canada is much too high. To remedy this situation the provinces have reduced the priority given to institutional spending and have encouraged the provision of services to the elderly for the purpose of home care.

The ministries responsible for care of the elderly now envisage a progressive system of care which they refer to as a 'continuum of care'. Ideally in this system the individual is provided with services only as he or she may require them. Figure 5 illustrates the types of accommodation and how their corresponding services became more intensive as the elderly individual becomes increasingly disabled.

As the individual ages and finds it increasingly difficult to maintain both body and household, services such as meals-on-wheels and homemakers are provided by local agencies. If the maintenance of the individual's household becomes too much of a burden, then entry into a smaller and more easily maintained dwelling such as a senior citizen's apartment may occur. Similarly as this unit becomes a burden, even with the provision of community services, the individual

Figure 5: Housing Types and Services

INCREASING PHYSICAL AND/OR MENTAL DISABILITY →



SERVICES REQUIRED:	INDEPENDENT LIVING	SEMI-INDEPENDENT LIVING	DEPENDENT LIVING
<ul style="list-style-type: none"> -no services required -complete ability to care for oneself 	<ul style="list-style-type: none"> -occasional help from family and/or community services in regard to cooking, cleaning, maintenance, shopping and transportation -periodic visits from public health nurse -may be a reduction in the size of dwelling which must be maintained 	<ul style="list-style-type: none"> -24 hour supervision -elimination of tasks related to the running of one's own household -medical care may range from none to the administering of medication and therapy by a specialized medical staff -varying levels of organized recreation 	

may decide to enter an institution. Rest homes and homes for the aged that provide residential care may meet the individual's needs by simply eliminating the tasks associated with the running of one's own home such as cleaning and cooking. Any further decline in the individual's health, requiring constant medical attention, would demand the medical expertise of a nursing home's staff or the staff of a home for the aged which offers more than just residential care. Finally, serious declines in health, requiring specialized equipment and staff, would result in the individual being moved to a chronic care facility.

Obviously, if an individual were to go through this system as outlined, a number of moves would be involved. Moving from one environment to another is not conducive to good health, especially when it involves moving the elderly person from one institution to another.¹ To minimize the effects of such moves, health and social service complexes under an integrated management have been developed. Such a complex may comprise of a recreational and social centre, an adult care centre, apartment units where minimal care services are provided, a residential care facility, a nursing home, and a chronic care hospital. An elderly person who is admitted to this type of complex "can have access to the more intensive, higher order services as the individual's own abilities deteriorate and he requires increasingly more support."² The varied resources of these complexes should be able to respond to the unique and changing needs of the individual without the need for that person to be moved to another facility, far

from friends, family and other familiar surroundings.

The Granny Flat may also be able to provide a continuum of care that tailors the necessary services to the individual. For those elderly individuals involved in such a program the need for senior citizen apartments, residential care facilities and many community based services may be eliminated. Instead, the family would be able to supply the elderly with the necessary services. Further, such personalized service has the ability to quickly change as conditions demand. The elderly person would not have to enter a residential care facility unless the family, assisted by community based services, was physically unable to supply the demanded services. Such a situation could occur if the elderly person required continuous supervision. Under ideal conditions, the elderly person would remain with his or her family until such time that constant nursing care was necessary.

In short, the Granny Flat has the potential to minimize the number of moves that must be made by the elderly where complexes that provide a continuum of care are not available. Further, the family through the Granny Flat can tailor make a set of services for the elderly member of the family, just as well as, if not better than, the integrated service complex. In this sense the Granny Flat conforms to what seems to be a government policy of providing a 'continuum of care' to the elderly.

B. Physical Aspects of Implementation

(i) Introduction

The remainder of this chapter relies heavily on material that has been received from municipalities, commissions, and companies who either are now actively implementing a Granny Flat program or who have considered implementation of such a program in the past. At this time, it is important to give a brief summary of the work going on in the United States and Australia regarding Granny Flats. Although the names of these programs may vary, the concept of a self contained, relocatable dwelling unit for the elderly is identical to Australia's Granny Flat program.

The City of Rockville, Maryland has prepared an implementation plan for a form of housing that it terms a 'Grandparent's Cottage'. This proposed program appears identical to the Granny Flat scheme except in the matters of rent and notification of placement. The rent scale of the Grandparent's Cottage is geared to income, whereas tenants of Granny Flats pay a fixed rate of approximately 20 percent of their old age pension. Rockville's implementation program also recommends that the neighbour's permission be sought prior to placing a unit. No such provision is included in the Granny Flat program.

Although the proposal has received enthusiastic support, a pilot program has not yet been introduced due to funding problems and fears by council that such a program would pre-empt the private sector and create an undesirable precedent by permitting two dwelling units on one lot.

Upper Share Aging, Inc. which is associated with the University of Maryland has developed a Granny Flat management plan and hopes to investigate the matter further this summer.

The State of California has enacted a bill that identifies the Australian Granny Flat concept as an 'authorized prototype' for senior citizen housing. A company named Flair House in Santa Maria, California has proposed the manufacturing of these relocatable units.

Mr. Edward Guion, President of Coastal Colony Corporation, a builder of manufactured homes in Pennsylvania, is in the process of introducing a Granny Flat prototype called an Elder Cottage. It is Guion's intention to sell, rather than rent, these units to the public. The unit was designed in consultation with the Lancaster County, Pa., Area Agency on Aging. The public has expressed a keen interest in the project; however, project realization is being inhibited primarily by zoning ordinance restrictions. Some counties have only recently taken steps to make the necessary amendments to their zoning ordinances.

Although details are sketchy, Seattle, Washington also appears to be encouraging a Granny Flat program.

In conclusion, it is evident that many parts of the United States are actively examining Australia's Granny Flat program. Some municipalities have gone so far as to outline an implementation procedure, while others seem to be cautiously examining the feasibility of such a program. The United States' somewhat sudden interest in an alternative form of housing for the elderly is largely due to the same demographic, social and economic factors now facing Canada. Its

population is aging, health care costs are increasing and the social sciences are finding that the environment has a major effect on the health and happiness of the elderly. These similarities, and others in regard to climatic and cultural conditions, between Canada and the U.S. make any American study pertaining to Granny Flats of interest to those persons involved in implementing such a program in Canada. The following sections will describe the physical implementation of Granny Flats and Elder Cottages, and speculate how this may apply to Canada.

(ii) Unit Design and Construction

The Australian Granny Flat varies between 400 and 600 square feet in area (Appendix C) while the American Elder Cottage, as proposed by Coastal Colony Corporation, is slightly larger, varying between 508 and 720 square feet (Appendix D). A Canadian designed unit would be of similar area.

The Elder Cottage contains a living room, a bathroom, a utility nook, a galley kitchen and an optional bedroom wing. If space or economics dictates, this wing could serve as living/sleeping quarters using a sofa bed. A two bedroom unit is also available where economics, space and preference permits. The Granny Flat includes a bedroom as a standard design feature.

The optional bedroom wing may be a reasonable modification to the Granny Flat concept in some cases. It should, however, be remembered that as people grow older they become more susceptible to illness and

are bedridden more frequently than those who are young, As such, a decision to eliminate a separate bedroom from a possible Canadian design should not be made hastily.

The Elder Cottage comes equipped with a one piece fiberglass tub/shower, toilet, vanity, medicine cabinet, refrigerator, stove, kitchen cabinets, sink, electric water heater, and baseboard electric heaters. There is a hook up for an optional stack washer/dryer. The Granny Flat comes similarly equipped, with the exception of the bathtub and refrigerator. There are no laundry facilities as it is assumed that the elderly person is able to conveniently use the facilities in the main house. This would seem to be a reasonable assumption that would also pertain in the Canadian context.

For the purpose of convenience and an integrated design, all major appliances should be included as part of the unit. The preference for a combination bathtub/shower, rather than only a shower would probably vary from person to person. Canada Mortgage and Housing has, however, found that many elderly persons show a preference for a hand-held, flexible cable hose type shower. Further, showers and seats, instead of bathtubs have proven popular in past CMHC projects.

From a review of the available literature it appears that the Granny Flat does not come furnished, whereas the Elder Cottage is furnished as an option. Over the years most people collect items that become of sentimental value to them, whether it be their great grandfather's rolltop desk, or simply an old tea cup. Other more functional household furnishings are also generally collected throughout one's

lifetime. Consequently it is likely that the perspective Granny Flat tenant would be able to furnish his or her unit with familiar items at little cost. However, so as not to preclude from occupancy those persons with few suitable furnishings and limited financial resources to purchase such, the factory furnished unit is an attractive option.

Careful consideration of the interior and exterior design of the unit is essential to the success of a Granny Flat type of program. Although the majority of the elderly do not have serious physical difficulties, the process of aging does eventually result in significant changes in the sensory, perceptual and motor abilities of the elderly. These changes may be compensated for by modifying, reducing and simplifying the living environment.

Design features have been incorporated into the construction of both the Granny Flat and the Elder Cottage to make life easier for the elderly person, thereby maximizing the ability of that person to care for himself or herself and removing some of the burden for care from the family members. The compact design of the unit reduces the elderly person's work load in terms of maintenance. Light switches and electrical outlets are suitably placed to minimize bending and reaching. The door sizes and clearances also address the needs of the handicapped elderly allowing wheelchair access to the entire unit. An entrance ramp instead of stairs could be easily adapted at the site during installation or if need be at some later date. Handrailings and grab bars are also installed in strategic locations of the unit such as the bathroom to increase mobility and prevent falls. For added security an alarm bell is placed on the outside of the unit and

may be triggered by switches found in both the bedroom and the bathroom. An intercom system between the unit and the main house may also be installed for the convenience and security of the elderly person. Smoke detectors should also be installed in all units.

Housing the Elderly, a 1975 publication by Central Mortgage and Housing Corporation details many design features that should be incorporated into housing for the elderly. The points which are salient to Granny Flat design are found in Appendix E.

Construction technique is another important factor in the eventual success or failure of a Granny Flat type program. Both the Granny Flat and the Elder Cottage are relocatable. This provision is essential for four reasons:

1. It permits the unit to be leased from the implementing body, thus negating the need for the family or the elderly person to pay the cost of the unit. Instead the implementing body retains ownership and removes the unit when it is no longer required.
2. The unit will not likely be needed in one location on a permanent basis. Assuming that the elderly person occupies the unit at age 65, it is unlikely that the unit will be utilized for more than twenty years by that same person. In the event that the elderly person dies or finds that another form of housing is more suitable, the family will be able to dispose of a relocatable unit in a relatively simple manner. If the unit were permanent the family would be faced with the problem and cost of either letting the unit sit vacant, subleasing the unit to another eligible person,

or selling both the main house and the Granny Flat to a family who is better able to utilize the available space.

The flexibility of a relocatable unit permits the Granny Flat to be fully utilized. As soon as it is no longer required by one party it is relocated for use by another party. There is no significant lag time during which the unit is not made use of. As was earlier discussed, the British Granny Annexe program which utilizes permanent units is plagued by this problem and this in turn inhibits the leasing of the units and the linked unit to related persons.

3. A temporary unit is likely to be better received by adjoining property owners who are concerned with maintaining their privacy and property values.
4. A temporary dwelling unit has a better chance of receiving an exemption from property tax assessment than does a permanent dwelling unit.

To facilitate relocation, both the Granny Flat and the Elder Cottage are placed on temporary foundations; no cement is poured. Instead, the unit is bolted to pressure treated timber poles that are imbedded into the ground (Appendix F). No heavy equipment is used on the site as the poles may be installed with a hand-held auger. When the unit is no longer required it is unbolted and removed from the foundation. The poles may then be cut off at ground level and the lot returned to its original condition with a minimum of cost.

The Granny Flat should be a detached unit. A unit attached to the main house would afford both the elderly and their family less

privacy. Further, an attached unit would result in a greater cost to install the unit and to return the property to its original state when the unit is no longer required. An attached unit may also be aesthetically unpleasing since it may make contrasts in the design of the unit and the main house very evident.

The Granny Flat is preconstructed in the factory and is delivered to the site as pre-cut panels. The panels are small enough to be carried through relatively narrow access points by one or two men. Further, the components are designed for easy construction in the factory, easy erection on the site and ease of demounting for relocation with maximum re-use of components and materials. This form of construction therefore realizes cost savings in terms of labour and materials. The unit is erected, including floor coverings, interior decoration, plumbing and wiring, in about one week.

The American Elder Cottage is designed to be shipped to the site in one piece on a flat bed trailer. As such it has a set-up time of only one day. The Australians considered this method of construction, but discarded the idea due to transportation problems and difficulties associated with the need for a crane to place the unit on its site. The use of heavy equipment increases the potential for damage to buildings and landscaping.

Although shipment of the unit in one piece reduces set up and removal time, it may also be more expensive and it reduces the number of sites eligible for unit placement since some sites have restricted access points. It is therefore recommended that initially any implementation body utilize the pre-cut panel method of construction.

In future when the number of units capable of being located on hard to reach sites is sufficient to meet the immediate demand for these units, the implementing body may decide to construct a limited number of one piece units to meet requests where immediate occupancy is an important factor. That is, ideally, the method of construction could be matched to the site conditions and the urgency of the need.

Both the Granny Flat and the Elder Cottage are fully insulated and weather-stripped, and this in conjunction with the units' compact nature makes them very energy efficient and economical to heat or to cool. Based on mid-1981 energy costs in Lancaster County, Pennsylvania the cost of electricity to heat an Elder Cottage was US\$185. Due to Canada's more severe winters the cost of heating may be much higher. However, increased insulation and double glazed windows may somewhat offset this cost.

The design of the Granny Flat is regulated by the Victoria Housing Commission. The Commission sets performance criteria, rather than specific material or construction methods. Although a number of approved manufacturers build the units it is difficult to ascertain whether or not there is any major variation in external design. The units illustrated in Appendix C are clad with asbestos cement and are the two most popular, if not the only two, designs available to the public. On the other hand the Elder Cottage offers a variety of siding and roofing materials that allow the appearance of each unit to be varied to reduce the monotony and to blend the unit to the main house (Appendix G). Adjacent home owners would probably accept such a unit more readily if it was to complement the character of the neighbour-

hood.

Neighbourhood acceptance is a desirable goal; however, designing a unit to blend with a specific home is only possible when that unit is to remain on the same site for a number of years. When the unit is intended to be rented to a number of different persons over its 25-50 lifetime its exterior design should be as neutral as possible so as to conform with the varying neighbourhoods. A Granny Flat with a steep sloped roof and bright yellow siding may fit ideally into one neighbourhood, but may clash violently with the character of the next neighbourhood to which it is moved. It is therefore recommended that any Granny Flat implementation program, based on a rental system, initially construct units with a neutral exterior design. It is only once the program has expanded to include a number of units in its stock that the implementation body should introduce units with a variety of exterior designs. An effort should also then be made to match the unit to the scale of the existing dwelling. The greater the number of units available, the more likely it is that the implementing body will have a unit available to satisfy a request for a specific design. Until that point is reached it is wise to only market a very versatile design.

In summary it is recommended that any Granny Flat prototype to be designed and constructed in Canada incorporate the following points:

- that the unit be between 500 and 700 square feet in area
- that the unit contain a separate bedroom
- that there be no laundry facilities
- that all major appliances be included as part of the unit

- that a combination bathtub/shower or shower/seat be installed
- that the units be furnished as an option
- that the units be developed with the physical limitations of the elderly in mind
- that an alarm and intercom system be installed
- that a smoke detector be installed
- that the units be relocatable and are constructed as pre-cut panels
- that the units be suitably insulated
- that the unit be designed to blend with a number of different styled homes.

(iii) Location

There are two aspects of location that must be considered when placing a Granny Flat. One must be concerned not only with the unit's location on the lot, but also with the location of the unit within the community.

The location of the unit on a lot is primarily dictated by lot size. It has been the Australian's experience that a lot with a minimum area of 6,000 square feet (approximately 557 square metres) is required to accommodate a unit which is usually 6 m. by 6 m. or 8 m. by 5 m. in dimension. This minimum area is established primarily to allow reasonable access to the site for the Granny Flat, the tenant, the owner and fire fighting equipment. Under some conditions the area of the lot could conceivably be less than 6,000 square feet. However, the unit must also be 3 m. from any structure and 1.5 m. from a boundary.

The unit must not be located over an easement. These provisions should be strictly enforced so as to minimize the intrusion of the unit on nearby houses and thereby maintain the neighbours' privacy and vistas.

It is impossible to establish a general rule that could determine the effect of a Granny Flat upon the value of adjacent properties since each lot and each neighbourhood will have different characteristics. However, the visual impact of the Granny Flat should be no greater than that of a garage or storage building, both of which are usually permitted under zoning by-laws.

The Granny Flat is usually delegated to a backyard location for political rather than physical reasons. Servicing would be much easier and less expensive if the unit were in the front yard since the water, sewage and electrical services usually enter the lot from the street. However, neither the regulating authorities, nor the neighbours would allow a unit in such a location for aesthetic reasons. The locating of the unit behind the house and out of sight is one of the costs of having the Granny Flat accepted by the neighbourhood. Unfortunately, in addition to increasing service costs, such a placement may also conflict with the desire of the elderly person to view street activities from his or her own windows. Landscaping and astute placement of the unit may be able to optimize the views of the tenant while minimizing the visibility of the unit to its neighbours.

The unit must also be placed on the lot so as not to adversely affect surface water runoff or create drainage problems on the subject property or on adjacent properties. If possible, the unit should not be located in a low lying area since this would require the installation

of a sewage pump.

The proper location of the Granny Flat within the context of the whole community is essential to the success of the program. The elderly exhibit a number of characteristics that must be considered when placing a unit.

Research conducted by gerontologists suggests that the elderly often feel a strong emotional attachment to their neighbourhoods, and that unfamiliar areas can lead to withdrawal, loneliness and perhaps even to an early death.³ While many elderly persons would probably have to move from their home neighbourhoods if they wished to live in a Granny Flat on their children's property, it is expected that the close proximity to their family would minimize many of the negative reactions of moving to a new neighbourhood.

In comparison to the rest of the population the elderly are relatively immobile. The proportion of the elderly with driver's licences and those who own automobiles is considerably lower than any other age group, due in part to financial constraints and health problems.⁴ In some areas, volunteer car pool services are available but these tend to be ineffective and used mainly for attending church services.⁵ It is speculated that the elderly do not like to accept rides from others because it makes them feel indebted to the drivers and represents a loss of their autonomy and self-sufficiency.⁶ Such feelings are probably less likely to exist if the person from who the ride is obtained is a family member. Even so, to reduce tensions that may arise between family members due to a constant demand by the elderly for transportation, it is wise to minimize the elderly person's

need for private vehicular transportation. The provision of public transportation may or may not be a solution. The Granny Flat by its physical nature demands that it be located in low density areas characterized by large lots which are usually far from downtown. This type of neighbourhood, often with cul-de-sacs, were designed with the private automobile in mind; it was not designed for the frequent and efficient operation of a bus route. As such it may be financially unfeasible to provide the extent of service to the neighbourhood desired by the elderly. Long waits at bus stops in inclement weather make public transit very unattractive, especially to the elderly who are more susceptible to the cold than other age groups.

Even where public transit is reasonably frequent, its cost may prohibit its use by the elderly. Although the elderly are usually eligible for reduced fares, these reductions may be more than offset by increases in the frequency of short distance travel. Depending on the cost of a monthly transit pass for unlimited travel, this may be a serious restriction to the mobility of the elderly.

As has been discussed, both public and private forms of vehicular transportation may be unsuitable or unavailable to the elderly. The elderly therefore may have to walk to many of the services and facilities that they use frequently. However, the decline in the elderly's ability to walk long distances demands that distances between their residences and necessary destinations should be minimized. Table 6 lists the critical distance between the residence and related facilities. The distance is assumed to be over level ground with no

Table 6: Critical Distance Measures to Selected Facilities

Facility	Rank of Importance ¹	Critical ² Distance	Recommended Distance ³
Grocery store	1	2-3 blocks	1 block
Bus stop	2	1-2 blocks	adjacent to site
House of worship	3	1/4 - 1/2 mile	1/2 mile
Drug store	4	3 blocks	1 block
Clinic or hospital	5	1/4 - 1/2 mile	1 mile
Bank	6	1/4 mile	1/4 mile
Social centre	7	indeterminate	on site if feasible
Library	8	1 mile	1/2 mile
News - cigar - store	9	1/4 mile	1/2 mile
Restaurant	10	1/4 - 1/2 mile	no consensus
Movie house	11	1 mile	1 mile
Bar	12	indeterminate	no importance

¹Based on the number of time facility mentioned as "important" in the location of a housing development for the elderly.

²Based on the actual distance from a given facility in cases where dissatisfaction had been expressed by the residents.

³Based on the apparent consensus of the respondents as to the proper distance to each facility.

Source: Paul Neibanck and John B. Pope, The Elderly in Older Urban Areas (Philadelphia: University of Pennsylvania, Institute for Environmental Studies, 1965), p. 64.

obstacles. It is only after these minimum distances become beyond the physical capability of the elderly person that the family should be heavily relied upon to provide frequent transportation.

Ideally, the Granny Flat should be located in a neighbourhood where a variety of commercial, service, and recreational facilities are within the walking distances listed in Table 6. Nearby facilities permit the elderly person to participate in normal daily activities and to lead independent lives. Activities such as shopping often result in social interaction. Enclosed shopping malls provide a sheltered location for the elderly to watch the activity and meet friends. According to Neibanck and Pope the mere fact that certain services and facilities are available, even if not frequently used, can act as a psychological boost to the elderly.⁷

It must be emphasized that the preceding discussion does not imply that all Granny Flat units should be located within walking distance of a city's downtown. In fact, the growth trends in many cities have been characterized by high density living in the downtowns. Few single family dwellings exist and small lots limit the applicability of the Granny Flat in many downtown cores. Instead, subarea service centres, surrounded by low density residential housing, are capable of providing the necessary services and facilities in terms of churches, clinics, retail stores and recreation centres. These areas should be identified and a radius based on Neibanck and Pope's study be drawn to identify areas with the highest potential for Granny Flat placement in terms of lot sizes and proximity to services and facilities.

(iv) Services

Water and sewer lines are generally extended from the main house to the Granny Flat. It is unlikely that existing municipal water and sewage services would be strained by the introduction of a Granny Flat program. Many water and sewer mains were installed when the average number of persons occupying a dwelling unit was much higher than what it is today. Smaller families and a greater number of single person households have resulted in many neighbourhoods having water and sewage facilities far in excess of actual need. Further, these facilities are generally designed with some excess capacity as a safety feature. It is also unlikely that a large number of Granny Flats would be located in any one neighbourhood. Consequently, the Granny Flat would not necessitate any costly upgrading of municipal services.

If the site is serviced by a septic system and/or well, then these systems must be capable of handling the increased flow to and from the Granny Flat. If the present septic system is inadequate, the applicant would be responsible for the installation of another septic system for the Granny Flat or for the improvement of the existing system to the extent that it could carry the waste from both dwelling units.

The cost of servicing is difficult to estimate as it is dependent upon the characteristics of the site, the cost of labour, the type of line required by the building code, and the length of the lines to be laid. Most services enter the lot through the front yard.

The extension of services to the rear yard may be expensive if it were to involve the excavation of basement walls and floors.

Since the servicing costs are borne by the home owner it is desirable that the main house have the capacity to make easy connection to the Granny Flat's water and sewer lines. If it can be shown that Granny Flats can be successfully marketed it may be possible in the future to encourage new home builders to install the inground services for a Granny Flat at the same time that the services to the main house are being laid. The Granny Flat services would be capped until they are required. Although there is some risk that these services may never be used, cost savings in terms of labour, machinery, and material may make this risk worth taking. The builder could also advertise these services as a selling feature of the development.

The connection of an electrical service to the Granny Flat poses little or no problem, since the lot would already be serviced by electricity. Once again the service would only have to be extended to the Granny Flat. The installation of a separate electrical meter would enable tenants to account for their power usage independently.

When the unit is relocated, the water and sewer lines would be capped and abandoned. The electrical services would be removed.

(iv) Parking

It is difficult to make general parking regulations pertaining to lots where Granny Flats would be in use. Since personal circumstances and site conditions vary, each application must be evaluated separately

in regard to parking requirements. In those cases where adjacent off-street parking is inadequate, the tenant of the Granny Flat would be limited to one vehicle. However, as was noted in the 'Location' section of this paper many elderly persons do not own automobiles so parking provisions may be of little or no concern.

C. Financial Aspects of Implementation

(i) Cost

The financial aspects of the Australian Granny Flat differ quite significantly from those of similar housing projects proposed in the United States. The Granny Flat is rented by a government housing authority to the elderly tenant(s) at a cost of A\$21.40 for a couple per week.⁸ These rents are approximately equal to 20 percent of the Australian government's old age pension. As such, these rents are well below the market rate. Consequently, the state government must subsidize the program.

The low rents have made the Granny Flat a very attractive form of housing and have resulted in up to an eighteen month waiting list for rental units. To reduce the waiting time, the government has recently permitted individuals with adequate finances to privately fund the cost of their own units. This scheme has reduced the waiting time for a unit to three or four months.

The applicant arranges the financing, but the unit is built by an approved builder to the specifications of the housing authority.

The tenant must still meet the eligibility requirements common to the rental program. The ownership of the privately financed Granny Flat is transferred to the housing authority before it is erected on the site. The hirer of the unit then pays a nominal rent of A\$1 per year until the unit is no longer required. At that time the unit is valued by an independent appraiser and the housing authority pays to the hirer the appraised value or the original cost of the unit, whichever is less.

As of 1981, the cost of a Granny Flat, including installation was A\$12,000. The cost of dismantling and re-erecting the unit on another site was A\$5,000.

Programs similar to the Granny Flat in the United States, when implemented, are designed to be more self-sufficient in terms of government subsidies than their Australian counterpart.

The Elder Cottage proposed by Coastal Colony Corporation involves no government financing. The units are to be designed, constructed and marketed by the private sector. A one bedroom Elder Cottage is currently being offered for sale at a price of approximately US\$16,000 (Appendix H). Installation would be an additional charge.

The Granny Flat management plan proposed by Upper Shore Aging, Inc. in 1979 envisaged a program that would have been self-sustaining in as much as all operating costs and depreciation costs for all equipment of the program would be included within the rental structure. There would be no government funding beyond the initial construction costs of the units. As a result, it was estimated that a rent of US\$88 a month would have to be charged to cover expenses. If a grant could

not be obtained through a private foundation or through the government to cover construction costs a conventional loan would have had to be acquired. The interest charges on the loan would have increased the monthly rental cost of the units to an estimated US\$215 a month, making the units unaffordable to a large number of the elderly population. The dramatic rise in interest rates within the last three years would make the monthly rents even higher today if capital costs had to be covered by a conventional loan.

From the preceding discussion there would appear to be four unique costing schemes which could be applied to Granny Flats and similar programs. They are:

1. Private Funding/No Rent Subsidy

This scheme is exemplified by Coastal Colony Corporation's Elder Cottage. The units are built by the private sector and sold to the public with no financial involvement by the government. It may be argued that US\$16,000 is a small price for the elderly to pay for housing. Since the unit is placed on their children's property there is also no need for the elderly to purchase land.

It is often said that the elderly are asset rich, but cash poor. Ideally, an elderly person would be able to sell his or her traditional single-family dwelling and use the funds from that sale to finance the purchase of a Granny Flat and still have money left over with which to enjoy his or her retirement.

Unfortunately, it is unrealistic to assume that all elderly persons could afford this form of housing if they so desired. Research carried out by Stone and MacLean shows that more than

one-fifth of older persons and families in Canada are probably living close to the edge of financial disaster.⁹ It would seem that a program based solely on the market system is inappropriate for it would restrict eligibility to only a portion of the elderly population. Those elderly persons who because of poverty stand to benefit the most from Granny Flat housing would be excluded from the program due to the provision that they must purchase the units.

2. Public Funding/No Rent Subsidy

This scheme is evident in the program proposed by Upper Shore Aging, Inc. The capital costs of the program would be paid for by a grant from the government or a charitable organization. Operating costs would be covered by the rents received for the units. No direct rent subsidy from the government would be necessary. Since profit maximization is not a goal of the implementing body, rents could be kept low relative to rents based on market conditions. This scheme would make the program open to a large number of elderly persons, irrespective of income.

In a sense subsidization of the program occurs in the form of written off interest. The rents do not cover the interest that could have been received on the sum used to fund the capital costs of the program.

3. Public Funding/Rent Subsidy

This scheme is exemplified by Australia's initial Granny Flat rental program. The construction of the units was funded in whole by the government and the units were rented to eligible persons

at a rate equal to approximately 20 percent of their old age pensions. That is, both the capital and operational costs were subsidized by the government. Such a scheme put the Granny Flat within the financial reach of all elderly persons. Consequently the demand for these units out matched the supply, thus creating long waiting lists. Even the elderly who were well off financially had to wait until a rental unit became available.

4. Combination Public-Private Funding/With or Without Rent Subsidy

This costing scheme is evident in the current rental/purchase program the Australians have in use. The rental portion of the scheme functions as was described in the previous section. However, to reduce the waiting time for a unit the government has permitted individuals to privately fund the units. Ownership is turned over to the housing commission and the individual lives in the unit for as long as required for essentially no direct form of rent. When the unit is no longer required the commission makes a payment to the individual for an amount equal to or less than the original construction cost. Essentially the individual has lived in the unit for a cost equivalent to the interest he or she would have received on the funds required to construct the unit. This sum is probably neither significantly more nor less than the amount paid by those persons who rent their units.

This scheme treats all elderly persons equally in terms of the cost to live in a Granny Flat and yet realistically minimizes the waiting time for those persons who can afford to finance their own units. In the long run private financing benefits all the

elderly by increasing the number of units in the program and thereby reducing the waiting time. This scheme also reduces the demand for public funds.

In terms of equality and administration ease, Canada would be wise to follow a similar costing scheme if it were to implement a Granny Flat program.

(ii) Funding

All of the costing schemes mentioned in the previous section, with the exception of the Elder Cottage, are dependent upon some form of government or charitable funding. Even the purchase option of Australia's Granny Flat program requires government funding to cover operating and administrative expenses.

In Canada funding for a non-profit Granny Flat program would probably have to be obtained from the private sector with federal government assistance. Canada Mortgage and Housing Corporation (CMHC), the federal body which administers the National Housing Act, helps non-profit organizations and municipalities to build housing for low income groups such as the elderly.

At one time it was the practice of CMHC to directly fund public housing projects from its own resources. However, as the demand for affordable housing increased the Corporation began to encourage private sector funding through loan guarantees. It is probable that if a Granny Flat program is to receive funding it would have to negotiate a conventional loan from the private sector with CMHC backing rather

than to depend on receiving government funding to cover capital and operating costs.

Depending on the type of implementing organization, the organization may apply to CMHC for funding through the Private Non-Profit Housing Program. This program supports the efforts of community sponsored groups such as churches and service clubs, whose members take responsibility for planning and operating modest housing projects on their own behalf or for other families and individuals of low and moderate incomes. The projects are operated by these non-government groups on a non-profit basis and the residents benefit from on-going financial assistance from CMHC. A tenant with a low income may pay a rent which is geared to that income, while a tenant with a higher income may pay a rent which corresponds to the lower end of the range of rents for comparable housing in the private market.

CMHC provides the assistance to eligible non-profit housing sponsors which includes the following:¹⁰

1. Financial assistance to develop the housing proposal to the point where a loan application can be made;
2. Loan insurance for up to 100 percent of the agreed-to cost of the project when mortgage financing is obtained from lenders approved by CMHC; and
3. Financial assistance to subsidize mortgage payments from the going market interest rate to as low as 2 percent. This has the effect of reducing rents, especially for low income tenants.

Another facet of the Private Non-Profit Housing Program assists municipalities who, in conjunction with the province, wish to provide

non-profit housing. The financing of such a housing project is similar to the funding system available to non-government groups, with the exception that municipal-provincial projects are globally funded and that it is the province, rather than CMHC, who takes the lead role.¹¹

Just as the private non-profit organization would be expected to administer its own housing program, similarly the municipality must set up a municipal housing corporation to run its own housing project.

In either facet of the program, the maximum on-going financial assistance from CMHC for which the project is eligible is the difference between the mortgage payments required to pay off a mortgage at current market interest rates and the payments which would be made if the interest rate was 2 percent. If the project caters predominantly to low income tenants paying rents geared-to-income then other sources of operating or tenant subsidies would have to be sought. Ideally, a Granny Flat program would attract persons with a wide range of incomes so as not to label the program as either low or high income housing.

Sources of funding, in addition to CMHC, would probably differ from province to province, but could include the province, the municipality and/or the private sector.

In Ontario, subsection 2(1) of The Housing Development Act (R.S.O. 1980) provides that the Lieutenant Governor in Council (Cabinet) may:

1. guarantee loans to persons to be used in the construction of housing accommodation;
2. advance money or guarantee loans to any corporation authorized and approved by Cabinet to provide

- housing accommodation. A corporation may be an authority established by a municipality to provide housing accommodation;
3. make grants or loans in aid of the capital, maintenance, operating and other costs of a building development for the provision of housing accommodation.

Section 6 of the Act provides that a municipality, with the approval of Cabinet, may advance money or guarantee loans to a corporation which is constructing housing accommodation. This financing may involve the issue of debentures. Under subsection 7(5) of the Act a municipality that enters into a joint housing agreement with either the Province of Ontario, or the Province of Ontario and Canada Mortgage and Housing Corporation, may contribute money to the joint housing project and raise this money through the issue of debentures without the assent of the electorate and without reference to the Ontario Municipal Board.

Further, subsection 18(1)(a) permits the municipality, with the approval of the Minister of Municipal Affairs and Housing, to enter into an agreement with any person or government authority for sharing or contributing to the capital cost or the maintenance cost of a housing project, or for providing financial assistance to any occupant in the form of rent, mortgage payments or other charges relating to the occupancy of such accommodation.

In summary, in Ontario the potential legally exists for the federal, provincial and municipal governments to fund the construction and subsidize the operation of housing for low and moderate income households. Although the Granny Flat should not necessarily be labelled as a form of low income housing, these sources may be used to provide program funding.

Endnotes - Chapter III

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4. Ibid., p. 28.
5. Ibid.
6. Ibid.
7. Ibid., p.27.
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9. Leroy O. Stone and Michael J. MacLean, Future Income Prospects For Canada's Senior Citizens (Toronto: Butterworth and Co. Canada Ltd., 1979), p. 29.
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CHAPTER IV

THE LAW AS IT MAY APPLY TO GRANNY FLATS

A. Introduction

To develop an implementation program that details the construction, leasing and maintenance of Granny Flats and which is applicable on a nation wide scale requires an indepth understanding of the legislation, regulations and case law of each province. Due to financial and time restrictions, this report does not purport to be a definitive legal guide for the implementation of Granny Flats in all provinces. Rather, this report will attempt to show what general legal restrictions may have to be overcome so as to introduce the Granny Flat. The law as it exists in Ontario will be used as an example of what opportunities and problems may arise.

There are both similarities and differences between the provinces in terms of legislative, social, cultural, economic and physical aspects. However, of paramount importance to the legal implementation of a Granny Flat program is section 92(13) of the British North America Act which gives each province of Canada the right to make its own laws in relation to property and civil rights.

In regards to this section, F. Scott and W. Lederman in their book entitled, A Memorandum Concerning Housing, Urban Development and

the Constitution of Canada, state that:

This is a body of law that establishes and defines the legal rights, privileges and powers of owners of land and buildings, and also the rights, privileges and powers of tenants who contract with owners for the possession of a house, apartment or building for a definite period. If new forms of ownership or tenancy are needed to help ensure that 'Every Canadian should be entitled to clean, warm shelter as a matter of basic human right', such law reform must come in the Provincial Legislatures.¹

Further, section 92(16) of the B.N.A. Act gives each province the power to make laws pertaining to matters of a purely local nature. Together, these sections undeniably give the provinces the right to make laws in regards to housing.

The provinces, without exception, have delegated, through legislation, varying amounts of power to municipalities which are created under s. 92(9) of the B.N.A. Act. Traditionally, municipalities have been given the authority to control the use of land within their boundaries. In Canada, two forms of land use control are prevalent. They are traditional land use zoning by-laws and development controls.

Zoning by-laws are the most common form of land use control in Canada. They divide a municipality into separate districts with uniform regulations applying to the use of land and buildings within each. The municipality is typically divided into residential, commercial and industrial categories which are then generally further divided. For example, single-family and multi-family dwelling zones are usually specified. In regards to Granny Flat construction, it is the single-family residential zone (R1) with which we are concerned.

For ease of administration, zones are illustrated by one or more

maps which are part of the by-law. The text of the by-law states the regulations governing such things as the use of buildings or land, the height and bulk of structures, the lot dimensions, open space requirements, lot coverage, set backs, and parking provisions for property within a specific zone. As long as these requirements are met, a developer usually needs only to obtain a building permit to start construction. If the proposed development does not conform to the general intent of the zoning by-law, an amendment to the by-law would have to be made before construction could proceed. Changes in zoning may be made by the council of the municipality subject to public comment. In Ontario, the amending by-law automatically becomes law, in a municipality with an approved official plan, unless there is a public objection, in which case a hearing is required before the Ontario Municipal Board, an autonomous, quasi-judicial body. After hearing the arguments of both the objector and the municipality, the Board decides to approve or reject the by-law.

Development control legislation, the other form of land use control practiced in Canada, originated in England around the turn of the century. It essentially requires that all changes in the use of land or buildings and the development of land proceed only by way of permission from local government sources. Each development proposal is examined on its own merit. This differs from zoning where a development proposal does not require approval as long as it conforms to the zoning by-law requirements; zoning gives preannounced blanket approval.

Whether the municipality regulates the use of land through zoning by-laws or development controls is not the critical issue. The critical issue is the degree to which the provinces permit the municipalities, through these devices, to control such things as:

1. minimum lot area
2. minimum frontage
3. minimum front, side and rear yards
4. maximum lot coverage
5. number of dwelling units per lot (density)
6. the use of land
7. the users of land

Obviously, in attempting to place an additional dwelling unit on a lot for the purpose of senior citizen housing, these factors are of great importance.

Once again, it cannot be over emphasized that any attempt to implement a Granny Flat program should be done in close consultation with persons who are well versed in planning law for that particular province. In this respect it would be wise to contact the ministry responsible for housing. These ministries have planners and lawyers on staff who may advise on such specific legal matters.

There are, however, a number of general legal aspects of which any interested group or individual should be aware. These concerns are discussed as follows in regard to the Australian experience and with speculation as to how a province, such as Ontario, may satisfy these concerns.

It should be noted that an indepth study of Australia's legal implementation procedure is a valid exercise because of the close similarities between the Canadian and Australian political systems;

their federal-state system is similar to our federal-provincial system, both having originated from the British system.² Like the provinces, the states are authorized under a constitution to make laws in regard to housing.

B. Land Use Restrictions

(i) Australia

Australia employs a system of land use controls similar to Canada's system of zoning. The major obstacle to Granny Flat implementation in Australia was the provision of most zoning by-laws that only one dwelling unit be permitted on a single-family dwelling lot. To overcome this problem Granny Flats are defined as 'temporary hired buildings' and as such are exempt from most zoning by-laws. There is no formal opportunity for neighbours to object to the placement of a unit. Any problems of dealing with neighbourhood objections are handled by the families themselves.

(ii) Canada

There are generally provisions in most Canadian zoning by-laws which exempt temporary structures from the requirements of the by-law. However, these provisions are usually meant to be applied to buildings used for seasonal or construction purposes and it is questionable whether they could be used, as in Australia, to exempt a land use such

as a Granny Flat which is to be used for a relatively long term. Further, given the character of the Canadian political system, it is highly desirable that neighbours be given a formal opportunity to be heard in regards to unit placement. In this sense Granny Flats should not be exempt from zoning by-laws and rezoning should be necessary to ensure that a proper appeal mechanism exists. In Ontario, zoning by-law amendments are made by the municipal council and may be appealed to the Ontario Municipal Board, which holds a public hearing and decides on the issue.

If this method of solving land use restrictions should prove to be too time consuming, another approach may be to seek a minor variance to the zoning by-law. In Ontario, local Committees of Adjustment have the power under section 49 of The Planning Act (R.S.O. 1980) to grant 'minor variances' from the provisions of zoning by-laws. The Committee gives notification of the proposed variance to land owners within 200 feet of the subject property, hears objections, and decides whether or not to grant the variance. The decision of the Committee may be appealed to the Ontario Municipal Board. This process can generally be carried out much more quickly than a zoning by-law amendment. However, it may be suggested that the Courts would not consider the elimination of a 'one dwelling per single-family dwelling lot' provision a 'minor variance'. The 1977 decision of the Ontario Divisional Court in the case of McNamara Corporation Ltd. et al. v. Colekin Investment Ltd. would tend to suggest that the Committee of Adjustment does have the authority to grant such a minor variance to the zoning by-law. This case involved a request by the owner of a

book store for an exemption from a provision of a zoning by-law which required that a loading dock exist for all stores over 6000 square feet in area. The owner wished to expand his store to over 6000 square feet but there was not sufficient space to install a loading dock. As a result, the owner applied to the Committee of Adjustment for a minor variance to the zoning by-law that would exempt his property from this provision. The Committee of Adjustment refused his request on the grounds that it was not a minor variance. The Ontario Municipal Board upheld the decision of the Committee of Adjustment. The decision was appealed to the Ontario Divisional Court who found that the term 'minor variance' is a relative one and should be flexibly applied. That is, the Court stated that both the Committee of Adjustment and the Ontario Municipal Board have the authority to grant a variance that amounts to a complete elimination of a requirement of the zoning by-law. Similarly, it is likely that the Committee of Adjustment and the Ontario Municipal Board would have the authority to exempt a property from the zoning by-law provision that only one dwelling unit be permitted per single-family dwelling lot.

In any event, an opportunity for formal public comment in regards to Granny Flat placement should be provided through either the zoning by-law amendment or the minor variance process.

C. Restrictions on Who May Use a Granny Flat

So as not to adulterate the purpose and the benefits of the Granny Flat, regulations must be made to restrict occupancy of the unit. The

absence of such controls could permit abuse of this form of housing. Socio-economic and age groups such as students and young married couples could be attracted to this inexpensive form of housing. While this study does not suggest that these groups do not deserve comfortable and affordable housing, it must be reiterated that Granny Flats are not designed for such a use. To have a healthy, able-bodied person occupy a unit equipped with such features as wheelchair ramps, grab bars and low cupboards would result in the non-optimization of use for these expensive design features.

Further, the greater activity of young able-bodied persons and the greater demand for parking and active recreational facilities, by the young as opposed to the elderly, may increase tension and compound servicing problems in the neighbourhood. In short, while a person might be quite open to the idea of seeing his neighbour's elderly parents live in that neighbour's backyard, he may not be so willing to see a person or a group of persons live adjacent to his backyard who have the potential to limit the enjoyment and privacy of his own property.

(i) Australia's Approach

Australia's approach to this potential problem of occupancy has been to restrict use of the Granny Flat through legislation. Section 54B, subsection 1(a)(ii) of the Victoria Housing Act, as amended, states that the local housing commission has the authority to enter into a hiring agreement with a person, either owner or tenant, who

requires accommodation on the land he resides for a person who is

a pensioner and who is that resident's father, mother, father-in-law, mother-in-law, or any other person who, because of special circumstances is approved by the Minister . . . for the letting out on hire to the person in question of a moveable unit.³

Section 54A of the Act defines a pensioner as a person who is entitled to the Australian old age pension or a Repatriation Services Pension. Recent changes to the Act also make those persons on invalid's or widow's pensions eligible for the program. Further, section 54B, subsection (3) (b) of the Act permits the housing commission to enter into a contract with the hirer of the Granny Flat that ensures that "no person other than an eligible person is accommodated in the unit."⁴

In summary, the state government of Victoria authorizes, through legislation, the state housing authority to regulate the use of Granny Flats through contracts made between the authority and the hirers of the units.

(ii) Possible Approaches for Ontario

It is questionable as to whether or not any creation of the provincial government, be it a municipality or a local housing authority, has the authority to implement a Granny Flat program, let alone regulate the unit's occupancy. A report for the Royal Commission on Metropolitan Toronto states that:

the municipality in Ontario is wholly a creature of the legislature, it has no abstract rights--it derives all powers from statute . . .⁵

The report further states that:

. . . municipalities have very little authority from a legal point of view to initiate policies or to act independently of the provincial government. Specific authority must be found in enabling legislation before any action can be taken.

. . . The Courts treat municipalities . . . like administrative agencies. . . . This means that in terms of policy initiative a municipality cannot act without provincial sanction.⁶

In the past the province has had to pass legislation to permit Metropolitan Toronto to purchase and manage the O'Keefe Centre and to provide bus lines on Metropolitan roads. Such provincial control would tend to suggest that specific legislation would be necessary to permit a provincial creation such as a municipality or a local housing authority to implement a Granny Flat program.

It will be necessary to see if acts such as the Housing Development Act may be interpreted broadly enough to confer such an implementation power on the municipality or the local housing authority. If such a power cannot be interpreted, it will be necessary for legislation to be passed which specifically bestows this power. The Australian legislation, found in Appendix I, is an example of such enabling legislation. You will note that it is an amendment to the state Housing Act.

An examination of Ontario's Housing Development Act shows that subsection 13(1) of the Act provides that a municipality, either solely or together with one or more other persons, may form a non-profit housing corporation for the purpose of providing and operating housing accommodation primarily for persons of low or modest income at rentals below the current rental market in the area in which the

accommodation is located.

Assuming that this legislation can be broadly interpreted to permit Granny Flat implementation by a provincial creation such as a municipality or housing authority, then it would seem possible that occupancy of these units may be restricted. Occupancy may be restricted through zoning by-laws and/or contracts (leases).

a. Zoning By-Laws

In Ontario, section 39(1) of The Planning Act (R.S.O. 1980, Chapter 379) gives the councils of municipalities the power to make by-laws in regard to such things as land use, the use of buildings, the erection of buildings, and the cost or type of construction, and the height, bulk, location, size, floor area, spacing, external design, character and use of buildings or structures to be erected. Furthermore, section 39(2) deems that the municipality has the authority to regulate the minimum lot area and the density of the development in the municipality.

Conceivably, these far-reaching powers could be used to pass zoning by-laws that would designate which lots in the municipality are suitable for the placement of a Granny Flat. However, the Planning Act does not expressly permit a municipality to regulate who may use land. As such, the legality of a zoning by-law that attempts to restrict the use of a Granny Flat to senior citizens may be questionable. It is therefore necessary to examine case law in Ontario to see

how the courts have interpreted the powers of the municipality.

The limit of the municipality's power to regulate occupancy of land first became evident in the case of Bell v. the Queen. In this case, Douglas Bell was found to be using a dwelling in the Borough of North York contrary to the municipal zoning by-law. The by-law restricted the use of a dwelling unit to one family. Bell and the two unrelated persons, with whom he rented a home, did not conform to the by-law's definition of 'family' as:

- . . . a group of two or more persons living together and inter-related by bonds of consanguinity, marriage or legal adoption, occupying a dwelling unit, and shall include the following:
- (a) non-paying guests and domestic servants;
 - (b) a property owner living alone except for two other persons not related;
 - (c) not more than three foster children under the care of a children's aid society approved by the Lieutenant Governor in Council under the Child Welfare Act, 1965.⁷

This definition obviously discriminates against unmarried couples, elderly widows, students, and other individuals who do not meet the definition.

The Supreme Court of Canada found that "the device of zoning by reference to the relationship of occupants rather than the use of building is one which is ultra vires (beyond the power) of the municipality."⁸

The Ontario Municipal Board referred to the Bell decision in a hearing regarding City of Toronto By-Law 413-78. Through the by-law the City was attempting to designate a housing site for the exclusive use of senior citizens and individuals or couples over the age of 55 years. The hearing was the result of objections by neighbours to the

proposed site.

The Board cited the decision in the Bell case and held that "the by-law was ultra vires the powers of the municipal council."⁹ Further, the Board stated that the by-law:

. . . attempted to regulate who may occupy a building rather than the use of the land, building or structure as permitted under s. 35 of the Planning Act (Ontario).¹⁰

At first glance, both the decision of the Supreme Court in the Bell case and the Ontario Municipal Board decision in the Toronto by-law hearing would tend to indicate that it is not possible to zone for occupancy of Granny Flats in Ontario. However, after these two decisions were made a decision was brought down by the Ontario Supreme Court in the case of Smith et al. v. Corporation of the Township of Tiny which may further explain the court's reasoning in regards to zoning for users.

The Smith case concerned a by-law that proposed to regulate land according to family and seasonal use. Family was defined in part to mean:

one or more human beings related by blood or marriage, or common-law marriage, or a group of not more than three human beings who need not be related by blood or marriage, living together as a single housekeeping unit.¹¹

The court found that with such a broad definition "no dire results or inequitable applications of the by-law would arise."¹² The action to have the by-law repealed was dismissed. Thus, this case differed from the Bell case in the broadness of the definition of 'family' and in the resulting degree of inequality the by-law could cause. The North York by-law clearly discriminated against the two

or more adult persons, unrelated by blood or marriage, wishing to share accommodation.

Whereas, in the Township of Tiny by-law:

- a restriction based upon a definition of 'family' which incorporates most types of arrangements usual for people living together as a simple housekeeping unit in premises commonly described as 'single-family' dwellings cannot be said to be either unreasonable or discriminatory or to constitute zoning based on the relationship of the occupants.¹³

The by-law is, in fact, a method of regulating population density within residential neighbourhoods. While the by-law permits a dwelling to be occupied by any number of people, as long as they are related by blood, marriage or common-law marriage, it does, however, restrict the number of people not meeting these criteria to three.

Further, in response to the argument that the Supreme Court's decision in the Bell case prevented municipalities from zoning in reference to relationship of occupants than to the use of buildings, Judge Robins of the Ontario Supreme Court in handing down his decision in the Smith case stated:

The decision, in my opinion, does not go that far and must be interpreted in light of the particular by-law prohibition in issue in the case and the Court's conclusion as to the unreasonable and inequitable consequences which flow from it.¹⁴

As a result of this decision it could be argued that a municipality may pass a by-law that restricts occupancy of a Granny Flat to anyone who is broadly defined as being approved by the Minister or who is entitled to a pension under the Canada Pension Plan or the Quebec Pension Plan. Further, as in the Township of Tiny by-law a limit may be placed on the number of persons occupying the unit. This

number should not exceed two.

Although not as broadly defined as the word 'family' in the Smith case, this definition of an eligible person is broad enough so as not to discriminate against any one group; that is, to cause any inequitable and unreasonable consequences.

If the courts were to decide that this interpretation of case law in regards to Granny Flats is incorrect, then it would be necessary to amend provincial legislation so as to specifically authorize the municipality to regulate the users of land through zoning by-laws.

Section 34(4) of the Draft Planning Act for Ontario provides that municipalities may regulate or prohibit the use of land, buildings or structures for or except for the purpose of occupancy by such persons, or class, or classes of persons as are set out in the zoning by-law. Furthermore, section 35(5) of the same Draft Act states that those persons, or class(es) of persons set out in the by-law under section 35(4) must be prescribed by provincial regulations under the Act. That is, the province would determine in regards to whom the municipalities could regulate land. The apparent purpose of both sections 35(4) and 35(5) was to permit the municipality to legally zone for such specific groups as students and senior citizens.¹⁵

It is interesting to note that Bill 159, An Act To Revise The Planning Act, does not include the provisions for the regulation of users of land mentioned in the Draft Planning Act.¹⁶ The deletion of this provision from the new Planning Act may be an indication that the government is confident the courts will permit municipalities to regulate, through zoning by-laws, the users of land in a manner which

is neither unreasonable nor discriminatory.

b. Contracts

Any adult or incorporated body may enter into a contract with another party or parties. Since municipalities in Ontario are incorporated under the Municipal Act, they are separate legal entities which may enter into contracts with other parties. Just as a municipality may contract out garbage collection to a private firm, it may also, in the case of Granny Flats, enter into a legally binding agreement with the hirer of the unit to control the occupancy of that unit.

To regulate the occupancy of the unit, a contractual agreement is considered superior to a zoning by-law for three reasons. First, a zoning by-law is generally not enforced unless someone complains about the contravention. This may result in a non-eligible person occupying the unit when it could be better used elsewhere. If the neighbours do not complain it would be up to the implementing body to closely observe the occupancy of each unit and initiate the enforcement of the by-law if necessary. The administration of such a by-law policing action could be expensive.

Second, depending on who the implementing body is, the zoning by-law may or may not be enforceable. The Interpretation Act of Ontario exempts all provincial property from the provisions of municipal zoning by-laws. As such, if the unit was owned by a provincial housing authority the tenants of that unit may argue that they are not

subject to the occupancy requirements of the zoning by-law. The fact that the provincial projects traditionally conform to the zoning by-law provisions would be irrelevant.

Third, the courts have, in the past, been more lenient on persons who contravene zoning by-laws than on persons who break contracts.¹⁷ As a result, it may be unrealistic to depend on the courts to evict occupants of Granny Flats, who are non-eligible by the terms of the zoning by-law. Further, it is conceivable that, with leaves to appeal, a zoning by-law contravention may go the full length of the legal process, from the Justice of the Peace to the Supreme Court of Canada, including the County Court, Divisional Court and Court of Appeal in the process. The length of this process means that the question of occupancy may go unanswered for years, whereas, a decision regarding a contract may be made at a lower court thereby bringing a faster end to the question of occupancy. This would maximize the proper utilization of the Granny Flat.

It is therefore recommended that the implementing body regulates the occupancy of Granny Flats through the use of contracts rather than relying solely on zoning by-laws. However, for the purpose of informing the public and especially affected property owners of the erection of one of these units, it may be wise to require a zone change from the present single-family dwelling designation to a designation that specifically recognizes the eligible users of the Granny Flat. The zoning by-law would further state the conditions of use and installation for the benefit of adjacent property owners. This

approach would provide the public with an opportunity to raise their concerns about this use.

D. Common Leasing Provisions

Aside from the use of contracts to regulate the potentially controversial issue of occupancy, contracts may also be used to regulate some of the more common concerns of leasing. The following provisions are contained in contracts regulating the leasing of Granny Flats in Australia. These provisions are also applicable in the Canadian context. The contract should bind the implementing body to:

- (i) provide a suitable movable unit (Granny Flat) in a suitable place upon the land of the hirer as soon as practicable after the execution of the hiring agreement;
- (ii) allow the hirer and any eligible person accommodated in the unit to have quiet possession for so long as the hiring agreement remains in force and the hirer observes the provisions of the hiring agreement;
- (iii) remove the movable unit as soon as practicable after the hiring agreement ceases to be in force; and
- (iv) restore the land upon which the movable unit is situated to a proper condition upon removal of the movable unit.

The contract should bind the hirer of the unit to:

- (i) co-operate with the implementing body by obtaining any permits making any applications executing any documents and arranging any services necessary to enable the movable unit to be placed in position and made ready for occupation;
- (ii) promptly pay such weekly hiring charge for the movable unit as is from time to time determined by the implementing body in respect thereof during the period beginning with the giving of a notice by the implementing body to the hirer to the effect that the movable unit is ready for occupation and ending with the termination of the hiring agreement;

- (iii) ensure that no person other than an eligible person is accommodated;
- (iv) notify the implementing body if at any time no eligible person is accommodated in the unit;
- (v) notify the implementing body if the hirer ceases to own the land upon which the movable unit is provided by the implementing body;
- (vi) notify the implementing body if the hirer ceases to reside upon the said land;
- (vii) ensure that the unit is not moved or damaged, and that no alteration of the structure of the unit is made without the consent of the implementing body.

The implementing body may also wish to include the following provisions in the lease:

- (i) That upon entering into an agreement with the implementing body, the hirer of the unit pay a deposit of \$500 or 10% of the placement cost of the unit, whichever is less. If the lease remains in force for a period of less than six months, the implementing body shall be entitled to retain the sum paid by way of deposit. If the lease remains in force for a period of six months or more, the implementing body shall at the option of the hirer refund the sum paid by way of deposit, or credit the amount of the deposit to the account of the hirer in relation to the lease. The effect of these conditions of lease should be to deter any frivolous requests for the units.
- (ii) That the lease may be terminated for any failure by the hirer to observe the provisions of the lease agreement or for any failure to promptly supply true information to the implementing body on request concerning any person accommodated in the Granny Flat. Written notice of lease termination must be given at least fourteen days prior to the date that the eviction comes into force. The eviction notice will be recinded if the hirer remedies the concerns for which the lease was terminated. The lease agreement will also be terminated if the hirer dies, if the hirer ceases to own the land on which the Granny Flat is situated, or if the hirer and his/her spouse (if applicable) cause to reside upon the property in question.
- (iii) That the implementing body shall not remove a Granny Flat from any land if any eligible person is accommodated therein.

- (iv) That a penalty be imposed on any person who hinders, or attempts to hinder, the duly authorized removal of a Granny Flat.
- (v) That within fourteen days after removing or placing a Granny Flat, the implementing body inform the affected municipal council of its action.
- (vi) That the Granny Flat shall be and remain the property of the implementing body and shall in no way become a legal part of the property on which it is located. Further, any footings, foundations, steps or other fittings or equipment supplied by the implementing body in relation to a Granny Flat shall be deemed to be a part of that Granny Flat.
- (vii) That the implementing body be responsible for maintaining the unit and the appliances provided with the unit in good repair.
- (viii) That the occupant and/or the sponsor family be responsible for bringing to the attention of the implementing body the need for any repairs.
- (ix) That the implementing body insure the unit, while the occupant insures the value of the unit's contents.

In short, most of the previous contract provisions have evolved from Australia's experience, over many years, in preventing abuses to this program. There is little reason to believe that many of the same abuses could not occur in Canada. As a result, it is strongly recommended that any implementing body also seriously consider writing similar provisions into its leasing agreements. For the more precise legal wording of such provisions as they apply to the Victoria Housing Commission in Melbourne, see Appendix I.

E. Obtaining a Building Permit

Before the construction or the erection of any building or structure may commence, a building permit must be obtained. The municipality has the authority to issue or refuse to issue such permits.

This authority is generally delegated to the local building inspector who checks the proposed development for conformity with the zoning by-law and the building code. If the proposal does not conform with either one of these documents the inspector must refuse to issue a building permit. Similarly, if the proposal conforms to both documents then the inspector, generally, must issue a building permit. There are two exceptions to this general rule.

First, municipal services must be sufficient to serve the proposed development. If the services are not sufficient, section 39(4) of the Planning Act (R.S.O. 1980) permits the building inspector to withhold a building permit. The courts generally support the municipality's decision not to issue a building permit when it is evident that the municipality is acting in the best interest of the public. This discretion may affect the placement of a Granny Flat if services such as water or sewage lines in an existing neighbourhood are considered by the municipality to be incapable of carrying the increased flow demanded by a Granny Flat.

Second, the absence of approval, by the Minister of the Environment, of an environmental assessment on the Granny Flat program may prohibit the building inspector from issuing a building permit. This possibility will be further discussed in Part G of this chapter.

As stated earlier, a zoning by-law may include provisions to regulate the use of land and buildings, the height and bulk of structures, the lot dimensions, the population density, open space requirements, the positioning of buildings on their lots, lot coverage, set backs, and parking provisions. Under many comprehensive zoning

by-laws in Ontario, the placement of a Granny Flat is likely to contravene one or more of these provisions. For example, since by-laws can regulate density and the use of land they may permit only one dwelling unit on a standard single-family residential lot. As a result, the Granny Flat, which constitutes an additional dwelling unit, would not be permitted. Accessory buildings are permitted, but they are generally defined to be non-inhabitable.

Further, minimum rear and side yard requirements may either result in the inappropriate placement of the Granny Flat or prohibit its placement altogether. Maximum lot coverage regulations may also prohibit the placement of a Granny Flat if the combined floor area of the main house, accessory buildings and Granny Flat exceeds the maximum floor area/lot size ratio as prescribed in the by-law.

While not prohibiting the placement of a Granny Flat, parking space provisions that specify the maximum number of parking spaces per lot may restrict the occupant of the Granny Flat from using his or her own automobile. This is assuming that the hirer of the Granny Flat is making use of the maximum number of parking spaces provided for in the by-law.

Since these common zoning by-law provisions may obviously restrict the placement of a Granny Flat, some mutually agreeable method of amending the by-law must be practiced that protects the rights and mitigates the concerns of the public, the municipality, the implementing body, and the prospective tenant. As mentioned earlier, the Australians have circumvented zoning by classifying the Granny Flat as a 'temporary hired building', a use which is not subject to the

zoning by-law provisions.

For some relatively less restrictive zoning by-laws an amendment may not be required. Instead, only minor variances to the by-law may be necessary. For example, a Granny Flat being located in a rear yard may have to be placed, due to servicing and space restrictions, within 1.5 m. of the rear lot line. However, the by-law may require a minimum separation distance of 2.0 m. between all buildings on the lot and the rear lot line. Assuming that the Granny Flat placement conforms to all the other provisions of the by-law then the effect on the neighbourhood of relaxing the minimum separation distance provision for this one lot may be so trivial so as not to contravene the general intent and purpose of the zoning by-law. In Ontario, under section 48 of the Planning Act (R.S.O. 1980), a municipality may create a Committee of Adjustment whose task it is to authorize minor variance from the provisions of the zoning by-law. Depending on the provisions of the by-law and the site characteristics, authorization, in regards to zoning, to place a Granny Flat may only require a minor variance.

If a proposal to place a Granny Flat contravenes the zoning by-law and the variance required to permit such a placement are in the opinion of the Committee to be beyond the general intent and purpose of the by-law then an amendment to the by-law will be required to carry out the proposal. Just as the municipal council is authorized under section 39 of the Planning Act (R.S.O. 1980) to pass zoning by-laws, Council is also authorized to pass by-laws that amend zoning by-laws.

Where an approved official plan is in effect in the municipality and notice of a zoning amendment is properly given to affected persons, and no notice of objection to the proposed rezoning is received, the amending by-law comes into effect without Ontario Municipal Board approval. Under this system it is noted that it is the responsibility of the municipality to give notice to affected persons.

If an affected property owner should object to a zone change that would permit the placement of a Granny Flat near him, an Ontario Municipal Board hearing would have to be held at which any interested persons would have an opportunity to be heard. Based on this hearing the Board would either approve or reject the by-law. Such a hearing is essential for justice and democracy in the eyes of the affected property owners.

Before issuing a building permit a building inspector must be confident that the proposed development meets not only the provisions of the zoning by-law but certain building standards as well. The National Building Code, a code of minimum housing standards, is published by the National Research Council of Canada, a federal body. However, the power to enact such codes as law is with the provinces by virtue of sections 92(10) and 92(13) of the B.N.A. Act. These sections deal with local works, and property and civil rights respectively.

Federal building standards do not have to be met unless the Federal government makes meeting these standards a condition of granting or lending money to the builder. Provincial or municipal standards are compulsory regardless of financing.

In Ontario, the legislature has not delegated to the municipalities the power to adopt their own minimum building standards. They are, instead, subject to a building code which is consistent across the province.

Other provinces may not have uniform building codes and as a result the building standards between municipalities may differ widely. The design and construction of a Granny Flat must meet or exceed these standards. It is, therefore, recommended that the implementing body check whether or not the municipality has its own building code in use.

F. Assessment and Taxation

The assessment and taxation of land and buildings is a matter of direct taxation which is shared by the provincial and federal governments under sections 91(3) and 92(2) of the B.N.A. Act. However, "historically the taxation of land has been left to the provinces and their municipalities."¹⁸ Thus, changes in the laws concerning the assessment and taxation of land must come from the provincial level.

In Ontario, property assessment is determined by the province under the Assessment Act. The mill rate is set by the municipality based on its annual budgetary requirements.

In Australia section 54JA of the Victoria Housing Act exempts the Granny Flat from assessment and thus from property taxation. The unit is "deemed not to constitute improvements in relation to the land upon which it is situated."¹⁹ This treatment seems reasonable since

the Granny Flat is only of value to the hirer as long as he owns the property. Once he sells his property the leasing agreement stipulates that the Granny Flat must be removed from the property. Thus, the Granny Flat does not constitute a permanent improvement to land that the owner will benefit from through the sale of the property.

A similar exemption from assessment for a Granny Flat would seem reasonable in Ontario. Such an exemption would probably have to be specifically legislated. However, Granny Flats owned and managed by a municipality or a provincial agency may not require legislated exemption from assessment since properties owned by the province and municipalities are not taxed. Instead, the province generally makes a grant in lieu of taxes to municipalities in which it holds property.

If the Granny Flat were not exempted from assessment, the unit would be assessed as a residential structure. The assessment on such a unit in the City of Waterloo would be based on its cost of construction at a 1978 level. This increase in assessment would be added to the assessment of the property on which the unit is located, with a resulting property tax increase to the owner. Based on an estimated 1978 cost of construction of \$15,000 the resultant property tax increase would be approximately \$200 per annum.²⁰

G. Applicability to the Environmental Assessment Act

The Ontario Environmental Assessment Act applies to all provincial and municipal undertakings unless they are specifically exempted by the Minister of the Environment. An undertaking is defined, in part,

by section 1(o)(i) of the Act as:

an enterprise or activity or a proposal, plan or program in respect of an enterprise or activity by or on behalf of Her Majesty in right of Ontario, by a public body or public bodies or by a municipality or municipalities.²¹

As such, a Granny Flat program implemented by a municipality or a provincial agency would be an undertaking.

If an undertaking is not exempted by the Minister, the proponents of the undertaking must submit to the Ministry of the Environment an environmental assessment of the proposed undertaking. The environmental assessment is a comprehensive document which describes the purpose of the undertaking, the planning or decision making process as it relates to the undertaking, the environmental impact of the undertaking and possible mitigation measures, and the alternatives to the proposed undertaking.

The environmental assessment is circulated to provincial agencies and interested members of the public for comment, upon receipt of which the Minister may approve or reject the proposal. Before approving or rejecting a proposal, the Minister may be requested to refer the proposal to the Environmental Assessment Board. The Board holds a public hearing at which both the proponents of and the objectors to the proposal are heard. The Board may reject or approve the proposal.²²

Until such time that either the Board or the Minister approves the proposed undertaking, section 6(1)(a) of the Act prohibits the issuing of licences and permits by the province, municipality or regulating authority that would permit the undertaking to proceed.

This provision would include the issuing of a building permit.

It is suspected that Granny Flats would be considered to have little or no negative environmental impact and thus be exempted by the Minister. It would, however, probably still be necessary for a public implementing body to apply to the Minister of the Environment for an exemption.

Endnotes - Chapter IV

1. F. Scott and W. Lederman, A Memorandum Concerning Housing, Urban Development and the Constitution of Canada (excerpt), Plan Canada, Vol. 12, No. 1, p. 36.
2. Interview with Patricia Messenger, Vice-Consul General, Australian Consulate, Toronto, Ontario, 19 January 1982.
3. State of Victoria, The Victoria Housing Act, p. 40.
4. Ibid., p. 41.
5. K. D. Jaffary, and S. D. Makuch, "Local Decision-Making and Administration," Research Report for the Royal Commission on Metropolitan Toronto (1977), p. 74.
6. Ibid., p. 75.
7. Stanley M. Makuch, ed. Municipal and Planning Law Reports, Vol. 9 (1980), p. 107.
8. Ibid., p. 104.
9. Ibid., p. 117.
10. Ibid.
11. Stanley M. Makuch, ed. Municipal and Planning Law Reports, Vol. 12 (1981), p. 141.
12. Ibid.
13. Ibid., p. 148.
14. Ibid., p. 145.
15. Interview with Prof. George Rich, University of Waterloo, Waterloo, Ontario, 16 December 1981.
16. At the time this report was written, Bill 159, An Act To Revise The Planning Act, was being debated in committee, having received Second Reading on December 8, 1981.
17. Interview with Prof. George Rich, University of Waterloo, Waterloo, Ontario, 16 December, 1981.
18. Scott and Lederman, op. cit., p. 36.

19. State of Victoria, The Victoria Housing Act, p. 43.
20. Letter from Cathy Farr, Senior Analyst, Ministry of Revenue, Toronto, Ontario, 2 February 1982.
21. Government of Ontario. The Environmental Assessment Act, R.S.O. 1980, Chapter 140, Aug. 1981, p. 3.
22. In the event that an O.M.B. hearing must also be held, the Consolidated Hearings Act permits a joint board comprised of both O.M.B. and E.A.B. members to conduct the hearing.

CHAPTER V

ADMINISTRATION

A. The Implementing Body: Its Formation

Since housing is a matter which is local by nature it is advisable that the body which implements a Granny Flat program be based within the municipality. This would mean that implementation would probably be carried out by the municipal government, a local entrepreneur or a non-profit organization such as a church or a service club.

There are problems involved with a municipality becoming directly involved in the administration of housing. Some municipal officials in the United States disapprove of allowing a situation to develop in which they conceivably would be required to bring legal action against home owners and older persons when and if a particular situation was in violation of the lease agreement, proved to be a public nuisance, or created an undesirable environment.¹ The eviction of an ineligible elderly person from a unit may create bad publicity for the municipality and cause irreputable damage to the Granny Flat program. These sentiments would likely be echoed in Canada. Further, municipal officials may be leery to add an additional administrative body to the existing bureaucratic system for the fear that the public may accuse the local government of becoming too large and unmanageable.

As was noted in section C(i)(1) of Chapter III, the implementation of a Granny Flat program by a profit motivated private company would restrict participation in the program to only a portion of the elderly population due to the provision that the unit must be bought by the occupant and/or land owner. Many elderly persons would not have the capital to purchase these units. The sale of the unit may also make the regulation of its use more difficult to enforce since the recourse of eviction from ineligible occupancy would no longer exist. Even if the units were to be rented from a profit motivated corporation, the program would probably be still restrictive in its applicability because the rents charged would have to be at or near the accepted market rent to give the investors a fair return on their investment. Many of the low and moderate income elderly would probably not be able to afford these rents.

The most appropriate implementing body would probably be a non-profit housing corporation run by a local non-profit, non-government organization which would own the units, lease the units to the landowner, administer the program and be responsible to the local authorities.²

At the Granny Flat Forum held in Washington, D.C. in 1981, William Wyatt, Housing Consultant to the American Rural Health Association, stated that a non-profit housing corporation is the administrative arrangement which has the greatest potential in the three following aspects:

1. in the development of a strategy to deal with the local jurisdictions that control zoning and placement of units;

2. in arranging for initial capital financing; and
3. in extended low cost administration.³

In short, the non-profit housing corporation would appear to be the most appropriate implementing body for it would keep the rent of the unit at an affordable rate, and its community-minded initiators would be capable of dealing with local policy and political issues based upon socially beneficial objectives. It must, however, be emphasized that the implementing body is not intended to work in isolation. Ideally, a non-profit organization would work closely with both the provincial and municipal levels of government.

B. The Implementing Body's Relationship to Government

Since housing and planning legislation originate from the provincial governments, it is important that each province develops an agency to oversee the implementation of the program by the local implementing body. Logically, this agency would operate as a part of the provincial ministry responsible for housing, such as the Ministry of Municipal Affairs and Housing in Ontario.

This agency would set up a series of guidelines and procedures to assist the implementing body and would monitor the local programs to ensure that only eligible persons occupy the units. Further, the agency would make recommendations to the Legislature as to what legislative changes may be necessary for Granny Flat implementation.

There must be a close liaison between the municipality and the implementing body. A commitment by the municipal council to the Granny

Flat concept should be sought as early as possible in the implementation process. The most effective planning tool for this would be to establish the principle for development in the Official Plan.⁴ The Official Plan could set out a generalized framework that:

1. contains a policy statement as to Council's commitment;
2. establishes those areas of the community (if need be) where Granny Flats would be permitted; and
3. sets out basic criteria as to what factors will be considered in approving an application for a zone change to permit the placement of a unit. These factors could include:
 - (i) provision of municipal services;
 - (ii) a minimum lot size;
 - (iii) the provision of screening, buffering, landscaping, etc.;
 - and
 - (iv) any necessary parking provisions.

In short, the implementation of a Granny Flat program would involve all levels of government. As mentioned in section C(ii) of Chapter III, the federal government, through CMHC could be involved in financing the program through its Private Non-Profit Housing Program. It would be the province's responsibility to set guidelines and procedures and to monitor the individual programs to ensure consistency and proper unit use across the province. As was discussed in Chapter IV, the province may also be called upon to enact new legislation with regard to Granny Flats. Control of the distribution, use, tenancy, removal, maintenance and type of construction would be the direct responsibility of the implementing body. Design of the flat

would be primarily the responsibility of the implementing body; however, certain design and construction aspects as well as construction materials may be demanded by the federal government as a condition of financing. Further, the design, construction and materials would also have to meet the minimum requirements of the provincial and/or municipal code. A building permit would also be required from the municipality to place the unit.

C. The Human and Physical Resources of the Implementing Body

The magnitude of the program would determine the level of human and physical resources needed by the implementing body. Office space and equipment in the form of desks, telephones, filing cabinets, typewriters, etc., would be required. Human resources would be divided into a number of staffing categories and would initially include the following:

1. Executive Staff

- (i) Program Director
 - supervises daily operations and arranges the ordering and the delivery of the units
 - acts as a liaison agent between the implementing body, the contractors and the government

2. Operational Staff

- (i) Fiscal Manager
 - arranges and administers bank loans
 - responsible for monthly billings
- (ii) Applications Review Staff
 - reviews applications for placement of units
 - carries out site visits
 - answers public inquiries/requests
 - interviews applicants and prospective occupants

- liaison between applicant, the implementing body and neighbouring property owners
- supervises the placement and the removal of units

- (iii) Clerical Staff
 - provides administrative backup

3. Developmental Staff

- (i) Planning Staff
 - conducts initial market survey
 - works to solve the specific problem of financing and zoning
- (ii) Clerical Staff
 - provides administrative backup

As the program develops and a strong demand for the units becomes evident, it may be necessary to increase the number of employees in one staffing category, while reducing the number in another category. For example, once the program becomes established it may be possible to reduce the number of persons working on program development. These persons may be transferred to 'Operations' to assist in meeting the demand for these units.

D. A Pilot Project

In the introduction of any new product, it is wise to test the demand for that product on a limited scale before a decision is made to make a whole-hearted marketing effort. Similarly it is recommended that the implementing body first introduce a pilot project for Granny Flats. Not only may demand be gauged from a pilot project, but minor problems and oversights may be corrected before the units are offered to the public through a larger scale program. The next section will comprehensively outline a procedure that the implementing body may

follow in implementing a pilot project.

E. Administrative Procedure for Implementation: A Step-by-Step Approach

Pre-Application Stage

1. The initiative is taken by an interested party such as a municipal council, church group, service club, or an investment group to undertake implementation of a Granny Flat program. This party may be referred to as the implementing body.
2. Steps are taken to gain funding (if necessary) to complete a market survey of demand.
3. A market study is carried out by either the implementing body or a consultant hired by the implementing body. The purpose of the market study is to estimate the potential demand for Granny Flats and to note any other factors which may be useful in program implementation. The persons preparing the study may typically:
 - (i) check the waiting lists for such facilities as senior citizen apartments, homes for the elderly and nursing homes. However, these figures must be viewed with some scepticism. Not all persons who place their names on a waiting list would be prepared to move into that facility immediately if room was to become available. That is, many people, knowing that the waiting time for entry into these facilities is often quite long, will sign up now just in case they should require a place in these facilities at some later date.

- (ii) examine demographic statistics to determine the percentage and the absolute number of elderly persons of different ages in the community's population. Obviously, the greater these numbers are the greater is the potential demand for Granny Flats. This information should be correlated with census tract information to determine those areas of the community with the highest concentrations of elderly persons. This information may be useful in mapping those areas of the community where the greatest demand for Granny Flats is likely to occur. Appropriate steps may then be taken to reflect this need in the Official Plan and the comprehensive zoning by-law.
- (iii) informally contact local social service agencies and organizations such as churches, service clubs, senior citizen centres, and senior citizen clubs to get a general indication of demand and to obtain the opinions of the elderly and of those persons involved in the provision of services to the elderly as to the appropriateness of a Granny Flat program.
- (iv) examine assessment data to determine the number of single-family dwelling lots which are physically capable of accommodating a Granny Flat in terms of lot area.
- (v) administer a questionnaire to a representative sample of the elderly population to ascertain whether or not they would ever want to live in a Granny Flat and, if so, if there is a son's, daughter's, or other relative's lot on which such a unit could be placed. The willingness of the occupants of the potential

site to be responsible for the Granny Flat must be determined. Furthermore, the questionnaire could determine which facilities and services are most often used by the elderly. This information is useful in determining the most suitable placement of the units and in coordinating any necessary improvements to community transportation services.

4. Steps are taken by the implementing body to gain level approval for the project (if necessary). The implementing body may have to request the municipality to make an appropriate zoning by-law amendment to permit more than one dwelling unit on a single-family dwelling lot. If the implementing body is a municipality, the municipal council may have to approach the province for legislated approval to go ahead with the project.
5. An operational budget is developed.
6. Steps are taken to obtain funding. Unless the implementing body can finance the program from its own resources it is likely that a loan will have to be made from the private sector with some assistance from CMHC in the form of loan guarantees.
7. The implementing body assigns and/or employs personnel to implement the pilot program.
8. An architect is engaged to design a relocatable unit that can be economically constructed and is aesthetically pleasing. The unit must be suited to persons with disabilities and be designed for the climatic conditions in which it is to be used. The architect must also develop the means to erect and relocate the units. The design contract should be put out for public tender,

although the implementing body need not be bound to accept the lowest bid. It may be speculated that if Granny Flat programs were to be implemented in a number of municipalities then one architectural firm may choose to specialize in Granny Flat design. As a result, it may be possible to develop a 'standard design' that would require only slight modifications so as to meet variations in climate and building codes across the country. A standard design may lead to cost savings.

9. The implementing body receives price estimates and hires contractors and/or manufacturers who are willing and capable of building the units to the required specifications.
10. The implementing body must define program guidelines for eligibility, application, approval and regulation.
11. An equitable rental scale for the units is established, which is generally considered to be less than 25 percent of the occupant's gross income.
12. The implementing body has between 5 and 8 units constructed. The number of units in the pilot project should be large enough to permit a fair evaluation of the project and yet not too large so as to be a waste of financial resources in the event that the project fails.
13. The availability of the units is advertised and applications for occupancy are invited. Initial exposure to the program may be through local organizations such as church groups and senior citizen clubs which are aware of persons in need. Feature articles and stories in community newspapers and on local radio and

television stations may be useful in first introducing the program to the public. If the pilot project is successful, it is unlikely that the implementing body will have to continue actively marketing the units. As in Australia, the demand will probably be greater than the supply.

Application Review Stage

14. The owner and/or tenant of property fills out an application form which includes:

- (i) verification of age, income and family status of the person(s) who are to occupy the Granny Flat
- (ii) proof of ownership of the property and/or permission from the property owner
- (iii) a diagram showing the main house, and the accessory buildings, as well as neighbouring buildings and the lot dimensions
- (iv) permission for the staff of the implementing body to examine the property for the purpose of determining its suitability for a Granny Flat
- (v) any supporting letter of need
- (vi) the signature(s) of the owner and/or tenant.

NOTE: Refer to Appendix J for a copy of the application form used in Australia.

15. The applicant submits the application form to the implementing body.

16. Review of the application is commenced by the staff of the implementing body. The staff first examines the information contained in the application form. If the application is incomplete,

the staff requests the necessary information from the applicant. If it is obvious by information that the applicant is ineligible for the program due to some reason such as insufficient lot size or age of the proposed occupant then the application is rejected. Written reasons for the reject are sent to the applicant. Appeal of this decision may be made to the Board of Directors of the implementing body.

17. If the initial review of the application is satisfactory, the staff then proceeds to examine the suitability of the site for the placement of a Granny Flat and to note any special requirements that might be necessary. The following factors must be specifically addressed during the staff's site visit:

- (i) Lot Area--the size and placement of the main house on the lot will physically affect the placement of the Granny Flat. However, it has been the experience of the Victoria Housing Commission that a lot with a minimum area of between 6,000 and 6,500 square feet is required to accommodate a Granny Flat.

- (ii) Lot Configuration--the lot should be of an acceptable configuration so that the unit can be situated in such a way as to have minimum visibility from the street. This provision is necessary to minimize the visual effect of these units on the neighbourhood. Unfortunately, such a placement may be in conflict with the desire of the elderly person to view street activities from his or her own windows. Dependent upon the site, astute placement of the unit may result in both of these desires being satisfied.

- (iii) Grade--the grade of the lot shall be suitable for the placement of a Granny Flat which shall not adversely affect surface water run off or create drainage problems on the subject property or on adjacent properties.
- (iv) Setbacks--the unit shall be situated in accordance with the zoning by-law provision for accessory buildings. This will provide neighbouring home owners with some protection from the potential loss of privacy.
- (v) Lot Coverage--the Granny Flat and any accessory buildings to the main house shall cover no more than 25 percent of the rear yard of the main house. This ensures that both the occupant(s) of the main house and the tenant(s) of the Granny Flat will have adequate space for outdoor enjoyment.
- (vi) Visibility--the unit shall be adequately screened so that it does not present an adverse visual impact upon adjacent properties. Landscaping is preferred to structural methods of screening.
- (vii) Accessibility--adequate access must be available to allow transportation of the building components to the site upon which the structure is to be erected. Easy pedestrian accessibility must also be available for the tenant(s) of the Granny Flat. Further, the local fire department may also have recommendations regarding the placement of the unit for the purpose of safety and accessibility by equipment in the event of a fire.

18. If the staff determines from its site visit that the subject property is unsuitable for the placement of a unit then the applicant is notified, in writing, explaining the reasons for not approving the application. Appeal of this decision may be made to the Board of Directors of the implementing body. The applicant may also reapply if he or she is confident that the reason(s) for the initial rejection have been corrected.
19. Assuming that the information gathered during the site visit is satisfactory, then the staff interviews the applicant and the proposed occupant(s) to explain the program and to obtain any additional information that may be required in processing the application. Based on this interview, the elderly couple or individual may be requested to submit verification from their doctor that they are physically capable of an independent life style. The interviewer would also determine if any special design provisions such as ramps rather than stairs would be necessary.
20. If the property and the applicant meet all the criteria for the use of a Granny Flat then action is taken by the staff to have a unit placed on the subject property. In most locations, local zoning by-laws will have to be amended to permit an additional dwelling unit on a single-family dwelling lot. For the purpose of public notification the zoning by-law should be amended on a site by site basis. The municipality would be approached by the implementing body to make the necessary amendment to the appropriate zoning by-law. All neighbouring property owners within a reasonable radius of the subject property would be notified of

the passing of the amending by-law by council. The neighbours would then have an opportunity to object to the by-law in the normal method. For example, in Ontario the public has an opportunity to object to municipal zoning by-laws and to request a public hearing before the Ontario Municipal Board. The Board hears arguments both for and against the rezoning by-law and then approves, rejects or defers all or part of the by-law. The decision of the Board is final.

That is, an objection to the rezoning of the subject property may result in the rejection of the rezoning by-law and thus prevent the placement of a Granny Flat or at the very least may delay the approval of the rezoning by-law and thereby delay the placement of the unit. To prevent these possible consequences of a public hearing it is recommended that the implementing body contact affected property owners prior to the passing of the by-law and explain to them the purpose of the program and the lease provisions for the placement, tenancy, design, landscaping and maintenance of the unit. In this way the implementing body may be able to mitigate or eliminate the fears of the neighbours and thereby reduce the possibility that they may object to the rezoning.

Ideally, the tribunal responsible for approving, rejecting or deferring the rezoning by-law would also have the authority to approve the by-law with modifications designed to mitigate the concerns of the objecting neighbours.

An alternative to site specific rezoning may be to rezone an entire neighbourhood to permit for the placement of Granny Flats.

The residential neighbourhood would be chosen on the basis of its proximity to shops and services, the size of its lots and the demand for this type of housing in the area. This method would both give the residents of the neighbourhood an opportunity to voice their concerns and save the time and resources of the implementing body and the prospective Granny Flat hirer in having to potentially argue their case at a hearing for each site specific zone change.

Post Application Approval Stage

21. The approval of an application for the placement of a Granny Flat would only be given on the condition that the appropriate rezoning by-law comes legally into effect. After the application is approved, the applicant is placed on a waiting list. Units are supplied to applicants on a chronological basis; the person on the top of the list receives the first unit to become available. There is no preferential treatment given to any one individual as it is assumed that all those persons on the list are in equal need.
22. Before placement of the unit takes place the applicant is presented with a contract which states both the responsibility of the implementing body, the occupant and the property owner and/or tenant.
23. The owner of the subject property must obtain a building permit from the municipality before the unit may be erected. The issuing of a building permit signifies that the unit is in conformity with the Building Code and the zoning by-law. Since the unit has been designed to Building Code specifications and the zoning by-law has been amended to permit placement of the unit, the issuing of the

building permit is primarily a formality. It is, however, a means by which the municipality may keep an accurate record of development within its boundaries.

24. The unit is placed on the subject property by the method described in the Unit Design and Construction section of Chapter III. The occupant who meets the terms of the lease agreement may live in the unit as long as he or she desires. The decision to terminate the lease due to the frailty or health of the elderly occupant is solely the decision of that elderly person and his or her family; it is not up to the implementing body to make this decision.

Project Evaluation

25. After the program has been in effect for at least one full year a major evaluation of the success or failure of the program shall be undertaken. The following factors will be examined:

- (i) the reaction of the units' occupants and their families to the type of living arrangement permitted by the unit. This may involve an evaluation of the level of privacy, anxiety, dependency, social activity and overall satisfaction.
- (ii) the well-being of the elderly person occupying the Granny Flat as compared to the well-being of the average elderly individual in the community. This measure may be based on the need for external provision of services, reliance upon health care services, number of hospitalization, and the number of institutionalizations.⁵
- (iii) the reaction of the neighbourhood to the existence of the unit nearby. Have the neighbours' privacy and enjoyment

of their property been impaired?

- (iv) operational effectiveness and responsiveness of the implementing body.
- (v) the quality, design, and durability of the units.
- (vi) the cost effectiveness of the units in comparison to other forms of accommodation for the elderly.
- (vii) the demand for the units.

The next chapter will examine the practicality of implementing a pilot project for Granny Flats in the City of Waterloo, Ontario.

Endnotes - Chapter V

1. National Retired Teachers Association and American Association of Retired Persons, Granny Flat Forum (Washington, D.C.: n.p., April 23, 1981), p. 8.
2. Ibid.
3. Ibid., p. 6.
4. Letter from Mr. Keith West, Ministry of the Environment (formerly with the Ministry of Municipal Affairs and Housing), Toronto, Ontario, February 1982.
5. Paul L. Shepherd, "Granny Flats: Independence with Security," (Management Plan, Upper Shore Aging, Inc., January 1979), p. 5.

CHAPTER VI

THE CITY OF WATERLOO: A CASE STUDY

A. Introduction

The City of Waterloo is located in southwestern Ontario. It is a twin city to the the City of Kitchener and is a part of the Regional Municipality of Waterloo.

In view of its history, the City of Waterloo is perhaps a logical community in which to implement a pilot project that exhibits the Granny Flat as a form of housing for the elderly. The City and the surrounding region are well known for their Mennonite heritage. This culture has brought to the region more than just the meeting house and the horse and buggy. The Mennonites are a people with strong family and community ties. They have demonstrated a strong sense of responsibility in the care of their elderly and have developed a form of housing to facilitate this care. It is not uncommon to see small houses attached by a common wall to century old farm houses in the region. These smaller houses are known as Duddy Houses and were designed primarily on the same principle as the Granny Flat.

As the elder members of the family became too old to operate the family farm and as the children started to form families of their own, the elderly parents would move into the Duddy House. The eldest son

and his family who were normally active in the running of the farm would live in the main house. The Duddy House and the main house are for all practical purposes separate entities, usually being linked by only a common door in the kitchens of each unit. As with the Granny Flat, the Duddy House afforded both the elderly and the younger members of the extended family with privacy and the convenience of nearby help if it was needed. However, unlike the Granny Flat, the Duddy House is a permanent unit attached to the main house. The advent of modern zoning by-laws, and the inability to easily move the unit to new locations as it is needed have resulted in the disuse of many Duddy Houses.

With an increasingly aging population and a greater awareness as to the benefits of the extended family, it is time to modify this old idea so as to provide a form of housing for the elderly that the people of the City of Waterloo can readily appreciate. The Granny Flat, as described in this paper, appears to be the modified form of the Duddy House which is most appropriate for the 1980s and beyond.

B. Demographics

The population of the City of Waterloo in 1981 was 54,470 of which 3,558 persons or 6.5 percent of the total population were 65 years of age or older. (Appendix K). That is, the proportion of Waterloo's population aged 65+ is substantially below the 9.5 percent figure which Statistics Canada projected to be the proportion of the Canadian population aged 65+ in 1981 (Table 1). This large discrepancy

can be explained in part by the fact that the City is an education centre with a large number of university students. By comparison, 9.1 percent of the population of the City of Kitchener in 1980 was aged 65+.¹

The Regional Municipality of Waterloo projects that by the year 2001 there will be "significant increases in the number of people between 60 and 80 years of age" and it is further stated that "in order to provide services so that seniors can remain as self sufficient and independent as they are able, housing alternatives will be needed which provide varying levels of support services."²

Approximately 1,370 persons or 2.5 percent of Waterloo's total population are aged 75+ (Appendix K). This is the age range in which persons are considered by the Ontario Ministry of Community and Social Services to be "at risk."³ That is, this is the stage in the life cycle that most people become limited in their previously independent life styles due to illness or the infirmities of old age. A portion of these people may be able to benefit significantly from the provision of a Granny Flat program. Furthermore, there are approximately 2,288 persons aged 65-74 who may also be good candidates for Granny Flats.

C. Potential Granny Flat Demand - Existing Data

There are approximately 18,000 dwelling units in the City of Waterloo of which 9,894 or 55 percent are single-detached dwelling units (Appendix L). Approximately 1,250 single-detached dwellings or

12.6 percent are owned or rented by persons aged 65+ (Appendix L). The average number of persons per household (PPH) of households headed by persons aged 65+ is 1.99 (Appendix L) whereas, households headed by persons in age categories less than age 65+ have PPH figures ranging from 2.49 to 4.10. Assuming that the size of the dwellings occupied by those persons aged 65+ are roughly equivalent to the size of the dwellings occupied by persons under 65 years of age, then it may be suggested that up to approximately 12.6 percent of Waterloo's existing stock of single-detached dwelling units are being under utilized. This is not, however, to say that the elderly persons occupying these units are incapable of maintaining themselves in these units or that they would be necessarily willing to change their life style by moving into a Granny Flat.

The City of Waterloo is served by a variety of health care facilities including nursing homes and homes for the aged, both of which provide residential care (Appendix M). Within the Regional Municipality of Waterloo there are approximately 156 persons on waiting lists for entrance into homes for the aged (residential care) and retirement homes.⁴ These institutional facilities provide the residential type of care that a Granny Flat is specifically designed to provide in the community. Assuming that the number of elderly persons in the City of Waterloo seeking an institutional form of residential care is proportional to the City's population as a percentage of the Region's total population, then the number of Waterloo residents on waiting lists for residential care within the Region would be approximately 23 persons ($136 \times 17\%$). Further, a study

recently completed for the Waterloo Region District Health Council found that of the 2,057 persons in the Region's nursing homes, rest homes and homes for the aged, there were only 86 persons in these institutions who could have remained in their own homes with community support.⁵ A Granny Flat may or may not be capable of providing the needs of these elderly persons if they should return to the community.

In short, the existing data regarding the desire and/or capability of those elderly persons both within the community and in residential care facilities are not sufficient to give a clear indication of the potential demand for Granny Flats in the community. It is conceivable that there is a large number of elderly persons who are 'just managing' to remain within the community due to the assistance of family, friends, relatives, and/or community based services. The provision of a form of housing such as the Granny Flat may make this task of maintaining the elderly within the community easier for all parties concerned.

To obtain a further indication of the potential demand for a Granny Flat program it was essential that a portion of the elderly population be surveyed.

D. The Survey

(i) Purpose

The purpose of the survey was to obtain an indication of demand for a Granny Flat program, to gather information for implementation

purposes and to determine the practical and physical limits of such a program.

(ii) Questionnaire Design

The questionnaire was designed primarily to obtain the following information:

- (a) the popularity of a Granny Flat in comparison to existing forms of accommodation for the elderly;
- (b) the likelihood of tensions arising between family members if a Granny Flat was to be located on a son's or daughter's property;
- (c) the extent to which independent living is a goal of the elderly;
- (d) the appropriateness of the size and design of the Granny Flat; and
- (e) the importance of locating the Granny Flat in a residential neighbourhood close to shops and services.

The questionnaire was also intended to:

- (a) provide the elderly with a description of the Granny Flat, its implementation and its regulation; and
- (b) initiate discussion of the Granny Flat concept amongst the elderly and thereby to spread knowledge of this form of housing.

In retrospect it became evident that the questionnaire should have included questions to elicit the following information:

- (a) the ability of a son, daughter, relative or friend to actually accommodate a Granny Flat on the same lot where they live (i.e., does the size of their lot and their dwelling type physically permit the placement of a Granny Flat?); and
- (b) the degree to which public transportation permits the elderly person to live away from centralized shops and services.

(iii) Methodology

A questionnaire (Appendix N) was prepared and made readily available to those elderly persons frequenting the Adult Recreation Centre located at 185 King Street South in the City of Waterloo. The November 1981 issue of The Owl, a senior citizen newsletter with a readership of approximately 2,000 persons was used to encourage the elderly to complete the questionnaire (Appendix O). Unfortunately, only 5 percent of the 100 questionnaires distributed were completed. This response rate concrete conclusions regarding the elderly's opinions of Granny Flats. Because of this it was decided to employ a more active survey technique.

A Granny Flat seminar was scheduled for between the hours of 10:00 AM and 2:00 PM January 22, 1982 at the Adult Recreation Centre in the City of Waterloo. The seminar was advertised at the Centre for approximately two weeks prior to its scheduled date. At the previously noted time and date this researcher was present at the Centre to show a brief slide presentation regarding Granny Flats and to outline the purpose and benefits of these units. The seminar functioned as an open house with four of these presentations being made to small groups. A discussion followed each presentation at which time the presenter answered any questions and questioned the audience with regards to many of the points raised in the questionnaire found in Appendix N. A total of approximately 20 elderly persons were interviewed in this manner.

(iv) Findings

The following comments should not be construed to be those of a representative sample of the elderly portion of the City of Waterloo's population. Instead, what is presented here is a selection of the comments made by those persons who attended the Granny Flat seminar held at the Adult Recreation Centre and from those questionnaires that were returned. In regard to some of these comments specific recommendations are made which should be acted upon by the implementing body.

The selected comments are as follows:

- Re. the name 'Granny Flat'
 - it "smells of discrimination"
 - it is a misnomer; Granny Flat gives an incorrect image of the unit's use and purpose
 - recommendation: that the name of the unit be changed to something with a less negative connotation such as 'movable unit', 'elder cottage', or 'senior citizen's cottage'

- Re. the concept and purpose of a Granny Flat
 - "it seems like a good idea"
 - "why all the fuss"--the Duddy House is essentially the same idea and it has been around for years

- Re. institutions
 - "I hate institutions, high rises etc."

- Re. the size of the unit
 - a general consensus that a 500 to 700 square foot unit is large enough for practical purposes--however, some persons seemed to have difficulty in visualizing the actual area
 - recommendation: in future public information seminars it may be wise to physically mark out to scale the floor area of the Granny Flat

- Re. design of the Granny Flat
- the unit should not be movable--it should be attached to the main house and linked to such by a door for easy access
 - our winters are too severe for a movable unit--a common wall would reduce heating costs
 - recommendation: in future presentations put greater emphasis on reasons supporting the premise that the units should be movable and set aside from the main house--i.e., stress the problems associated with a permanent unit
- Re. advantages of the unit
- privacy
 - independent living
 - remaining active
- Re. disadvantages of the unit
- cost of heating, water, electricity
 - security/break-ins
 - maintenance costs/rate of unit deterioration
 - could the unit be sufficiently heated
 - recommendation--carry out further study into the cost of heating a Granny Flat in Waterloo's climate
- Re. services and facilities which the elderly would like to live near
- shopping mall with a variety of stores and services
 - doctor's office
 - hospital
 - church
 - recreation centre
- Re. the elderly person living in the same dwelling as his or her son or daughter
- "I'm sure that there would be clashes, tensions and pressures on both sides."
- Re. the elderly person or couple living in a Granny Flat on the same lot as the son or daughter
- "see no problems"
 - space separating the two units should be sufficient to maintain privacy
 - degree of compatibility between the elderly person(s) and the host family probably largely due to the personality of each party.

In summary, it may be concluded from these comments that most of the elderly interviewed thought the Granny Flat to be a good idea since it is a form of housing that is an alternative to institutionalization and traditional forms of senior citizen housing within the community. As well, the Granny Flat is an attractive alternative for the elderly to actually having to live with their families. A strong desire to remain independent was evident amongst those elderly persons interviewed.

E. Legal Aspects of Granny Flat Implementation

There are primarily three legal documents which may apply to the implementation of a Granny Flat program in the City of Waterloo. These documents are described as follows and their relevant sections are noted:

(i) The Regional Official Policies Plan

This document is a very general statement of social, economic and physical planning policies. It requires that all public works carried out in the Region conform to the Plan, and that all Official Plans of the Area Municipalities, of which the City of Waterloo is one, conform to the Plan. That is, any zoning by-law amendment which is made to permit the placement of a Granny Flat must conform to both the Area Municipality's Official Plan and the Region's Official Plan.

The following sections of the Regional Plan may be interpreted to pertain to Granny Flats:

(a) Chapter 4--Goals of the Plan--Goals

One of the goals of the Region is:

"6. To provide housing and settlements to meet the changing needs of people."

Interpretation--Canada's population is aging and thus its needs are changing. A Granny Flat would seem to be able to well satisfy a part of the population's need for suitable accommodation.

(b) Chapter 9--Housing--Policy

The Regional Municipality of Waterloo will:

"10. Provide the framework for participation in the community sponsored housing program or similar housing programs and encouraged non-profit agencies to participate in the construction and operation of subsidized housing units."

Interpretation--since the Granny Flat would probably be implemented by a non-profit agency, on a subsidized rent scheme, it appears that the Region would encourage such a program.

"20. Permit prefabricated and/or portable manufactured housing units which meet the Provincial Building Code subject to the policies of this Plan and Area Municipality Official Plans."

Interpretation--A Granny Flat is a pre-fabricated unit and as such would appear to be generally approved by the Region, subject to the noted conditions, to be an acceptable form of housing.

(c) Chapter 14--Health and Social Services--Policy

The Region will:

"4. Seek to make the most economical use of primary health facilities in order to minimize the Regional costs and to relieve the burden on secondary and tertiary facilities. This will be accomplished by: . . .

(2) continuing and expanding, where required and feasible the various services provided by Regional Health and Social Services in order to reduce as much as possible the need for patients to enter institutions; . . .

Interpretation--The Region appears to be aware of the need to reduce the rate of institutionalization. As do community services, the Granny Flat provides a means by which to maintain the elderly within the community for a larger period of time.

"10. Utilize Federal and Provincial Government programs to provide, in co-operation with the Area Municipalities, needed housing for the elderly in appropriate locations." Interpretation--For some elderly persons, accommodation with or very near to their children can have many very beneficial results and thus be a very appropriate location for them to live. A Granny Flat program designed to provide housing in such a location, initiated or supported by an area municipality and funded by CMHC would probably be supported by the Region.

In summary, the Regional Official Policies Plan may be favourably interpreted to permit the implementation of a Granny Flat program since the document makes provisions to meet housing needs through the Region's participation in and encouragement of non-profit housing schemes.

(ii) The Official Plan for the City of Waterloo Planning Area

This document is a "guide to Council and other Boards and Commissions of the City of Waterloo through the establishment of policies relating to future urbanization and the provision of public services."⁶ All municipal works and zoning by-laws must be in conformity with this document.

The following sections of the document may be interpreted to pertain to Granny Flats:

(a) Part I(B)--Objectives

It is the objective of the City of Waterloo to make:
 "4. Provisions for a wide range of housing accommodation to meet a variance of demand in household size and rental levels."

Interpretation--The Granny Flat is an affordable form of housing for the elderly with varying incomes. It is specifically designed to meet the physical needs of one or two elderly persons. As such, the City's stated objective would seem to be supportive of a Granny Flat program.

(b) Part II(A)--Land Use--Residential Area

It is the policy of the Council of the City of Waterloo that the:

"4. Approval of development within residential areas will be subject to the availability, or ability to provide schools, parks and recreation facilities, roads, storm and sanitary sewers, watermains and all other municipal services and public works required to serve the proposed development."

Interpretation--A Granny Flat development would be a secondary or overlapping phase of development in the sense that these units would be located in areas where residential developments, served by the essential municipal services, are already in existence. That is, a Granny Flat unit would be connected to the existing water and sanitary sewer lines.

The general intent of this policy appears to promote infilling so as to prevent the costly over-extension of municipal services. Granny Flats would achieve this goal by optimizing the use of existing services.

This policy does, however, seem to justly caution against the locating of a Granny Flat unit in an area where municipal services frequently used by the elderly, such as the public transportation system, are not satisfactorily developed.

(c) Schedule 'A' of the Official Plan

This schedule shows the 1969 population of the City, its development areas and the population density of each residential district. In each district the maximum permissible population and gross density at ultimate development is also shown.

The Official Plan further states that "if development plans are submitted for a district which will cause the maximum population of the district to be exceeded, an Official Plan Amendment will be required."⁷

Interpretation--This policy is not as restrictive as it may first seem since Part III--Interpretation of the Plan states that "the figures shown on Schedule 'A' are not absolute and are open to flexible interpretation, so long as the basic intent of the plan is maintained."⁸ A small number of Granny Flats in a residential district would not conflict with the general intent of the plan so long as the density did not increase to such a level as to endanger the health and happiness of the residents of that district.

The number of Granny Flats in any one residential district would probably be so low as not to exceed the maximum density figure. In fact as Table 8 indicates, the average number of persons per household (PPH) for the City of Waterloo has decreased since 1969. This further ensures that a Granny Flat development will not exceed the maximum density figures as set out in the Official Plan.

(d) Part I(D)--Municipal Services

It is the policy of Council and other authorities to "make the fullest use of the existing roads, utility systems, schools, and public buildings in order to provide optimum service in the most economic manner."⁹ Interpretation--This policy statement seems to elaborate on subsection II(A)(4) of the Official Plan, as mentioned, in that both sections encourage the economic optimization of existing services. As previously mentioned, a Granny Flat development would fulfill this policy.

In summary, the Official Plan for the City of Waterloo may be interpreted to permit the implementation of a Granny Flat program. An objective of the Official Plan is to encourage housing to meet a variety of needs, provided that municipal services are not over-extended or over-loaded and that over-crowding does not occur.

(iii) The Municipal Zoning By-Laws

The purpose of a zoning by-law is to permit the municipality to control the use of land within its boundaries in an orderly manner so as to contribute to the good health, happiness, and convenience of its citizens. As such, it is important to review the provisions of a zoning by-law in regards to the implementation of a Granny Flat program.

The use of land within the City of Waterloo is subject to three such by-laws; Restricted Area By-Law No. 878A--Township of Waterloo,

City of Waterloo Zoning By-Law No. 1108 and City of Waterloo Zoning By-Law No. 1418.

Restricted Area By-Law No. 878A--Township of Waterloo covers an area recently annexed by the City. The land covered by this by-law is primarily zoned for agricultural purposes. As such, the by-law acts as a holding mechanism until development warrants a zone change. At such time the zoning is amended to make the proposed development site subject to the provisions of either by-law no. 1108 or by-law no. 1418. For this reason the provisions of By-Law No. 878A will not be discussed.

(a) Zoning By-Law No. 1108

The following sections of the by-law may be pertinent to the implementation of a Granny Flat program:

Section 8.25.1--General Provisions

"Except where expressly permitted in the by-law, not more than (1) main building shall be erected on any lot in a registered plan or assembly of part-lots in any zone established by the by-law."

Interpretation--Unless the Granny Flat can be described as a secondary or accessory building then this section would effectively prohibit the erection of a Granny Flat on a lot with an existing dwelling.

Section 2.1--Definitions

"'Accessory' when used to describe a use or building means a use or building incidental, subordinate and exclusively devoted to the main use or building located on the same lot as such use or building but not used for human habitation."

Interpretation--Although a Granny Flat could be described as an incidental use to the main house, the definition of 'accessory' requires that the building not be used for human habitation. Thus, a Granny Flat cannot be classified as an 'accessory' building so as to circumvent the provision of the zoning by-law that only one main building shall be located on a single lot. The by-law would have to be amended to classify a Granny Flat as an accessory use.

Section 8.2--General Provisions--Prohibited Obstruction

"In a residential zone or suburban zone no person shall erect any accessory building any part of which is within two-point-five metres (2.5 m.) of any part of a main building on an adjoining lot and in no case shall any accessory building be located closer than sixty centimetres (60.5 cm.) from any rear lot line or side lot line in the rear yard in any interior lot subject to any provisions governing corner lots as provided in the various zones."

Interpretation--If a Granny Flat is to be classified as an accessory use and thereby become a permitted use on a single-detached dwelling lot, then the unit should at least meet the regulations stated in section 8.2. Such regulations are a form of protection for adjoining home owners who, if the unit were permitted to be located on the property line, may have their privacy and view compromised.

Section 8.3--General Provisions--Accessory Building

"The maximum height of any accessory building in all zones except Light Industrial and Industrial zone shall be four metres (4.0 m.) and the lot coverage of accessory buildings or buildings shall be not more than ten (10) percent of the lot area."

Interpretation--Since a Granny Flat would be generally placed on a lot with a minimum area of 6,000 square feet, the Granny Flat, under the regulation, may have an area of at least 600 square feet which is sufficient for all practical purposes. The Granny Flat should also be able to meet the 4.0 m. height restriction. Both the lot coverage and the height regulations protect the views of nearby residents. The lot coverage regulation also ensures that sufficient open space remain on the property for the enjoyment of the persons living on that lot. If accessory buildings in addition to the Granny Flat exist it may be necessary to obtain a minor variance to the lot coverage regulation.

(b) Zoning By-Law No. 1418

By-Law No. 1418 primarily regulates development in the newer parts of the City of Waterloo while By-Law No. 1108 covers the older neighbourhoods in the City. By-Law No. 1418 is similar to By-Law No. 1108 for most essential purposes regarding Granny Flat implementation.

The provisions of By-Law No. 1108 noted in part (iii)(a) of this chapter are also included in By-Law No. 1418.

(c) Consolidation of the Single Family Residential Zones

Between By-Laws No. 1108 and 1418 there are eight separate zoning categories each of which restrict the use of property primarily to single-family dwellings. For administrative purposes this number of zones was reduced, through consolidation, to five zones in 1978. The regulations which apply to development in these five zones are found in Table 7. The regulations which may pertain to the placement of a Granny Flat concern lot area, rear lot requirements, lot coverage and parking restrictions. It appears that a lot zoned as SR2, SR3 or SR-T1 would probably have sufficient lot area and rear yard depth to physically accommodate a Granny Flat.

(d) Summary

By-laws Number 1108 and 1418 prohibit the placement of a Granny Flat by limiting the number of inhabitable buildings on a lot to one. However, a Granny Flat would be permitted if the by-laws were amended to define or deem a Granny Flat as an accessory building. The Granny Flat would then be subject to the regulations now affecting accessory buildings. These regulations would provide a degree of protection for adjoining land owners from possible encroachments on the enjoyment of their property.

Table 7: Residential Zones After Consolidation

ZONE	MINIMUM LOT AREA (SQ. FT.)	MINIMUM CORNER LOT AREA (SQ. FT.)	MINIMUM FRONTAGE (FEET)	MINIMUM CORNER LOT FRONTAGE (FEET)	MINIMUM FRONT YARD (FEET)	MINIMUM SIDE YARD (FEET)	MINIMUM REAR YARD (FEET)	MINIMUM CORNER LOT PLANKAGE (FEET)	MINIMUM SECOND FLOOR AREA (SQ. FT.)	MAXIMUM HEIGHT	MINIMUM COVERAGE	PARKING
SRI-10	4,000	5,500	40	55	20	3	30	15	A 900 B 750 C 500	30	30%	2
SRI	(1) 4500	(1) 5000	(1) 45	(1) 55	25	4	25	20	A 900 B 750 C 500	35	25%	2
SR2	(1) 6500	-	(1) 50	(1) 65	25	4	30	20	A 1000 B 800 C 600	35	33%	2
SR3	(1) 8000 (2) 10000 (3) 15000	-	(1) 65 (2) 110 (3) 165	(1) 75 (2) 185 (3) 185	45	10	45	25	A 1200 B 800 C 600	35		
SR-T1	15,000		100		25	4	25		1,050			

- A) WITH MUNICIPAL WATER AND SANITARY SEWERS.
- B) WITH MUNICIPAL WATER ONLY
- C) NEITHER

- A 1 STORY
- B 1.5 STORIES
- C 2 STORIES

Source: City of Waterloo, Consolidation of the Single Family Residential Zoning By-law, (Waterloo: Planning Department, December 18 1978), p.

F. Physical Aspects of Granny Flat Implementation

(i) Lots

As noted in Chapter III a lot must generally be at least 6,000 square feet in area to accommodate a Granny Flat. It is estimated that approximately 80 percent of the roughly 10,000 built on, single-family dwelling lots in the City of Waterloo are 6,000+ square feet in area.¹⁰ Even if 50 percent of these lots are unsuitable for Granny Flat placement due to their shape, coverage or topography, approximately 4,000 lots would still be physically capable of accommodating Granny Flats. That is, the City appears to have the potential to implement a Granny Flat program on a large scale.

(ii) Services

It is unlikely that a Granny Flat program would put any strain on the existing municipal services in the City of Waterloo. As Table 8 shows, the average number of persons per household has been steadily decreasing since 1961. By increasing neighbourhood densities, a Granny Flat program would make better use of the existing services.

In many larger cities very few single-family dwellings exist within walking distance of the downtown. In this sense, Granny Flats may be best suited for small and medium sized cities. An examination of assessment maps shows that in the City of Waterloo there are a number of single-family dwellings lots of 6,000+ square feet in area

Table 8: Household Size: City of Waterloo 1961-1980

Year	Persons Per Household
1961 ¹	3.8
1966 ¹	3.6
1971 ¹	3.3
1976 ²	3.0
1980 ³	2.87

- Sources:
1. Statistics Canada, 1971 Census of Canada - Households: Households By Size, Vol. II, Pt. 1, Cat. 93-702, May 1973, p. 1-18.
 2. Statistics Canada, 1976 Census of Canada - Dwellings and Households: Dwellings, Private Households and Families, Vol. III, Cat. 93-801, 1978, p. 3-1.
 3. Regional Municipality of Waterloo, Household Characteristics by Age of Head, Tenure, Size and Six Structure Type - Regional Information System, Vol. 2, 1981, p. 4.

within an elderly person's walking distance of downtown.¹¹ In fact, as Table 9 shows, census tract number 102 (see Appendix P), an area which includes most of Waterloo's downtown, has the highest proportion of elderly persons in the City. It is difficult to state that this high proportion of elderly persons is due to the area's close proximity to shops and services or whether it is simply because the area is, in terms of development, the oldest part of the City. In any event, this area would be a convenient location for the placement of a number of Granny Flats.

Census Tract	Total Population	Population 65+	% Population 65+
100	5,241	580	11
101	11,483	305	3
102	2,509	380	15
103	4,187	540	13
104	6,718	275	4
105	1,887	170	9
106	8,573	375	4
107	4,799	285	6
108	705	55	8

Source: Statistics Canada, 1976 Census of Canada: Population and Housing Characteristics by Census Tracts - Kitchener, Cat. 95-808, Bulletin 6.9, 1978.

(iii) Location

Given the City of Waterloo's relatively small size, public transportation system and pattern of development, the location in which a Granny Flat could be placed in terms of distance to essential services is almost unlimited.

The City's well developed public transportation system and a number of commercial subcentres such as Westmount Place Shopping Centre on Westmount Road also broaden the area in which a Granny Flat may be suitably located for the convenience of its occupant(s). The only areas of the City which may be unsuitable for Granny Flat placement are those areas which are beyond the walking distance of the services and facilities needed by the elderly on a regular basis and which are not, or infrequently, served by public transportation. One such development is the new Beechwood West development.

Endnotes - Chapter VI

1. Murray Haight, Assessing and Planning for Long Term Care in the Waterloo Region - Report 5 (Waterloo: Waterloo Region District Health Council [1981]), p. 16.
2. Regional Municipality of Waterloo, Regional Planning and Development Series: Population 1976-2001, Publication No. 1 (Waterloo: Department of Planning and Development, September 1978), p. 32.
3. Interview with Les Philips, Ontario Ministry of Community and Social Services, Waterloo, Ontario, 20 November 1981.
4. Haight, p. 41.
5. Ibid., p. 39.
6. City of Waterloo, Official Plan of the City of Waterloo Planning Area (Waterloo: City of Waterloo, September 21, 1971), p. 3.
7. Ibid., p. 13.
8. Ibid., p. 24.
9. Ibid., p. 17.
10. Interview with G. Miller, Regional Assessment Office, Ontario Ministry of Revenue, Cambridge, Ontario, 9 March 1982.
11. Ibid.

CHAPTER VII

CONCLUSIONS

It may be concluded from the issues discussed in this paper that there are both benefits and obstacles associated with the implementation of a Granny Flat program.

The benefits of the Granny Flat may be summarized as follows:

1. It is a great value for the money, especially for those persons with low incomes.
2. It maintains the family structure.
3. It lessens reliance on institutional care.
4. It encourages the elderly to move from their older, single-family dwellings, thereby increasing the supply of affordable housing to younger families.
5. It is an attractive and affordable form of housing for the elderly and has little or no on-going cost to the taxpayers.
6. It can improve the quality of life of those elderly persons and their families who are involved in the program.

Possible obstacles to Granny Flat implementation appear to be financing and existing land use controls. While society's financial resources may be spent on a project which may in fact house more persons than the Granny Flat concept, it does not, however, deal with the idea of independent living for the elderly which is the key of the Granny Flat concept. Agencies involved in the provision of accommodation for

the elderly must begin to provide qualitative housing. After all, the elderly have made major contributions to society and it is now time that society gives the elderly an opportunity to care for themselves in a comfortable and dignified manner. Granny Flats provide such a viable opportunity.

Land use controls, such as zoning by-laws, are restricting the public from constructing Granny Flat type units on their own initiative. There is a Hebrew saying, "One mother can take care of 10 children but 10 children can't take care of one mother."¹ To which advocates for the elderly may add, "because of zoning."²

Few people would probably disagree that controls are necessary so as to regulate the proper use of Granny Flats and to minimize their impact on adjacent properties and municipal services. However, a danger does exist that the zoning by-law amendment or minor variance process may be used by some persons to unreasonably object to Granny Flat placement with the result that the program may be irreparably damaged by time delays in unit placement. To reduce the likelihood of these disruptions from occurring, the public must be educated in the purpose and benefits of the Granny Flat to society as a whole.

This paper does not contend that Granny Flats are a cure for all the ills of society or are applicable to all persons age 65+. To do so would be ludicrous. There are obviously a number of physical and psychological factors which may prohibit the placement of a Granny Flat. Personalities, marital status, income, employment, family location, lot size, and lot shape are only some factors which may make a Granny Flat unsuitable or impractical for some elderly

persons. However, the question still remains; why shouldn't those elderly persons and their families who have the desire to live together be given an opportunity to do so, when it is not to the serious detriment of others? Such an arrangement would minimize the burden of care on the part of the family and society, while increasing the independence and self-esteem of the elderly. Obviously, any form of housing that provides such benefits should be actively encouraged rather than apathetically prohibited primarily because of the fear of change.

With today's rapidly changing population structure, there is a pressing need for society to become more flexible in its housing designs. A house ages with its occupants but it does not change to meet the needs of those individuals. The Granny Flat provides a level of flexibility in the use of one's property, thereby eliminating the need for costly, structural modifications to the main dwelling which may be necessary for only a short time.

The Granny Flat is being successfully used in Australia and there are many reasons why it can be as equally successful in Canada. All that is required is an individual or an organization with the confidence and the determination to implement such a program.

Endnotes - Chapter VII

1. Patrick H. Hare, "Why Granny Flats are a Good Idea," Planning, Vol. 48, No. 2 (February 1982): 15.
2. Ibid.

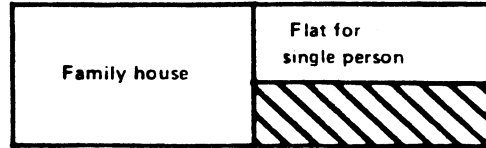
APPENDIX A

Design Options: Granny Annexe

1 • By the side of the family

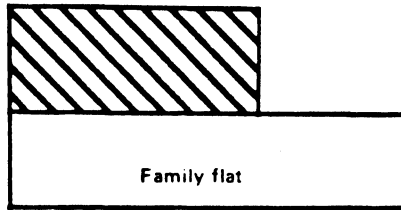


(a) In a bungalow: BRACKLEY
REIGATE •
STROUD •
WALSALI •



(b) In a flat: BIRMINGHAM
CHICHESTER •

2 • Above the family



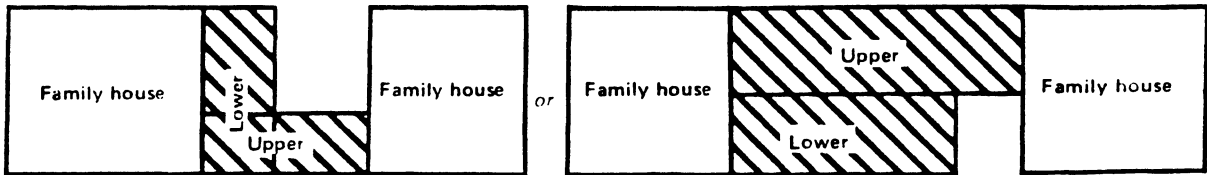
LAMBETH

3 • Below the family



CRAWLEY •
HEMEL HEMPSTEAD
WELWYN GARDEN CITY

4 • Mixed arrangement



DROITWICH



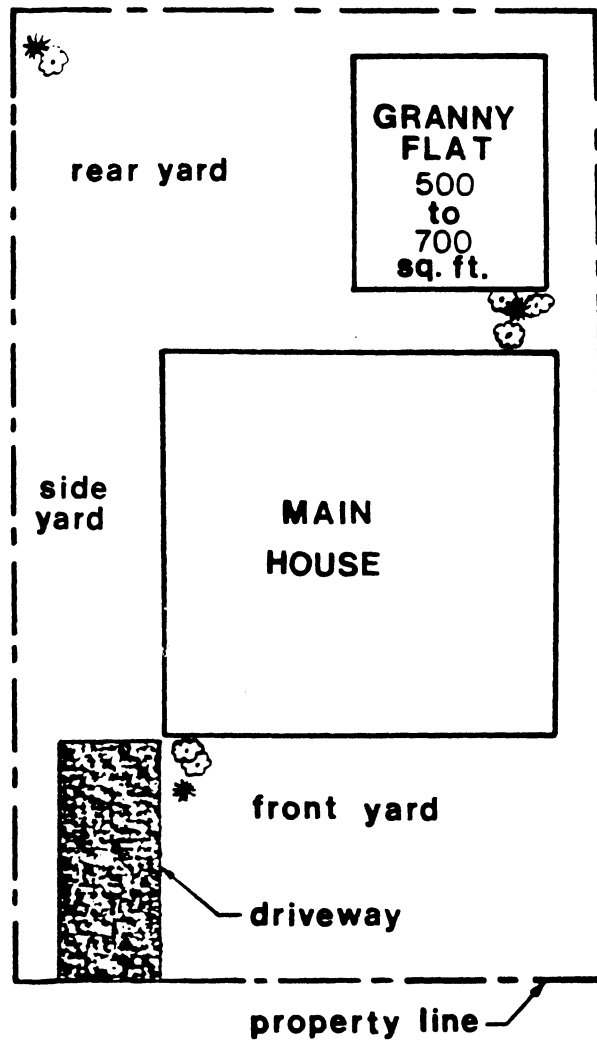
Bedsitters. The others are one bedroom flats

APPENDIX B

Granny Flat-Location on Site

APPENDIX B

Granny Flat-Location on Site



SCALE: 1 in. = 20 ft.

MINIMUM LOT AREA: approximately 6,000 sq. ft.

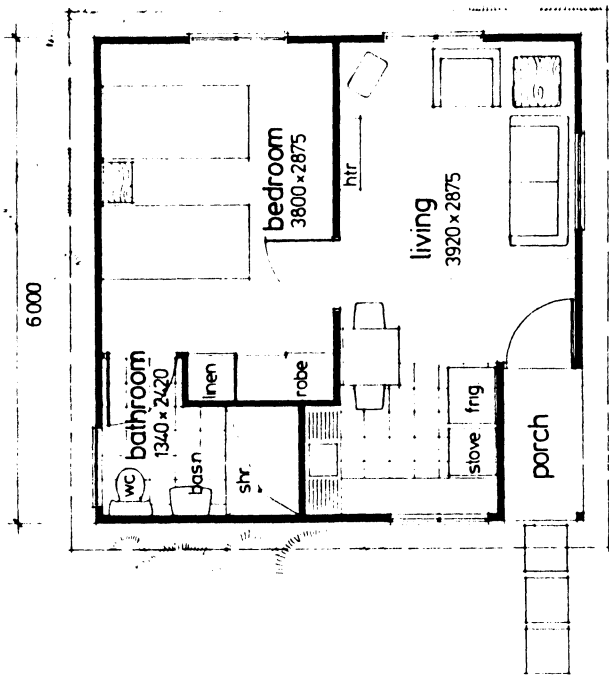
APPENDIX C

The Australian Granny Flat

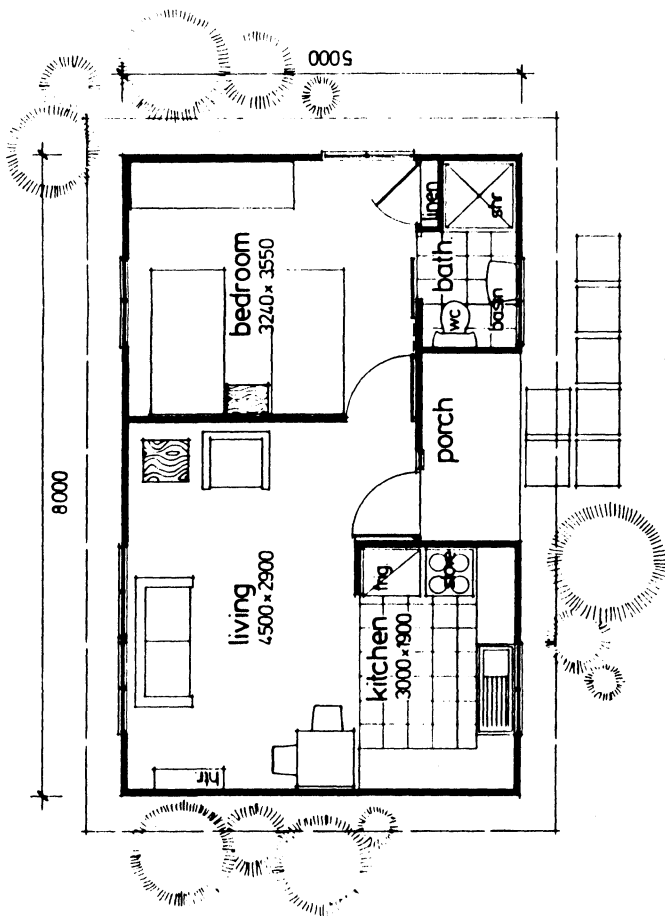
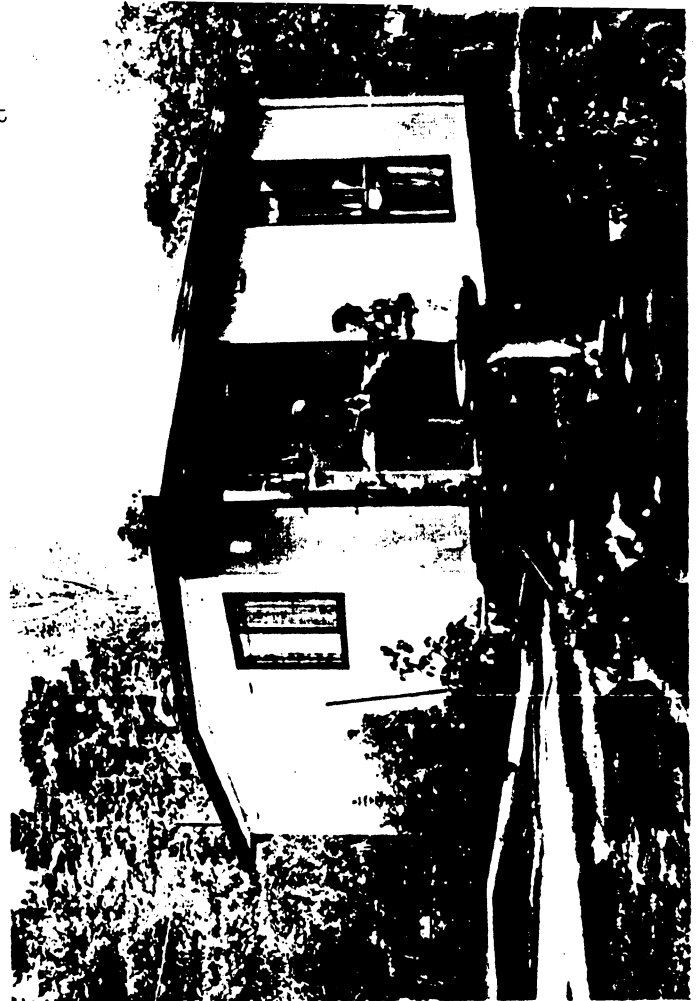
APPENDIX C

The Australian Granny Flat

0009



GRANNY FLAT — SIDE ENTRY



GRANNY FLAT — CENTRE ENTRY



APPENDIX D

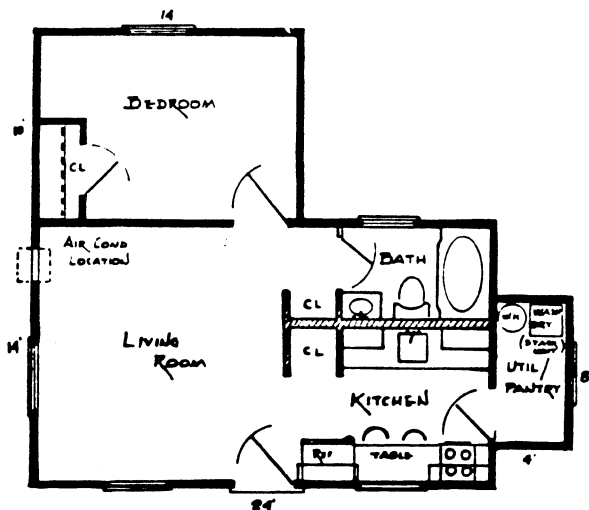
The American Elder Cottage

APPENDIX D

The American Elder Cottage



The Elder Cottage, first U.S. model now on display in Lancaster, Pa.



APPENDIX E

CMHC Design Criteria

APPENDIX E

CMHC Design Criteria

The following general guidelines for the design of a dwelling unit for the elderly are taken from:

Housing The Elderly. Ottawa: Central Mortgage and Housing Corporation, 1975, pp. 27-34.

THE BEDROOM

Function:

Old people probably make greater use of the bedroom than any other room in the unit. This is due in part to the need for rest periods, but as people grow older they also become more susceptible to illness and are bedridden more frequently than those who are young.

Spaces around beds and other furniture should be generous to compensate for loss of agility. This is especially true of bed-sitting rooms.

Design:

The sketches show suggested minimum space requirements for three different arrangements: single-bed alcove for bachelor units, double, and twin-bed layouts for bedrooms. The twin-bed layout becomes particularly desirable when one member of a couple is ill or bedridden for any length of time.

Bedrooms should be designed to accept a television and chair, as well as normal bedroom furniture. Windows should be placed to allow a view from the bed.

THE LIVING-DINING AREA

Use of Space:

Living-dining areas in dwelling units for the aged are usually small. Careful placement of doors, windows, and circulation space is therefore essential if maximum use is to be made of the available floor area. Television is extensively used for entertainment and the layout should take this into account. When the living-dining and kitchen areas are combined, a folding partition or curtain should be provided to screen the two from each other.

THE BATHROOM

Importance:

An efficient bathroom is important to any household. But, in the daily routine of the elderly, no other room plays a more significant part in terms of functional need, safety and convenience than a bathroom designed to meet failing standards of strength, eyesight and physical stability.

Apart from a somewhat higher-than-normal use by day, frequent use of the bathroom is common at night. The route from the bedroom should be direct and unobstructed, and sufficient space should be provided for the passage of a wheelchair into the bathroom.

The Door:

The bathroom door should be either a pocket-sliding door providing a clear opening of at least 2-feet 6-inches, or a hinged door 2-feet 8-inches wide and opening outwards. If a lock is provided, it must be operable from the outside.

Safety:

Bathrooms tend to be gleaming and glossy with slippery wall and floor surfaces. While these may be characteristic of traditional bathrooms, some modifications are essential if elderly people are to be protected from slips and falls.

Floor Finish:

Floors should be non-slip, resilient, impervious to water, and easy to maintain.

Grab Bars:

Grab bars are needed to help the elderly use the bathtub and toilet safely and conveniently. Understandably, the number of grab bars and their location will vary according to the arrangement of equipment. Getting in and out of the bathtub can be difficult, and a vertical grab bar will provide support and confidence when stepping into the tub. A grab bar will also assist in lowering the body into the water, and will improve steadiness when taking a shower.

For use of the toilet, one adjacent angled grab bar is needed for convenience and help in lowering to the seat and subsequently rising from it. All grab bars should be capable of withstanding a 500-pound pull.

Layouts:

Many layouts are possible, but three variations are the most common with each having its own advantages.

Design "A" - In the first layout, the toilet is placed by the wall with the wash-basin next to the bathtub. This arrangement allows easy placement of the toilet-paper holder and grab bar on the wall, while at the same time, the wash-basin edge can be used as a support for getting into and out of the bathtub. A vertical grab bar mounted on the wall near the bathtub, and grab bars on the bathtub wall are recommended. In addition, an angled grab bar should be provided on the wall by the toilet.

Design "B" - This second layout places the bathtub against the wall opposite the wash-basin and toilet. As in Design "A", separate grab bars should be provided for the toilet and tub.

Design "C" - The third layout is similar to Design "B" with the exception the wash-basin is installed in a vanity. The vanity can be used for storage and the toilet-paper holder can be mounted on its side next to the toilet.

Bathtub:

A bathtub with a non-slip bottom should be used. Two soap dishes should be provided, one mounted high to prevent stooping while showering. A combined grab bar/soap dish is not satisfactory. One vertical grab bar should be mounted near the faucets, to ease entry into the tub. A second grab bar, angled or in an "L" shape, should be placed on the back wall to assist in rising from a sitting position, and for use while taking a shower. A third grab bar mounted horizontally on the wall opposite to the faucets is also desirable.

Shower:

Many old people have shown a preference for a hand-held, flexible cable-hose type shower. This should be mounted on a vertical minimum 3'-0" long sliding rail. In some projects a few units have been provided with showers and seats instead of bathtubs and have proved popular. This will depend on local acceptance.

Toilet:

A toilet-mounting height of 1-foot 5-inches is preferable to the more usual 1-foot 3-inches because of the difficulty old people may experience in lowering to a sitting position. The higher mounting height may be practicable only with cantilever type units.

Wash-Basin:

The cantilever type of wash-basin is recommended as it can be used by a person sitting in a wheelchair. Mounting height should be approximately 2-feet 9-inches from the floor and it should be designed to withstand an edge load of 250-pounds. Special brackets may be required to support the basin for this edge loading. A wash-basin built into a vanity counter is another desirable arrangement. For wheelchair use, the vanity storage would have to be deleted.

Medicine Cabinet and Mirror:

The medicine cabinet should be recessed into the wall and have sliding doors. Glass shelves should not be used. The top shelf should not be higher than 5-feet above the floor.

Thermostatic Control:

For reasons of safety, a thermostatic control should be provided to limit water temperature to 49 degrees celsius in the bath and shower units.

Faucet Handles:

Lever-type handles are strongly recommended as arthritic persons find conventional knob-type handles difficult to use.

Heating:

A supplementary radiant heat source, preferably located in the ceiling, is recommended. The equipment should be governed by a 20-minute time switch that is not connected to the bathroom light switch.

Alarm System:

A terminal should be located in the bathroom to make an alarm call in the event of sickness or an accident. The button should be near the toilet at a height of about 2-feet above the floor and should be clearly marked and illuminated.

THE KITCHEN

General:

Physical characteristics of the aged hamper normal kitchen functions of food preparation, cooking, dish-washing and eating. Reaching to high shelves and stooping to low ones are difficult because of a general stiffening of limbs. Standard faucet or small cupboard handles cannot be grasped efficiently by weakened or arthritic hands. Poor vision calls for a higher-than-normal lighting level, especially over sinks and stoves. Full-height pantry cupboards should be installed in units for the elderly.

Cupboards:

Cupboards should not be placed over stoves or refrigerators. If cupboards are built over the counter, the height of the top shelf should not exceed 4-feet 8-inches above the floor.

Cupboard Doors:

Sliding doors in overhead cupboards are safer to use than normal swing doors but are less efficient. Swing doors should be as narrow as possible to avoid projecting beyond the counter top. Pantry cupboards should have bi-fold or swing doors, but not sliding doors.

Shelving:

Shelving which is completely adjustable in height is the most suitable. Fixed shelving should not exceed a maximum height of -feet 3-inches and a minimum of 1-foot 3-inches above the floor. Shelving widths should be about 11 or 12-inches.

Broom Closet:

A separate broom closet is preferred but it may be combined with a storage locker.

Kitchen Sink:

Provision of a minimum width of 2-feet 2-inches for knee space under the sink is desirable to permit the use of a stool. The underside and plumbing should be enclosed to prevent burns and scalds.

Kitchen Counter:

The standard height of 3-feet is recommended. However, if a high proportion of residents are permanently confined to wheelchairs, the installation of some kitchen counters at a height of 2-feet 9-inches should be considered. Pull-out work surfaces and chopping boards facilitate food preparation.

Stove:

For reasons of safety, electric stoves are recommended. Controls should be at the front of the unit, easy to reach, and identify by either sight or touch. Stoves should be placed away from windows to reduce the danger of setting curtains on fire.

Refrigerator:

Standard, upright refrigerators are recommended. Small, undercounter units are unsuitable as their use involves difficult stooping.

Dishwasher:

A dishwasher is a very desirable piece of equipment but costs and space may limit its installation to special cases.

Lighting:

A supplementary light should be placed over the sink. See "Lighting Section".

Handles:

Lever-type taps, and large handles on cupboards and drawers are strongly recommended.

STORAGE SPACE

General Storage in the Unit:

Wherever possible, storage space should be provided within the unit. It should have a minimum of 100-cubic feet of space, and preferably 150-cubic feet. If the storage closet can accommodate a small freezer, an elderly person can take advantage of more economic food purchasing. An electrical outlet should be provided.

At least three shelves should be provided, each with a minimum width of 1-foot 4-inches. The lowest shelf should be about 2-feet 6-inches from the floor, with other shelves spaced upwards 1-foot 4-inches apart. Adjustable shelves provide an ideal solution.

Combined Storage:

A combined bedroom and linen closet is recommended as this arrangement saves space and reduces the number of cupboard doors.

LIGHTING

General:

Higher-than-normal and even lighting is required in all units to compensate for failing eyesight. Strong contrasts of light and shadow should be avoided because of the eye's decreasing powers of accommodation.

The physical act of changing light bulbs in ceiling fixtures is difficult and possibly dangerous for old people. One method of reducing risk is the installation of a ceiling fixture with a retractable cord so that the light can be pulled down to a lower height. Another alternative is to provide fixtures with more than one light bulb. If one bulb burns out, there is still light from the other until a replacement can be made.

Rheostat light controls are desirable to allow for variation in individual need and preference. Light switches with locator lights should be provided in the important areas of entry hall, bedroom-bathroom corridor, bathroom and bedroom

Entrance Door:

The entrance doorway should be brightly illuminated for easy identification and operation of key and lock. See "Doors" section.

Kitchen:

A single ceiling light source in the kitchen is unsatisfactory because of shadows cast over working areas. At least one second fixture is needed, preferably mounted on the wall to cast as much light as possible on the sink, counter and stove.

Bathroom:

A light placed over the wash-basin for washing and shaving, and a ceiling fixture are considered minimum in the bathroom. The alarm button should be equipped with a locator light.

Bedroom:

The lighting design should be sufficiently flexible to permit a variety of lamps and fixtures, including lampstands, bed lights, and dresser illumination. Wall-plug outlets would be necessary to meet these conditions. As well, the alarm button should be lighted.

Hall:

The hall between the bedroom and bathroom is often used at night, so the provision of a light switch with a built-in locator light is important.

Dining Area:

As well as being used for eating, the dining area serves as a working or hobby area. These functions require differing qualities and intensities of light, which can best be met by a fixture having a rheostat control switch and a retractable cord.

Living Area:

The living area needs illumination for such pastimes as reading and sewing. The type of lighting recommended for the dining area may also be used in this area, and could be augmented by a free-standing lamp.

ELECTRICAL

General:

Switches and outlets should be located and placed to prevent unnecessary walking and stooping. At least one switch per room should be equipped with a locator light to allow use in the dark.

Switches:

Switches should be located at a height of from 3-feet to 4-feet 8-inches.

Electrical Outlets:

Outlets should be located at a minimum height of 1-foot 9-inches.

Telephone:

Two outlets should be provided, one in the hall or kitchen, and the other in the bedroom.

TV Cable:

Outlets should be located in the living room and the bedroom.

DOORS

General:

Door design and selection should reflect the limited muscular strength and poor eyesight of old people, and the temporary confinement of some to wheelchairs.

Entrance Doors:

Entrance doors must be at least 2-feet 10-inches wide and should be of solid-core construction. Where the entrance door gives direct access to the exterior, measures should be taken to reduce drafts into the living area. This can be achieved through the use of a vestibule or screen wall between the entrance and the living room. All such doors should be weather-stripped. They should also be well lighted from the outside, and easily identifiable by color and large address numbers. If a peep hole is provided, it should be about 4-feet 10-inches from the floor.

Bathroom Door:

The bathroom door should be either a pocket-sliding door with a clear opening 2-feet 6-inches wide, or a hinged door 2-feet 8-inches wide to allow wheelchair access and it should open outwards. If a lock is provided, it must be operable from the outside.

Door Handles:

Lever-type door handles are recommended as they can more easily be used by persons with arthritic hands.

Door Locks:

Mounting height for keyed locks should be about 4-feet 6-inches to ease the difficulty of stooping and seeing keyholes.

Fire Protection:

Local fire authorities should be consulted about requirements for door fire-ratings, and special smoke detecting equipment to close passage doors.

Other Doors:

All other doors in the unit should be a minimum of 2-feet 8-inches wide to allow passage of a wheelchair.

WINDOWS

General:

The elderly need a high lighting level even though their eyes are sensitive to glare. Generous window space should be provided, but windows should not be located in corners as these prevent an easy arrangement of furniture, especially in the living rooms. All windows should be equipped with curtain tracks.

Cleaning:

Windows other than balcony windows should be designed so that glass and insect screens can be cleaned from the inside.

Opening Mechanisms:

Opening mechanisms for windows should be easy to operate by an arthritic person, and be mounted from 2-feet 6-inches to 5-feet above the floor.

Double Glazing:

Double glazing has traditionally been considered necessary only in the more severe climatic regions of Canada. However, increasing fuel costs combined with advantages of reduced noise transmission make double glazing an increasingly attractive proposition.

Sliding Doors:

A strong floor-level draft is created when sliding doors are open. For this reason, they are not recommended as the only source of fresh air. Where access to a balcony or patio is needed a separate hinged door and opening window should be provided.

Sills:

A window seat or wide sill, of not less than 12-inches in width is useful as a seat, as a place for plants, and as well, adds a sense of security in high buildings. The finish of window sills should be impervious to moisture. Low window sills about 2-feet 6-inches from the floor will permit a seated or bedridden person to look out.

FLOOR FINISHES

General:

Slippery floors can be dangerous to old people, and strong patterns can create visual confusion, loss of balance, and appear to vary the height of the floor. Any of these could cause falls and serious injury. Floor finishes and patterns must therefore be carefully selected to avoid such possibilities.

Materials:

Easy floor maintenance is important because of a generally-lowered physical capability. Sheet vinyl or equivalent is recommended for kitchens and bathrooms to reduce the number of joints. Carpeting is a preferred material for the other rooms. The carpet should be of short pile and dense weave to ease the propulsion of a wheelchair, and it should be anti-static and easy to clean.

Colors and Patterns:

Strong patterns should be avoided, and as in all small dwelling units, light colors will help to make rooms appear larger than they actually are. Dark colors have the opposite effect.

WATER

Water Softening:

Excessively hard water may have a harmful effect on the skin of older people. On the other hand, soft water may affect their digestion. Drinking water should, therefore, be hard, and water for washing should be soft. If a softening system is required, a three-pipe system is best, supplying cold hard water to kitchens and toilets and soft hot and cold water to sinks, bathtubs, showers and wash-basins. If this is too costly a soft hot/cold hard system can be used if the temperature is kept comparatively low so that not too much cold hard water is required for mixing in baths and showers.

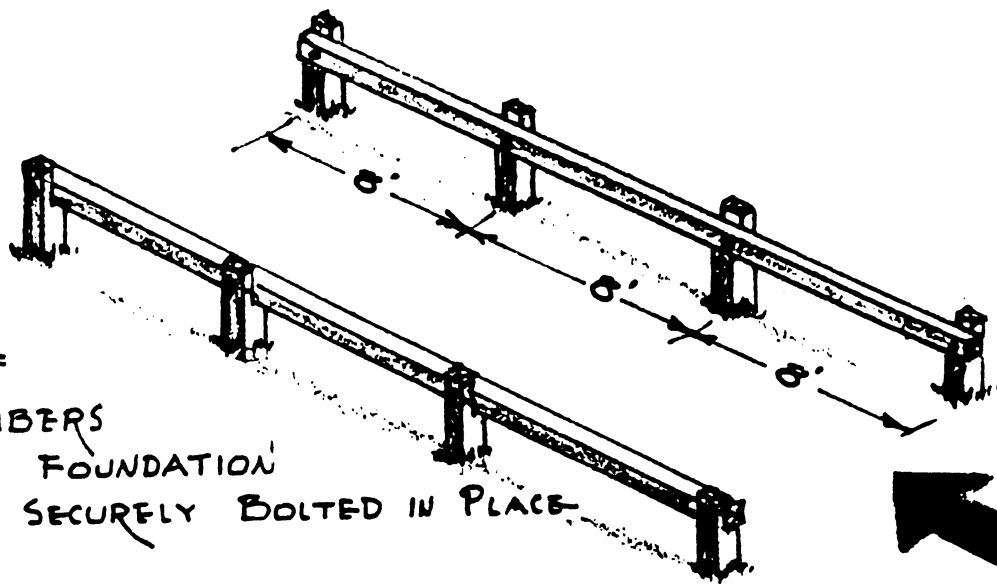
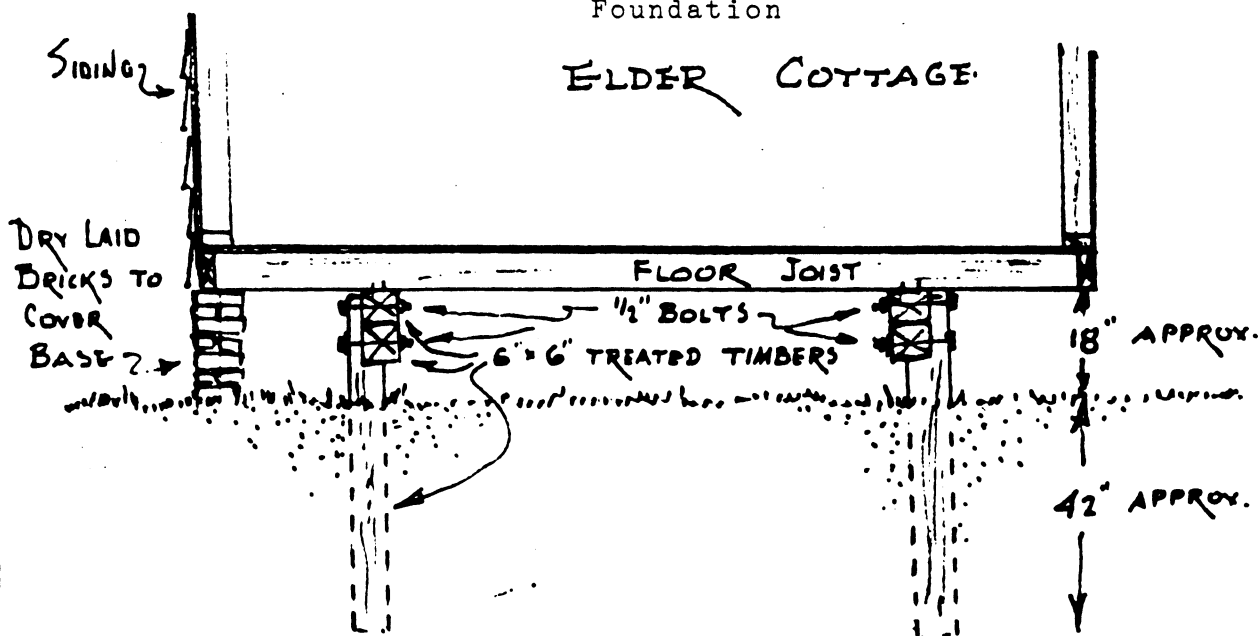
APPENDIX F

Foundation

APPENDIX F

Foundation

ELDER COTTAGE



COTTAGE
BASE TIMBERS
ALIGN WITH FOUNDATION
TIMBERS & SECURELY BOLTED IN PLACE

ELDER
COTTAGE

PRESSURE TREATED
WOOD FOUNDATION
DETAIL FOR
ELDER COTTAGE

COASTAL COLONY
CORPORATION

Box 472 Cope Hill Drive
Lititz, Pa. 17543

(717) 665-5392 or 665-6761

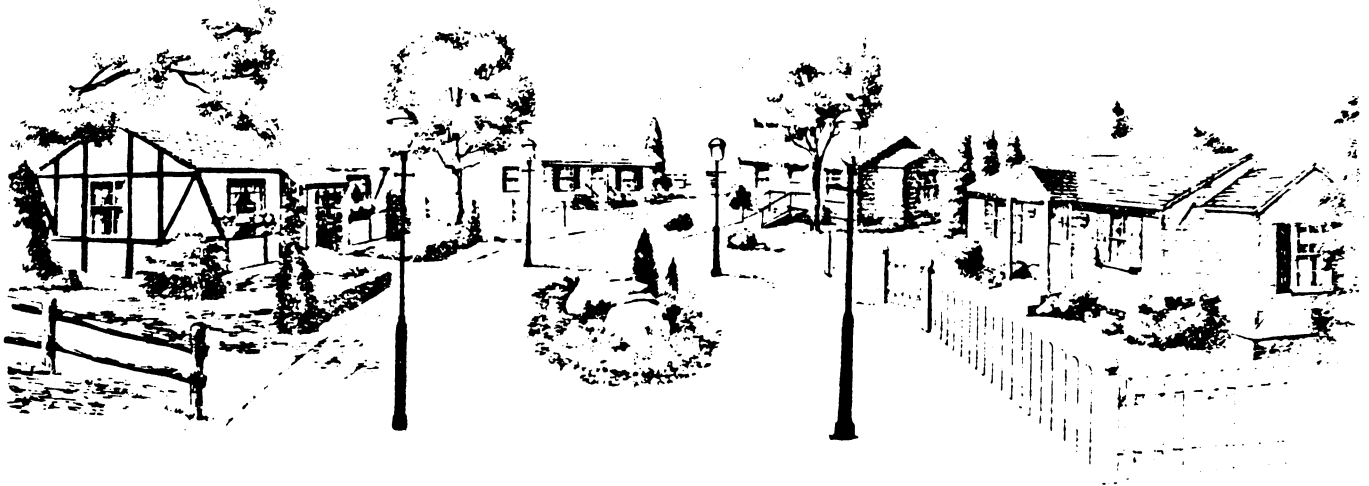
E.W.G. JUNE. 5. 1981

APPENDIX G

Elder Cottage-Variety in Design

APPENDIX G

ELDER COTTAGE-VARIETY IN DESIGN



APPENDIX H

Price List

COASTAL COLONY CORPORATION

44 North Cope Hill Drive
Lititz, Pa. 17543
(717) 665-6761

PRICE LIST - ELDER COTTAGE

July 20, 1981

The ELDER COTTAGE can be described as a factory-built completely self contained small energy efficient living unit primarily addressing the needs of the elderly or the handicapped. It is relocatable in nature being constructed with heavy pressure-treated timber base and designed to fit on location secured to in-ground treated pilings or posts or a standard foundation. As shown on the floor plans, it contains living room, kitchen with sink, range and refrigerator and full bath. Efficiency unit, one bedroom or two bedroom models available. The unit is transported to the site on a lowboy or undercarriage.

Choice of siding materials:

- Factory stained wood in 20 colors.
- Aluminum in 10 colors. ● Vinyl in 10 colors. ● White stucco.

Choice of roofing:

- Asphalt shingles in black, white or brown. ● Optional cedar shakes.

	PRICES
Basic Unit - 14' x 24' Includes living room, kitchen, bath, pantry	\$ 13,685.00
Bedroom Wing - 10' x 14' with closet	2,285.00
Two Bedroom Unit - 23'5" x 30'	20,400.00
Elder Room - modular efficiency unit 14' x 20'	8,800.00
*Wolmanized pressure treated foundation for use on site prior to placing unit.	
Basic Unit	275.00
With One Bedroom	290.00
Two Bedroom Unit	365.00
Elder Room	185.00
Hand Split Cedar Shake Roof	Add 7%

All prices FOB factory, Lebanon County, Pennsylvania.

Shipping charges are \$2.00 per loaded mile per lowboy plus escort vehicle with minimum charge of \$200.00 payable on delivery by buyer.

Payment terms: 50% deposit with order. Balance due on delivery by either cashier's check or certified check.

- * Foundation material only is quoted above. Installation and set-up charges will vary depending on site conditions, location, distance from factory and local labor rates. Normal foundation installation per finished drawings normal require less than 10 hours and is the responsibility of the buyer.

APPENDIX I
Australian Legislation
The Housing Act

APPENDIX I
Australian Legislation
The Housing Act

1958.

Housing.

No. 6275

39

DIVISION 5.—ACCOMMODATION FOR PERSONS IN NEED.

54AA. (1) For the purposes of this Act the Commission may, with the consent of the Minister—

- (a) erect or purchase buildings to be used to accommodate persons who have no other accommodation available to them;
- (b) sell, lease, let or otherwise make available land or buildings on such terms and conditions as the Commission thinks fit to any approved charitable or religious body for the purpose of providing accommodation for such persons;
- (c) provide moneys by way of loan or grant on such terms and conditions as the Commission thinks fit to any approved charitable or religious body for use by the body for or in connexion with the provision of accommodation for such persons.

Heading inserted by No. 5246 s. 12. Commission may erect buildings, &c. for the accommodation of persons who have no other accommodation. S. 54AA inserted by No. 5246 s. 12.

(2) In this section—

“Approved charitable or religious body” means a body established for religious or charitable purposes, approved by the Minister.

PART II A.—HIRING OF MOVABLE UNITS.

54A. In this Part unless inconsistent with the context or subject-matter—

“Eligible person” in relation to a movable unit means a person who is a pensioner and the father or mother or father-in-law or mother-in-law of the hirer of the unit.

“Hirer” means a person who enters into a hiring agreement with the Commission.

“Hiring agreement” means an agreement entered into pursuant to this Part for the hiring by the owner of any land from the Commission of a movable unit.

“Movable unit” means a building or structure capable of accommodating not more than two persons and of being transferred from place to place.

“Pensioner” means a person who is entitled to—

(a) an age pension under any law of the Commonwealth relating to the provision of social services; or

(b) a service pension under any law of the Commonwealth relating to the repatriation of members and former members of the armed forces of the Commonwealth.

“Prescribed” means prescribed by or under this Part.

Heading inserted by No. 5246 s. 2. Interpretation. S. 54A inserted by No. 5246 s. 2. “Eligible person.”

“Hirer.”

“Hiring agreement.”

“Movable unit.”

“Pensioner.”

“Prescribed.”

Power to
Commission to
let out movable
units on hire.
S. 84B
inserted by
No. 8642 L. 2.

Para. (b)
substituted by
No. 8532 L. 8,
amended by
No. 8241 L. 13
(a).

54B. (1) The Commission may enter into an agreement with any person who —

- (a) is the owner (whether solely or with others) of any land upon which he resides ; and
- (b) requires accommodation on the land for a person who is a pensioner and who is his father, mother, father-in-law, mother-in-law or any other person who, because of special circumstances, is approved by the Minister—

for the letting out on hire to the person of a movable unit.

(2) The agreement shall contain such covenants as are prescribed and be in the prescribed form.

(3) The prescribed covenants shall include covenants in suitable terms and containing suitable conditions qualifications exceptions and restrictions —

(a) binding the Commission to —

- (i) provide a suitable movable unit in a suitable place upon the land of the hirer as soon as practicable after the execution of the hiring agreement ;

S. 1 para. (ii)
inserted by
No. 8241 L. 13
(b) (i).

* * * * *

S. 1 para. (iii)
inserted by
No. 8241 L. 13
(b) (ii).

- (iii) allow the hirer and any eligible person accommodated in the unit to have quiet possession for so long as the hiring agreement remains in force and the hirer observes the provisions of the hiring agreement;
- (iv) remove the movable unit as soon as practicable after the hiring agreement ceases to be in force ; and
- (v) restore the land upon which the movable unit is situated to a proper condition upon removal of the movable unit ;

(b) binding the hirer to—

- (i) co-operate with the Commission by obtaining any permits making any applications executing any documents and arranging any services necessary to enable the movable unit to be placed in position and made ready for occupation ;

- (ii) promptly pay such weekly hiring charge for the movable unit as is from time to time determined by the Commission in respect thereof during the period beginning with the giving of a notice by the Commission to the hirer to the effect that the movable unit is ready for occupation and ending with the determination of the hiring agreement ;
- (iii) ensure that no person other than an eligible person is accommodated in the unit ;
- (iv) notify the Commission if at any time no eligible person is accommodated in the unit ;
- (v) notify the Commission if the hirer ceases to own the land upon which the movable unit is provided by the Commission;
- (vi) notify the Commission if the hirer ceases to reside upon the said land;
- (vii) ensure that the unit is not moved or damaged, and that no alteration of the structure of the unit is made without the consent of the Commission; and
- (viii) maintain the unit in good repair.

Sub-para. (vi)
amended by
No. 5246 s. 13
(b) (iii).

Sub-para. (viii)
inserted by
No. 5246 s. 13
(b) (iv).

(4) A hiring agreement shall be binding upon the Commission and the hirer according to the tenor thereof.

(5) The Commission shall within 21 days of the making of the hiring agreement cause a copy thereof to be given to the hirer, but any failure to comply with this sub-section shall not in any way affect the agreement.

54c. (1) The Commission may require as a condition of its entering into a hiring agreement the lodging with the Commission by the hirer of a sum of not more than \$100 by way of deposit.

Deposits.
L. 54C
inserted by
No. 5545 s. 2.

(2) If the hiring agreement remains in force for a period of less than six months, the Commission shall be entitled to retain the sum paid by way of deposit.

(3) If the hiring agreement remains in force for a period of six months or more, the Commission shall at the option of the hirer either refund the sum paid by way of deposit, or credit the amount of the deposit to the account of the hirer in relation to the hiring agreement.

Termination
of agreement.
S. 14D
Enacted by
No. 2142 L. 2.

54D. (1) A hiring agreement may be determined by the hirer by giving not less than fourteen days notice in writing to the Commission.

(2) A hiring agreement may be determined by the Commission—

(a) for any failure by the hirer to observe the provisions of the hiring agreement ; or

(b) for any failure to supply promptly true information to the Commission on request concerning any person accommodated in the movable unit the subject of the agreement—

by giving not less than fourteen days notice in writing to the hirer.

(3) Notwithstanding anything to the contrary in sub-section (2), where the hirer remedies any default by reason of which the Commission gives to the hirer notice under that sub-section before the date upon which the hiring agreement is due to be determined, the notice shall be deemed not to have been given.

(4) A hiring agreement shall be determined by virtue of this Part if—

(a) the hirer dies ;

(b) the hirer ceases to be the owner of the land upon which the movable unit is provided by the Commission ; or

(c) the hirer or (in the case of a hirer who is married) both the hirer and his wife or her husband (as the case may be) cease to reside upon the said land.

Removal
of movable unit.
S. 14E
Enacted by
No. 2143 L. 2.

54E. (1) The Commission shall not remove a movable unit from any land if any eligible person is accommodated therein.

(2) Where any person is accommodated in a unit after a hiring agreement is determined, the Commission may give notice in writing to the person requiring him to yield up possession of the unit, and the provisions of sections 118 and 119 shall apply to and in relation to any person served with a notice under this sub-section.

Offence to
hire or
dispose of person
in movable unit.
S. 14F
Enacted by
No. 2145 L. 2.

54F. A person shall not hinder or obstruct any person removing a movable unit from any land if he is duly authorized by the Commission in that behalf.

Penalty : \$200.

Notice to
council of
municipality.
S. 14G
Enacted by
No. 2146 L. 2.

54G. The Commission shall, within fourteen days after placing a movable unit upon, or removing a movable unit from, any land, give notice of the placing or removal to the council of the municipality in the municipal district of which the land is situated.

54H. Notwithstanding anything to the contrary in any Act or rule of law—

Provisions as to law of real property
S. 54H
Inserted by
No. 5028 L. 2.

(a) a movable unit being the property of the Commission shall be and remain personal property, and shall not be capable of becoming affixed within the meaning of any law relating to real property to any land upon which it is for the time being situated ; and

(b) any footings foundations steps or other fittings or equipment supplied by the Commission in relation to a movable unit shall be deemed to be a part of the movable unit.

54I. For the purposes of this Part the Commission may purchase acquire or manufacture movable units.

Power to acquire or manufacture movable units.
S. 54I
Inserted by
No. 5115 L. 2.

54J. Notwithstanding anything to the contrary in the *Stamp Act 1958* or any other Act—

Exemption from duty on movable units.
S. 54J
Inserted by
No. 5022 L. 2.

(a) no duty shall be payable in respect of the letting out by the Commission of movable units on hire under this Part ;

(b) no duty shall be payable on any hiring agreement.

54JA. For the purpose of any law relating to taxation or rating the land upon which a movable unit is situate shall be deemed to be in the occupation of the hirer and not to be a separate property for taxation or rating purposes and the movable unit shall be deemed not to constitute improvements in relation to the land upon which it is situate.

Presence of movable units not to affect rating.
S. 54JA
Inserted by
No. 5713 L. 2.

54K. The Governor in Council may make regulations for or with respect to—

Regulations.
S. 54K
Inserted by
No. 5042 L. 2.

(a) prescribing covenants to be included in hiring agreements ; and

(b) the form of hiring agreements.

PART III.—IMPROVEMENT IN HOUSING CONDITIONS AND SLUM RECLAMATION.

55. In this Part unless inconsistent with the context or subject-matter:—

Interpretation.
No. 4568 s. 3;
No. 5739 s. 5.

“ Authorized ” means authorized whether generally or in any particular case.

“ Authorized.”

“ Cellar ” includes any room being part of a house if the floor of such room is more than three feet below the lowest part of the surface of the land adjoining or nearest to such room.

“ Cellar.”

11. In section 54B of the Principal Act for sub-section (1) there shall be substituted the following sub-section:

Amendment of
No. 6275, s. 54B,
Agreement for
the letting of
movable units.

“(1) The Commission may—

- (a) enter into an agreement with any person who—
 - (i) is the owner (whether solely or with others) of any land upon which he resides; and
 - (ii) requires accommodation on the land for a person who is a pensioner and who is that resident's father, mother, father-in-law, mother-in-law or any other person who, because of special circumstances, is approved by the Minister; and
- (b) with the consent of the Minister enter into an agreement with any person who is the owner (whether solely or with others) of any land but who does not reside on that land and any person who—
 - (i) resides on that land; and
 - (ii) requires accommodation on the land for a person who is a pensioner and who is that resident's father, mother, father-in-law, mother-in-law or any other person who, because of special circumstances, is approved by the Minister—for the letting out on hire to the person in question of a movable unit.”.

12. After section 54I of the Principal Act there shall be inserted the following section:

New s. 54IA
inserted in
No. 6275.

“54IA. Part VI. of the *Instruments Act* 1958 shall not apply to any agreement for the sale or disposal of a movable unit entered into between the Commission and any person pursuant to this Part.”.

Provisions
relating to
this Act shall
not apply in
respect of
movable units.

13. (1) After section 54K of the Principal Act there shall be inserted the following expression:

New Part 11a,
inserted in
No. 6275.

APPENDIX J

Application Form

This page for OFFICE USE ONLY and not to be used by Applicant.

**HOUSING COMMISSION
VICTORIA**

250 ELIZABETH STREET, MELBOURNE
P.O. BOX 1670N G.P.O. MELBOURNE, 3001

**APPLICATION FOR HIRE OF A
MOVABLE UNIT**

RECEIVED

CHECKED

ENTERED

ACKNOWLEDGED

DECISION

Hiring Agreement

FOR INVESTIGATION

AUTHORISED

TITLE SEARCHED

PREPARED:

SIGNED:

EXCHANGED:

MOVABLE UNIT ALLOTTED

DISTRICT	NO.	STREET	NO. OF UNIT

PROPERTY OWNER INTERVIEWED AND ADVISED OF OBLIGATIONS:

APPLICATION REFERRED TO H.D.D. FOR EXAMINATION OF SITE:

ADVICE FROM H.D.D. UNIT CAN/CANNOT BE SITED:

ADVICE TO H.D.D. TO SUPPLY UNIT:

ADVICE FROM H.D.D. UNIT WAS INSTALLED ON:

REGISTERED OWNER'S SURNAME:.....
(BLOCK LETTERS)

OTHER NAMES:.....

ADDRESS:.....

TELEPHONE NO.....

ARE YOU THE SOLE OWNER? YES/NO

IF NOT THE SOLE OWNER GIVE THE NAME AND ADDRESS OF OTHER REGISTERED
OWNER OR OWNERS, MORTGAGEES OR PERSONS HAVING AN INTEREST IN THE
PROPERTY:.....

.....
.....
.....

SKETCH PLAN OF SITE SHOWING STREET NAMES AND DISTANCE FROM NEAREST
INTERSECTION

NORTH



TITLE PARTICULARS OF LAND: VOLUME No.....FOLIO No.....

DO YOU WISH TO BUY THE UNIT USING PRIVATE FINANCE

YES

NO

**NOTE: KINDLY SUPPLY SKETCH PLAN AND TITLE PARTICULARS OF YOUR LAND. THIS
INFORMATION IS IMPORTANT.**

I/We
(Full name including given names)

of.....

being the registered owner/s of the land described in this application and upon which I/we reside apply to the Housing Commission under Section 54A of the Housing Act 1958 to supply and hire a movable unit for the accommodation of my:

Father and/or Mother (Strike out which is not applicable)
Father-in-law and/or Mother-in-law

who is/are pensioners. I submit the following particulars and agree to enter into the Housing Commission's hiring agreement. In the event of any alterations in the aforesaid particulars I undertake to notify immediately the Manager/Administration of the Housing Commission.

PERSONS TO BE ACCOMMODATED

Surname, Given Names	Relationship to Applicant	Date of Birth	Type of Pension	Pension Number	Amount of Pension

Special Circumstances in support of Application:

.....

.....

.....

.....

.....

.....

.....

.....

Statutory Declaration:

In submitting this application to the Housing Commission I declare all the answers to be true and correct. And I make this solemn declaration conscientiously believing the same to be true, and by virtue of the provisions of an Act of Parliament of Victoria, rendering persons making a false declaration punishable for wilful and corrupt perjury.

Signature of Applicant:

Declared before me this day of..... 19

..... Justice of the Peace.
Commission for taking Declarations and Affidavits
under the Evidence Act 1958.

APPENDIX K

Population By Single Years of Age

APPENDIX K

Population By Single Years of Age

CITY MUN City of Waterloo		AGE		MALE	FEMALE	AGE	MALE	FEMALE	
30	16								
0		236	214	30	466	412	60	193	195
1		351	292	31	406	461	61	172	207
2		345	348	32	444	441	62	157	161
3		336	282	33	422	432	63	144	147
4		338	349	34	372	364	64	140	171
5		359	329	35	365	354	65	113	144
6		344	320	36	373	332	66	149	142
7		364	344	37	358	323	67	108	145
8		377	350	38	315	357	68	103	121
9		364	361	39	311	306	69	108	141
10		416	377	40	261	263	70	105	131
11		394	373	41	263	270	71	91	136
12		359	353	42	263	248	72	103	109
13		387	343	43	287	238	73	77	102
14		392	359	44	241	259	74	68	92
15		430	431	45	280	253	75	66	101
16		448	468	46	237	254	76	61	64
17		414	426	47	238	234	77	51	80
18		546	576	48	244	255	78	61	64
19		1186	1117	49	256	220	79	42	66
20		1082	1073	50	276	228	80	37	62
21		1097	975	51	247	238	81	29	56
22		1046	920	52	232	270	82	23	54
23		917	650	53	238	228	83	17	40
24		641	557	54	247	249	84	17	30
25		555	531	55	228	283	85	16	32
26		563	491	56	243	255	86	14	32
27		446	509	57	203	249	87	7	32
28		440	495	58	205	248	88	10	20
29		448	457	59	217	219	89	8	14

Data continued on next page.

City of Waterloo

GROUP	MALE	%-D	%-A	FEMALE	%-D	%-A	TOTAL	%
0-4	1606	6.0	52.0	1485	5.6	48.0	3091	5.8
5-9	1828	6.8	51.5	1724	6.5	48.5	3552	6.7
10-14	1948	7.3	51.9	1805	6.8	48.1	3753	7.1
15-19	3024	11.3	50.0	3018	11.4	50.0	6042	11.4
20-24	4783	17.9	53.4	4175	15.8	46.6	8958	16.9
25-29	2452	9.2	49.7	2483	9.4	50.3	4935	9.3
30-34	2110	7.9	50.0	2110	8.0	50.0	4220	8.0
35-39	1722	6.4	50.7	1672	6.3	49.3	3394	6.4
40-44	1335	5.0	51.1	1278	4.8	48.9	2613	4.9
45-49	1235	4.7	50.8	1216	4.6	49.2	2451	4.7
50-54	1240	4.6	50.6	1213	4.6	49.4	2453	4.6
55-59	1040	4.1	46.6	1204	4.8	53.4	2244	4.4
60-64	808	3.0	47.8	881	3.3	52.2	1689	3.2
65-69	581	2.2	45.6	693	2.6	54.4	1274	2.4
70-74	444	1.7	43.8	570	2.2	56.2	1014	1.9
75-79	281	1.1	42.8	375	1.4	57.2	656	1.2
80-84	123	0.5	33.7	242	0.9	66.3	365	0.7
85-89	55	0.2	29.7	130	0.5	70.3	185	0.3
90+	17	0.1	26.6	47	0.2	73.4	64	0.1
U	730	2.7	52.4	663	2.5	47.6	1393	2.6
TOT	27436		50.4	27034		49.6	54470	
TOT-J	26718	100.0	50.3	26371	100.0	49.7	53089	100.0
5-19	6800	25.5	50.9	6547	24.8	49.1	13347	25.1
20-54	14897	55.8	51.3	14147	53.6	48.7	29044	54.7
55-59	1056	4.1	46.6	1254	4.6	53.4	2310	4.4
60-64	808	3.0	47.8	881	3.3	52.2	1689	3.2
65+	1501	5.6	42.2	2057	7.8	57.8	3558	6.7

Source: Regional Municipality of Waterloo, Regional Information System, March 1981, p. 4.

APPENDIX L

Household Characteristics by Age of Head,
Tenure, Size and Six Structure Type

HOUSEHOLD CHARACTERISTICS BY AGE OF HEAD, TENURE, SIZE AND SIX STRUCTURE TYPE

TEN.	UNDER 25			25-34			35-44			45-59			60-64			65+			TOTAL			UNCLASSIFIED			
	#	%	PPH	#	%	PPH	#	%	PPH	#	%	PPH	#	%	PPH	#	%	PPH	#	%	PPH	#	%	PPH	
CNTY MUNC-City of Waterloo																									
30 16																									
SNG DET	0	118	723	269	1702	819	328	2245	905	412	2913	907	352	652	886	250	1199	894	200	9073	878	331	244	753	249
	T	210	81	323	240	98	305	143	179	375	110	139	384	27	108	219	54	66	180	821	104	324	37	164	373
	O+T	328	119	304	1942	428	325	2388	729	410	3023	756	353	679	689	249	1253	579	199	9894	542	330	281	512	265
CONDOMIN	0	24	146	254	151	73	313	122	49	308	151	47	252	39	53	190	63	47	183	636	59	262	56	173	195
	T	56	22	305	46	19	296	31	39	332	20	25	240	4	16	125	4	05	175	167	21	295	6	27	367
	O+T	80	29	290	197	43	309	153	47	313	171	43	251	43	44	184	67	31	182	773	42	269	62	113	210
SNG ATTD	0	17	104	300	183	88	357	67	27	401	75	23	324	12	16	250	19	14	205	389	38	341	16	49	269
	T	470	182	328	515	209	296	212	266	367	153	154	335	28	112	261	32	39	178	1443	182	317	33	147	270
	O+T	487	177	327	698	154	312	279	85	375	228	57	332	40	41	258	51	24	188	1832	100	322	49	89	269
PLEXES	0	3	18	133	36	17	292	32	13	375	51	16	331	27	37	200	55	41	202	210	20	272	6	19	150
	T	250	97	222	273	111	185	52	65	219	69	87	162	19	76	142	77	93	143	779	98	191	39	173	159
	O+T	253	92	221	309	68	198	84	26	279	120	30	234	46	47	176	132	61	167	989	54	208	45	82	152
APT	0	00	000	1	00	100	3	01	300	11	03	245	1	01	300	1	01	200	17	02	247	0	00	070	
	T	1570	608	209	1347	547	211	336	422	211	423	515	200	169	679	167	652	791	146	4603	581	197	106	471	168
	O+T	1570	572	209	1348	297	211	335	103	212	434	109	201	170	173	168	653	302	146	4620	253	199	106	153	168
OTHER	0	2	12	700	4	02	750	11	04	436	9	03	433	5	07	300	4	03	325	37	04	476	2	06	850
	T	25	10	332	40	16	273	23	29	261	15	19	247	2	08	300	5	06	320	114	14	280	4	18	200
	O+T	27	10	359	44	10	316	34	10	318	24	06	317	7	07	300	9	04	322	151	08	328	6	11	417
TOTAL	0	164	1000	273	2077	1000	329	2480	1000	406	3210	1000	346	736	1000	246	1341	1000	200	10*1000	326	324	1000	242	
	T	2581	1000	244	2461	1000	238	797	1000	289	790	1000	250	249	1000	182	824	1000	150	7927	1000	235	225	1000	221
	O+T	2745	1000	246	4538	1000	280	3277	1000	378	4000	1000	327	985	1000	230	2165	1000	181	18*1000	287	549	1000	234	

Source: Regional Municipality of Waterloo, Regional Information System, Mar. 1981, p. 4.

APPENDIX M

The Types of Care Available in the Region

APPENDIX M

The Types of Care Available in the Region

3.1 The Types of Care Available in the Region

LTC Services available in the Region are:

- Home with Community support
(a category combining a range of community-based services)
- Retirement Home, residential (Type 1)
- Homes for the Aged and Nursing Homes:
 - Residential (Intermediate) (Type 1)
 - Homes for Special Care/Extended Care (Type 2)
 - Homes for Special Care/Intermediate
 - Extended Health Care (Type 2)
- Hospital Based
 - Chronic Care (Type 3)

Short Term Care Services available in the Region are:

- Acute Home Care
- Rehabilitation (Type 4)
- Acute Psychiatric (Type 5)
- Acute Care (Type 5)

DEFINITION	LEVEL	SITE
<p>TYPE 1 CARE - Residential Care</p> <p>TYPE 1 CARE is that required by a person who is ambulant and/or independently mobile, who has decreased physical and/or mental faculties, and who requires primarily supervision and/or assistance with activities of daily living and provision for meeting psychosocial needs through social and recreational services. The period of time during which care is required is indeterminate and related to the individual condition.</p>	<p>(Terminology frequently used)</p> <p>Domiciliary care Ambulant care Normal care Residential care "Intermediate care" in nursing homes Community (social) support programs (mental): - day care - sheltered workshops - supervised recreation</p>	<p>(Where provided)</p> <p>Homes for the aged Charitable institutions Nursing homes Foster homes Group homes Boarding homes Homes for special care (residential care) Children's institutions Homes for unmarried mothers</p>
<p>TYPE 2 CARE - Extended Health Care</p> <p>TYPE 2 CARE is that required by a person with a relatively stabilized (physical or mental) chronic disease* or functional disability, who, having reached the apparent limit of his recovery, is not likely to change in the near future, who has relatively little need for the diagnostic and therapeutic services of a hospital but who requires availability of personal care on a continuing 24-hr. basis, with medical and professional nursing supervision and provision for meeting psychosocial needs. The period of time during which care is required is unpredictable but usually consists of a matter of months or years.</p>	<p>Extended health care Extended care Homes for special care programs</p>	<p>Homes for the aged Nursing homes Homes for special care (nursing homes) Children's institutions</p>
<p>TYPE 3 CARE - Chronic</p> <p>TYPE 3 CARE is that required by a person who is chronically ill and/or has a functional disability (physical or mental) whose acute phase of illness is over, whose vital processes may or may not be stable, whose potential for rehabilitation may be limited, and who requires a range of therapeutic services, medical management and/or skilled nursing care plus provision for meeting psychosocial needs. The period of time during which care is required is unpredictable but usually consists of a matter of months or years.</p>	<p>Chronic care Care of the chronically ill Chronic hospital care Psychogeriatric units (psychiatric hospitals)</p>	<p>Chronic hospitals Chronic units in general hospitals Nursing homes approved for chronic care Geriatric units in psychiatric hospitals Special facilities (schedule II) for mentally retarded with physical handicap Children's institutions</p>

DEFINITION	LEVEL	SITE
TYPE 4 CARE - Special Rehabilitative Care	(Terminology frequently used)	(Where provided)
<p>TYPE 4 CARE is that required by a person with relatively stable disability such as congenital defect, post-traumatic deficits or the disabling sequelae of disease, which is unlikely to be resolved through convalescence or the normal healing process, who requires a specialized rehabilitative program to restore or improve functional ability. Adaptation to this impairment is an important part of the rehabilitation process. Emotional problems may be present and may require psychiatric treatment along with physical restoration. The intensity and duration of the TYPE OF CARE is dependent on the nature of the disability and the patient's progress, but maximum benefits usually can be expected within a period of several months.</p>	<p>Special rehabilitation care Rehabilitation</p>	<p>Specialized rehabilitation centres on an in-patient or out-patient basis</p>
TYPE 5 CARE - Acute Care		
<p>TYPE 5 CARE is that required by a person:</p> <p>a) who presents a need for investigation, diagnosis or for definition of treatment requirements for a known, or unknown or potentially serious condition; and/or,</p> <p>b) who is critically, acutely or seriously ill (regardless of diagnosis) and whose vital processes may be in a precarious or unstable state; and/or,</p> <p>c) who is in the immediate recovery phase or who is convalescing following an accident, illness or injury and who requires a planned and controlled therapeutic and educational program of comparatively short duration.</p>	<p>Acute care Active treatment Psychiatric care (short and medium term)</p>	<p>Public hospitals Private hospitals (G.H.P.U.) psychiatric units of general hospitals Provincial psychiatric hospital Private psychiatric hospital Community psychiatric hospital Children's mental health centres</p>

Source: Murray Haight, Assessing and Planning For Long Term Care in the Waterloo Region: Report 5, (Waterloo: Waterloo Region District Health Council, Oct. 1981), p. 26 and pp. 105-106

APPENDIX N

Questionnaire

Appendix N

Questionnaire

A NOTICE TO THOSE INTERESTED
IN AN ALTERNATIVE FORM OF HOUSING FOR THE ELDERLY

I am currently a fourth year student at the School of Urban and Regional Planning, The University of Waterloo. As a part of my studies I am investigating forms of housing for the elderly. I am particularly interested in a form of housing called a Granny Flat.

A Granny Flat is a movable, detached and self-contained dwelling unit which has been used in Australia for the past ten years to house a portion of that country's elderly population. The unit is placed in the rear or side yard of the property occupied by the elderly person's child or any other person willing to undertake the responsibility for this type of housing. The unit is rented through a government housing authority and is removed when it is no longer required. The unit is suitable for that segment of the population which is no longer able to be totally self-sufficient and, yet, do not require chronic care.

The primary advantage of the Granny Flat is that it permits the existence of an extended family. The number of extended families in Canada have decreased due to increased mobility and changing social values. This has led to a greater dependence on public institutions for the care of the elderly. Further, few dwellings are suited to house an extended family. The introduction of the Granny Flat would once again permit a family to care for and serve its elderly members.

Such an arrangement would have sociological and economic benefits. Young children would have an opportunity to grow with and learn from their elders, while the elderly would have help nearby to carry out the tasks which they are no longer able to do independently. As a result of this contact with other people, loneliness and institutionalization amongst the elderly would decrease. The privacy of both the Granny Flat tenant(s) and the host family would be, however, maintained to some degree by constructing the Granny Flat as a separate dwelling unit from the main house. Please see the attached diagram for illustration.

Economic benefits to society would result from the decrease in the number of individuals entering public institutions and the corresponding increase in the number of Granny Flat tenants. That is, the elderly would be cared for at home for a longer period of time.

A number of different interior floor plans and exterior designs exist (please see attached page for illustration). The Granny Flat is approximately 500 square feet in size (about the area of a large two car garage).

Based on this information would you be so good as to answer the questions on the following page and mail your responses to me at the address found after the questions.

1. If you were faced with the problem of no longer being able to care for yourself in your own home, what would you do? That is, what type of care and housing accommodation would be available to you?

2. Would you want to live in the same house as your son or daughter? Why?

3. Would you want to live in a Granny Flat? Why?

4. What improvements would you like to see made to the design of the Granny Flat? Please comment on both the interior and exterior designs.

5. Is the size of the building large enough for practical purposes?

6. What do you see as some of the advantages and disadvantages of this type of housing?

7. Do you feel that services such as meals-on-wheels and the Victorian Order of Nurses (home care) are effective in extending the length of time that a person is able to remain in their own home? What other services of this nature would you like to see implemented or expanded?

8. Do you think that Granny Flats are a practical solution to the housing problem of those elderly who are no longer able to look after themselves? Why?

9. If you were no longer able to continue living in your own home which one of the following forms of alternative accommodation would you choose and why?

- a) Granny Flat
- b) Senior Citizen Apartment
- c) Nursing Home
- d) Live With Another Person of Your Own Age In Shared Accommodation
- e) Live With Son Or Daughter
- f) Condominium
- g) Other (please specify) _____

10. Would you prefer to live close to the downtown or in a more residential neighbourhood? Why?

11. What type of facilities, such as shopping and recreational facilities, would you like to live near?

12. Do you feel that your privacy would be diminished if you were to live in a Granny Flat on the same lot as your child's home? Why?

13. Personal Data

Sex: Female

Male

Age:

Marital Status: Single

Married

Divorced

Widowed

14. Further Comments?

15. What type of housing do you currently live in?

Senior Citizen Apartment

Nursing Home

Your Own Home (single family dwelling)

Live With Son or Daughter

Other (please specify) _____

Completed questionnaires and any further comments may be left with Kathy Durst. If you should have any questions and wish to discuss this matter further, please do not hesitate to contact me. Thank you for your cooperation.

Yours sincerely

Brian W. Haley
Renison College
The University of Waterloo
Waterloo, Ontario, N2L 3G4
Tel. 884-8049

APPENDIX O

The Owl, Nov. 1981 (excerpt)

APPENDIX C

The Owl, Nov. 1981 (excerpt)

IMPORTANT FOR SENIORS WHO USE THE BUS

Kitchener Transit is introducing a system of identification for Seniors who use the bus service. Each senior can obtain an I.D. card with their photograph and a transit number. To obtain a card, go to the bus terminal (at Duke and Frederick), with some proof of age and identification, pictures will be taken and you will be given a card. It will take two minutes. Cost of I.D. Card \$2.00. Monthly Transit Passes \$13.00 each.

The terminal is open Monday - Friday 9:00 a.m. - 5:00 p.m.
Saturday 8:00 a.m. - Noon

ALTERNATIVE HOUSING FOR THE ELDERLY

Brian Haley, a fourth year student at the University of Waterloo School of Urban and Regional Planning is currently doing a study on alternate forms of housing for the elderly. He has provided us with a questionnaire to aid him in his research.

This is a matter of vital importance to all of us who are facing the problem of self-care. There are alternatives to the question "what are we going to do?" and conversely, "what are we going to do with the old folks?". Institutionalized living is not the answer for the majority of older people. It is only through study and action that we can bring about changes in this area that is so urgent to all of us.

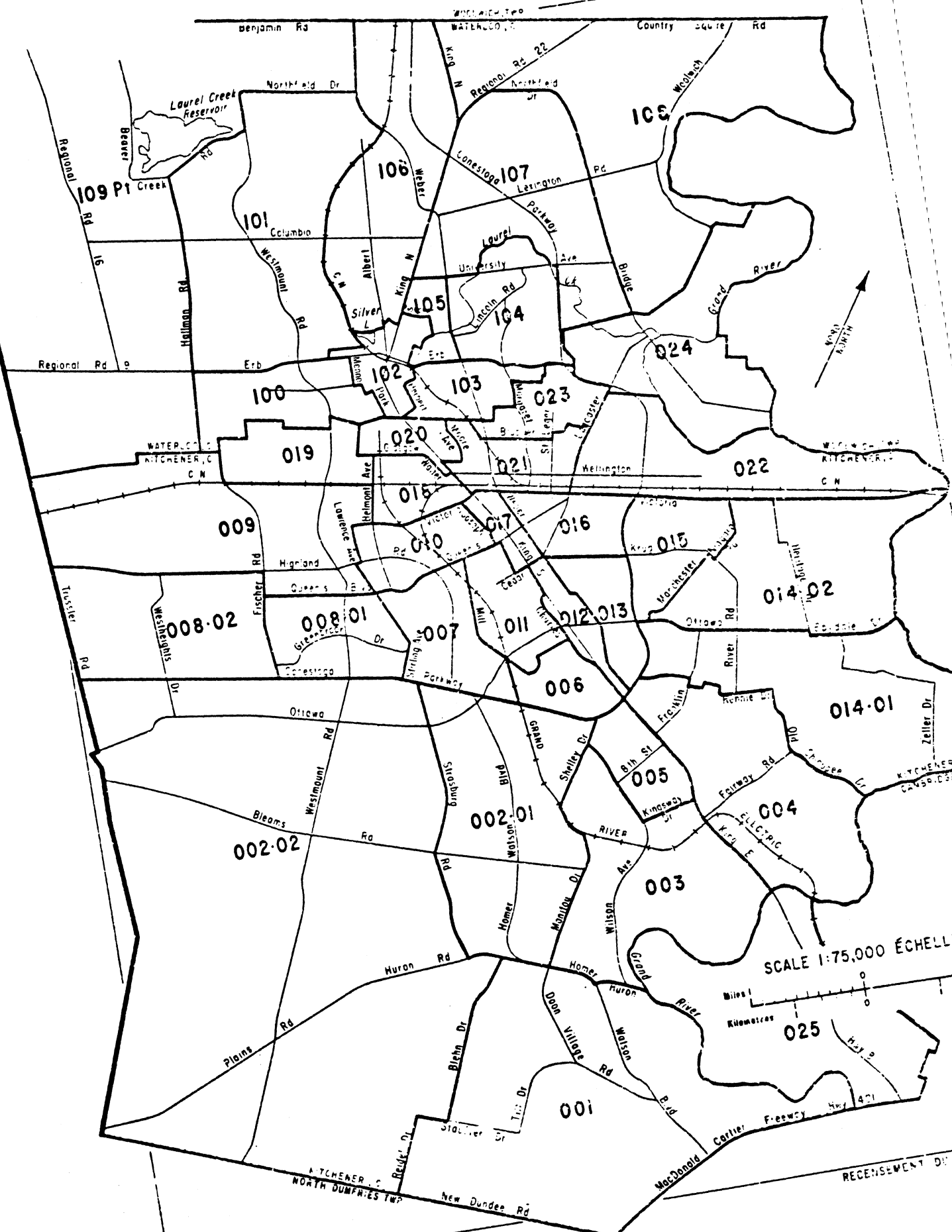
If you are interested, please pick up the questionnaire in the office, fill it in and return it to us.

APPENDIX P

Census Tracts-Kitchener (CMA)

Source: Statistics Canada, Population and Housing
Characteristics By Census Tracts-Kitchener,
Cat. 95-808, Bulletin 6.9, 1978.

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