

**GARDEN SUITES: HOUSING OPTION FOR THE  
CITY OF NANAIMO**

**BY**

**SHARON J. HVOZDANSKI**

**A Practicum  
Submitted to The Faculty of Graduate Studies  
in Partial Fulfillment of the Requirements  
for the Degree of**

**Master of City Planning**

**Department of City Planning  
University of Manitoba  
Winnipeg, Manitoba**

**(c) November, 1996**



National Library  
of Canada

Acquisitions and  
Bibliographic Services Branch

395 Wellington Street  
Ottawa, Ontario  
K1A 0N4

Bibliothèque nationale  
du Canada

Direction des acquisitions et  
des services bibliographiques

395, rue Wellington  
Ottawa (Ontario)  
K1A 0N4

*Your file* *Votre référence*

*Our file* *Notre référence*

**The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.**

**L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.**

**The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.**

**L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.**

ISBN 0-612-16167-6

**Canada**

Name SHARON JOAN HVOZDANSKI

Dissertation Abstracts International and Masters Abstracts International are arranged by broad, general subject categories. Please select the one subject which most nearly describes the content of your dissertation or thesis. Enter the corresponding four-digit code in the spaces provided.

SUBJECT TERM

URBAN AND REGIONAL PLANNING

0999

UMI

SUBJECT CODE

Subject Categories

**THE HUMANITIES AND SOCIAL SCIENCES**

**COMMUNICATIONS AND THE ARTS**

Architecture	0729
Art History	0377
Cinema	0900
Dance	0378
Design and Decorative Arts	0389
Fine Arts	0357
Information Science	0723
Journalism	0391
Landscape Architecture	0390
Library Science	0399
Mass Communications	0708
Music	0413
Speech Communication	0459
Theater	0465

**EDUCATION**

General	0515
Administration	0514
Adult and Continuing	0516
Agricultural	0517
Art	0273
Bilingual and Multicultural	0282
Business	0688
Community College	0275
Curriculum and Instruction	0727
Early Childhood	0518
Elementary	0524
Educational Psychology	0525
Finance	0277
Guidance and Counseling	0519
Health	0680
Higher	0745
History of	0520
Home Economics	0278
Industrial	0521
Language and Literature	0279
Mathematics	0280
Music	0522
Philosophy of	0998

Physical	0523
Reading	0535
Religious	0527
Sciences	0714
Secondary	0533
Social Sciences	0534
Sociology of	0340
Special	0529
Teacher Training	0530
Technology	0710
Tests and Measurements	0288
Vocational	0747

**LANGUAGE, LITERATURE AND LINGUISTICS**

Language	
General	0679
Ancient	0289
Linguistics	0290
Modern	0291
Rhetoric and Composition	0681
Literature	
General	0401
Classical	0294
Comparative	0295
Medieval	0297
Modern	0298
African	0316
American	0591
Asian	0305
Canadian (English)	0352
Canadian (French)	0355
Caribbean	0360
English	0593
Germanic	0311
Latin American	0312
Middle Eastern	0315
Romance	0313
Slavic and East European	0314

**PHILOSOPHY, RELIGION AND THEOLOGY**

Philosophy	0422
Religion	
General	0318
Biblical Studies	0321
Clergy	0319
History of	0320
Philosophy of	0322
Theology	0469

**SOCIAL SCIENCES**

American Studies	0323
Anthropology	
Archaeology	0324
Cultural	0326
Physical	0327
Business Administration	
General	0310
Accounting	0272
Banking	0770
Management	0454
Marketing	0338
Canadian Studies	0385
Economics	
General	0501
Agricultural	0503
Commerce-Business	0505
Finance	0508
History	0509
Labor	0510
Theory	0511
Folklore	0358
Geography	0366
Gerontology	0351
History	
General	0578
Ancient	0579

Medieval	0581
Modern	0582
Church	0330
Black	0328
African	0331
Asia, Australia and Oceania	0332
Canadian	0334
European	0335
Latin American	0336
Middle Eastern	0333
United States	0337
History of Science	0585
Law	0398
Political Science	
General	0615
International Law and Relations	0616
Public Administration	0617
Recreation	0814
Social Work	0452
Sociology	
General	0626
Criminology and Penology	0627
Demography	0938
Ethnic and Racial Studies	0631
Individual and Family Studies	0628
Industrial and Labor Relations	0629
Public and Social Welfare	0630
Social Structure and Development	0700
Theory and Methods	0344
Transportation	0709
Urban and Regional Planning	0999
Women's Studies	0453

**THE SCIENCES AND ENGINEERING**

**BIOLOGICAL SCIENCES**

Agriculture	
General	0473
Agronomy	0285
Animal Culture and Nutrition	0475
Animal Pathology	0476
Fisheries and Aquaculture	0792
Food Science and Technology	0359
Forestry and Wildlife	0478
Plant Culture	0479
Plant Pathology	0480
Range Management	0777
Soil Science	0481
Wood Technology	0746
Biology	
General	0306
Anatomy	0287
Animal Physiology	0433
Biostatistics	0308
Botany	0309
Cell	0379
Ecology	0329
Entomology	0353
Genetics	0369
Limnology	0793
Microbiology	0410
Molecular	0307
Neuroscience	0317
Oceanography	0416
Plant Physiology	0817
Veterinary Science	0778
Zoology	0472
Biophysics	
General	0786
Medical	0760

Geodesy	0370
Geology	0372
Geophysics	0373
Hydrology	0388
Mineralogy	0411
Paleobotany	0345
Paleoecology	0426
Paleontology	0418
Paleozoology	0985
Palynology	0427
Physical Geography	0368
Physical Oceanography	0415

**HEALTH AND ENVIRONMENTAL SCIENCES**

Environmental Sciences	0768
Health Sciences	
General	0566
Audiology	0300
Dentistry	0567
Education	0350
Administration, Health Care	0769
Human Development	0758
Immunology	0982
Medicine and Surgery	0564
Mental Health	0347
Nursing	0569
Nutrition	0570
Obstetrics and Gynecology	0380
Occupational Health and Safety	0354
Oncology	0992
Ophthalmology	0381
Pathology	0571
Pharmacology	0419
Pharmacy	0572
Public Health	0573
Radiology	0574
Recreation	0575
Rehabilitation and Therapy	0382

Speech Pathology	0460
Toxicology	0383
Home Economics	0386

**PHYSICAL SCIENCES**

Pure Sciences	
Chemistry	
General	0485
Agricultural	0749
Analytical	0486
Biochemistry	0487
Inorganic	0488
Nuclear	0738
Organic	0490
Pharmaceutical	0491
Physical	0494
Polymer	0495
Radiation	0754
Mathematics	0405
Physics	
General	0605
Acoustics	0986
Astronomy and Astrophysics	0606
Atmospheric Science	0608
Atomic	0748
Condensed Matter	0611
Electricity and Magnetism	0607
Elementary Particles and High Energy	0798
Fluid and Plasma	0759
Molecular	0609
Nuclear	0610
Optics	0752
Radiation	0756
Statistics	0463

Applied Sciences	
Applied Mechanics	0346
Computer Science	0984

Engineering	
General	0537
Aerospace	0538
Agricultural	0539
Automotive	0540
Biomedical	0541
Chemical	0542
Civil	0543
Electronics and Electrical	0544
Environmental	0775
Industrial	0546
Marine and Ocean	0547
Materials Science	0794
Mechanical	0548
Metallurgy	0743
Mining	0551
Nuclear	0552
Packaging	0549
Petroleum	0765
Sanitary and Municipal	0554
System Science	0790
Geotechnology	0428
Operations Research	0796
Plastics Technology	0795
Textile Technology	0994

**PSYCHOLOGY**

General	0621
Behavioral	0384
Clinical	0622
Cognitive	0633
Developmental	0620
Experimental	0623
Industrial	0624
Personality	0625
Physiological	0989
Psychobiology	0349
Psychometrics	0632
Social	0451

**THE UNIVERSITY OF MANITOBA  
FACULTY OF GRADUATE STUDIES  
\*\*\*\*\*  
COPYRIGHT PERMISSION PAGE**

**GARDEN SUITES:  
HOUSING OPTION FOR THE CITY OF NANAIMO**

**BY**

**SHARON J. HVOZDANSKI**

**A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University  
of Manitoba in partial fulfillment of the requirements of the degree**

**of**

**MASTER OF CITY PLANNING**

**Sharon J. Hvozanski            1997 (c)**

**Permission has been granted to the Library of The University of Manitoba to lend or sell  
copies of this thesis/practicum, to the National Library of Canada to microfilm this thesis  
and to lend or sell copies of the film, and to Dissertations Abstracts International to publish  
an abstract of this thesis/practicum.**

**The author reserves other publication rights, and neither this thesis/practicum nor  
extensive extracts from it may be printed or otherwise reproduced without the author's  
written permission.**

## ABSTRACT

The aging of the Canadian population will have numerous effects on the functioning of our society. One of the most significant will be the ability to pay for the housing and care of seniors who can no longer function independently. In an effort to reduce the need for expensive institutional based care semi-independent forms of housing are being looked at by government policy makers. Semi-independent forms of housing allow seniors to remain in the community with limited care, which benefits both the senior and tax payers. One form of semi-independent housing is garden suites.

A market study prepared by Gallup Canada indicated that the potential demand for garden suites in Canada is substantial and worthy of program implementation in selected cities. The purpose of this practicum is to examine the viability of the garden suite in the known context of the City of Nanaimo, British Columbia.

**GARDEN SUITES: HOUSING OPTION FOR THE CITY OF  
NANAIMO**

**Table Of Contents**

<b><u>Chapter</u></b>	<b><u>Page</u></b>
<b><u>1.0. PURPOSE, APPROACH AND ASSUMPTIONS</u></b>	
1.1. Purpose	1
1.2. Background	2
1.2.1. The Aging of North American Society	2
1.2.2. The Baby Boom	4
1.2.3. The Strain on Social Programs	5
1.2.4. Aging in Place	5
1.2.5. Physical Means of Aging in Place	8
1.3. Problem Statement	10
1.4. Objectives	11
1.5. Method Of Research	12
1.6. Assumptions	14
<b><u>2.0. HOUSING SENIORS</u></b>	
2.1. Introduction	15
2.2. The Growing Seniors Population and the Affect on Housing Policy	15
2.2.1. Population Characteristics	15
2.2.2. Seniors' Housing Needs	18
2.3. Housing Options for Seniors	21
2.4. Garden Suites	26
2.4.1. The Concept Defined	26
2.4.2. Initiatives Abroad	27
2.4.3. Canadian Initiatives	35
2.4.3.1. Garden Suite Demonstration Project	36
2.4.3.2. National Demonstration Project	39
2.4.3.3. National Market Study	40
2.5. Summary	42

### 3.0. PHYSICAL CONSIDERATIONS

3.1. Introduction	44
3.2. The Unit	44
3.2.1. Durability	45
3.2.2. Design	49
3.2.3. Cost	52
3.3. The Site	54
3.4. Location in the Community	56
3.4.1. Unit Location in Relation to Amenities	56
3.5. Summary	61

### 4.0. SOCIAL CONSIDERATIONS

4.1. Introduction	64
4.2. The Role of Host Family	64
4.3. The Role of the Community	67
4.4. The Role of the Government	68
4.5. Summary	70

### 5.0. ECONOMIC CONSIDERATIONS

5.1. Introduction	72
5.2. Costs	72
5.3. Forms of Tenure and Related Economic Considerations	73
5.3.1. Ownership	73
5.3.1.1. Initial Costs	74
5.3.1.2. Carrying Costs	80
5.3.1.3. Transfer Costs	90
5.3.1.4. The Cost of Ownership	92
5.3.2. Rental	94
5.3.2.1. Initial Costs	95
5.3.2.2. Carrying Costs	96
5.3.2.3. Transfer Costs	98
5.3.2.4. The Cost of Renting	100
5.3.3. Price Sensitivity	101
5.4. Economic Considerations For Methods Of Implementation	103
5.4.1. Private Funding with no Rent Subsidy	103
5.4.2. Private Funding with Rent Subsidy	104
5.4.3. Public Funding with no Rent Subsidy	105
5.4.4. Public Funding with Rent Subsidy	105
5.4.5. Hybrid Public/Private Funding	106
5.5. Summary	107

## 6.0. REGULATORY, IMPLEMENTATION AND LEGAL CONSIDERATIONS

6.1. Introduction	109
6.2. Methods Of Regulation	109
6.2.1. Out Right Use	111
6.2.2. New Zone	112
6.2.3. Variance	112
6.2.4. Housing Agreement	113
6.2.5. Temporary Use Bylaw	114
6.2.6. Provincial Directive	114
6.3. Comparison of Methods Of Regulation	115
6.3.1. Control Over Occupancy	115
6.3.2. Control Over Removal of the Unit	117
6.3.3. Degree Of Public Involvement	117
6.3.4. Control Over Maintenance	119
6.3.5. Speed Of Implementation	120
6.3.6. Financial Cost To the Applicant	121
6.3.7. Degree Of Certainty For Applicant	122
6.3.8. Optimal Regulatory Method	122
6.4. Methods Of Implementation	126
6.4.1. Public Delivery System	127
6.4.2. Private Delivery System	128
6.4.3. Non-Profit Delivery System	129
6.4.4. Hybrid Delivery System	130
6.5. Legal Considerations	131
6.5.1. Occupancy Restriction	131
6.5.1.1. By-Laws	131
6.5.1.2. Contracts	132
6.6. Summary	134

## 7.0. NANAIMO - CASE STUDY

7.1. Introduction	136
7.2. The City of Nanaimo	136
7.2.1. Background	136
7.2.2. Demographic Characteristics	138
7.2.3. Potential Demand	139
7.3. Physical Constraints	143
7.4. Social Considerations	148
7.5. Economic Considerations	149
7.6. Actual Demand for Garden Suites	153
7.7. Implementation and Regulation	155
7.7.1. Statutory Documents	156
7.7.2. Policy Documents	160
7.8. Political Constraints	160
7.8.1. Senior Government	161
7.8.2. Local Government	163
7.9. Summary	166

## 8.0 CONCLUSIONS

8.1. General Conclusions	167
8.2 Nanaimo	174

## APPENDIX A:

Ontario Portable Living Unit for Seniors (PLUS)	178
---	-----

<u>BIBLIOGRAPHY</u>	180
---------------------	-----

## LIST OF FIGURES

	<b>Figures</b>	<b>Page</b>
1.	<b>Housing Types and Services</b>	<b>22</b>
2.	<b>Ontario Portable Living Unit for Seniors (PLUS)</b>	<b>179</b>

## LIST OF GRAPHS

Graphs	Page
1. Basic Sector Income-Based Employment Dependence	137

## LIST OF MAPS

	<b>Maps</b>	<b>Page</b>
1.	<b>Based Map - Eligibility by Zone and Lot Area</b>	<b>145</b>
2.	<b>Potential Sites for Garden Suites in Nanaimo, BC</b>	<b>146</b>

## LIST OF TABLES

Table	Page
1. Participation Rates of Married Women in The Labour Force by Age,1951-1971	7
2. Critical Distance Measures to Select Facilities	60
3. Monthly Loan Payments and Yearly Balances	88
4. Required Income to Service Loans	89
5. Cost Summary: Ownership	82
6. Cost Summary: Rental	100
7. Comparison of Methods of Regulation	125
8. Cost and Benefit Comparison of Semi-Independent Housing Options in Nanaimo	152

# Chapter 1.0 PURPOSE, BACKGROUND, APPROACH, OBJECTIVE, ASSUMPTIONS AND LIMITATIONS

## 1.1. PURPOSE

The purpose of this practicum is to examine garden suites as an alternative means of housing Canada's, and specifically Nanaimo British Columbia's, aging population. For the purposes of this review, a garden suite is a self contained mobile unit that is located in the rear or side yard of a family member's residential lot. The senior lives in the unit and can receive support as needed from their family, community and government. The perceived benefits of this housing form are: the reduced need to construct and maintain costly institutions to house our aging population; a more cost effective delivery of health care services in a more desirable setting (i.e. the home and family); the ability to maintain and develop family bonds and foster the provision of informal care to the senior; and the provision of the senior with a greater degree of independence and control over their environment, and hence a better quality of life.

A garden suite program has been successfully running in the State of Victoria in Australia since the early 1970's. Transplantation of this program to Canada has been examined by The Canada Mortgage and Housing Corporation (CMHC) and several government garden suite pilot projects have been undertaken. To date, however, the concept has not received wide spread acceptance. This practicum specifically examines the potential of developing a garden suite housing program in Nanaimo, British Columbia and explores the physical, economic, regulatory, legal and political reasons that may account for the limited use of this housing form, in Canada.

## 1.2. BACKGROUND

### 1.2.1. THE AGING OF NORTH AMERICAN SOCIETY

One of the most significant changes occurring in North American society is the aging of the population both as a percentage and in absolute numbers. Based on the most recent and accurate population figures (July 1st, 1995) 12% of Canadians are 65 years of age or older. By the year 2006, Statistics Canada estimates that 22 % of Canadians will be senior citizens (65 year of age or older)<sup>1</sup>. A population is considered “old” by demographic standards when more than 7% of its members are 65 years of age or older.<sup>2</sup>

The roots of this aging trend in Canada lies with the changing relationship between the birth rate, the death rate, immigration and emigration. In 1881 Canada was considered to be a young nation with only 4% of its population 65 years of age or older.<sup>3</sup> Similar to other developing nations both the birth rate and the death rate in Canada in 1881 were relatively high in comparison to today’s standards. The population of a developing nation generally has a large number of young working people with smaller numbers of “dependent” children and seniors. Generally, as a country develops the death rate and birth rate begin to decrease, resulting in an increase in the “dependent” segment of the population. In terms of the “health” of a country the ratio between “working” and “dependent” members of the population is

---

<sup>1</sup> Statistics Canada, Population Projections.

<sup>2</sup> M. Novak, Aging and Society: A Canadian Perspective (Scarborough, 1988) p. 36.

<sup>3</sup> Ibid., p. 36.

important in that it can effect the economic productivity of a nation and hence it's ability to care for the "dependent" segments of society.<sup>4</sup>

A decrease in a nation's death rate is usually the result of three factors, namely: improvements in medical care; better living conditions; and a better environment in general.<sup>5</sup> In Canada, life expectancy has steadily increased over the last century. In the 1800's approximately 15% of the population lived to age 60, and only about 10% to age 70.<sup>6</sup> Currently on average Canadian men can expect to live to age 75, and women to age 81.<sup>7</sup>

The decrease in a nation's birth rate is generally the result of a decrease in infant mortality and changes in societal norms.<sup>8</sup> As infant mortality decreases due to medical advancements and improvements in living quarters and the general environment, people no longer need to have numerous children to ensure the viability of the family. Improvements in, and access to birth control, the changing role of women, as well as society's acceptance of childless couples are other reasons for a declining birth rate.<sup>9</sup> In Canada the birth rate has steadily declined. In 1921 the average number of children per woman was 3.5, in 1961 it was 2.4, in 1981 it was 2.2 and currently it is 1.6.<sup>10</sup>

Immigration and emigration rates also effect the makeup of a nation's population. For Canada, immigration has played a much more significant role than emigration in the

---

<sup>4</sup> Ibid., p. 69.

<sup>5</sup> M. Novak, Successful Aging (Ontario,1985) p. 39

<sup>6</sup> Ibid., p. 39.

<sup>7</sup> Statistics Canada

<sup>8</sup> M. Novak, Op. cit., p. 43.

<sup>9</sup> Ibid., p. 43.

<sup>10</sup> Ibid. and Statistics Canada

current aging of our population. As a “new” country people came to Canada to escape economic and or political situations in their home country, or in search of new opportunities. This is reflected by the waves of immigrants from Europe who entered Canada between 1901-1911, 1919-1929 and 1940-1950. Between 1901 and 1911, 1 to 1.5 million people immigrated to Canada.<sup>11</sup> In this ten year period immigration accounted for 44% of Canada’s total population increase.<sup>12</sup> The two successive waves of immigrants in 1919 and 1940 were similar in size. While the immigrants who arrived in the early part of the century begin to die, those who came in the next two waves and the children they produced, will fill the ranks of our seniors population well into the next decade.

### 1.2.2. THE BABY BOOM

In North America the most significant demographic occurrence in relation to our aging population is the so called “baby boom”. The baby boom is generally defined as the sharp increase in the birth rate between 1940 and the mid 1960’s.<sup>13</sup>

Demographers refer to this dramatic change in the birth rate as the “pig in a python effect”.<sup>14</sup> The bulge of people who form the baby boom are represented as the swallowed pig , with the remainder of the population graph which is relatively flat, being represented by the python. As the baby boom passes through its life span it has and will continue to have a significant effect on society. Just as the baby boom affected the demand for schools, the job market and single family housing starts in its youth, as it ages this demographic block will affect the demand for health care, supportive housing as well as other goods and services.

---

<sup>11</sup> Op. cit., p.37.

<sup>12</sup> Ibid., p. 38.

<sup>13</sup> Ibid., p. 45.

<sup>14</sup> Ibid

### 1.2.3. THE STRAIN ON SOCIAL PROGRAMS

The most pressing issue raised by the aging of our population is the inequitable ratio between the “working” and “non-working” members of Canadian society. The financial “burden” placed on fewer “working” people in order to support the existing social programs currently provided in Canada is anticipated to be substantial. Based on this demographic trend alone, it is reasonable to assume that without some form of intervention by government and citizens, the quality, and possibly the existence of our social programs will be in jeopardy.

In terms of this oncoming wave of seniors and their demand on social programs, health care, income and housing will experience the greatest strain as they are the basic requirements of all citizens. These three social programs address the fundamental needs of all members of our society, and are inextricably intertwined. Due to the common occurrences associated with aging (i.e. declining health and a fixed or declining income), the importance of these fundamental needs increases.

### 1.2.4. AGING IN PLACE

The aging of the Canadian population and its current and projected financial strain on basic social programs has forced both the Federal and Provincial governments to look at how they can provide services to seniors in a more cost effective manner.<sup>15</sup>

One method of addressing the strain on these social programs caused by our aging population, is the concept of “aging in place”. “Aging in place” or “staying put”, are

---

<sup>15</sup> The B.C. Royal Commission on Health Care., Closer to Home (Victoria, 1991) p. B-21.

terms used to describe the process of aging in one's home and/or community. It is proposed that if seniors can be maintained in their home and/or community, for a longer period of time, the high costs associated with institutional based care can be reduced.<sup>16</sup> The projected costs savings associated with home based care is not only limited to reducing infrastructure (i.e. hospitals, nursing homes) but also includes an increased reliance on family and community to provide physical and emotional support for the senior. As for the senior, aging in place is felt to provide them with a better quality of life and support and enhance ties to family and community.<sup>17</sup>

Aging in place was the norm in Canadian society until recently. The trend toward institution living for seniors started in the early 1950's partly as a result of the changing nature of the family and due to the type of health services that were covered under our national health plan.<sup>18</sup>

The increased mobility of the family in search of economic opportunities, during this same period, meant that parents and grown children often lived in different cities, which is not conducive to intra- generational support. As well the number of married women employed outside the home has increased dramatically since the early 1950's, in part due to economic needs, and the changing roles of women.<sup>19</sup> Women continue to be the primary informal care givers for both children and elderly. With a greater percentage of women in the work force a significant resource of informal care has been depleted. Table 1 shows the dramatic increase of the percentage of women working outside the home between 1951 and 1971.

---

<sup>16</sup> Ibid., p. A-8.

<sup>17</sup> Ibid.

<sup>18</sup> M. Lazarowich and B. Haley, Granny Flats: Their Practicality and Implementation (Waterloo, 1982) p. 8.

<sup>19</sup> Op cit., p. 8.

Table 1

Participation Rates(\*) of Married Women in The Labour Force  
By Age,  
1951-1971

<u>AGE</u>	<u>1951</u>	<u>1961</u>	<u>1971</u>
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**

\* The participation rate is the percentage of the female population (14 and over) who are married and in the labour force.

\*\* The total participation rate for 1971 only includes women between the ages of 25-64 instead of 15 and over.

Source: Lazarowich, M., (1982). Granny Flats: Their Practicality and Implementation, p. 9.

Another factor which played a significant role in the movement towards institutionalization of seniors was that home care was not included under insured health care services. As such, those seniors with a range of health problems were all forced to seek institutional care in order to address their needs.<sup>20</sup>

While basic home care services are now covered under our health plan, the ability of the family to function as a care giver remains the same. While family contact between generations may be high, the ability to care for each other remains limited due to

<sup>20</sup> Op. cit., p. 10.

geographic and or time constraints. Families currently devote more hours a week to the labour market in order to make ends meet than ever before.<sup>21</sup>

### 1.2.5. PHYSICAL MEANS OF AGING IN PLACE

The success of the “aging in place” concept lies in the provision of a range of supportive housing options by type, tenure and cost, so as to address the social, physical and financial needs of a broad spectrum of seniors. The form of housing must also facilitate the delivery of health care and support services, which the senior will require as they age. For example design features such as grab bars in the washrooms, easy entry and exit showers and tubs, non-slip flooring, and emergency call buttons all work towards aiding the senior to remain independent longer, and assist the service providers in administering basic care.

Currently if a senior wishes to “age in place” their housing options are limited to:

- 1) Private homes with care services;
- 2) Secondary suites with care services;
- 3) Mobile homes or second houses on a residential lot with care services;
- 3) Public or private congregate care facilities; and
- 4) Abbeyfield housing.

Depending on where a senior lives all or none of these options may be available. As well, seniors are not a homogeneous population and as such the existing housing forms may not address their housing needs. The development and support of alternative

---

<sup>21</sup> Statistics Canada.

supportive housing forms is necessary if government is to realize the projected financial benefits projected by having seniors “age in place.”

An alternative supportive housing option for seniors worthy of examination is a **garden suite**. A garden suite is a mobile self contained dwelling unit that is installed in the rear or side yard of a family members residential lot. The garden suite or similar concepts have proven themselves as a viable housing form in England and particularly Australia.

In comparison to other forms of senior’s housing the gardens suite’s primary advantage is it’s mobility. Being mobile allows the unit to be moved to where a need exists. As well, the garden suite can be constructed for less money than either an apartment or congregate care facility. The reason behind its economy is that it requires no capital investment in land or infrastructure. These two components traditionally make up the largest percentage of the construction costs of “stationary” housing i.e. apartment buildings, congregate care facilities.

The garden suite also provides the senior with a greater degree of independence than congregate living, while at the same time allowing the senior to be close enough to a family member for informal care to be provided when needed. The garden suite can also facilitate the enhancement and development of family bonds.

As with all forms of housing, garden suites also have their negative aspects. In the case of this housing form they include: potential isolation of the senior; the “NIMBY” syndrome from adjacent neighbours; difficulty limiting occupancy to seniors; and the cost of the unit itself.

Given the advantages of this form of housing, the demonstrated need for alternative forms of supportive housing for seniors, and governments desire to reduce the costs of caring for seniors, it is interesting as to why this housing form has yet to take hold in Canada. This practicum will explore the physical, economic, regulatory, legal and political issues which may effect up-take of this housing form.

### **1.3 PROBLEM STATEMENT**

The City of Nanaimo has a current and projected population (percentage) of seniors greater than either British Columbia or Canada as a whole. The seniors currently residing in Nanaimo have comparatively low incomes, with approximately 65% being eligible for assisted housing according to the British Columbia Housing Management Corporation gross annual income cap figure (\$ 21 500). The demand for seniors health and home care services is high according to the Nanaimo health unit records, and waiting lists exist for both private and public congregate care facilities. The only alternative housing options for seniors who require some assistance with daily living is residing in their home, apartment or secondary suite with formal and informal care services.

In keeping with the Government of British Columbia mandate to promote “aging in place”, an assessment of the potential to implement a garden suite program in Nanaimo, is appropriate. Such a review is also timely in that the City of Nanaimo is currently preparing a new Official Community Plan (O.C.P.). As part of the review of the O.C.P., issues of housing needs, housing forms and densification are being discussed. General comments, as well as the results of a specific survey question, have been received in relation to garden suites and their acceptability in Nanaimo. As the

successful implementation of a garden suite program depends on many factors which are culturally, politically, legally and physically unique to a specific country, region or city individual garden suite studies are warranted.

#### 1.4. OBJECTIVES

The purpose of this practicum is to evaluate whether the Corporation of the City of Nanaimo should encourage and assist with the implementation of a garden suite program for seniors in Nanaimo. The specific objectives of this practicum are:

1. To examine the success and failure of garden suite programs abroad and in Canada;
2. To determine whether an actual market for garden suites exists in Nanaimo;
3. To determine the physical, familial and social requirements and constraints of a garden suite program and how these factors relate to its successful implementation as an alternative form of housing in Nanaimo;
4. To determine the economic costs of a garden suite based on tenure options and the economic constraints when implementing a garden suite program;
5. To review methods of implementation and regulation and suggest the best means for Nanaimo; and
6. To review legal and political considerations that may effect the implementation of a garden suite program in Nanaimo.

## 1.5. METHOD OF RESEARCH

Given that the purpose of this practicum is to examine the viability of garden suites as an alternative form of housing Canada's, and specifically Nanaimo British Columbia's, aging population, certain fundamental questions/issues need to be examined. This practicum examines the questions/issues in a general context initially and then as part of a case study in relation to the City of Nanaimo.

Of primary importance is whether a potential market exists for this housing form. A potential market for a product is considered to exist where a need is met by a good.

The methods used to explore the question of the existence of a potential market include a review of relevant literature pertaining to: demographics; the aging of the North American population (specifically Canada); the characteristics of this population; their needs in regard to housing; the ability of a garden suite to fulfill their housing needs in comparison to other existing forms of housing; and the success/failure of previous and existing garden suite programs. The literature reviewed covered five major disciplines namely; statistics, gerontology, sociology, economics and planning. These questions are explored in Chapter 2 and specifically in terms of Nanaimo in Chapter 7.

Beyond questioning the existence of a potential market for garden suites, is the need to examine the existence of an actual market. While a product may exist which fulfills a need, the price of the product, the ability/desire of the target population to pay the price, the attractiveness of alternative housing options, and the ability of the product to function physically, all play a role in the actual up-take of this "good".

The method used to explore the existence of an actual market involved the review of past and existing garden suite programs in Canada and abroad in relation to: the physical realities and requirements of a garden suite; the cost of a unit; the costs associated with the a variety of program delivery systems; price thresholds; and the ability of the intended population to pay the associated costs. The examination involved both written material and open ended interviews. These questions are explored in Chapters 2 and 4 and again in Chapter 7 in relation to Nanaimo.

While this practicum is not a social analysis of Canadian society and the family, the success and proported social and financial benefits of a garden suite does rely on the active participation of these two parties. As such, it is important to examine the role of family, community and government in relation to a successful garden suite program.

In an effort to understand the roles of these participants in the successful implementation of this form of housing, a review of past and existing garden suite programs in Canada and abroad, and relevant literature in the fields of sociology, statistics and economic was undertaken. The review specifically examined: the need for and benefits of family and societal involvement; the changing structure of the family; the changing nature of community; and the changing role of government. These issues are explored in Chapter 4.

In order for a housing program to function in an orderly manner and address the needs and concerns of all parties involved (i.e. the occupant, the host family, community and government) a certain level of regulation is necessary. Both the method of regulation and implementation can effect how well a housing program is received, and its ability to fulfill its mandate. With regulation invariably comes legal

issues. In the case of garden suites the targeting of a specific population, namely seniors, has raised the issue of discriminatory practices. While an actual market may exist, if a housing program can not be successfully implemented in legal and social-political terms it is likely to fail.

An exploration of the ramifications of regulatory and implementation measures and the success of a garden suite program involved the review of past and existing garden suite programs in Canada and abroad; the review of pertinent literature in the field of law and municipal regulation; and open ended interviews with professionals in the areas of law, municipal regulation and municipal administration. These issues are examined in Chapter 6 and specifically in terms of Nanaimo in Chapter 7.

## 1.6. ASSUMPTIONS

The following assumptions and limitations apply to this document.

- With respect to this practicum the terms “seniors” and “elderly” refer to that segment of the population 65 years of age or older.
- With respect to this practicum the term “old seniors” or “old-old” refers to that segment of the population 75 years of age or older.
- With respect to this practicum the term “garden suite” refers to a self contained, mobile, dwelling unit, that is located in the rear or side yard of a family member’s residential lot.
- Means of program regulation outlined in Chapter 5, are those currently permitted within the Province of British Columbia, as outlined in The Municipal Act and/or The Land Title Act.

## **Chapter 2.0**

### **HOUSING SENIORS**

#### **2.1. INTRODUCTION**

This chapter will review the changing demographic structure of Canada's population and its effect upon housing for seniors. The chapter will also examine the general characteristics of the seniors population and their housing needs, and how they relate to garden suites as a form of housing. The latter half of the chapter will provide an overview of the origins and goals of the garden suite concept, and defunct and established garden suite programs abroad and within Canada.

#### **2.2. THE GROWING SENIORS POPULATION AND THE AFFECT ON HOUSING POLICY**

In developing effective housing options for seniors, the characteristics and needs of this population must be examined and taken into consideration.

##### **2.2.1. POPULATION CHARACTERISTICS**

In Canada, demographic projections for seniors point to seven (7) significant trends related to housing, and the development of effective government policy:

- 1) The proportion of seniors will grow more quickly than any other age group. In 1901 seniors composed 5% of the population. In 1995 this percentage rose to 12%, and it is projected that seniors will compose 22% of the population by 2006.<sup>22</sup>

---

<sup>22</sup> M. Novak, Aging and Society: A Canadian Perspective (Scarborough, 1988) p.45.

- 2) The number of seniors will continue to grow as an absolute number. In 1995 there were approximately 3.5 million seniors in Canada. By 2014 this number is projected to be nearly 5 million.<sup>23</sup>
- 3) The area of greatest growth in the senior's population is old seniors (i.e. those people age 75 or older). It is projected that 2001 that old seniors will account for 25% of the seniors population.<sup>24</sup>
- 4) As the result of increased life expectancies of women in comparison to men, the proportion of women in the seniors' population continues to grow. In 1900 there were 100 women for every 105 men aged 65 and over. By 1981 there were 124 women for every 100 men age 65-79, and 184 women for every 100 men age 80 and over. It is projected that the gap between women and men in the years between 65 and 79 will level off at approximately 134:100, respectively. However, the ratio of women to men after the age of 80 is projected to increase such that in the year 2001 women will out number men almost 2:1.<sup>25</sup>
- 5) A decrease in income is a common experience for most seniors. However, women and particularly single or widowed women experience the greatest reduction in income. This income disparity is a product of one or more of the following circumstances; women not working outside of the home, as such not being eligible for a pension, spousal pension plans not providing or

---

<sup>23</sup> Statistics Canada, 1995 Data

<sup>24</sup> B. McPherson., Aging as a Social Process (Toronto, 1990) p. 85.

<sup>25</sup> M. Novak, Aging and Society: A Canadian Perspective (Scarborough, 1988) p.69.

accounting for adequate survivor benefits, women having sporadic work records due to the need to care for family and children and as a result have no or limited personal pension benefits, women's tendency to work for smaller non-unionized companies that have no, or inadequate, private pension plans, and women on average being paid less than men. In 1983 women over the age of 65 made up 70.7% of all seniors below the low income line.<sup>26</sup>

- 6) In terms of health, both the number of and severity of chronic health conditions increase with age. As well, chronic conditions are more prevalent with certain segments of the seniors population, namely; old seniors and women.<sup>27</sup>
  
- 7) There is and will continue to be a heavy distribution of seniors in urban centers. In 1981, 78% of seniors lived in urban centers with over 40% of these seniors living in cities of 500 000 or more people.<sup>28</sup> Urbanization is a trend that generally accompanies industrialization. In terms of the seniors population, the increase percentage of urban dwellers can be accounted for by the need and desire to be close to services sought after by this population i.e. medical and supportive housing.

Given these trends it is important that housing policies not only account for the number of seniors, but also the increased proportion of women, the decrease in health and the decrease in income. As well housing policies must address the realities of urban living.

---

<sup>26</sup> Op. cit., p. 185.

<sup>27</sup> Ibid., p. 62.

<sup>28</sup> S. Brink., Housing The Elderly in Canada (Ottawa, 1984) p. 32.

## 2.2.2. SENIORS' HOUSING NEEDS

Apart from the demographic trends noted above there are basic housing needs common to all seniors, which need to be addressed in order for a housing program to be successful. This is not to say that seniors can be treated as a homogeneous group, rather that there are fundamental needs for certain segments of society given common occurrences in the cohort group. For seniors these common occurrences would be a decreased or fixed income, decreasing health and mobility and the accompanying loss of control over their environment. These occurrences are progressional and may not occur at all, or to the same extent, for individual seniors. Satya Brink in her work "Housing Elderly People in Canada", defines these basic housing needs as follows:

1) Financial Assistance With a legislated retirement age of 65, the trend towards earlier retirement, and an increased life expectancy, seniors are now dependent on savings and pensions to generate income to purchase goods and services, earlier, and for longer periods of time. In terms of pension plans, the ability of these funds to make and maintain payments is in question, due to the sheer numbers of people drawing on the funds, in comparison to those paying into them. In addition not all pension funds are indexed to account for increases in the cost of living. With fixed income, the percentage of a seniors income going towards shelter increases and price sensitivity becomes an issue. For a housing program to be effective it must be accessible by people with varying incomes;

2) Location Requirements The majority of seniors wish to remain in their existing home and neighbourhood as they age.<sup>29</sup> Familiarity of surroundings and established

---

<sup>29</sup> C. Kathler., Housing That Grandma Helped Plan (Vancouver, 1987) p. 3.

ties to the community are the primary reasons for this decision.<sup>30</sup> For the majority of seniors their existing home is a single family detached dwelling.<sup>31</sup> A senior's decision to stay in their home, and the real or perceived lack of acceptable alternative forms of housing, means that seniors often remain in unsuitable housing for too long (i.e. too large or expensive to maintain, and with no or few design features/assistance tools which would allow them to remain healthy and independent for a longer period of time) forcing them to make premature moves to institutional care. If seniors are to be coaxed from their homes in an effort to lengthen the period they can remain independent and in the community, location issues of housing must be dealt with.

Due to the high cost of well situated land in relation to amenities such as commercial and offices services, transit and recreational facilities, seniors facilities have historically been relegated to the less desirable "fringe" lands that are less expensive. Generally only the high end private seniors facilities can afford the centrally located and more desirable development land. The prohibitive cost of well situated development sites often means that seniors housing is located in less desirable areas. Undesirable in terms of a senior is that which is not located near required or desired services.

Proximity to basic services becomes an issue as a senior may not physically be able to drive or walk great distances. As well, the cost of private or public transportation may be too great, based on the frequency of outings;

3) Support Services Assistance may be required with daily tasks such as cooking and cleaning. In an effort to maintain independence seniors often forgo such tasks which in the end can have severe health consequences. As with any service the availability,

---

<sup>30</sup> Ibid.

<sup>31</sup> Ibid., p. 4.

variety and cost of these services must take into account the wide range of seniors and their needs. Of greatest importance with any delivery scheme is the ability to address the needs of the economically marginal or poor segment of the population. If the cost is not reasonable the senior will be placed in the position of having to decide how to make ends meet. All too often the senior is willing to sacrifice basic needs just so that they can remain in the community;<sup>32</sup>

4) Medical Care Access The two most fundamental needs of the population in general and seniors specifically is housing and health care. With the older segment of the population, and the inevitable infirmity, these two basic needs become inextricably intertwined. In order to maximize a senior's independence and hence ability to remain in the community, housing and health care must be viewed in an integrative manner.<sup>33</sup> Residency in the community can be greatly extended given even limited health care programs. As more and more long term hospital beds are closed the need for extensive community based health care programs will increase. Within Canada and even individual provinces a uniformity of service appears not to exist.<sup>34</sup> Gaps in services can lead to premature institutionalization of a senior; and

5) Specially Designed Housing Simple additions to a seniors living space such as grab bars in the washroom, non-slip flooring, easy access showers or tubs, lever door handles, can extend the seniors ability to care for themselves or a spouse and remain independent for a longer period of time. The majority of these design features can be added to a housing form with little to no additional cost as compared to standard

---

<sup>32</sup> R. Appleyard., Difficulties of Providing Support Services (Vancouver, 1994) p. 61.

<sup>33</sup> G. Gutman and A. Wister, Progressive Accommodation for Seniors: Interfacing Shelter and Services (Vancouver, 1994) p. 47.

<sup>34</sup> *Ibid.*, p. 49.

housing. However the cost savings associated with a senior remaining in the community longer is immense. In addition the senior is generally perceived to have a better quality of life if they can remain relatively independent and in the community of their choice.

For a government which must deal with the associated costs of service delivery to seniors, keeping them independent is also a sought after goal. The difficulty lies in providing a range of housing alternatives that address all of these needs and are acceptable to; a variety of seniors, the community and government. Not only must these housing forms foster independence by addressing the basic needs noted above, they must meet economic needs of all parties, they must foster the delivery of health and support services, and must fit within the realm of government regulation.

### 2.3. HOUSING OPTIONS FOR SENIORS

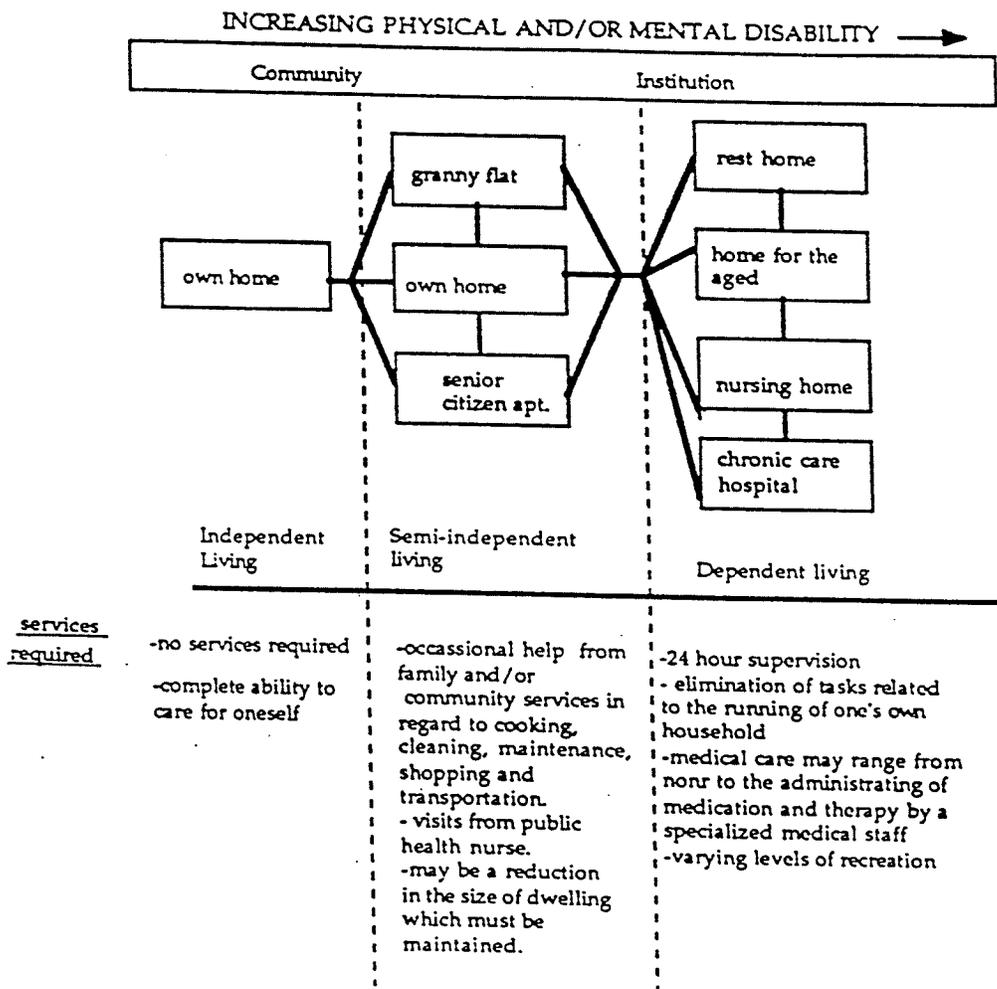
Housing options for Canadian seniors can be divided into three categories; independent, semi-independent, and dependent. A senior's movement through these different forms of housing is the result of their increasing physical and or mental disability. Figure 1 graphically represents the transition between these forms of housing, characterized by an increasing need for care and loss of independence.

Not all seniors will progress through all forms of housing types and progression is not necessarily linear. However, for most seniors declining health will force them to consider a housing alternative other than independent living in their own home.

Based on seniors desire for independence, increasing the types and improving the quality of semi-independent forms of housing can only be seen as positive, given the alternative of moving into a dependent care scenario.

Figure 1

Housing Types and Services



Source: Lazarowich, M., (1982). Granny Flats: Their Practicality and Implementation p. 46.

Of greatest interest for a government is the significant cost savings associated with semi-independent forms of housing. As stated before as a person ages the relationship between successful health care and successful housing become inextricably intertwined. For any government faced with a quickly growing aging population, alternative cost effective means to house and service this group becomes imperative.

Seniors are obviously not a homogeneous group and as such a variety of semi-independent housing options need to be provided. The opportunity exists given the development of well thought out shelter/care programs, to serve people with more chronic and long-term care needs in the community rather than an institution.

Currently in Canada semi-independent housing options are limited to:

- 1) Private homes with care services;
- 2) Secondary suites with care services;
- 3) Mobile homes or second houses on a residential lot with care services;
- 3) Public or private congregate care facilities; and
- 4) Abbeyfield housing.

Depending on the community all or few of these options may be available. It is important that other semi-independent options be examined such that limitations of geography, market, and population do not severely restrict peoples access and options when it comes to supportive housing.

geography, market, and population do not severely restrict peoples access and options when it comes to supportive housing.

One alternative form of semi-independent housing that has potential to meet the increasing demand for such housing, and the common needs of the seniors population is the garden suite. A successful garden suite program in The State of Victoria in Australia has resulted in attempts by Canada Mortgage and Housing Corporation (CMHC) to transplant this housing concept. Garden suites are preferable over other forms of supportive housing in that they can usually be put on the market for less money than conventional institution based or stationary housing forms (i.e. congregate care, apartments); they assist in maintaining or enhancing family and community ties; and their location in the back yards of a family members residential lot creates an environment where the needs of seniors can in part be met by the family and/or community first, rather than relying on more expensive government services.

In terms of addressing the previously noted housing needs of seniors and the general characteristics of Canada's aging population, garden suites generally fair well.

The mobile nature of the garden suite eliminates the primary cost found in developing other static forms of seniors housing, namely serviced land. The associated cost savings can hence be passed on to the senior who would either rent or purchase the garden suite. The lower costs associated with manufactured housing (i.e. mass production in a controlled environment) would also result in cost savings. The lower costs associated with garden suites as compared to other forms of semi-independent housing, would be attractive to seniors given that the majority of them have fixed incomes. Canadian

demographics would also indicated that garden suites with their lesser cost would be attractive to the increasing population of older women who are on average poorer than the general seniors population.

Garden suites are designed to be located in the rear or side yard of the senior's or family members residential lot. The mobile nature of the garden suite allows a senior to remain in their own community and or foster family ties. Depending on the neighbourhood, services (commercial, transit, recreation etc.) may be readily available to the senior. However, in other circumstances the senior may be solely reliant on the family to meet their basic daily needs. Given the prevalence of two income families in Canada the reality exists that a senior living in a garden suite may be alone for most of the day, in a vacated neighbourhood. The potential isolation of a senior is a reality for all forms of semi-independent housing other than congregate care or Abbeyfield housing.

The mobile nature of garden suites has a significant advantage over other forms of semi-independent seniors housing in that it can quickly and easily meet the fluctuating demand for housing and address the changing needs of seniors. Unlike static housing for seniors, when the demographic wave of seniors ebbs, garden suites do not result in costly purpose built structures needing to be torn down or converted for another use.

In general seniors need for support services and medical care increases as they age. The garden suite is advantageous as it encourages and facilitates families to provide basic daily care and health services rather than having the senior rely on costly government programs. The family by their proximity also gains a better understanding of the seniors needs and can act as an effective advocate with external

agencies when needed, to ensure the seniors needs are being met. In public and private care facilities the physical abilities of a senior is the determining factor as to whether they are accepted by the facility, or must advance onto the next level of care. The ability of a senior to enter or remain in a garden suite is solely dependent on the senior and their family, and what extent of support and care they are willing to receive/provide. In this way the garden suite provides a greater degree of independence and control over how they live to the senior.

Garden suites can be designed at the factory to include special features to assist the senior maintain their independence. In their own home necessary renovations may not be possible or are too much physically or financially for the senior to undertake..

The garden suite concept itself, initiatives abroad and within Canada are the focus of the next section, in an effort to examine the attributes and pitfalls of such a housing form.

## 2.4. GARDEN SUITES

### 2.4.1. THE CONCEPT DEFINED

The garden suite concept calls for a portable self contained dwelling unit to be located on a single family lot of a blood relation. The garden suite concept allows a senior who requires some assistance with daily living to remain in the community, with the support of family, community and government. The concept is promoted by Canada Housing and Mortgage Corporation (C.H.M.C.) as a cost effective and flexible alternative to housing the growing seniors population. The dwelling units may be either bought or rented from an administrative body. When the senior dies or moves

into an intermediate or extended care facility the unit is available for use by another senior. Added benefits of this housing concept are the utilization of existing zoned and serviced land, freeing up of underutilized housing stock, strengthening of family ties and fostering a greater sense of independence for seniors.

#### 2.4.2. INITIATIVES ABROAD

A similar concept to garden suites called granny flats has existed for years in Great Britain. Granny flats are self contained units built adjacent or attached to a primary dwelling. Unlike a garden suite granny flats are not portable. Granny flats can either be owned or rented. In both cases, the units fall under the jurisdiction of a local housing authority.

Granny flats take several different forms. The units can be sited on a single family lot either attached to the main house or separate, or they can be incorporated into multiple family developments where a smaller unit for the senior is located either above or below the larger family unit.

A review of granny flat programs in England was conducted in the late 1980's by the Housing Development Directorate. This assessment concluded that this form of housing was generally well received by all participants, and appeared to facilitate seniors remaining in the community for longer periods of time.<sup>35</sup>

The elderly tenants of the granny flats at the time of the review were found to be older, more of them were disabled, and more lived alone, than the elderly population in

---

<sup>35</sup> A. Tinker, Housing the Elderly: How Successful are Granny Annexes? (London. 1989) p. 1.

general.<sup>36</sup> It was estimated that 22% of the granny flat tenants in the study would have been in residential care had this supportive environment not been available.<sup>37</sup>

The study concluded that the granny flat tenants ability to remain in the community for an extended period of time, was a result of three factors<sup>38</sup>:

- 1) The purpose built granny flats were easy for the senior to run and provided the tenant with a high level of satisfaction;
- 2) The amount of support received from the senior's family; and
- 3) The amount of support provided by the government.

In terms of the family relationships not all participants (seniors and their families) wanted to be located next door to one another. While the vast majority of participants in the study felt family ties had been strengthened and enjoyed the proximity, concern was raised by some participants about the potential for loss of privacy and unwanted or impossible expectations being placed on the other party.<sup>39</sup> Some senior/family pairings felt that they wanted to be near each other but not next door. This concern did raise the possibility of locating several granny flats together within a single family housing district. This scheme would address the concerns about loss of privacy and broaden the scope of the granny flat concept.

In terms of local government housing authorities, most felt that the granny flat had been a "limited" or "qualified" success.<sup>40</sup> Their concerns were generally related to the static nature of the unit and the resulting complexity of administering the program.

---

<sup>36</sup> Ibid.

<sup>37</sup> Ibid.

<sup>38</sup> Ibid.

<sup>39</sup> Ibid., p. 21.

<sup>40</sup> Ibid., p. 15.

Local housing authorities felt that when a successful pairing between senior and family existed, the concept was a success. However, they felt the concept fell apart when there was a death, when one party moved, or when a desired match could not be made because both participants did not reside in the same area or the units (the main house and the flat) did not become available at the same time.<sup>41</sup>

A concern that was not mentioned in this study was that the static nature of the units, and the associated cost of construction, does not allow government or the private sector to easily and quickly address the fluctuating number of seniors who require supportive housing in order to remain in the community.

A similar housing concept to granny flats emerged in The State of Victoria, Australia in 1975. The Australian residential unit called a garden suite, was different from the granny flat in that it was mobile and was not attached to the primary dwelling. Unlike the granny flat the mobile unit was able to meet the fluctuation in the population needing supportive housing. The unit was more cost effective than static structures in that it took advantage of existing serviced land. In terms of development, land cost and servicing traditionally consume the greatest portion of the construction budget.

The Victoria State garden suite program was originally setup to include both a rental and ownership scenario.<sup>42</sup> Both forms of tenure were used so as to meet the needs and desires of the greatest number of seniors as possible. Self financed ownership had its advantage in that it allowed a senior to jump long waiting lines for rental units.<sup>43</sup> The government also eliminated the potential problem of trying to sell the unit when no

---

<sup>41</sup> Ibid.

<sup>42</sup> T. Meyer, interview by author, telephone, 19th June, 1996.

<sup>43</sup> Ibid.

longer needed by the senior, by agreeing to purchase the unit back at full construction costs.<sup>44</sup> While the rental program still exists with approximately 2000 to 2500 units in place, the ownership option has ceased<sup>45</sup>. The reasons for terminating the ownership option were two-fold. Firstly all levels of government began to fear the loss of control over removal of the unit and who was occupying it. Secondly the government was losing money in purchasing back older units that were generally in need of substantial repairs<sup>46</sup>. Currently there are approximately 600 to 800 units in circulation which the government is obligated to buy back. Obviously this becomes a substantial financial liability on the ability of a program to continue to function.

In terms of eligibility for the program a person needs to be 55 years of age or older and be eligible for government housing.<sup>47</sup> Candidates for government housing must not own a home and have total assets of 30 000 Australian dollars or less. Demand from other potential user groups, such as single parents, the unemployed and the mentally and physically handicapped have been expressed and government lobbying has occurred. Currently the only other sanctioned user group are those people receiving full government disability pensions.<sup>48</sup> Users of the garden suite program pay rent based on their income. Property and service taxes do not apply to the unit as the program is government based.<sup>49</sup>

In terms of the garden suite itself one of the initial problems faced by the State was not spending enough money on the design and construction of the unit. The poor design

---

<sup>44</sup> Ibid.

<sup>45</sup> Ibid.

<sup>46</sup> Ibid.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.

<sup>49</sup> Ibid.

and low quality of construction meant that the units did not stand up to repeated moves and needed to be rebuilt or replaced. Improvements in design and construction has resulted in no new units needing to be constructed in the past 11 years.<sup>50</sup>

Removal, refurbishing and relocation costs however, are high. On average the cost of this user to user cycle costs 16 000 Australian dollars, when completed within a 50 kilometer radius.<sup>51</sup>

Regulation of the unit is overseen by the Victorian Housing Authority. In terms of the placement of the unit the land use regulation of each local jurisdiction is followed.

Approval of the change or alteration in land used is generally done by either a temporary land use bylaw or a rezoning. In discussion with Mr. Tony Meyers who is the project coordinator for the program, land use regulations pose the housing authority the greatest difficulty.<sup>52</sup> Time delays from 4 to 8 months exist depending on the jurisdiction. Time delays often result in the senior being deterred and dropping out of the program before they even get the unit. If they had it to do over again he suggested that they would have sought a state wide blanket policy to make garden suites a permitted use in any residential location. Given the temporary nature of the dwelling and the user group, he did not believe that this more expeditious route would be detrimental to the success of the program or community acceptance.<sup>53</sup>

Community acceptance of this program is generally high with approximately only 1 in 100 neighbors raising concern about the installation of a unit.<sup>54</sup> In most cases initial concern of the neighbors subsides by the realization that the unit is temporary and for

---

<sup>50</sup> Ibid.

<sup>51</sup> Ibid.

<sup>52</sup> Ibid.

<sup>53</sup> Ibid.

<sup>54</sup> Ibid.

use by a disadvantage member of society.<sup>55</sup> In terms of land use regulations there is no minimum lot size on which a unit can be placed. The only land use regulations imposed on the units are those of health and safety (i.e. building separation for fire purposes).<sup>56</sup>

While other Australian States have investigated the program in Victoria, no other formal programs exist in the country.<sup>57</sup>

The success of the garden suite program in Australia resulted in a similar project being taken on by the Federal Government in New Zealand. The garden suite program has gone through its ups and downs but the number of units is increasing and the acceptance has been relatively strong. As in Australia a push to expand the user group definition to include mentally/physically handicapped and single parents has met with varying degrees of success. Detailed information regarding the New Zealand program is scarce. However, the similar occurrence to that of Australia, of other user groups lobbying the government in order to be included in the program, is important to note. The expansion of the defined user group beyond seniors can be seen as both beneficial and potentially detrimental. By expanding the user group the government may be able to serve a greater number of people in a more cost effective and beneficial manner. However, experience in Australia has shown that the acceptance of this housing form is in large part predicated on the temporary nature of the dwelling and the endearing qualities of the senior or disabled person. This form of housing would likely not be as accepted by the residents of residential neighbourhoods, if the increase in density

---

<sup>55</sup> Ibid.

<sup>56</sup> Ibid.

<sup>57</sup> Ibid.

became permanent or even prolonged, or the user group was expanded to include errant adult children or single mothers.

Interest in this form of housing in the United States came from the Australian garden suite program and the U.S. Amish communities and their "*Grossdawdy*" and "*Grossmutter*" dwellings. A mobile unit similar to the Australian garden suite was created for the U.S. market in the late 1970's. The American unit was called ECHO Housing, which stood for Elder Cottage Housing Opportunity.

The garden suite concept in the United States has met with limited success primarily due to the lack of strong and consistent government involvement<sup>58</sup>

While numerous local governments have altered land use legislation to permit garden suites the numbers of units in place and active "programs" are few. The "failure" of the garden suite concept in the US has been attributed to the fragmented nature of government involvement.<sup>59</sup>

In comparison to Australia, New Zealand and Canada, the United States has limited involvement in the delivery of social services and specifically housing.<sup>60</sup> The success of the Australian garden suite program lies heavily with the involvement and support of government. If the development and delivery of alternative forms of housing is left to the public sector, as it has been in the U.S., the ability to put the initial capital up front to develop the units and delivery system is too daunting for most private businesses.

---

<sup>58</sup> S. Corke et. al., Granny Flats: A Housing Option for the Elderly (Winnipeg, 1986) p. 5.

<sup>59</sup> A.J. Reiger and D. Engle, Granny Flats: An Assessment of Economic and Land Use Issues (Washington, 1983) p. 27.

<sup>60</sup> Op cit., p. 5.

If the private sector is to remain the primary vehicle for the delivery of this type of supportive housing, a broad spectrum of potential markets will need to be developed in order to justify the necessary risk a private business must assume. It has been suggested that the units could be developed in clusters to form a small retirement village or placed adjacent to nursing homes or hospitals to act as transition housing.<sup>61</sup>

From the experience of other countries and their successes and failures it would appear that strong government support is imperative for this type of housing to be viable. Government support both financial as well as administrative is essential regardless of whether the housing form is ultimately maintained by the public, non-profit or private sector. In addition, streamlining the land use regulation process will make the housing form more attractive. As noted in the Australian program the delay time between a senior decision to move into a garden suite and when they actually can, is often a deterrent. The importance of a companion medical and support services package was also stressed in the findings of the review of the granny flat program in England. In terms of the unit the Australian experience pointed out the importance of spending money on quality design and construction techniques. As well the Australian and New Zealand experience pointed out the need to account for challenges by other groups of citizens who may wish to expand the defined user group. As previously stated expansion of the user groups has its advantages and disadvantages. In terms of expanding the market and potentially the user groups, the suggestion that the units be marketed in clusters as retirement housing or act as transition housing for hospitals and nursing homes warrants exploration.

---

<sup>61</sup> E. Guion, "Elder Cottages: A New Feature on the Housing Horizon" *Aging* (New York, 1983/1984) p. 11.

### 2.4.3. CANADIAN INITIATIVES

The concept of garden suites was introduced in Canada in 1982 through the work of Professor Michael Lazarowich of The University of Waterloo. He believed that the success of the Australian garden suite program could be transplanted to Canada.

During the same period of time the Ontario Ministry of Housing (O.M.H.) was looking at urban intensification as a strategy for meeting housing and neighbourhood improvement policy objectives. Garden suites were considered to be a method of intensification in that they would utilize existing residential land with both hard and soft services already in place. In addition they also addressed the desire to provide cost effective housing alternatives for seniors. After completing a feasibility and market analysis in 1983, Lazarowich, O.M.H. and The Canadian Mortgage and Housing Corporation (C.M.H.C.) believed that the positive findings warranted further study.

Testing of the garden suite concept in Canada has taken three forms:

- 1) Demonstration projects where a limited number of garden suite units were installed and post occupancy studies were done to assess both technical and social aspects. Such pilot projects were carried out in Ontario, Alberta and Atlantic Canada;
- 2) In conjunction with C.M.H.C., The Canadian Manufactured Housing Institute and The Societe Quebecoise des Manufacturiers d' Habitation, garden suites were displayed in 30 locations across Canada and on-site visitor surveys were conducted; and
- 3) A national market study was conducted by Gallup Canada on behalf of C.M.H.C.

The results of all three forms of examination indicated a general acceptance of the concept by users, hosts, citizens and government. The reviews also indicated that the design of the unit and its livability was generally acceptable, and a consumer willingness to purchase or rent a unit if they became available existed.<sup>62</sup>

#### **2.4.3.1. Garden Suite Demonstration Project**

Between 1984 and 1987, a garden suite pilot project was carried out for the purpose of review and assessment, by the Ontario Ministry of Housing (O.M.H.) with support from The Canadian Mortgage and Housing Corporation (C.M.H.C.) The installed units were known as Portable Living Units for Seniors (PLUS). The units were very similar to the Australia garden suite. The units were mobile, and were to be located in the rear or side yard of a family members residential lot.

Twelve prototype garden suites were located in three areas of Ontario, namely The City of Waterloo, and The Regional Municipalities of Ottawa-Carlton and Sudbury. The PLUS Program was designed as a market rental program, i.e. no rental subsidies. Rents were in the range of 300 to 336 dollars and were based on the costs associated with similar forms of supportive housing. The units were built and owned by the provincial government and the land use was regulated through a Temporary Use Bylaw (TUB) so that no permanent changes were required to the local municipalities bylaws. The temporary nature of the regulatory method and hence the program, allowed the housing form to be assessed without fear of the government having to maintain a non viable housing program, assuming the seniors wished to remain in the

---

<sup>62</sup> Canada Mortgage and Housing Corporation, Garden Suites: An Evaluation Report with Suggestions for Implementation (Ottawa, 1990) p. 4.

units after the assessment period had ended. The temporary nature of the program also allowed the government to address the fears of some neighbours who were concerned about a permanent increase in the density of their neighbourhood.

Potential users and hosts were put through a screening process, in order to ensure that both parties understood what was expected of them, and what they could expect from the project.

Throughout the Ontario pilot project, there was a constant effort made to keep politicians and government staff apprised of what was going on. This decision paid off when land use changes were required, as those in power saw the benefit of the program and assisted willingly with the necessary changes so that unit installation could occur. In addition, the enthusiastic support of local government spilled over to the community.<sup>63</sup>

The primary obstacle in the implementation of the garden suite program in the Ontario pilot project was the zoning process. Issues such as whether legally the local government could alter zoning regulations and whether these regulations could define a specific user group were in question. These regulatory and legal issues will be dealt with more fully in Chapter 6. In the end a Temporary Use Bylaw was used to by-pass the need to rezone the host property to allow the installation of the PLUS unit.

Public participation was given high priority. As a result implementation of the Temporary Use Bylaw went fairly smoothly. Public support may however have been affected by the three year time limit placed on the pilot project. Public participation was dealt with in a direct manner. Several small and informal public meetings were

---

<sup>63</sup> S. Corke et.al., p. 17.

held prior to installing each of the units. The meetings were held in the neighbourhood where the unit was to be installed. The meetings involved the potential user, host, neighbours and local government representatives. The small scale informal meetings were found to be effective in dealing with and discussing concerns in a constructive manner. As a result of these meetings neighbourhood opposition did not prevent a unit from being installed. Some of the issues raised by the public during meetings were: the potential for garden suites to cause adjacent lands to depreciate in value; the design of the unit not fitting into the character of the neighbourhood; servicing capacities of the neighbourhood being pushed to the limit if the concept received wide spread acceptance; tax assessment for the units not being charged or being too high; parking overflow onto the streets; and general site planning matters such as the amount of separation between the unit and a common property line, and the size of the unit potentially blocking views or impinging on the privacy of a neighbour.<sup>64</sup>

Two formal legal agreements were involved in the implementation process. The first agreement was between the three regions and the province, outlining administrative responsibilities. The second agreement was between government and the host family. This agreement was in the form of a license which attached terms and conditions on the placement of the unit in relation to health and safety matters and also outlined that the unit would be removed once the study was complete or if the occupant died or moved out. The license agreement was seen as having distinct problems in terms of removing the unit from the host property. Both the Charter of Rights and the Ontario Landlord and Tenants Act were documents that posed potential problems in regard to

---

<sup>64</sup> S. Corke et. al., Granny Flats: A Housing Option for the Elderly (Winnipeg, 1986) p. 22.

the ability to remove the tenant or unit. During the pilot project these legal concerns did not become an issue. Obviously, these issues need to be resolved prior to the implementation of a larger scale project. These legal issues are further elaborated on in Chapter 6.

The P.L.U.S. demonstration project, by-in-large was a success in that the user and the host demand/approval was good, and community acceptance was high.<sup>65</sup> The post occupancy technical report revealed that the units performed well, and required improvements to the units were limited primarily to issues of stabilizing the unit during transportation and installation.<sup>66</sup> The post occupancy social assessment revealed that for the majority of occupants and host families the living situation was very satisfactory.<sup>67</sup> In certain cases the living situation was noted as to have enhanced the well being of the occupant and reduce the stress level of the caregivers.

Similar pilot projects have been undertaken in Alberta, Atlantic Canada and recently Quebec, with similar positive results.

#### 2.4.3.2. National Demonstration Project

Based on the relative success of the Ontario garden suite pilot program a joint demonstration project with Canada Mortgage and Housing Corporation (C.M.H.C.) and the Canadian Manufactured Housing Institute(C.M.H.C.) was developed. Display units were placed in thirty (30) locations in over ten (10) provinces. Of the almost 500 000 people who visited a display unit response to the concept was generally favorable. Consistent comments collected from the surveys included: the suggestion of

---

<sup>65</sup> C.M.H.C., Op. cit., p. 10.

<sup>66</sup> Ibid., p. 16.

<sup>67</sup> Ibid., p. 15.

using the unit for alternative purposes such as small clustered retirement villages or housing for recreational properties, fears about the acceptance of units in residential neighbourhoods, regulatory obstacles such rezoning, the cost of the unit, availability of units and the mobility of the unit. Overall the program sparked a strong interest in the units and generally a positive acceptance of the concept.<sup>68</sup>

#### 2.4.3.3. National Market Study

In 1989 a national market study was prepared for C.M.H.C. by Gallup Canada followed by an evaluation and implementation report from DPA Consulting Group. These reports concluded that there was a strong awareness of the garden suite concept nationally, with approximately 33% of the potential market of occupants and host being familiar with the concept. The likely national market for garden suites was estimated at 772 000 host and about 900 000 occupants.<sup>69</sup> The studies also indicated that the potential users were more likely to be single and have low incomes

In terms of the unit itself the studies found that 87% of the respondents were impressed with the suite and 66% stated they felt they could afford a purchase price of between 29 000 and 37 000 dollars, and a rental price between 450 to 500 dollars.<sup>70</sup> In terms of costs there were locational variations in acceptance rates to the quoted figures. This was felt to indicate that the price threshold for owning and renting was a factor of what other forms of housing were available in the community and their cost.<sup>71</sup>

---

<sup>68</sup> Ibid., p. 6.

<sup>69</sup> Ibid., p. 32.

<sup>70</sup> Ibid., p. 34.

<sup>71</sup> Gallup Canada, Garden Suite Demonstration Project: National Survey (Ottawa, Canada) p. 52.

While a demand for garden suites is deemed to exist, awareness about the project is relatively good, the associated cost appear to be acceptable by the majority of people surveyed, and the concept is seen as being beneficial in terms of keeping seniors in the community, for a greater length of time at a reduced cost. No formal garden suite program is currently running in Canada.

## 2.6. SUMMARY

The demographic changes in the Canadian population has place considerable attention on our aging population and their needs and desires. One of the key areas of interest and importance in relation to our aging population is housing. As a person ages their ability to perform daily living tasks often decreases. In addition with more people living longer, and chronic health conditions generally becoming more prevalent as a person ages, the integration of housing and health care will become a necessity if government is to be able to deliver these services in a cost effective manner . In an attempt to address this demographic shift and its effect on housing and health care, governments have focused on policies to keep seniors in the community as long as possible. The ability to maintain seniors in the community comes through combined housing and care options. Semi-independent housing options with a care component is seen as an effective way to allow the senior to remain in the community and cut costs associated with institutional based care. The number of semi-independent housing forms is relatively limited and varies dependent on the location within Canada. As such, the exploration of an alternative supportive housing form for seniors ,such as garden suites, is of importance.

In comparison to other forms of semi-independent housing for seniors, garden suites have the advantage of: lesser cost to the user and government; increase opportunity for the delivery of basic support and medical services by the family; greater responsiveness to the fluctuating demand for housing and the changing needs of seniors; utilization of existing serviced land; and the ability to function in both a rural and urban setting.

In terms of other countries The State of Victoria in Australia appears to be the most successful in the implementations of a garden suite program. In part this success can be attributed to strong government involvement. In Canada several successful pilot garden suite programs have been undertaken. A national market study and a review of implementation and regulation strategies were also prepared for C.M.H.C. both indicating that a significant demand exists for this form of housing. The housing needs of seniors can be met by this form of semi-independent housing and has advantages over alternative forms of housing. Currently, however, there are no formal ongoing garden suite program in Canada. C.M.H.C. continues to promote garden suites as a viable housing option for seniors.

## Chapter 3.0 Physical Considerations

### 3.1 INTRODUCTION

This chapter looks at how and what “physical” issues can effect the success of a garden suite program. “Physical” issues in relation to a garden suite are: the unit itself; the site the unit is located on; and the unit’s location within the community, in relation to amenities(i.e. transit, commercial services etc.).

Each of these three “physical” components are affected by the needs and desires of the participants in a program, as well as by legal obligations such as building and fire codes or government regulations. The success of a garden suite program lies in the balancing of these needs and desires. For example; the low production cost of the unit sought by governments and potential purchasers must be weighed against the units durability to withstand repeated moves, the aesthetic appeal of the unit necessary for it to be accepted by seniors, host and neighbour, must be weighed against increased costs and functionality of the unit, and the location of the unit in the community near family and required amenities (i.e. transit and commercial) must be weighed against the potential outcry from adjacent neighbours about increased density and intrusion of their community.

### 3.2. THE UNIT

The most fundamental component of a garden suite program is the unit. At its most basic level, the unit must meet the primary needs and desires of enough seniors to make a program financially viable. Beyond the needs of the users, there are those of

the government(s), service deliverers, the host family and the general public. The needs and desires of each group or stakeholder is the starting point or the pool of criteria on which a successful unit design is based. The needs and desires of all parties can not be met and still have a garden suite program remain viable. While a "cadillac" unit can be built that would meet all the needs and desires of the user, the cost to the government would raise the question of the true financial savings associated with this form of housing as opposed to other forms. The success of a unit lies in an evaluation of what features are important and what features can be eliminated.

The elementary requirements of a garden suite are: mobility; compatibility with residential neighbourhoods; the need to appeal to a sufficient number of seniors to make the program financially viable; assist government in the delivery of supportive housing and care services at a reduced cost over institutionalization; and facilitate the senior remaining in the community. The success of a unit can be pared down to three factors: durability; design; and cost.

### 3.2.1. DURABILITY

If mobility of the unit is the cornerstone of a garden suite program then durability of the unit is an absolute necessity. Apart from a unit not performing during occupancy the issue of durability is of primary interest to the person or group who finances the construction and maintenance of the unit(s). One of the few failures in the Australian garden suite program was that they did not spend sufficient money on the design and construction of their earlier units. As a result of revisions to their design and construction methods they have not needed to build a new unit in the past 11 years.

However, with an average period of residency being 7 years<sup>72</sup> the Australian units do require substantial upgrading (i.e. painting, new appliances, body work) between users.

Durability is essentially a product of effective design and money, with emphasis being placed on the latter. The Ontario garden suite pilot project experienced the reality of what a durable unit costs. In their post occupancy evaluation of the pilot program the sticker price of the unit was noted as the greatest shock.<sup>73</sup> In 1986 the Ontario units were being constructed at a price between 35 000 and 37 000 dollars, with installation bumping the unit price to 43 000 to 61 000 dollars. The 61 000 price tag was the result of locating the unit on a small site where a crane was required for installation.

Given that garden suites are meant to reside on a residential lot, and the majority of Canadians and seniors live in higher density urban setting, installation difficulties are likely to be common place in a large scale program.

On average the Ontario pilot project determined that the cost of a garden suite was 20 to 30 % greater than that of standard manufactured home costs<sup>74</sup>. In part the higher price was a result of external and internal design features, whose importance will be discussed later in this section. The majority of cost, however, was directly translatable to the need for durability.<sup>75</sup>

---

<sup>72</sup> S. Corke et. al., Granny Flats: A Housing Option for The Elderly (Winnipeg, 1986) p. 5.

<sup>73</sup> Ibid.

<sup>74</sup> Ibid., p. 9.

<sup>75</sup> Ibid.

In review, the Ontario garden suite pilot project unit was found to perform well and was considered to be worth the money spent. Post occupancy reviews did suggest several improvements which the technical committee felt need to be addressed if a formal garden suite program was to be undertaken. The technical team's suggestions were: that the floor plan be modified or a temporary bracing system be developed to improve the rigidity needed for successful transportation of the unit; and more rigid framing, screwed and glued joints rather than nailed joints and vinyl coated drywall with seam type joints be used to eliminate the flexure caused during installation.<sup>76</sup>

In terms of garden suites and suitable methods of construction, three types have been reviewed in conjunction with Canadian garden suite pilot projects, namely; modular, panelized, and mobile.

**Modular** or Sectional homes are essentially synonymous terms. These units are fabricated entirely in a factory and are composed of usually more than one modules or sections. As with the mobile home they are designed to be transported on a flat bed truck, to the home site. Unlike the mobile home, these units are generally built using standard frame construction techniques.

**Mobile homes** are the classic units most people associate with mobile home parks. The units are long and narrow in form so as to be easily transported to the home site on a flat bed truck. The one piece units are assembled entirely in the factory with only the services needing to be hooked up at the site. Changes in the industry are making it

---

<sup>76</sup> Canada Mortgage and Housing Corporation, Garden Suites: An Evaluation Report with Suggestions for Implementation (Ottawa, 1990) p. 23.

increasingly difficult to distinguish visually, a mobile home from a modular or section home.

**Panelized homes** are composed of standardized panels which are assembled either on site or in the factory, into modules which eventually form together to make the entire dwelling unit. Unlike either of the previous unit types, installation interiors finishes, plumbing, wiring etc. is not generally incorporated during the fabrication of each individual panel. This factor can result in costly onsite labour costs and is seen as the down fall of this form of construction.

The Ontario pilot project post occupancy technical assessment concluded that modular homes out performed manufactured homes and that while panelized homes had the greatest flexibility in terms of siting, they faired poorly in being able to survive repeated moving and being cost efficient as a result of the required on-site assembly.<sup>77</sup>

Manufactured homes were assessed by the technical committee favorably in that they allowed for: high quality control; minimal installation time; in-plant installation of internal services, components and finishes; flexible design; and a “residential” quality exterior finish.<sup>78</sup> The Ontario technical committee felt the modular construction technique was superior in that it had an additional beneficial quality over the manufactured construction method namely, ease of relocation.<sup>79</sup>

---

<sup>77</sup> Ibid., p. 23.

<sup>78</sup> Ibid.

<sup>79</sup> Ibid.

### 3.2.2. DESIGN

The design of the unit plays a very important role, second only to cost, in attracting seniors to this housing form.<sup>80</sup> As the potential users of this type of housing, the characteristics and housing needs of the seniors population must be afforded the greatest weight, when determining what are the essential design features of a unit.

In Canada, demographic trends indicate that the fastest growing segment of seniors is “old” seniors (75 and older). This cohort group shows a greater need for health care services and support in general and is characterized by their single status. The National poll prepared on garden suites by Gallup Canada confirms the importance of focusing on this cohort group in that the majority of potential users who favored the garden suite concept were single, widowed or divorced, and lower incomes.<sup>81</sup>

If garden suites are to be used as a form of semi-independent housing for seniors, design elements need to be incorporated to ease the chores of daily living and account for the general decline in a seniors overall health as they age. By incorporating design features which assist the senior with in daily activities, their sense of independence is maintained and the burden on the host family and government services is lessened. The decline in general health of seniors as they age means that attention should be paid to the inclusion of supportive design features such as higher levels of ambient lighting, low glare and non slip flooring, sit down showers or bath tubs, handrails, grab bars and wheelchair accessibility. In England a review of existing granny flats indicated that one of the reasons seniors were able to remain in the community for

---

<sup>80</sup> Gallup Canada, Garden Suite Demonstration Project: National Survey (Ottawa, Canada) p. 23.

<sup>81</sup> *Ibid.*, p. 12.

longer periods of time was that the units were efficient in design and easily maintained by the resident.<sup>82</sup> Given the prevalence of single seniors amongst those more likely to use a garden suite, it would be reasonable for a government to focus their efforts on one bedroom units rather than more costly two bedroom units.

The physical appearance and size of the unit are specific features which can attract or deter potential users. When a senior decides to make a move into assisted housing, scaling down belongings and accepting a smaller living domain are considered par for the course. A balance is required, however, between scaling down and moving into a broom closet. To compete with other forms of housing the garden suite must be attractive and comfortable to the potential user group. Such features as a separate bedroom, ample storage and an attractive external appearance that fit into a residential area were expressed as being important by those surveyed as part of the Gallup Canada survey.<sup>83</sup>

For the host and potential neighbours the size and external appearance are the areas of greatest contention and play a very important role in the acceptance of the unit.<sup>84</sup> In the Ontario garden suite pilot project, product image was seen as key to public acceptance. The temporary and portable nature of the garden suite were viewed as features which tied it too closely to mobile homes. Mobile homes were considered to lack a positive image by many Ontarians.

---

<sup>82</sup> A. Tinker, Housing the Elderly: How Successful are Granny Annexes? (London. 1989) p. 1.

<sup>83</sup> *Op. cit.*, p. 40.

<sup>84</sup> *Ibid.*, p. 27.

The Ontario pilot project highlighted the need for the unit to look like a place where a host family would want to house a relative and place into their backyard. As part of the national survey comments were received about the distasteful idea of putting your parents in the backyard, in a unit that resembled a glorified dog house. The most commonly voiced deterrents related to the unit which would cause a host to not site a garden suite in their yard was the loss of open space and the potential for hostility from neighbours.<sup>85</sup>

Neighbourhood fears about descending property values and visual blight, were the areas of greatest concern for potential neighbours. This result was found in both the garden suite survey by Gallup Canada, and pre occupancy evaluations of the garden suite concept in Alberta. In terms of descending property values, an assessment was undertaken in conjunction with the Ontario pilot project. The conclusion based on real estate appraisal on four neighbouring properties was that no negative effect on residential value had occurred.<sup>86</sup> After the units were installed in both the Alberta and Ontario pilot projects, few neighbours voiced objections about the units in terms of them interfering with the use or enjoyment of their property.<sup>87</sup>

As implementing a garden suite program in most cases will involve public participation, addressing neighbourhood fears, whether perceived or real, is very important. In the Alberta demonstration program small local neighbourhood meetings were held several times (generally two) in the neighbourhood where a unit was to be located. These local meetings were felt to be very successful in educating the public

---

<sup>85</sup> Gallup Canada, Garden Suite Demonstration Project: National Survey (Ottawa, Canada) p. 12.

<sup>86</sup> *Ibid.*, p. 12.

<sup>87</sup> *Ibid.*

and addressing their concerns, early on in the process. The neighbourhood meetings were very informal and were intentionally small in order to facilitate constructive conversation amongst the potential user, host, the neighbours and local government representatives. While time consuming the education of the neighbors to the realities and benefits of the program increased the favorable response to the units when installed. In the Alberta pilot project no units failed to be installed because of neighborhood opposition.

As for the needs of service providers functionality of the unit and whether it assisted them in the delivery of service (ex. an easy entrance/exit shower or tub to help assist the senior with bathing) if of great importance. As determined in a review of granny flat programs in England, service provision was one of three reasons why seniors could remain in the community for a longer period of time, rather than moving into an institution.<sup>88</sup> Supporting service delivery in the home is obviously important given the ability to reduce associated costs and to increase the quality of life of the senior.

In conjunction with developing a quality product that addresses the basic needs of all parties, acceptance of unit can be greatly improved by allowing people to visit demonstration models.<sup>89</sup>

### 3.2.3. COST

The cost of a garden suite, as with most goods and services, has the ability to effect demand. Hence, the viability and success of a garden suite program depends on

---

<sup>88</sup> A. Tinker, Op. cit., p. 1.

<sup>89</sup> Op. cit., p. 32.

gauging the market correctly and determining the price threshold. The threshold will be effected by the perceived advantage of the program and by what alternative forms of supportive housing exists in the area. The results of the National garden suite survey conducted by Gallup Canada, indicates that price sensitivity is dependent on geographic location and community size.<sup>90</sup> The factors of geographic location and community size would lead one to believe that comparison shopping is occurring (i.e. what can I get for the same amount of money).

Given the findings of the National garden suite survey that the potential user is more likely to have a low income,<sup>91</sup> the associated cost of living in a garden suite will be very important. As such, in order to obtain sufficient uptake of this type of housing a rental program with subsidies will need to be available.

For a government the cost advantage of a garden suite over other forms of housing is that it utilizes existing serviced land and creates and supports an environment where informal care from family and community can flourish, hence limiting the demands on more expensive government care delivery and keeping the senior in the community for a longer period of time.

A government must also consider the cost of the unit itself and those associated with the running of a program, against the benefits. While the unit itself based on current estimates is less expensive than the construction of an apartment or congregate care facility,<sup>92</sup> there are unique costs associated with the garden suite, such as unit

---

<sup>90</sup> Ibid.

<sup>91</sup> Ibid., p. 12.

<sup>92</sup> Ibid., p. 28.

transportation, installation and removal, which must be kept in check. As well, the cost savings projected by having the family act as an informal care giver may not be a reality given the increasing number of dual income families now in the work force. Without some one at home during the daytime to address the support needs of the senior the demand on government services will increase. In the review of granny flat programs in England two of the primary reasons seniors were able to remain in the community were the substantial amount of care they received from their family, and from government.<sup>93</sup>

### 3.3. THE SITE

If a garden suite program is to be successful it must work in urban centers where the majority of Canadians and seniors live. With urban centers generally come smaller residential lots. In such urban settings the criteria placed on siting a unit will be very important in order to successfully integrate garden suites into higher density areas.

The common trend in most subdivisions across Canada is smaller lots. This is generally perceived to be in direct correlation to the increase in land and development costs. The other development trend is the increasing size of residential homes.<sup>94</sup> Given this scenario the number of lots that can accommodate a reasonable sized garden suite is decreasing. Conversely garden suites on smaller lots increases the impact on both the outdoor open space of the host family and privacy of neighbours. The post occupancy evaluation of the Ontario garden suite project, noted that the cost of installation rose

---

<sup>93</sup> A. Tinker, Op. cit., p. 1.

<sup>94</sup> A. Smith, Appraisal Institute of Canada, interview by author, telephone, 12th June, 1996.

significantly were the units needed to be sited with the help of a crane, because on smaller or oddly shaped lots access through the side yard was often not possible.<sup>95</sup>

In terms of regulating siting of a unit existing site coverage is the most effective way to determine whether a lot could adequately accommodate a garden suite.<sup>96</sup> Site coverage is the result of dividing the lot area by the total square footage of the footprints of all existing structures on site ( i.e. the main dwelling, detached garage, garden shed etc.) Realistically a situation could exist where a 800 sq. meter lot would not be capable of hosting a unit and a 500 sq. meter lot could be. Rather than create one guideline for the siting of all units, each lot should be treated separately in order to maximize the number of units that can be installed.

The location of the unit on the site is also important to how it integrates into the neighbourhood. While functionally it would be more efficient to service and locate a unit in the front yard, this idea has not been received well by potential hosts and neighbours.<sup>97</sup>

For the majority of new subdivisions the issue of service rights of ways will not be a problem. In older areas, local government and individual service rights of ways, often affect residential lots, by limiting building areas. In general, structures can not be placed over service rights of ways, due to the added cost and bother when repairing or upgrading service lines. Another limiting factor in the siting of units is where

---

<sup>95</sup> S. Corke, et. al. Op. cit., p. 6.

<sup>96</sup> A.J. Reiger and D. Engle, Granny Flats: An Assessment of Economic and Land Use Issues (Washington, 1983) p. 21.

<sup>97</sup> M. Lazarowich and B. Haley, Granny Flats: Their Practicality and Implementation (Waterloo, 1982) p. 60.

enclosed water and sewer systems are not available septic fields and well source ground water can limit the ability to locate a unit on a site.

### **3.4 LOCATION IN THE COMMUNITY**

The location of a garden suite within the community plays an important role in the success of a garden suite program. Research in the field of gerontology suggests that seniors have a strong emotional attachment to their neighbourhoods, and that unfamiliar surroundings can lead to withdrawal, loneliness and perhaps even to an earlier death.<sup>98</sup> While most seniors will need to move from their neighbourhood to take part in a garden suite program, it is expected that proximity to their children will minimize many of the negative affects of moving.<sup>99</sup> Where and when the family can not assist with the daily living needs of the senior, the community or government will need to take over. If this is not possible the senior will need to account for the loss in service when choosing this housing form.

#### **3.4.1 UNIT LOCATION IN RELATION TO AMENITIES**

In urban centers most garden suites will be relegated to suburban subdivisions, due to the need for substantial sized lots to accommodate both the existing dwelling and the garden suite. In relation to the greater population seniors are generally less mobile, either due to issues of health and/or financial constraints. Most suburban residential developments were devised with the car in mind, and do not generally facilitate walking to commercial and other neighbourhood amenities. For the senior without an automobile, affordable and convenient transportation and mixed land use

---

<sup>98</sup> Ibid., p.

<sup>99</sup> Ibid., p. 61.

neighbourhoods become important to ensure the well being of the senior and to keep this form of semi-independent housing viable and attractive to prospective users.

While some seniors may have cars it is felt that the majority will be dependent on other forms of transport. The options which exist to the senior are: public transport; volunteer car pools; taxis; rides from the host family; and walking.

Public transport in a low density suburban setting is generally poor. Other than commuter collector lines, which run along major subdivision roads, most people are required to walk a fair distance to get to a bus stop. Frequency and hours of operation are also generally lacking on suburban bus lines, again due to the low volume of riders, in part, a result of the low density of suburban developments. While seniors generally qualify for discount fares, if numerous short trips are made the affordability of this form of transport may decrease. If trips are frequent the option exists of obtaining a monthly bus pass. Again the cost of the pass may exclude this form of transport for some seniors.

Volunteer car pools may exist in some areas but are often not reliable enough to act as a formal means of transport. For the senior to maintain a level of independence transportation consistency is important. Taxis while reliable and consistent are expensive even when discount fares are available. Rides from the host family lack consistency as well, as no one may be home during working hours, and the senior may not wish to continually impose on a member of the host family.

The most consistent form of "transport" is walking. This places an emphasis on the need for mixed land use neighbourhoods, in order to support the successful integration of garden suites. During the late 1960's social scientists Paul Neibanck and John Pope looked at the factors in determining a successful relocation, when seniors chose or were forced to move, within an urban setting. The research of Paul Neibanck and John Pope ranked the importance of certain general community amenities, and determined the critical and recommended walking distance to each amenity, as determined by the seniors in their study.<sup>100</sup>

Based on the findings of Paul Neibanck and John Pope research Table 2 outlines amenities, their rank of importance and both the critical and recommended walking distance to each amenity. The distances were assumed in the study to be over flat ground and with no obstacles. As one ages the ability to walk long distances generally decreases, due to a decline in health and/or fitness. The critical distance is that which the respondents in Neibanck and Pope's study felt they could walk but not consistently. The recommended distance is that which the respondents felt they could walk regularly.

As I have noted before, ideally garden suites should be located in mixed land use neighbourhoods and proximal to the service center. Such facilities and their proximity allow the senior who does not have a car to maintain a greater degree of independence, and provides opportunities for daily social interaction. According to the

---

<sup>100</sup> P. Neibanck and J. Pope, The Elderly in Older Urban Areas (Philadelphia, 1965) p. 64.

research of Neibanck and Pope, the proximity and availability of such services, regardless if they are used frequently by the senior, can act as a psychological boost.<sup>101</sup>

---

<sup>101</sup> Op. cit., p. 64.

Table 2

Critical Distance Measures to Selected Facilities

Facility	Rank of Importance	Critical Distance	Recommended Distance
Grocery Store	1	2-3 Blocks	1 Block
Bus Stop	2	1-2 Blocks	Adjacent
Church	3	1/4-1/2 Mile	1/2 Mile
Drug Store	4	3 Blocks	1 Block
Medical Clinic	5	1/4-1/2 Mile	1 Mile
Bank	6	1/4 Mile	1/4 Mile
Social Center	7	Indeterminate	On site
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 consensus
Importance			

N.B.

Ranking was determined based on the number of times the facility was mentioned as important in the location of a housing development for the elderly.

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

### 3.5 SUMMARY

The three fundamental physical issues that can affect the success of a garden suite program are; the unit, the site, and the unit's location within the community in relation to community amenities (i.e. transit, commercial facilities.) Each participant in a garden suite program, be it a level of government, the occupant, the host family or the public, have needs and desires in relation to this form of housing. Some of the goals of the participants will not be compatible and compromises will need to be made. The effective balancing of individual objectives, will in part, determine the success or failure of a garden suite program.

The unit itself must be viewed by the consumer as a place where they would want to live, in comparison to the situation in which they currently reside, and/or to what is available as an alternative housing option in the community. The external and internal appearance of the unit, the size of the unit, its general layout and functioning are all important to a potential occupant when considering a garden suite as a housing option. Most importantly the cost of a garden suite must be seen as reasonable for the perceived worth/benefit of the product. Given that the likely users of a garden suite will be living on fixed and relatively small incomes the cost will be important in the success of this form of housing, In order for a garden suite program to become wide spread and well accepted rental subsidies and assistance with financing an unit will be required.

For both the host family and the neighbors the external appearance, size, siting, how the unit will or won't impede the functioning of the host families back yard and the privacy of the adjoining properties, are very important to how well the concept is

received. In addition the issue of declining property values, be it perceived or real must be addressed when implementing such a program. In the Alberta Garden Suite demonstration program small meetings were held by the local government, to address concerns. These meeting were found to be successful in gaining support for the concept. While studies indicate that long term property values will not be affected by the installation of a Garden suite in a neighbourhood, the political and social reality of angry constituents/neighbors will ultimately affect the desirability of implementing/choosing such a program.

Governments are generally perceived as looking for a unit design that is cost effective, temporary, and hardy, through which it can provide an alternative housing program, that will assist in maintaining the elderly in the community as they age.

In terms of design features it is likely that units will be developed to meet the needs of enough people to make a project viable, rather than building "cadillac" units. In terms of the construction of the unit itself the Australian Garden Suite program illustrates the value of spending money for quality construction, so as to prevent premature and costly replacement of units. (This assumes that the units are rented from a government body rather than purchased.)

It is generally accepted that garden suites will be located in urban settings, where the majority of Canadians live. In order to accommodate both an existing dwelling unit and a garden suite, the host lot must be of a certain size. The previous demonstration projects in Canada and abroad consider a 550-600 meter square lot size as a minimum. Beyond lot size the issue of lot coverage, existing rights-of-ways, sewer and

well fields and topography and existing vegetation can be limiting factors in the location of a garden suite on a site.

The location of a unit in the community can also be a limiting factor in the successful implementation of a garden suite. In most urban settings garden suites will be relegated to the suburbs, due to the need for substantial sized lots to accommodate two dwelling units. In relation to the greater population seniors are generally less mobile. Most suburban developments were designed for the car, which generally does not facilitate walking to commercial and other neighbourhood amenities. As such the senior can become isolated.

## Chapter 4.0 Social Considerations

### 4.1 INTRODUCTION

The purpose of this chapter is to highlight and examine relevant social issues in relation to the implementation of a successful garden suite program. This chapter is not an in-depth social analysis of the Canadian society and the family.

The nature of the garden suite places special emphasis on the role of the family, community and government. This chapter explores the roles of each party, what is required of each party, and potential problem areas, in relation to the implementation of a successful garden suite program.

### 4.2 THE ROLE OF THE HOST FAMILY

Intrinsic to the success of a garden suite program is the willingness and ability of the host family to provide support. While some garden suite concept reviews have looked at the opportunities for unrelated pairings between the host family and the unit occupant, this practicum has not taken this scenario into account.

The proported primary benefits of the garden suite concept is the strengthening of family bonds, and the cost savings found in delaying institutionalization of a senior. If it is assumed that most seniors who choose to reside in a garden suite have made the decision for either financial and/or health reason, the support of the family is a key component in this housing forms ultimate success.

Due to the changing nature of the Canadian family, garden suites are not a viable alternative for all families who wish to aid an elderly relative. With increased mobility often parents and their adult children do not reside in the same city, province or even country, or either party is not able or does not wish to move. In other circumstances the adult child may not own a single family detached home or simply may not wish to undertake such a perceived burden.

With the relatively recent introduction of income, health and housing programs provided by government, families now have a viable alternative to caring for their elderly solely by themselves. Previous to the implementation of these social programs, families were the primary source of support for the elderly. A social and economic “contract” existed between family members. Successive generations of children were raised knowing that the care of their elders would ultimately be their responsibility, and in turn their children would care for them. In the last few generations of Canadian family life, it has become abnormal for full time care of the elderly to occur within the family home.

The new found independence of seniors may also effect the potential success of a garden suite program. There is a significant increase in the number of seniors living alone by choice. Most seniors state that they would rather not live with their children.<sup>102</sup> The reason most often cited by seniors for this position, was that they enjoyed their independence and privacy. While seniors still seek the benefits of family, they prefer what is called “intimacy at a distance”<sup>103</sup>

---

<sup>102</sup> M. Novak, *Aging and Society: A Canadian Perspective*. p. 276.

<sup>103</sup> Ibid.

One of the most significant societal changes is the altered role of women, who by in large are the primary caregivers. The majority of women are now working outside the home. While some employers have liberal work leave programs to account for the care of elderly parents, such work leaves can not adequately address the continual daily needs of an elderly parent. In addition, with the increasing human age span, situations will arise where elderly adult children are caring for elderly parents, and both parties are in need of assistance.

Given that the success and benefits derived from the garden suite concept rely on strong family support, the trends noted above will severely limit the broad implementation of this housing form. Unless governments limit the services they provide to seniors, the reemergence of family based care is not likely. Given that alternatives exist to home based care, convincing working families to take on the additional task of tending to an elderly relative is unlikely.

The work of Jean Miller, indicates that on the whole the role of family relationships is important to both the senior and their family.<sup>104</sup> The family provides an significant amount of assistance to their elderly, and plays a large role in determining whether the senior remains in the community or is institutionalized. While the family plays a very important role in the well being of the senior it can not, in its present make-up, function in isolation to address the needs of a senior. A semi-independent housing form like the garden suite, also requires the assistance of the community and

---

<sup>104</sup> J. Miller, Family Focused Care (New York, 1980) p. 35.

government, in order for it to function properly. If garden suite programs are to be a viable alternative to other forms of housing then a "service" package (transportation, home care, personal care, meal service) must also be available to the senior when required. How these services are balanced between the senior, the host family, the community and the government, should be resolved before a garden suite program is commenced.

As part of the Ontario garden suite pilot project a post occupancy social assessment was conducted. The basis for the assessment were interviews of 13 garden suite occupants and 11 host families. The assessment highlighted that in all cases the host families had a female full-time homemaker, and prior to the installation of the unit the families were already close knit and had the support of an extended clan.

#### 4.3 THE ROLE OF THE COMMUNITY

After the family, the community is the next source of informal caregivers sought out by the senior.<sup>105</sup> Neighbors often play the role of informal caregiver through simple tasks such as chatting with the senior, checking in with them to ensure they are safe, or taking them to do their errands.

Community groups, churches or service clubs often run senior focused programs and provide informal transportation services. Such programs are important in addressing the seniors need for socialization.

---

<sup>105</sup> I. Connidis, "The Service Needs of Older People: Implications for Public Policy."  
Canadian Journal on Aging 5(1), p.

In a suburban neighbourhood with few people home during the work week, isolation and the resulting reduction in such informal care can become a problem. I believe that isolation of the senior is one of the greatest obstacle of the garden suite concept.

The availability and degree of community support for seniors is principally related to the development of bonds with the community over an extended period of time.<sup>106</sup> Many of these bonds are developed through participation in formal institutions such as the church, social or service clubs, or through work. Statistics Canada reports that membership in churches and service clubs has steadily declined since the late 1950's. If insufficient time is spent by the senior in a community prior to retirement, or limited opportunities exist for the development of such bonds, then community support may be limited or non-existent. Currently in society it is common place for seniors to retire in a location other than their home city as is reflected by the increased mobility of seniors just before they retire.<sup>107</sup>

#### 4.4 THE ROLE OF THE GOVERNMENT

Government based programs that are likely to be sought by residents of garden suites in varying degrees are: personal care services; home care services (laundry, light house keeping etc.) ; and meal services.<sup>108</sup> As noted above the host family may not be able or willing to undertake the complete care required by the senior.

---

<sup>106</sup> B. McPherson, Aging as a Social Process (Toronto,1990)p. 340.

<sup>107</sup> M. Novak, Aging and Society: A Canadian Perspective (Scarborough, 1988) p. 66.

<sup>108</sup> Gallup Canada, Op. cit., p. 29.

If one of the goals of the garden suite concept is cost savings to the government, one must question the cost savings of providing such services to a scattered group of clients. In the end the government may need to build and maintain less infrastructure to house seniors, but what are the costs associated with delivering such services to the community on a piecemeal basis? It would appear that the vast majority of congregate care for seniors currently being built is privately funded. It may be more cost effective to look at subsidizing care in market projects for those seniors who require it.

Community based health care is also a key component in relation to garden suites and the ability to keep seniors in the community at a reduced financial cost, for longer periods of time. However, the proported cost savings associated with community health care have yet to be seen, due to the current overlapping of services provided both in an institutional setting and in the community. Whether health care programs can and will ever be delivered entirely at the community level is to be seen. If home care services remain fragmented such that funding and the number and quality of services vary depending on the community, people will continue to seek institutional care, if available, to meet their needs.<sup>109</sup>

---

<sup>109</sup> L. Borden and J. McGregor, Current Realities and Challenges in Providing Services to Seniors (Vancouver, 1994) p. 49.

## 4.5 SUMMARY

The family, community and government all play intrinsic roles in the success of a garden suite program. The nature of the family and community has altered, with emphasis now being placed on the nuclear rather than extended family. Support from the community is also waning given the increased mobility of families and the decrease in activities which bind people together such as church and service organizations. With these above-noted trends has come increased reliance on government based services.

With both parents working outside the home family dynamics have changed. In addition, the increased mobility of the family for reasons of education, employment or lifestyle, often means that parents and adult children live apart from one another. The social and economic "contract" which previously governed family relationships and the care of the elderly, was significantly weakened by the implementation of government income, health and housing programs. Parents and children now have options other than the traditional home based, family centered care of the elderly. Governments will be hard pressed to gain support for the reduction or elimination of these social programs. For garden suite to be successful the question becomes whether sufficient numbers of seniors and families are willing to return to family centered care. Given the current demands on the family the widespread return to family based care is unlikely in the immediate future.

If garden suites are to be accepted as an alternative housing form, a built in service package (i.e. transit, homecare, medical care) must be available. If garden suite programs are to include a service package governments will need to assess the true financial savings of delivering services to seniors scattered across a town or city.

## CHAPTER 5.0 ECONOMIC CONSIDERATIONS

### 5.1 INTRODUCTION

This chapter will look at the economic implications of two forms of garden suite tenure, namely ownership and rental. This chapter will also evaluate the economic implications of varying methods of program implementation. This chapter is not a cost analysis, as accurate information pertaining to the associated expenses of tenure and implementation is limited or not available. Cost estimates for the delivery of a garden suite program are used to facilitate a discussion on the financial considerations in regard to the forms of tenure and means of implementation.

In a large part the decision to choose a form of housing depends on the financial costs associated with it. As such, the viability of a garden suite program relies heavily on being able to provide the unit at a competitive cost, in comparison to other forms of housing.

### 5.2 COSTS

In order to explore the economic realities of implementing a garden suite program the associated costs were broken down into three categories: initial; carrying; and transfer. Depending on the form of tenure and the implementing body, all of the costs may not be applicable. Further discussion will occur in the individual sections to explain when and why certain costs are not relevant.

Initial costs are those involved in obtaining the unit and installing it on the host site. Specifically they are the cost of the unit, applicable taxes, transportation to the site, installation, and service hook-up.

Carrying costs are the consistent monthly expenditures necessary to reside in the unit. These costs include the financing of the unit, property insurance, property taxes, maintenance, and utilities. It is important to note that these costs do not include that of additional personal services, such as home and personal care.

Transfer costs include the removal of the unit, restoration of the site, carrying charges while waiting to sell the unit, storage of the unit, brokerage fees, and repayment of the loan balance. More than the other two cost categories, applicable transfer cost vary greatly depending on the form of tenure and means of program implementation.

## 5.3 FORMS OF TENURE AND RELATED ECONOMIC CONSIDERATIONS

### **5.3.1 OWNERSHIP**

This section assumes that purchase and ownership of a garden suite would involve similar mechanisms to that of purchasing and owning a single family dwelling. For the ease of review, it was assumed that the purchase price would not include a profit margin. The cost estimates for this review can not be taken as exact. Rather the estimates, while reasonable, are meant solely to facilitate discussion of the issue at hand, namely the economic issues raised by different forms of tenure.

### 5.3.1.1 Initial Costs

The most significant cost to an individual consumer of a garden suite, is the purchase price. Accurately determining the cost of a garden suite is difficult. In conversation with Mr. Tom Park of the research division of Canada Mortgage and Housing Corporation, unit price is the area of greatest uncertainty for them. The reason for this uncertainty of an accurate price is that government contracted units were likely subject to inflated costs simply because it was a government contract. As well the cost associated with the production of a limited number of units does not reflect any economies of scale.

For the purpose of this review I have estimated unit costs based on an average of two sources; The Ontario Garden suite demonstration unit, and The Marshall and Swift Residential Cost Handbook figures. The reason for choosing these two sources as a basis for unit cost estimates is as follows.

The unit cost figures from the Ontario garden suite demonstration project are important as they have received the greatest scrutiny. The criteria for the unit and the associated costs produced a unit that fared well in post occupancy technical evaluations. While the costs of a garden suite could be reduced, the findings of the Ontario demonstration program were that a balance between the unit cost, and the acceptability factor of the unit by a user, and the impacted neighbourhood was important.<sup>110</sup> Given the well established and competitive manufactured housing industry in Ontario, it is unlikely that a similar unit could be constructed for a lesser

---

<sup>110</sup> S. Corke et. al., Granny Flats: A Housing Option for The Elderly (Winnipeg, 1986) p. 7.

price in another part of Canada. As such, using the Ontario price for a garden suite as a bench mark, was not of concern when using the estimated unit cost in the Nanaimo BC. case example.

Using the Marshall and Swift Residential Cost Handbook, the cost of a garden suite was estimated for a second time to ensure a greater degree of accuracy. The Marshall and Swift handbook is considered to be a standard reference book throughout Canada and the United States, in the area of construction cost estimates. For the purposes of costing a unit, building specifications from the Ontario garden suite program were used for the previously noted reasons.

In 1986 the Ontario unit was constructed for a cost of between 35 000 to 37 000 dollars.<sup>111</sup> Using the consumer price index as reported by Statistics Canada to adjust the figures to 1996 dollars yields a price range of 47 600 to 50 320.

When a unit similar to the Ontario unit is cost using the Marshall and Swift handbook a unit cost of approximately 60 000 dollars is the result.

For ease of calculation and examination I have used an average of these two unit cost estimates (55 000 dollars) for the remainder of this chapter. For the purpose of discussion the above noted figure is sufficiently accurate to be applied throughout Canada. As noted in the introduction accurate information pertaining to the associated expenses of tenure and implementation is limited or not available. Cost estimates for the delivery of a garden suite program are used only to facilitate a

---

<sup>111</sup> Ibid.

discussion on the financial considerations in regard to the forms of tenure and means of implementation

It is reasonable to assume that the unit price could be reduced if a large scale garden suite program was established. Obviously, economics of scale are not realized with a twelve(12) unit demonstration project such as in Ontario.

This paper also assumes that the sales tax is applicable to the unit. Based on current British Columbia practices, 14% would be charged (7% G.S.T. and 7% P.S.T.) on a new structure. Obviously, previously used units would not be subject to G.S.T. and the applicable tax would be only 7%.

Based on a unit price of 55 000 dollars, taxes would be 7700 dollars. This would result in a total unit cost of 62 700 dollars.

The remaining initial costs pertain to transportation of the unit to the site, site preparation and installation. These costs can vary greatly depending on the distance and means by which the unit is transported, topographic, geological and vegetation make-up of the site, accessibility to the rear yard (i.e. is a crane needed), location of utility lines, choice of foundation and local labour and material costs.

The Ontario demonstration project determined an average installation cost of between 7 000 and 8 000 dollars in 1985 for their units. Again, for the purposes of this study, this figure was adjusted upwards using the consumer price index, to a 1995 cost of approximately 10,000 dollars.

If a garden suite program was successful on a larger scale, installation costs could be anticipated to drop somewhat, as familiarity with installation procedures/pitfalls was gained.

The issue of transportation of units and site constraints pose other problems.

Supposing an optimal scenario where a national garden suite program is in place, it would be reasonable to assume that each unit would be constructed through Manufactured Home Associations in each Province. Sales of units would occur through Manufactured Home dealers. Taking into account that all communities do not have a Manufactured Home dealer, consumers would be expected to incur additional transportation costs to obtain a unit. In the specific case of Vancouver Island, additional costs are routinely added to Manufactured Homes already, to cover the cost of ferry transport. The farther a consumer resides from a dealer and the farther the dealer from the manufacturer, the greater transport costs can be expected.

Physical site constraints can also severely increase the initial costs. If the topography and geology are difficult (i.e. steep slopes, rocky out crops, unstable soil) site preparation costs will increase. Existing vegetation is also often a difficult and costly site constraint. Many communities nationwide and in British Columbia have enacted legislation to protect vegetation in response to habitat retention, riparian protection and general soil stability. Single family lots once excluded from such considerations, must now contend with the limitations and costs involved when developing their lot by either a building an addition to a house or installing a garden suite.

Location of existing structures on site can also hamper installation of a garden suite and hence increase the initial costs. If access to the rear yard can not be gained by the delivery vehicle via a rear lane or a side yard, a crane may need to be employed.

Obviously, the latter method would add significantly to the installation costs. The other method of obtaining access to rear yards would be by dismantling the garden suite into sections and carrying it in by hand to the rear yard. The disadvantages of this method is the significant labour costs involved and the hardness of the unit itself.

Obviously, numerous occurrences of dismantling and re-constructing the unit jeopardizes its physical integrity. Such a unit would be more susceptible to general bumps and scrapes, penetration by weather, animals (rodents) and would have a reduced life span, and re-sale value.

Utility hook ups can also pose problems resulting in increased installation costs. In general, sewer is provided to the garden suite by connecting into a domestic service line, which generally runs parallel to the front property line of a house. Electrical services would be connected to the existing services, on the house side of the main meter. In certain areas, some or all of the services may be lacking or undersized.

In areas where well and/or septic systems are utilized, installation of a garden suite may impede, tax or exceed existing service systems. In urban settings where enclosed line systems generally exist, the demands of a garden suite for water and sewer can be met. However, in older parts of many cities, domestic or main line upgrades may be required. In general, line upgrades necessary for individual "developments" are the responsibility of the individual, and can be costly depending on the depth of the lines, topography and its path through the lot.

Domestic sewer lines are installed so that they slope downwards from the dwelling unit to the sewer collector line. Sewer systems predominantly function by the principle of gravity. If the elevation of the sewer line connector to the garden suite is lower than the elevation of the domestic sewer line servicing the existing house, a servicing problem exists. Such a problem can often be overcome but at an added cost. Two options exist to remedy this situation: install a domestic pumping system or reset the domestic sewer service line so it is at a low enough elevation to connect to the garden suite and still run downwards towards the collector sewer line.

In reverse, sufficient water pressure may not be possible for a garden suite if the lot rises significantly as you get farther from the road. In such cases, a person would require an individual pumping system to maintain pressure.

Climate also plays a role in the actual service hookup and the depth to which lines must be placed to address the issue of ground frost.

Electric hookups via the main house can require rewiring of older homes to accommodate the 200 amp. service necessary for a garden suite.<sup>112</sup>

It is important to note that all of the initial costs noted above with the exception of the unit price, are "sunken" costs which are not retrievable when the unit is no longer needed. As well, the unit cost may also not be gained back in full, when the owner decides to sell the unit. Unlike a single family dwelling a temporary unit is unlikely to

---

<sup>112</sup> Ibid

appreciate in value. In large part the appreciation in value of single family homes comes in relation to the land it sits upon. The garden suite, with its temporary nature, does not benefit from this.

#### **5.3.1.2 Carrying Costs**

Based on a unit price of 62 700 dollars (base price + sales tax) it is reasonable to assume that most purchasers will be in need of financing for all, or a portion of, the unit. According to the National garden suite survey conducted by Gallup Canada, potential occupants of the suites exhibited a lower income than the average senior. As such, it is important to determine what financing options would be available for garden suites, that could accommodate seniors with low incomes. The two reasonable options available to an individual purchaser are a real property (mortgage) or a personal loan.

In terms of the unit itself, it is necessary for the lending institute to determine whether it would be considered real or personal property. As no terms have been set with respect to individual financing of a garden suite in Canada, both options will be explored. Previous demonstration projects were 100% government funded, therefore, no financing was required.

If a unit is considered Real Property, financing would be similar to that of a standard residential dwelling. As such, the garden suite would qualify for longer maturity terms and lower interest rates in comparison with a personal loan.

Banks evaluate real property and loan amounts based on the value of the "property." The value of the "property" (the suite) acts as collateral against the loan granted. If the loanee defaults, the sale of the "property" should cover the full cost of the loan.

From a banks' point of view, the temporary nature of garden suite and primarily the location of the unit on another persons property, makes the "security" of the loan questionable. If the sole collateral on a loan is the unit itself, retrieval of the unit from the private property of another person (the host family) is risky. In addition, the bank would need to sell the unit in order to make good on the loan. With no existing market for used garden suites, this would be extremely difficult. It is also important to note that the value of real property, from which the amount of a loan is determined, is market based. Without a solid selling market, valuation of the unit is difficult.

Assuming that a market value could be determined for a garden suite, the loan amount is generally less than the cost of the unit itself. This is because financial institutes base financing terms on a loan to ratio value. This serves to protect the lender in the case of the client defaulting or foreclosing. Typically loan to ratio values are 75% of the appraised worth of the item. It should be noted that the appraised worth of the item and its cost are not always the same.<sup>113</sup>

In certain cases a loan to ratio value can be as high as 95%, if the amount is secured. The Canada Mortgage and Housing(C.M.H.C.) Corporation currently provides secured loans to first time home buyers who are buying dwelling below a specified price limit

---

<sup>113</sup> A.J. Reiger and D. Engle, Granny Flats: An Assessment of Economic and Land Use Issues (Washington, 1983) p. 8.

for the subject community. The community based price limit is an attempt to ensure that only those first time home buyers who require financial assistance, benefit from the program. The bank in this scenario provides a loan up to 75% of the value of the unit and C.M.H.C. covers the remainder of the loan up to 95%. Given the perceived benefits attributed to garden suites and the income characteristics of the potential user, it is reasonable to assume that C.M.H.C would consider securing higher ratio loans, so as to assist with the promotion of this housing form.

The potential purchaser would be left to cover the down payment and the associated costs of transportation, installation and site preparation. While a purchaser may be eligible to cover these costs by a personal loan, the issue of an acceptable total debt load will be assessed by any lending institute. In isolation of any other debt, the lending institution may decide that the debt ratio of a mortgage and a personal loan is too high, based on total income, hence making additional personal the loan too risky.

To give further clarity to the issue, a garden suite financed by a real loan (mortgage) would result in the following numbers:

-Real property = the unit + sales tax	62700.00
-Assuming the bank values the unit at its "cost (base price + sales tax) a loan ratio of <u>95%</u> would cover 59 565 dollars, of the total cost.	<u>- 59565.00</u>
-Based on the difference of the "cost" and the loan amount, the applicant would be expected to make a down payment on the unit of 3 135 dollars.	3 135.00
-Acknowledging the existence of other initial costs (10,000) plus legal costs	

associated with a mortgage and sales documents (500) the potential purchaser would be required to make payment of 10,500 dollars.

10500.00

-The total estimated dollar requirement for a person to finance the initial costs of a garden suite would be; down payment + installation + legal costs = 13,635.50 dollars.

=====

TOTAL: 13635.50 dollars

The amount the purchaser would need to pay up front would obviously increase if the bank did not "value" the unit close to its price tag and/or the unit at less than 95% of the value. On a unit purchase price of 62,700 dollars a conventional loan (i.e. 25% down payment) a person would be required to make a down payment of 15,675 dollars, with monthly loan payments of 616.19 dollars, based on a principle amount of 47,025. As you will see later in this section the monthly loan payment between a unit financed at 75% versus 95% is comparatively not that significant, However, the ability of the lower income seniors attracted to this form of housing, to make a down payment of nearly 16,000 dollars on top of installation costs would be limited.

To clarify a term raised above, in general there are two forms of mortgage loans, secured and preferred. Preferred means with most institutions that a 25% or great down payment/equity was made. With a secured loan, the down payment is 25% or less and generally is about 10%, or in some cases as low as 5% with a secured first time mortgage through C.M.H.C. Secured loans are subject to slightly higher interest rates than preferred loans.

The lending institution would also evaluate the term of the mortgage. With the temporary nature of a garden suite, lenders may not extend a mortgage term past 5 to 10 years.<sup>114</sup> The Australian garden suite program has an average tenancy of seven years.<sup>115</sup> Also, depending on the means of regulations of a garden suite, renewal of permits by a Council may be necessary on a periodic basis. Such uncertainty would make the lending institution look carefully at the term and also the rate and value of the loan. In addition, maturities of greater than 10 years place the bank in an difficult position when the owner vacates the unit and has not paid off the loan. While a "call" clause may be part of the loan, requiring the total outstanding amount to be paid upon the unit being vacated or sale, the loanee, who may not have the money to pay the loan, and/or the re-sale market is poor or non-existent, may realistically choose to default on the loan and let the bank get rid of the unit. This assumes that the unit is the only collateral.<sup>116</sup>

While shorter terms yield higher monthly payments, it does mean less interest is paid against the loan. However, a consumer may not be in the position to carry larger monthly payments and monetarily it may make other housing options more attractive.

An alternative means of financing a garden suite involves the host family. Assuming a family relationship between the host and user of the garden suite, the host family may be willing to take a second mortgage on their existing home. If sufficient equity exists in the home up to 100% financing of the garden suite over a 20 - 25 year term would

---

<sup>114</sup> Ibid., p. 5

<sup>115</sup> A.J. Reiger and D. Engle, Granny Flats: An Assessment of Economic and Land Use Issues (Washington, 1983) p. 8.

<sup>116</sup> Ibid., p. 10

be reasonable.<sup>117</sup> The rate may also be lower as the banks would have a greater degree of security using the standard single family home as collateral. While this situation is perhaps more advantageous for the purchaser of a garden suite, the "host home owner" may not want to re-mortgage due to their own financial limitations. As well, the home owner is likely to be stuck trying to re-sell the unit in order to re-pay the loan. With an average seven (7) year length of occupancy for garden suites, little of a standard 20 year loan would be paid off prior to vacancy and the "home owner" would be left to foot the larger part of the outstanding loan.

If the unit is treated as personal property, financing of the garden suite would be handled in a similar manner as a loan for a boat, car or home improvements.<sup>118</sup> A lending institute determines the possibility and amount of the loan based primarily on the credit worthiness of the loanee. (i.e. previous credit history - bill payment, loan payment, employment status, investments). The value of the item being purchased plays a lesser role in the conditions of the personal loan, as depreciation and market fluctuations for personal loan items, is generally more temporal than the housing market.

Due to the less stable nature of a personal loan, rates are generally higher and terms are shorter. The advantage to a personal loan is that financing is more likely, assuming the loanee has a good credit rating.<sup>119</sup> Again, the issues associated with a new housing product will likely cause the banks to question the security of the loan and potential for defaulting.

---

<sup>117</sup> Ibid.

<sup>118</sup> Ibid., p. 9.

<sup>119</sup> Ibid., P. 10.

Table 3 and 4 put numbers to the different financing options, for garden suites, and look at the required income necessary to finance such loans. The option obviously exists where the financing costs could be divided between the senior and the host family and/or government subsidies could be provided.

Other carrying costs are property tax, "home" insurance, maintenance and utilities. In order to determine some appropriate costs figures, a standard mobile home was used for estimation purposes.

Property tax: If a national or provincial program was in place it is reasonable to assume that a tax break could be granted for incentive purposes. However, for the assessment of economic issues associated with ownership, I have chosen to account for all reasonable costs.

In order to determine a reasonable cost figure, I looked at the current taxation situation for mobile homes in Nanaimo. Presently, for a standard 1000 to 1200 square foot mobile home unit located in a mobile home park, taxes average between 750 and 950 dollars per year. For discussion purposes I have determined the taxation of a garden suite, on a private lot with an existing dwelling, to be 50% of the average charge noted above. This would work out to be 420.00 dollars per year or 35 dollars per month. The rationale for the 50% reduction was based solely on the smaller size of the unit. The matter of taxation was not dealt with in either the Ontario or Alberta garden suite pilot programs. As with the Australian project it was assumed that the units would be exempt as they would be part of a government based housing program. As I am

reviewing the potential of both a rental and ownership scenario the inclusion of property taxes in the case of the ownership scenario is appropriate.

**Table 3**

**Monthly Loan Payments and Yearly Loan Balances**

FINANCING	MONTHLY LOAN PAYMENT	YEAR 1 LOAN BALANCE	YEAR 2	YEAR 5	YEAR 7	YEAR 10	YEAR 15	YEAR 20	YEAR 25
Real Property Loan 5 year term @ 8.95%	\$1,230.34	\$49,641.89	\$38,810.00	<u>\$00.00</u>					
Real Property Loan 10 year term @ 10%	\$ 780.00	\$55,872.13	\$51,800.74	\$36,907.49	\$24,260.03	<u>\$00.00</u>			
Real Property Loan 25 year term @ 10.15%	\$ 538.00	\$58,995.43	\$58,366.59	\$56,059.43	\$54,093.36	\$50,308.29	\$40,873.18	\$33,474.00	<u>\$00.00</u>
Personal Loan 5 year term @ 10.75%	\$1,280.73	\$50,008.03	\$39,396.07	<u>\$00.00</u>					
Personal Loan 10 year term @ 12%	\$ 844.65	\$56,299.35	\$52,481.41	\$38,222.02	\$25,536.39	<u>\$00.00</u>			

**Assumptions:**

- All loans are based on 95% of the total unit cost (base price + sales tax).
- Unit cost is 62,700 dollars.
- 95% of the unit cost = amount of loan = 59,565 dollars.
- No monthly or annual pre-payments were factored in (i.e. lump sum installments to reduce the loan more quickly).

Source: An average of the September-01-95 interest rates from The Canadian Imperial Bank of Commerce, The Royal Bank of Canada and Canada Trust.

Table 4

Required Income To Service Loans

FINANCING	REQUIRED GROSS MONTHLY INCOME (dollars)	REQUIRED GROSS YEARLY INCOME (dollars)
Real Property Loan 5 year term @ 8.95%	\$3,865.02	\$44,292.24
Real Property Loan 10 year @ 10.0%	\$2,340.00	\$25,080.00
Real Property Loan 25 year term @ 10.15%	\$1,614.00	\$19,368.08
Personal Loan 5 year term @ 10.75%	\$3,842.34	\$46,108.08
Personal Loan 10 year term @ 12.0%	\$2,533.95	\$30,407.40

Assumptions:

- All loans are based on 95% of the total unit cost (:base price + sales tax).
- Unit cost is 62,700 dollars.
- 95% of the unit cost = amount of loan = 59,565 dollars.
- Maximum permitted debt load of an individual is 33% of their gross yearly income.
- 
- 
- Source: An average of the September-01-95 interest rates from The Canadian Imperial Bank of Commerce, The Royal Bank of Canada and Canada Trust.

Home Insurance: For the purpose of this review the monthly cost used for property and content insurance was 25.00 dollars per month for a yearly expenditure of 300 dollars. Based on a unit of 550-600 square feet and current industry prices this is felt to be an acceptable figure for discussion purposes.

Maintenance: The amount allocated to maintenance in this review was 35.00 dollars per month for a yearly total of 420.00 dollars. While the yearly sum may not be used annually, over the length of the occupancy it is reasonable to assume that either the unit of the appliances within it would need repair.

Utilities: To cover the cost of electricity, water and telephone I have allocated 35.00 dollars per month, for a yearly total of 420.00 dollars.

#### 5.3.1.3 Transfer Costs

Transfer costs are associated with removal of the unit, remediation of the site, sales fees (brokerage) and loan carrying charges until the unit is sold. While these costs are limited in comparison to the total costs (initial, carrying and transfer), they are again sunken costs, and are not generally re-cooped by the purchaser. It is unlikely that a profit will be made on the sale of a used garden suite. In a best case scenario, the unit would be sold for the amount it was purchased for. This could be the case where the depreciation of the unit and inflationary costs of constructing were similar, assuming no other fluctuations in the market.

Unit removal costs would be similar to that of installation. However, a significant reduction should be seen in site remediation as service lines would not need to be removed only capped/disconnected and buried. Remediation costs would also involve landscaping and removal of concrete footings and possibly any sidewalks installed for convenience between the house and the unit. Unlike initial set up costs, site remediation does not have a time factor and, hence, associated costs could be extended over a longer period to spread the financial burden.

Apart from unit removal costs, the possibility of a brokerage fee and covering carrying costs until the unit is sold, will likely be the greatest transfer costs. For the purposes of this review, I assume a brokerage fee of 8.5% based on the average of current real estates fees, and I have assumed that the unit would not be sold/purchased for a period of three (3) months.

Assuming that the unit sold for the same price it was purchased, the remaining transfer costs, plus the outstanding loan balance, would be subtracted from the price, to determine the overall net loss/gain.

The optimal situation would be one of profit for the purchaser. Realistically, the best I think that can be assumed is that the purchaser breaks even. The worst case scenario, and one that must be accounted for before deciding to purchase a unit, would be a loss whereby the purchaser would need to find additional moneys to pay back the balance of the loan.

### 5.3.1.4 The Cost of Ownership

In order to purchase a garden suite, a person would need a sizable amount of money just to cover the initial costs, exclusive of the price of the unit. In addition, the consumer would need to be a suitable loan candidate, as it is expected that most units will not be purchased outright, due to the cost (\$62,700).

Table 5 provides a summary of cost items for the ownership scenario.

Table 5

Cost Summary: Ownership

Item	Estimate
<b>A. <u>Initial Costs</u></b>	
1. One bedroom Garden Suite (base price + sales tax)	\$62700.00
2. Legal costs	500.00
3. Transportation, site preparation, and installation.	<u>10000.00</u>
TOTAL	\$73200.00
<b>B. <u>Carrying Costs</u></b>	
1. Financing (monthly)	
<u>Real Property Loan</u>	
-5 years @ 8.95%	\$1230.34
-10 years @ 10.0%	780.00
-25 years @ 10.15%	538.00

	<u>Personal Loan</u>	
	-5 years @ 10.75%	1280.78
	-10 years @ 12.0%	<u>844.65</u>
2.	Property Insurance (monthly)	25.00
3.	Property Taxes (monthly)	35.00
4.	Maintenance (monthly)	35.00
5.	Utilities (monthly)	<u>35.00</u>
	TOTAL	\$130.00 + financing

C. Transfer Costs

1.	Resale price	\$62,700.00
2.	Brokerage Fee	5329.50
3.	3 Month financing, property 1,614.00 (minimum) insurance & property tax costs, between vacancy and sale.	
4.	Unit removal and site restoration	2000.00
5.	Outstanding loan balance	<u>variable</u>
	TOTAL	\$7329.50 + outstanding loan balance and interim financing.

Numerous factors play into the decision to purchase a garden suite, and whether or not the purchaser views the choice as the good decision. Quite apart from financial considerations, the purchaser may be expanding their housing options by considering a garden suite. Also, the senior could believe the social and health benefits gained

from proximity to family are worth the expense and financial risk involved. Some may like purchasing the unit over renting to gain a degree of control over the unit, rent increases and landlord issues. The ownership of a unit may be considered cost effective for the purchaser in that for a defined sum they can guarantee themselves a set cost of living with a possible financial return.

Purchasing a garden suite can be a reasonable option, however, a certain amount of financial backing is required. For those seniors with their own house or condominium who have a reasonable amount of equity in it, this could be a viable option. It is also possible for the family of the senior to help cover the costs of financing.

The greatest obstacle in the ownership scenario is obtaining financing, and the lack of a strong garden suite market by which to determine loan terms, and provide lending institutions with the security they need.

### **5.3.2 RENTAL**

This section assumes that the rental of a garden suite would be similar to that of any non-profit rental housing program. The non-profit scenario is used to illustrate the basic costs and issues involved. Obviously, market programs would have a built in profit to all costs.

This review uses reasonable cost estimates for the purpose of discussion. The intent of this section is to elaborate on financial issues raised by renting, not the exact costs.

### 5.3.2.1 Initial Costs

The initial defined costs are the same as outlined in the ownership scenario. A reduction in the price of a garden suite is reasonable to assume, given the ability of the agency to purchase a greater number of units. The exact number of units necessary before an economy of scale can be realized is an issue of note. The non-profit agency would have costs associated with general administration, legal matters, etc. that would need to be accounted for in their budget.

It is reasonable to assume that sales tax (G.S.T. and P.S.T.) would be exempt as a result of the agency's non-profit status. Transportation costs would only be reduced if the agency had its own fleet of delivery trucks, and/or several units were delivered at a time. As well, costs of site preparation and installations would only be reduced significantly where existing work crews, already retained by the non-profit agencies, were utilized. As such, for discussion purposes, I have not reduced the installation costs from the ownership scenario.

The estimated initial costs, for the rental scenario, are as follows:

Base unit price	\$55000.00
Sales tax	not applicable
Installation costs	10000.00
Legal fees	<u>not applicable</u>
TOTAL	\$65000.00/unit

The servicing and transportation issues raised in the ownership scenario would apply to the rental situation. However, it is reasonable to assume that cities which have a

large number of units in place may gain experience and practice with installing units, hence, improving the speed by which the units are placed on site and realizing the associated cost savings.

### 5.3.3.2 Carrying Costs

As with the ownership scenario, the major carrying cost is financing. For review purposes, I have made the assumption that the Provincial Government would finance the units through Provincial bonds. For the purposes of this study, I have used British Columbia Bonds which have a rate of 6.75%, at a 20 year term. This yields monthly payments of 490.65 dollars. As with the sales tax, this review assumes the non-profit body to be exempt from property tax.

Maintenance is a cost which would increase significantly from the ownership scenario. Unlike the ownership scenario, it is unlikely that the resident or host family will undertake repairs/maintenance at their own cost. In addition, it is more likely that they will not let maintenance or required repairs go unattended for long, as they would consider the rent to pay for such services. Maintenance and repairs would require the non-profit agency to retain a crew of workers to cover a variety of repairs, and/or contract out. In either case, an administration to oversee maintenance would be required. Units that are scattered throughout a region result in costly downtime where crews or contractors are simply driving to, from or between sites. As well, if units are scattered over a broad area, centralized material warehouses would become necessary.<sup>120</sup> The number and distribution of units throughout a city or region is an important cost factor. On a provincial or national level, the issue becomes magnified.

---

<sup>120</sup> Ibid., p. 29.

To assist in the discussion, a monthly cost of 100 dollars per unit was assigned for maintenance. This would see a maintenance budget of 120,000 dollars per year for a 100 unit garden suite program. This would cover the cost of 1 to 1.5 persons, a van, materials and sub-contracts. This figure assumes joint storage facilities and fleet maintenance.

A carrying cost not found in the ownership scenario is a contingency fund. Rental projects generally have a contingency fund, which acts as a cushion when major repairs are required, to one or more units. For the purposes of this study, I allocated 20 dollars per month to this. For a program of 100 units this would amount to 24,000 dollars per year. This sum would cover unforeseen cost overruns for maintenance of units and service systems.

The final carrying cost is associated with administration. Running of a garden suite program would require someone to oversee maintenance, unit installation/removal, necessary permits from the local governing body (i.e. service line installation, Ministry of Health, rent collection, enforcement of "terms and condition," etc.) For discussion purposes, I allocated 44 dollars a month per unit, based on a 100 unit program and the following figures.

• A base salary for one person	\$32000.00
• A benefits package (18%)	5760.00
• One person office set up	5000.00
• Operations budget	10000.00
	<hr/>
TOTAL	\$52760.00

No building cost has been included as I have assumed that an office would be shared with an existing, non-profit housing or government agency. The 5,000 dollars for office set up is a one time cost. I have kept this cost within the yearly administration budget as a contingency fund.

The total estimated monthly carrying costs per unit in the rental scenario is as follows:

1.	Financing 20 year term @ 6.75% on 72,500 dollars	\$490.65
2.	Sales tax	not applicable
3.	Maintenance	100.00
4.	Maintenance contingency fund	20.00
5.	Administration	44.00
6.	Content insurance	10.00
7.	Utilities	35.00
	TOTAL	<hr/> \$699.65

**5.3.2.3 Transfer Costs**

Unlike the ownership option, resale price, brokerage fees, carrying charges while waiting to sell the unit, and loan balance repayment, does not apply in the rental scenario. The transfer costs which do apply are unit removal, site restoration, transportation, storage and unit aging.

Unit removal, site restoration and transportation costs would be similar to those outlined in the ownership scenario. One difference between the rental and ownership scenario is reflected in the inability to defer the restoration of the lot, and spread the expense over a period of time to reduce required up front costs.

The cost of storage could be substantial depending on the number of units in transition, how long they go unused and the need to protect the units from weather damage, and vandalism. Cost savings could be realized if joint storage with a local government or compatible agency could be found.

Unit aging and the need for maintenance and eventual replacement can be a major cost which will be borne by the delivery agency. In the Australian garden suite program they quickly found the value in spending more money up front, on the development of hardier units. In the end less time and money was spent for maintenance and replacement.

Regardless of the unit, replacement will become a necessity, which must be accounted for in the operating costs of the delivery agency. A rental program could rely on capital cost grants to cover replacement of units, however the consistency of delivery, and the program itself, would not be secure over the long term. It would be better for a program to be capable of running based on rental income alone. Those seniors who could not afford the rents could apply for rent subsidies from the government, similar to if they were renting an apartment.

#### 5.3.4.4. The Cost of Renting

The estimated monthly cost to rent a garden suite would be 699.65 dollars, plus the one time cost of installation and removal. Depending on the local rental market this cost may appear reasonable for the benefits of remaining in the community and maintaining family bonds. In other markets the estimated cost could deter potential clients. As noted previously, rental subsidies could be considered for those seniors unable to cover the entire rental cost. Some families may also be willing to undertake the balance of the monthly costs which the senior can not cover. Table 6 provides a summary of cost items for the rental scenario.

Beyond the cost there are other factors which may deter or attract people from this form of tenure. Many people choose not to rent due to the lack of control, perceived or real, over terms of occupancy, rental costs and necessary maintenance that is deferred by the owner.

The rental option is likely to be more attractive than ownership due to the uncertainty of financing and resale.

Table 6

Cost Summary: Rental

Item	Estimate
<b>A. <u>Initial costs</u></b>	
1. Base Unit Price	55000.00
2. Sales Tax	Not applicable
3. Legal Fees	Not applicable
4. Transportation, Site Preparation, and Installation Costs	<u>10000.00</u>
<b>TOTAL/unit</b>	<b>65000.00</b>

**B. Carrying Costs**

1.	Financing (monthly) <u>Provincial Bond</u> 20 years @ 6.75%	490.65
2.	Maintenance	100.00
3.	Maintenance contingency fund	20.00
4.	Administration	44.00
5.	Content insurance	10.00
6.	Utilities	<u>35.00</u>
	<b>TOTAL/unit</b>	<b>699.65</b>

**C. Transfer Costs**

1.	Unit removal and site restoration	2000.00
2.	Storage	Variable
3.	Unit repair and replacement	<u>Variable</u>
	<b>TOTAL/unit</b>	<b>2000.00 +</b>

### 5.3.3 PRICE SENSITIVITY

In the National Garden Suite Survey undertaken by Gallup Canada, 46% of the respondents stated a preference to purchase the unit, 38% preferred to rent and the remaining 16% had no preference.<sup>121</sup> Of those surveyed 2/3rds felt they could afford the cost of rental and ownership, based on 1986 quotes of 37,000 dollars (installed) in the ownership scenario, and 450-500 dollars per month rent.

---

<sup>121</sup> Gallup Canada, Garden Suites Demonstration Project: National Survey  
(Ottawa, 1989) p. 48.

It should be noted that these are 1991 figures, and the post occupancy review indicated that the unit cost for construction and installation was greater than estimated. As such, both the rental and ownership dollar values used in the survey are likely not accurate, and the survey results should be viewed accordingly. As well the detailed ownership costs were not explained, which would again likely affect the results of the survey.

In general, price sensitivity was largely affected by geographic location and community size.<sup>122</sup> This finding would lend credence to the notion that market comparison is occurring (i.e. what can I get in the housing market for equal value.) The survey indicated that residents of rural communities (under 10,000) were most likely to find the quoted ownership and rental prices high, with urban centers (500,000 +) being least likely.<sup>123</sup>

In general rental prices were considered to be high, much more frequently than the price quoted for ownership. In the rental scenario 42.5 % of the respondents felt the quoted price was somewhat high, 25% felt the price was very high, and 28.5% indicated that the price was just about right.<sup>124</sup> This may be the case because a sense of value for the money spent is tied to the ownership scenario. In other words in the end those who purchase a unit will regain much of the initial cost through resale. The majority of the respondents felt the quoted purchase price to be about right.

---

<sup>122</sup> Ibid., p. 48.

<sup>123</sup> Ibid., p 50.

<sup>124</sup> Canada Mortgage and Housing Corporation, Garden Suites: An Evaluation Report with Suggestions for Implementation (Ottawa, 1990) p. 33.

The Gallup findings indicate that different pricing options will be required to accommodate different segments of the potential market.<sup>125</sup> A means to provide different price structures is to make garden suites eligible for government rental subsidies.

## 5.4 ECONOMIC CONSIDERATIONS FOR METHODS OF IMPLEMENTATION

There are five costing schemes according to Lazarowich,<sup>126</sup> which could apply to the delivery of a garden suite program, they are: private funding with no rent subsidy; private funding with a rent subsidy; public funding with no rent subsidy; public funding with a rent subsidy; and a combination of private and public funding with or without a rent subsidy. This section will define and elaborate on the economic issues associated with these methods of delivery.

### 5.4.1 PRIVATE FUNDING WITH NO RENT SUBSIDY

This scenario involves the construction and installation of the garden suite by the private sector. The units are either sold or rented to individuals, with no financial assistance from the government. The Coastal Colony Corporation in the United States and two firms in Ontario did produce garden suites for sale to individuals. Their status and success in marketing such units is not known. No known market rental projects exist, for garden suites.

---

<sup>125</sup> Gallup Canada, op. cit., p. 51.

<sup>126</sup> M. Lazarowich and B. Haley, op.cit., p. 69.

In the ownership scenario, ideally a senior would sell their current residence and purchase the unit from the proceeds of the sale. However, this possibility may not exist for all seniors. A program based solely on meeting costs and profit would be unable to address the entire potential market for garden suites. This form of delivery is also the most prone for significant cost increases, as no mechanism exists to buffer unforeseen of dramatic cost fluctuations in the production of the unit.

A rental program administered entirely by the private sector would also involve a profit factor. In terms of administering a national or provincial program, relying on the private sector for delivery would risk inconsistent pricing and availability. For both the rental and ownership options the private sector would not likely undertake marketing garden suites unless the demand was high, and without government backing for both financing and regulatory issue, this seems unlikely.

#### **5.4.2 PRIVATE FUNDING WITH A RENT SUBSIDY**

This costing scheme is similar to the rental scenario above, with the exception that renters would be eligible for rental subsidies from the government. The same issues which hampered the rental scheme above would also hamper this scheme. The only difference is that a greater range of seniors would be able to afford renting a garden suite due to subsidies. It should be noted that the benefit of both private sector options is the removal of government obligations to finance ongoing production and administration costs.

### 5.4.3 PUBLIC FUNDING WITH NO RENT SUBSIDY

This costing scheme calls for the public funding of the capital cost of constructing the units. Operating costs would be either covered by the rents received from the units. Individual ownership is not conceived for this scheme as ownership of the units would be retained by the government, who paid for their construction.

Unlike the private sector, profit would not be a motive and rents could be kept fairly low, as they would only need to cover operating costs. This scheme would make the garden suite concept available to a wider range of seniors in terms of cost and likely in terms of the geographic area of delivery.

### 5.4.4 PUBLIC FUNDING WITH A RENT SUBSIDY

This system is the basis for the Australian garden suite program.<sup>127</sup> Both capital costs and operation costs are subsidized by the government. The rents are equal to approximately 20% of the seniors old age pension. This costing scheme with its sliding scale, makes the garden suite an option for all seniors. In Australia the reasonable pricing of the rents, in part, made for an unexpected demand for the units, and lengthy waiting periods were experienced by seniors.

Again, individual ownership was not conceived for this scheme as the value of the units was to be retained by the government who underwrote the cost of production and operations.

---

<sup>127</sup> Ibid., p. 70.

#### 5.4.5 HYBRID: PUBLIC-PRIVATE FUNDING

This scheme is currently used by the Australian Government for the delivery of their garden suite program.<sup>128</sup> The difference between their initial tact described above is in that individual seniors may choose to finance the construction of the unit themselves. Due to the lengthy waiting lists the government gave people the option to finance the construction cost. Such people would not be required to pay rent and would receive the construction costs back upon vacating the unit.

This is effectively a two tiered system benefiting those people who can afford the up front construction costs. If waiting lists are lengthy this may be a solution ,however, if equity in terms of housing is a goal, this is not an appropriate means of delivery. Proponents of this two tiered system say in the long run it benefits all seniors as the number of units in the program is ultimately increased and places less immediate demands on government funding.

---

<sup>128</sup> Ibid., p. 71.

## 5.5 SUMMARY

The economic issues related to form of tenure and means of program implementation can effect the viability of a garden suite program.

The difficulty in determining accurate cost figures is an issue specific to this form of housing. The portability aspect makes the costs of unit installation, service hook-ups and transportation difficult to tie down. This price fluctuation means the consumer must spend both time and money investigating the extent of these cost, before determining whether they can afford this form of housing. This extra step will cause some potential clients to pass over this form of housing.

The availability of financing poses a problem to both an individual purchaser and a non-government delivery agencies. Financial institutes will be wary of financing a housing form without a proven market. Lending institutions must be able to value units to determine loan terms, and must be able to re-sell the units should the customer default on the loan. Both of these issues require an active market of this particular housing form. To rely solely on lending institutes for financing will impede the delivery of a garden suite program. Government involvement either through direct or indirect financing will be required.

Terms of financing play a significant role in whether an individual can afford the monthly payments. In order for a garden suite program to be viable on a large scale, and meet the social objectives, the units must be available to a wide range of incomes. Relying solely on private financing which can vary greatly depending on the economic market (i.e. fluctuating interest rates) will isolate a significant number of people.

Government financing and/or the use of subsidies would alleviate this problem. The unknown ability to re sell a unit after it is vacated may also deter people from choosing to purchase a unit.

The noted non- financing carrying costs are best guess estimates. The actual cost of running a rental housing program that is scattered throughout an urban area could be even higher. Turn over rates for rental units can also affect the financing of a rental program. A greater degree of certainty and control over the finances of a rental program are needed, before one is undertaken. The proported savings associated with a garden suite program, may not be as great as a government expects in comparison to other forms of housing.

In terms of implementation it would appear that a publicly funded rental program would likely be better received by the general population. Unlike the private ownership scenario uncertainty with financing and re-sale would not be an issue. As well, the entire range of the seniors market could be addressed through financial subsidies.

## Chapter 6.0

### REGULATORY, IMPLEMENTATION AND LEGAL CONSIDERATIONS

#### 6.1 INTRODUCTION

This chapter will describe options and assess the strengths and weaknesses of methods of regulating and implementing a garden suite program. The latter part of this chapter will address the legal considerations of restricting occupancy.

In order for a housing program to function in an orderly manner and address the needs and concerns of all parties involved (i.e. government, the occupant, the host family, and the general public) some regulation is necessary. Both the method of regulation and implementation can effect how well a housing program is received, and its ability to fulfil its mandate.

The legal issues associated with the regulation of occupancy, raises concerns to whether or not garden suites can be targeted at seniors only. Limiting occupancy to seniors, is considered a major issue in the successful implementation of a garden suite program in Canada. Public concerns regarding a permanent increase in neighbourhood density, the units turning into rental units, overflow parking and increased traffic are a few of the concerns associated with expanding the target market beyond seniors.

#### 6.2 METHODS OF REGULATION

The British North America Act, in Section 92 (13), gives each Province the right to make its own laws in relation to property and "Civil Rights." In addition, Section 92 (9) gives each Province the power to make laws pertaining to matters of a local

nature.<sup>129</sup> In effect, these two sections give Provinces the ability to make laws with respect to the use of land and regulations thereof.

Traditionally, Provinces have delegated some of their power to local government. An example of this is a local government's ability to regulate land use through Official Community Plans, Zoning By-laws and other development controls. Local governments, however, through the means of their legal creation, are primarily administrative entities, of Provincial legislation. In general, local governments are not permitted to alter or press interpretations of by-laws.

Land use and other local government regulations/by-laws are administered by the province through the Land Title Act and the Municipal Act. In some provinces, there are specific by-law packages which refer to planning issues only, such as the Planning Act in Ontario. As well, cities such as Vancouver, British Columbia are governed by an independent Charter, which allows the City a greater degree of flexibility over certain issues. In all, cases Provincial Governments have control over what can be administered by a local government.

Local governments, in turn, are required to develop and adopt by-laws and procedures for the running of their jurisdiction. These by-laws include development and planning issues. The primary documents used to regulate development and planning at a local level are an Official Community Plan and a Zoning By-law. The Official Community Plan lays out the general development objectives of a community over a period of time,

---

<sup>129</sup> J.E. Smyth et. al., The Law and Business Administration in Canada (Scarborough, 1987), p. 21.

usually five to seven years. The Zoning By-law regulates how and what type of development can occur on specific sites, or within a specific zone. In general, zones are created to ensure that land uses do not conflict and that properties are developed in a consistent, appropriate and safe manner. Zones regulate land use via use, density and volumetric limitations.

There are a variety of means possible to regulate the placement of a Garden Suite on a single family lot. New legislation could also be developed or existing methods streamlined to assist with such a program.

The methods outlined in this section are those currently possible under existing legislation in Canada. While the exact mechanics may vary from province to province and between municipalities, the general concepts are outlined and discussed below.

### **6.2.1 OUT RIGHT USE**

Within an existing zoning by-law, garden suites could be made a permitted use on all single family lots. Companion criteria for the placement of the unit, maximum size of the unit, etc., would be included as part of the amendment to the zoning by-law. Such an amendment would require the approval of the local government, over several meetings. In addition, public input in the form of a hearing would be required.

Once the zoning amendment was adopted, anyone could place a garden suite on a single family lot, assuming they met the general criteria outlined in the zone.

### **6.2.2 NEW ZONE (Rezoning)**

Within an existing zoning by-law, a new single family dwelling zone could be created, which would permit garden suites. The new zone would again regulate placement of the unit, maximum unit size, etc. Creation of a new zone would require local government approval which would include a formal public hearing.

If a new zone permitting garden suites was successfully adopted, anyone wishing to site a garden suite on their single family lot would need to apply for a rezoning. A rezoning application would see the zone and hence permitted uses change for the specific lot in question. The rezoning process varies greatly in length of time, from three (3) months to two (2) years depending on the jurisdiction and the complexity and/or contentiousness of the application.

Hopefully, when the new zone was adopted into the zoning by-law, public and political support would be strong, hence increasing the likelihood of specific site rezoning applications proceeding.

### **6.2.3 VARIANCE**

A variance is a procedure by which a government may grant a site specific relaxation to their zoning by-law. Variances are meant to provide a certain degree of flexibility where a hardship exists, such as steep terrain, or where the variance would result in a perceived benefit to the community, for example, preservation of natural habitat. It is reasonable to assume the garden suites could be a perceived benefit to a community.

In many provinces variances can not be utilized to alter use or density, effectively eliminating this regulatory option for a national garden suite program. However, some provinces, such as British Columbia, now permit local governments to regulate site specific use and density within a zone.<sup>130</sup>

Variances require the approval of the local government which usually includes an opportunity for public input. Unlike the rezoning procedures, variance procedures do not generally provide for a formal public hearing.

As with the creation of a new zone, a variance procedure would require each participant in a garden suite program to go before a local government for adjudication of their request. If a variance is granted, the terms are registered on title. As such, all subsequent owners of the subject property would also have the right to locate a garden suite on site.

#### **6.2.4 HOUSING AGREEMENT**

A Housing Agreement is a legal arrangement entered into by a government and a property owner, granting additional development privileges (i.e. density and lot coverage), in trade for a desired form of housing (i.e. affordable, family, seniors, transitional, etc.)

Several Provinces (British Columbia, Ontario) make such legislation available for use by local governments. Housing Agreements require a companion by-law to be adopted which needs the approval of local government. The necessary process for a Housing

---

<sup>130</sup> Province of British Columbia, Municipal Act (Victoria, 1995), pgs. 517-518.

Agreement can be lengthy. In addition, the Housing Agreement itself can be a relatively complex document which generally requires the services of a solicitor.

A Housing Agreement generally requires formal, public input. The document is registered on title and the privileges run with the land assuming no time limit has been set.

#### **6.2.5 TEMPORARY USE BY-LAW**

A temporary use by-law allows a use to occur on a property that does not comply with the existing zoning. As its name implies, such a by-law is temporal in nature. Time limits generally range from a few months up to five years.

Temporary use by-laws must be adopted by the local government and generally a formal public hearing is held. Notice of the land use privilege is usually placed on the property title. However, the privilege does not run with the land.

#### **6.2.6 PROVINCIAL DIRECTIVE**

Provinces have the ability to direct local governments to permit certain land uses to occur anywhere within their jurisdiction. A case in point is community houses for the mentally challenged, in British Columbia. Such a Provincial directive could apply to garden suites in residential areas. If this were the case, local government approval would not be required for individual participants. Anyone could install a garden suite on their residential property assuming they complied with building and engineering by-laws.

## 6.3 COMPARISON OF METHODS OF REGULATIONS

In terms of land use and its regulation, there are generally three (3) parties with vested interests: the government (local, provincial, federal), the general public and the interest group pressing the land use application.<sup>131</sup> (This could be a level of government, a sole applicant or a collective body such as a non-profit housing agency.)

In looking at methods of regulation for a garden suite program, the goals and concerns of each of these parties must be understood and considered, when choosing a means of regulation. I believe the primary issues of concern to these parties are: control over occupancy; control over removal; degree of public involvement; control over maintenance; speed of implementation; cost; and degree of certainty for the applicant. Each of these issues and the concerns they raise is outlined below.

### 6.3.1 CONTROL OVER OCCUPANCY

For both the government and the public control over who occupies a garden suite is important. From the government's point they want to ensure the target group slated to benefit from this form of housing, is the one occupying the units. In addition, governments do not like to leave themselves open to public backlash, when a program goes awry.

The public who are all potential neighbors of garden suites, obviously want to ensure that the unit is used for the purpose it was promoted for, namely temporary seniors

---

<sup>131</sup> G. Hodge, Planning Canadian Communities (Scarborough, 1991). p. 218.

housing. It is realistic to see a situation where upon the seniors departure from the suite, it could be used as a rental suite for non-seniors.

Part of the success of a garden suite program relies on general acceptance from the public. I think it is fair to say that ones home is often the sole domain where a person can exercise a degree of control. In addition, a home is viewed as a major financial investment and protecting it is obviously important. Whether they acknowledge the mechanism, I believe the public views land use controls as a means to achieve a sense of security in their living environment.

Of the six noted methods of regulation, only a Housing Agreement and a Provincial directive could regulate occupancy. Housing Agreements can specify who the special form of housing is targeted for, within the agreement between the government and the individual property owner. A Provincial directive could also specify the user. The other noted regulation methods have no built in mechanism to control occupancy.

Another, and possibly preferred, option for regulation of occupancy would be a contract between the government and the individual home owner.<sup>132</sup> By definition, a contract is a promise or set of promises which the law will enforce. Beyond the legal issue of controlling occupancy, which will be discussed later in this chapter, contracts are viewed to be more readily enforceable than municipal by-laws, in a court of law. If contracts were utilized the issue of which method of regulation is better for enforcement of occupancy, would become irrelevant.

---

<sup>132</sup> Smyth et. al., op. cit., p. 127.

### 6.3.2 CONTROL OVER REMOVAL OF THE UNIT

Control over removal of a unit when it is no longer required by a senior must be assured in order for any government to gain support from the public.

Unit removal and occupancy control are different sides of the same issue, namely ensuring the unit is used for the purposes it was intended. The method of regulation for garden suites must be able to ensure unit removal. Such security will also assist with financing of units, whether privately or publicly. As was discussed in Chapter 4, financial institutes are wary to lend money when the collateral (the unit) resides on the property of another person (the host family). Such a situation makes retrieval of the unit difficult, and hence financing tenuous.

Of the six noted methods of regulation, only a Temporary Use By-law and a Housing Agreement could regulate removal of the unit. Again, a separate contract could be used to specify such a term as removal of the unit. While the contract could not function in isolation, due to the need to formally alter land use and perhaps other issues of density, lot coverage, etc., they do again make the issue of which method of regulation is better for enforcement of unit removal, irrelevant.

### 6.3.3 DEGREE OF PUBLIC INVOLVEMENT

As with any planning initiative, public involvement is key.<sup>133</sup> Thought must be given to the timing, quality and quantity of public input. In a best case scenario, an educated public, applicant and local government arrive at a positive mutual agreement. Local government politicians can not help but be swayed by public opinion. As such,

---

<sup>133</sup> Hodge, *op. cit.*, p.177.

education of the public and incorporation of controls which go towards addressing their concerns, is extremely important before proceeding to local government for the necessary endorsement for a garden suite program.

It can be fairly said that the optimal timing, quantity and quality of public input is that necessary to obtain a positive outcome for all parties. In both the Alberta and Ontario garden suite pilot programs public input was plentiful and public acceptance rates were high. Public meetings were held in the neighbourhood where a unit was to be located. The meetings were held one to two times before the unit was placed in the neighbourhood. Participants at the meeting included the potential occupant, host, residents of the neighbourhood and local government representatives. The meetings were held in a local house and were kept very informal and small scale so as to facilitate productive discussions. In the end no gardens suite failed to be installed due to neighbourhood concern. I believe that a greater degree of public input is more likely to lead to the acceptance of a Garden Suite program by all parties.

Of the six noted methods of regulation creation of a new zone provides for the greatest degree of public input. Use of a new zone would require a public hearing for the placement of each individual garden suite, as every homeowner would be required to rezone. This would allow the public to review every application on its individual merits.

The methods of Out-Right Use, Housing Agreement, and a Temporary Use By-law are second best as they both generally require a formal public hearing with statutory requirements for notification. The Variance process generally has no requirements for

a separate public forum. Opportunity is, however, given to anyone wishing to speak at the regular meeting of local government. Statutory notification procedures for a Variance and Housing Agreement are limited and in some jurisdictions not required at all.

A Provincial directive would likely have the least amount of public input at the local level, and could be viewed as a paternalistic action by a Province.

#### 6.3.4 CONTROL OVER MAINTENANCE

In the Ontario garden suite pilot program one of the consistently expressed concerns was the potential for the units not to be maintained.<sup>134</sup> The public was concerned that if units were not maintained, that both the neighbourhood aesthetics and property values would be affected.

Of the six methods of regulation, only the Housing Agreement and Temporary Use By-law could layout conditions of use which could include maintenance.

The regulatory methods of Out-Right Use, creation of a New Zone, a Provincial Directive, and a Variance would need to rely on a companion document or by-law to enforce maintenance. This companion document could be either a contract or a unsightly premises by-law enforced by the local government. The latter option is not as effective as a contract as the criteria set out for unsightly premises can vary between

---

<sup>134</sup> S. Corke et. al., Granny Flats: A Housing Option for The Elderly (Winnipeg, 1986) p. 9.

jurisdiction, often do not provide the degree of control necessary, and are frequently not upheld when action is pursued through the courts.

Enforcement of an unsightly by-law can also be time consuming and costly for a local government. As with the control of occupancy and unit removal a contract appears to be the best option.

### 6.3.5 SPEED OF IMPLEMENTATION

When a senior decides to make a move from their existing dwelling to an assisted living situation, whether it be congregate care, Abbeyfield housing or a Garden Suite, time plays a role. Making the decision to move which often requires the sale of possessions, accepting loss of control and many other changes can be difficult. The time between choosing a garden suite to live in and moving in is very important. If this span is too lengthy, the potential user may decide to go for a more conventional and secure form of housing.<sup>135</sup>

On the flip side, local government and the public may feel that a speedy implementation equates to a lack of control.

Of the six methods of regulation, the Provincial Directive would afford the quickest implementation. Making Garden suites an outright use would be the second fastest as once an amendment was made to the zoning by-law, applicants would need only deal with the building and engineering issues of installation. A Variance would require

---

<sup>135</sup> . M. Lazarowich and B. Halely, Granny Flats: Their Practicality and Implementation (Waterloo, 1982) p.

each individual Garden Suite application to go before the local government for endorsement. However, the Variance process is generally not as cumbersome as a Rezoning, a Temporary Use By-law, a Housing Agreement, nor does it require a formal public hearing.

### 6.3.6 FINANCIAL COSTS TO THE APPLICANT

In part, for the individual applicant to consider residing in a garden suite, they must feel that the financial costs of receiving the necessary approval from the government is reasonable.<sup>136</sup> The determination of a reasonable cost can be affected by several other factors. These factors may include: the perceived benefits of the garden suite form of living; the availability of alternative housing; and the cost of alternative housing. For the purposes of this review, I have considered the best financial cost to be the lowest.

Of the six regulatory methods, the least financial cost to the applicant would be with the Provincial directive and then the Out-Right Use scenario. With the Provincial directive it is assumed that the government would absorb the cost. The Out-Right Use would require local government to consider an amendment to their zoning once, relieving future applicants for Garden suites of this regulatory cost. Individual applicants could still be required to cover building inspection fees and the cost of preparing a contract covering occupancy, unit removal and maintenance.

Regulating garden suites through a Variance system would be less costly than through the Rezoning, a Housing Agreement or a Temporary Use By-law, and the process is generally less cumbersome and time consuming. The variance process does not

---

<sup>136</sup> Ibid., p.

generally require a formal public hearing as many formal readings of by-laws or as much legal documentation.

### **6.3.7 DEGREE OF CERTAINTY FOR THE APPLICANT**

In order to choose and stay with this new form of housing, a certain degree of assurance of a successful and timely unit installation is required. It is reasonable to assume that the longer, more complex, costly and less stable the process of installing a garden suite is, compared to other available forms of housing, the fewer the number of potential users. The exception to this would be where the benefits derived from garden suite living was perceived as being much greater than any other form of seniors housing.

Of the proposed methods of regulation, the Provincial directive followed by permitting Garden suites as an Out-Right Use, provide the greatest degree of certainty for the applicant. With both these methods, once the appropriate regulatory amendments had been made, local government approval would not be required. Applicants would simply be required to meet the conditions of use laid out for garden suites. Again, the Variance process with its less complex and lengthy process and no requirement for a formal public hearing would provide a greater degree of certainty over rezoning, than a Housing Agreement and a Temporary Use By-law.

### **6.3.8 OPTIMAL REGULATORY METHOD**

In review, it would appear that for the regulation of unit occupancy, removal and maintenance that none of the above noted methods are superior. Instead, use of a

companion contract document appears most beneficial. As noted, contracts are viewed as more readily enforceable than municipal by-laws, in a court of law.<sup>137</sup>

In terms of speed of implementation, cost to the applicant and degree of certainty for the applicant, a Provincial directive followed by making garden suites an Out-Right Use would allow these objectives to be addressed in the best manner.

The degree of public involvement that should be included in the regulation of a garden suite program is the most complex of all of the previous regulatory matters. For public education and ultimate support of a garden suite program, the Ontario and Alberta pilot projects indicated significant involvement was likely required and that it would pay off with high degree of neighbourhood approval. In relation to a potential user however, the uncertainty of protracted public involvement could be discouraging. In the Australian garden suite program the 4 to 8 month waiting period alone deters people, and only a small portion of this time period involves public input. In attempting to find a balance and accommodate the needs of both the public and the occupant, making garden suites an Out-Right Use in all single family residential zones would be the best option. The public would be afforded the opportunity to address their concerns to the local government, however, if the associated zoning amendment bylaw was adopted individual users would not need to go through the rigors of a public hearing.

Overall, I believe that making garden suites an Out-Right-Use (section 6.2.1.) in single family residential zones, in tandem with a contract outlining criteria for unit

---

<sup>137</sup> Ibid., p. 93.

occupancy, removal and maintenance, is the most effective means of regulation.

Regulation through zoning and contracts are familiar to all levels of government in Canada and are simple enough concepts for the general public, and potential garden suite users to comprehend

Table 7 provides a visual comparison of the methods of regulation and their strengths and weaknesses, in relation to the ability to regulate issues of unit occupancy, removal, public involvement, unit maintenance, speed of implementation, cost and degree of certainty. Table 7 is not meant to be tallied, rather provide an easy reference for comparison between methods of regulation.

**TABLE 7**

**COMPARISON OF METHODS OF REGULATION**

<b>METHOD OF REGULATION &gt;</b>	<b>OUT RIGHT USE</b>	<b>CREATION OF NEW ZONE (Rezoning)</b>	<b>VARIANCE</b>	<b>HOUSING AGREEMENT</b>	<b>TEMPORARY USE BY-LAW</b>	<b>PROVINCIAL DIRECTIVE</b>	<b>OTHER</b>
<b>ACTIVITY TYPE</b>							
Control Over Unit Occupancy	-	-	-	2	-	2	1 (contract)
Control Over Unit Removal	-	-	-	2	2	-	1 (contract)
Degree of Public Involvement	2	1	3	2	2	4	-
Control Over Unit Maintenance	-	-	-	2	2	-	1 (contract)
Speed of Implementation	2	4	3	4	4	1	-
Cost to Applicant	2	4	3	4	4	1	-
Degree of Certainty for Applicant	2	4	3	4	4	1	-

- 1 = The best regulatory solution for that particular concern.
- 4 = The least attractive regulatory solution for that particular concern
- = The method of regulation is not capable of addressing the particular concern.

NB.

Similar rankings between regulatory solutions is permissible, and indicates that they are similar in ability to address the particular concern.

## 6.4. METHODS OF IMPLEMENTATION

There are a variety of means by which a garden suite program could be delivered. The primary tenant of each system of delivery is ownership. Who ultimately owns the garden suite can make both a real and perceived difference in the success of implementation.<sup>138</sup>

Even though a public delivery system may be more costly than either a private or non-profit system, the perceived stability and "social" bent of our government, provides a sense of security to potential users. In the Alberta demonstration program there was a tendency to prefer a public delivery system. The noted reasons for this preference included: the in-compatibility of the private sectors profit motive; the "social overtones" of the garden suite concept; and the Province's perceived mandate of providing housing and care for seniors.<sup>139</sup>

On the other hand, the private sector is generally perceived by the public to be a better fiscal manager than the public sector. If a Garden Suite program is to succeed, real and perceived notions of cost efficiency are important. A sense of value, both monetarily and social, is important in the delivery of such a program.

---

<sup>138</sup> Alberta Municipal Affairs Housing Division, Preliminary Assessment of The Alberta Garden Suite Project (Edmonton, 1990) p. 10.

<sup>139</sup> A.J. Reiger and D. Engle, Granny Flats: An Assessment of Economic and Land Use Issues (Washington, 1983) p. 8.

There are four possible methods of implementation of a garden suite program. They are: private; public; non-profit and a hybrid. The strengths and weaknesses of each implementation system will be examined using the following variables: motive; control over the unit, in this case occupancy; removal; financing; and the costs of production and on-going administration. These variables were used as they highlight the major concerns of the public, noted in both the Alberta and Ontario demonstration projects.

#### 6.4.1. PUBLIC DELIVERY SYSTEM

The motive behind a public delivery system can be assumed to be both social and political.<sup>140</sup> It is generally perceived that the best interests of the public is the driving force.

In terms of control over occupancy and removal, a public based system has the greatest ability to address these issues. Contracts to ensure occupancy by a senior and removal could be secured directly with the local government. Administration and enforcement of such documents already occurs at the local government level, and duplication of services would not be necessary. In addition, governments are familiar to the general public as having an enforcement role over land use.

Financing the purchase of a unit can be difficult as discussed in Chapter 4. Without a secure market for garden suites, financial institutes are wary of approving loans. With the backing of government, financial institutes would likely have a greater degree of security in providing a loan. Effectively, a government's "bond" would function as the

---

<sup>140</sup> C. Mill, Garden Suites: An Alternative Form Of Housing For The Elderly in The City of Winnipeg (Winnipeg, 1990) p.44.

collateral for the loan. The other option would be for a government to act as the financier instead of banks, credit unions and trust companies. In terms of renting the unit, the public delivery system has the ability to meet the entire garden suite market. Those seniors unable to afford the entire rental costs could utilize government rental subsidies.

In terms of unit production, a public based delivery system fails. Manufacturing plants and a distribution system would need to be set up and run at a significant cost. The Canadian Mortgage and Housing Corporation could function as the administrator of a program through its national and provincial offices. However, C.M.H.C. does not currently have the experience necessary to deal with a full scale production and delivery operations. A factory specifically built to deliver a solely government based program would not be cost efficient producing only garden suites, and expansion into production of other similar housing forms (i.e. module homes) is not generally the perceived role of government.

#### **6.4.2. PRIVATE DELIVERY SYSTEM**

The primary motive behind a Private Delivery System is generally assumed to be profit, through addressing market demand. Such a motive is not always in the best interest of the public.

With respect to control over unit occupancy and removal , the private sector is legally capable of undertaking contractual arrangements, to secure these issues. However, the motive behind ensuring the correct person occupies the unit, and the unit is removed upon the seniors vacating, can be different than governments. A private marketer of

garden suites would not likely be required to buy back vacated units. As such, enforcing timely removal of vacated; units would be of little benefit, unless the market for used Garden suites was substantial. In such a case, quick retrieval would be financially beneficial to the marketer. In addition, other than reputation, a business would have no incentive to ensure that the unit was inhabited by a senior. If a Private Delivery System was used, some form of external enforcement of unit occupancy and removal would be required.

Financing in this situation would be difficult except for those seniors with substantial savings. Without any government backing of the program delivery, terms of financing would likely be more stringent.

In terms of unit production, a Private Delivery System is a superior method. As the garden suite is basically a modified manufactured home, production and distribution could occur within the existing nationwide manufactured home system. Some re-tooling would likely be required and additional workers may need to be hired. However, the overall production and distribution costs would be comparatively low.

#### **6.4.3. NON-PROFIT DELIVERY SYSTEM**

The motive behind a non-profit delivery system can be assumed as social "good" based on a demonstrated need. In terms of delivery, it is expected that the Garden Suite program would be integrated into the services of existing non-profit housing societies.

In terms of control over unit occupancy and removal, non-profit agencies are legally capable of utilizing, and are usually familiar with contracts.

With a closer attachment to government than a private market, as a result of government being a primary funding source, the motive to enforce unit occupancy and removal would likely be greater. Also the cost of enforcement would be less than a private marketer, as a system of enforcement is usually in place for most non-profit housing societies.

Financing a garden suite will be difficult in either the non-profit or private delivery without strong government backing. If no backing is provided, potential purchasers would require a sizable down payment, and be at the mercy of a financial institute to obtain a loan and negotiate terms. In a rental scenario, the non-profit agency would again need government backing to secure a favorable loan, so as to keep the resulting rental costs down.

As for unit production and distribution, a non-profit delivery system would be in the same situation as a public delivery system, namely starting from scratch at considerable cost.

#### **6.4.4. HYBRID DELIVERY SYSTEM**

It would appear from the basic assessment of the above three delivery systems that a hybrid implementation system would be best. A hybrid system could take advantage of the private sectors built in system of production and delivery, presently well established with the manufactured home associations in each province. The non-profit organizations which currently deliver affordable and special needs housing in most parts of Canada, could become the delivery agent for garden suites. This would prevent costly duplication of services and utilize a system already in place, and

recognized in the local communities for delivering alternative housing forms.

The government in this scenario would ensure the overall performance of the delivery system by facilitating communication between groups, setting criteria for the efficient and equitable delivery of services and act as the financial backer and promoter of the program.

## **6.5 LEGAL CONSIDERATIONS**

### **6.5.1 OCCUPANCY RESTRICTION**

To realize the social and economic benefits from a garden suite program, the “correct” user population must inhabit the units. Being a relatively inexpensive form of housing, it is prone to attract those people, such as students, single parents etc., who are in search of affordable housing. There is a strong argument that eliminating certain groups from occupying the units is short sighted. With a larger population group to draw from the economic viability of the program would be greater. In addition the issue of equitable access to an alternative form of housing for the mentally challenged, single parents would not be in question. However, it is feared that should a younger population be allowed to occupy the units, demand on soft and hard services would tax the existing infrastructure of a community. Two methods have been explored in an attempt to regulate occupants of garden suites, they are: by-laws; and contracts.

#### **6.5.1.1. By-laws**

Through planning or municipal acts local governments are given the power to develop and regulate by-laws in relation to land use, construction standards and a myriad of

other items. With respect to garden suites and other forms of housing, local governments have questionable powers as to regulation of occupancy.

The legal case of *Regina v. Bell* brought to light the discriminatory nature of some zoning by-law definitions, specifically the notion of family. The Supreme Court of Canada found that "the devise of zoning by reference to the relationship of the occupants rather than the use of the building is one which is ultra vires (beyond the power) of the municipality."<sup>141</sup> However, in the case of *Smith et. al. v. Corporation of Tiny*, Judge Robins of Ontario's Supreme Court stated, in reference to the *Regina v. Bell* decision, that "the decision, in my opinion, does not go that far and must be interpreted in light of the particular by-law, prohibition is an issue in the case and the Court's conclusion as to the reasonable and inequitable consequences which flow from it."<sup>142</sup> The decision by Judge Robins has lead some to believe that a garden suite program could regulate occupancy through the term pensioner. The term pensioner is not as semantically bound as the term family, but it has yet to be seen if such by-law wording would be acceptable.

#### 6.5.1.2. Contracts

The superior method for regulating occupancy is a contract.<sup>143</sup> Local Governments as separate legal identities can and do enter into contractual arrangements (ex. contracting out garbage collection services or road repair). The benefits of this form of

---

<sup>141</sup> M. Lazarowich and B. Halely, op. cit., p. 88.

<sup>142</sup> Ibid., p. 85.

<sup>143</sup> Ibid., p. 91.

regulation over other forms are: greater control and flexibility over terms; and a greater degree of support from the courts in supporting the terms of the document.

Greater control over delinquent tenancy is achieved with a contract because of its one to one nature with the tenant. The occupant and the host family must sign a legal document and reconfirm it periodically in person with the local government. This formal approach creates an atmosphere that is less conducive to fraud. Zoning regulations on the other hand, allow properties to go unchecked. By-laws are generally not enforced unless someone lodges a complaint, as the cost involved in policing every local government policy would be prohibitive.

Courts are generally more lenient with people who have contravened local government by-laws, as compared to those who have broken contracts.<sup>144</sup> Enforcement of zoning by-laws through the courts can be both lengthy and costly. Conceivably a garden suite program could be in place with several units occupied by people other than seniors for years, before a decision would be made by the courts about a by-law contravention. Contracts, however, are generally resolved quickly in the lower court system.

---

<sup>144</sup> Ibid., p. 92.

## 6.6. SUMMARY

Both the means of regulation and implementation play an important role in the success of a garden suite program. The means of regulation and implementation provide the security to all parties involved that the program will be run in a cost efficient, equitable, and correct manner.

It would appear that for the regulation of unit occupancy, removal and maintenance that none of the proposed means of regulations were superior. Instead, use of a companion contract document seemed most beneficial. As noted contracts are viewed as more readily enforceable than municipal by-laws in a court of law.

In relation to speed of implementation, cost to the applicant and degree of certainty for the applicant, a Provincial directive followed by making garden suites an out-right use, addressed these objectives the best. In terms of public involvement the out-right use scenario was considered to be the optimal form of regulation. This scenario provided for the opportunity to educate the public and address their concerns up front, while not requiring the individual applicants to undertake protracted public negotiations.

Overall it was felt that making garden suites a permitted use in a single family zone (out-right use scenario), in tandem with a contract outlining terms for unit occupation, removal and maintenance, was the optimal means of garden suite regulation.

With regard to implementation of a garden suite program, the Hybrid system was considered to be optimal, as it retains the benefits and discards the negative attributes, of each system. The proposed hybrid implementation system would take advantage of the private sectors built in system of production and distribution, presently well established within the manufactured home associations in each province.

The non-profit housing associations which are set up to deliver affordable and special needs housing in most provinces, could become the delivery agency for the program. The governments role would then be to ensure overall performance of the program by facilitating communication between groups, setting criteria for the efficient and equitable delivery of services. Most importantly the government would act as financial backer and promoter of the program.

By blending the means of implementation, one takes advantage of the skills and abilities of each group and prevent costly duplication of services.

The last part of the chapter raised the legal concern with restricting a form of housing to one demographic group. Court cases have focused in on such isolation practices. The results of these court cases indicate that contractual agreements are generally perceived as superior to by-laws, for the regulation of garden suites.

## Chapter 7.0 CITY OF NANAIMO - CASE STUDY

### 7.1 INTRODUCTION

The purpose of this chapter is to examine the garden suite concept and its viability within a specific and known context, in this case the City of Nanaimo. This chapter begins with a concise overview of the City of Nanaimo's history and demographic characteristics. The chapter goes on to examine the potential demand for garden suites as an alternative semi-independent housing option for seniors. The potential demand for garden suites in Nanaimo is extrapolated from the potential user/host characteristics determined as part of the Gallup Canada national garden suite survey.

In determining the actual demand for garden suites other issues must be taken into consideration. The viability of garden suites is affected by physical issues such as lots size and severe topography, economic issues such as unit cost and general social issues such as the changing nature of family, community and government. These issues are further examined in relation to Nanaimo.

The latter half of the chapter examines the regulatory, administrative and political factors which would effect the implementation of a garden suite program in the city.

### 7.2 THE CITY OF NANAIMO

#### 7.2.1. BACKGROUND

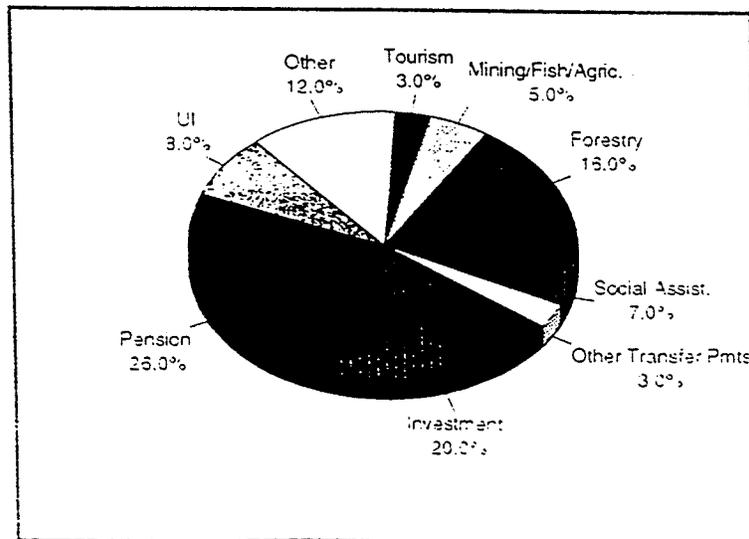
The City of Nanaimo, British Columbia is located on the eastern coast of Vancouver Island approximately 100 kilometers north of the capital city of Victoria. The current

population of the City of Nanaimo is 72 000 (extrapolated from the 1991 census figure of 60 130), with an additional 30 000 people in the surrounding regional district. Since 1986 Nanaimo has been one of the fastest growing cities in Canada. The city covers an area of 88.19 square kilometers of which approximately 2/3rds is developed.

The city's history lies in coal mining and forestry. In recent years the reliance on primary based industries for employment has decreased somewhat with the service, construction and health care industries showing strong gains. As Graph 1 indicates the City's basic sector income is still derived primarily from forestry, government transfer payments, pension and investment income.

Graph 1

Basic Sector Income-Based Employment Dependence



Source: "BC Community Economic Dependencies", BC Ministry of Finance, 1983.

In terms of primary services Nanaimo has a full scale hospital which meets the needs of the City and the north end of Vancouver Island, a degree granting community

college which is affiliated with the University of Victoria, a commuter airport, ferry service to Vancouver and a public transit system.

### 7.2.2. Demographic Characteristics

Nanaimo has historically maintained a strong growth rate. The average annual population increase was 3.1% between 1976 and 1981.<sup>145</sup> The recession in the early 1980's cause the growth rate to drop, however, the latter half of the decade saw a significant growth spurt (4.5% per annum) which continues today<sup>146</sup>.

Between 1971 to 1981 on average Nanaimo grew by approximately 1266 persons per year(3.6% growth rate).<sup>147</sup> From 1981 to 1986 the local economy and the city growth rate took a downward turn. On average during this five year period the City grew by only 392 persons a year(.8% growth rate).<sup>148</sup> With the economic upswing in 1986 the City population figures began to swell, such that Nanaimo experienced one of Canada's highest growth rates. On average between 1986 and 1996 the community grew by 2297 persons per year(4.5% growth rate).<sup>149</sup> There are no indications that this level of growth will change over the next few years.

The growth in Nanaimo's population is primarily fueled by migration from other provinces and other cities in British Columbia. In looking at the age profile between 1976 and 1991 the growth in the cities population has been greatest in three age groups; 30-44 year olds, infants, and seniors (65+).

---

<sup>145</sup> B.C. Ministry of Finance, People Model # 19.

<sup>146</sup> Ibid.

<sup>147</sup> Ibid.

<sup>148</sup> Ibid.

<sup>149</sup> Ibid.

The increase in the number of 30-44 year olds and infants is in large part due to the influx of families who are either leaving larger urban centers in search of a better quality of life or are moving for employment opportunities.

The growth rate in the 65+ age group has outpaced British Columbia figures and Canadian figures. The seniors' growth rate in Nanaimo surpasses traditional retirement communities such as Victoria, Kelowna and Vancouver. This growth rate can in part be explained by Nanaimo's mild climate, comparative affordable cost of living, availability of primary services, and proximity to two major urban centers. City of Nanaimo estimates project seniors will compose 23% of Nanaimo's population by the end of the next decade.

### 7.2.3. Potential Demand

A potential demand for a product is considered to exist where a need is met by a good. The interest in, or need for, garden suites will come from two groups: 1) seniors who require semi-independent housing; and 2) "families" who reside in a single family home and have an elderly relative who requires semi-independent housing. Given the host-user relationship that must exist for a garden suite program to work, the potential demand for garden suites, can in part be determined by the number of potential hosts and users. For the purpose of this practicum the host-user relationship has been limited to family. As figures do not exist on blood relationships between these two interest groups, a more accurate number of possible pairings is not possible without a large scale survey. In order to better estimate the number of potential users and hosts in Nanaimo, the characteristics of the potential participant will need to be examined.

According to the national garden suite market survey prepared by Gallup Canada, primary potential hosts are individuals between 30 and 49 years of age with three to four people residing in the home (i.e. family scenario). As previously noted, two of the three age groups experiencing the greatest growth in Nanaimo are 30-44 year olds and infants. In actual numbers, Nanaimo has a relatively large number of 30-49 year old compared to other segments of the population. The actual number of people who fall into this category is 18 325 or 30% of the population, based on 1991 census figures. The number of two parent families in Nanaimo with one or two children is 5 830 or 9.7% of the population. Based on these age and "family" criteria approximately 10% of the population of Nanaimo (7200 people) would be potential garden suite hosts.

According to the national garden suite market survey prepared by Gallup Canada, primary potential users are more likely to be single (i.e. widowed, divorced or separated) and have low incomes. The number of seniors (65+) in Nanaimo based on the 1991 census is 8 760 or 14.5% of the population, and 27% of them live alone. According to an income study prepared by the Canadian Council of Non-market Development in 1991, 65% of Nanaimo seniors have yearly gross incomes less than 20 000 dollars, with 25% of this group falling below the poverty line (i.e. annual gross income of \$ 12 769). In Nanaimo the British Columbia Housing Management Corporation gross annual income threshold for a single senior to be eligible for assisted housing is \$ 21 500.

Based on the general demographic characteristics of Canada's seniors population, women are more likely to be single during their senior years, and women and widows are also more likely to be poor. In Nanaimo 57% of the seniors population are women, which equates to 8.3% of the City's population. In 1983 nationally, 70% of seniors with low incomes were female.<sup>150</sup>

Based on the criteria of being 65 years or older and having a low income, 9.4% of the population of Nanaimo would be potential garden suite users. Based on the criteria of being 65 years or older and being single, 4% of the population of Nanaimo would be potential garden suite users. Within Nanaimo's seniors population itself 65% of the population has a low income and 27% are single.

The potential demand for garden suites is also dependent on the viable housing alternatives that exist, the benefits of each and the costs. The latter two points will be addressed later within this chapter.

In Nanaimo the semi-independent forms of housing which currently exist are:

- A) Private or rented home with home support;
- B) Subsidized housing with home support;
- C) Private congregate care with home support; and
- D) Secondary suite of a relative with home support.

Based on a telephone interview Ms. Sue Stroud of British Columbia Housing Management Corporation who oversees subsidized housing for seniors in Nanaimo, a moderate demand exists for their product. In Nanaimo there are twelve (12) seniors

---

<sup>150</sup> M. Novak, Aging and Society: A Canadian Perspective (Scarborough, 1988) p.69.

housing projects with a combined total of 340 residential units. Waiting lists exist for all twelve housing projects.

In telephone conversations with the two (2) private congregate care facilities in Nanaimo, demand for their facilities was considered to be high. Waiting lists were reported to be fairly lengthy (estimated 6 month wait time). The most telling occurrence regarding the demand for this form of housing is that two well established congregate care chains are aggressively seeking development opportunities in the city and a third is in the early stages of rezoning a parcel of land to accommodate their development.

Closure of hospital beds can and has caused a backing up of the care system. Semi-independent care facilities have found themselves administering to residents who would normally be in intermediate care facilities. As such people who need a small degree of care and wish to move into a semi-independent congregate facility find that space is not available. With continued reduction of transfer payments from the Federal government, and provincial budget shortfalls, hospital bed closures will likely become more common.

It would appear that based on demographic characteristics and availability and demand for existing seniors semi-independent housing, that the potential demand for an alternative semi-independent housing form such as garden suites would be fairly strong within the City of Nanaimo.

### 7.3 PHYSICAL CONSTRAINTS

Chapter 3 outlined the physical constraints associated with the implementation of a garden suite program namely: the unit size, layout and appearance; the size, configuration and topography of the host site; the location of the unit in relation to community amenities and transit; and lot coverage of the site by the existing residence.

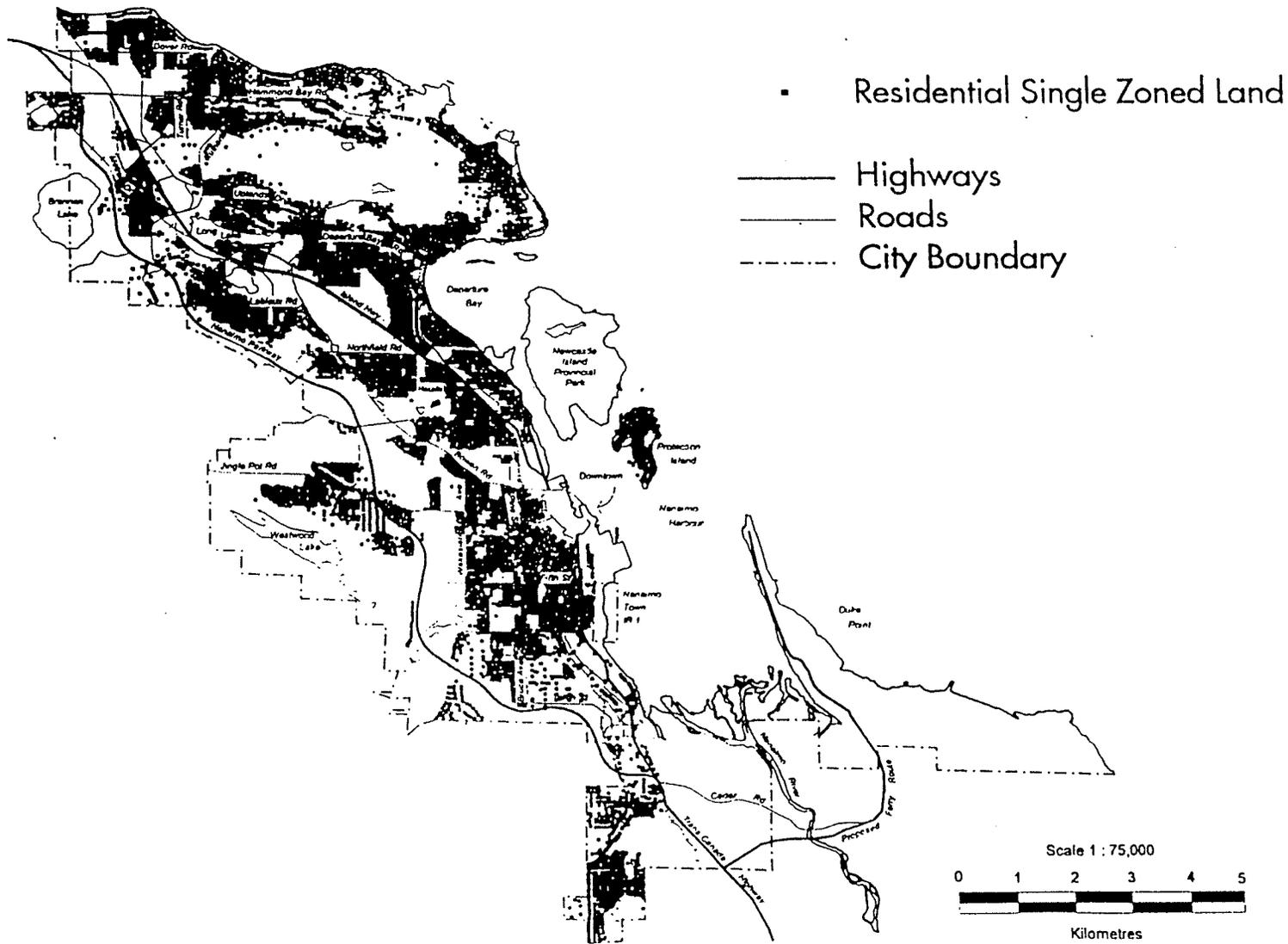
Using the City of Nanaimo's geographic information system data base and the assumptions and conclusions from chapter 3, two maps were produced. A base map (Map 1) has been generated so as to show how many lots within the City's urban containment boundary by zoning and size alone would be eligible to participate in a garden suite program. An overlay map was then produced (Map 2) which shows how many lots would be eligible to participate in a garden suite program given the physical and location constraints of:

- 1) Topography (exceeding 20 % slope);
- 2) Sensitive habitat ( As defined by schedules u/g of the Official community Plan); and
- 3) Proximity (400 meters) to basic commercial services and Public Transit.

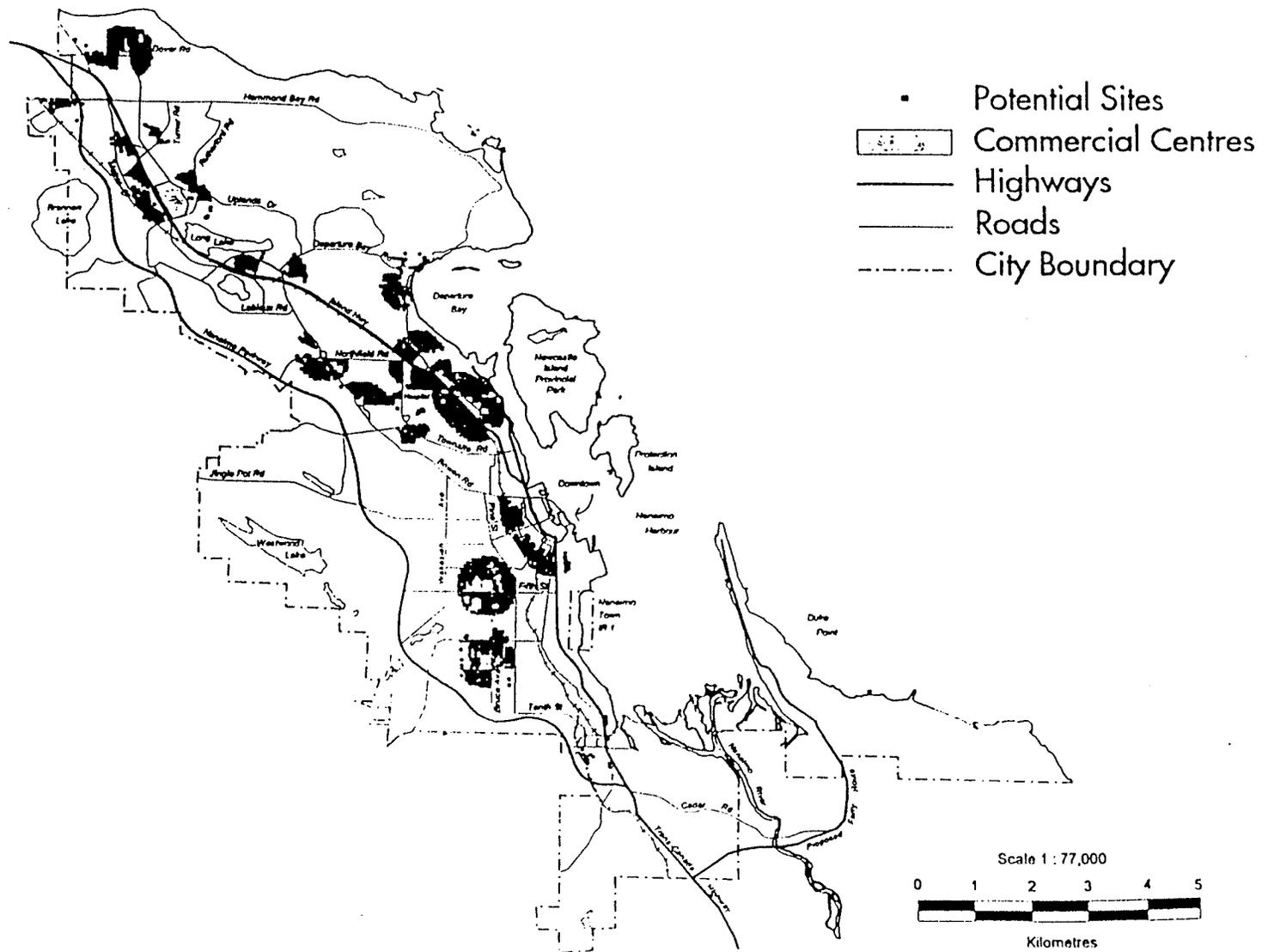
Of the 19 522 lots deemed as suitable on which to site a garden suite shown on Map 1, only 4 419 (22%) were determined to be physically suitable based on criteria of zoning, size, topography, sensitive habitat, and proximity to basic commercial services and public transit.

The number of lots capable of housing a garden suite is also effected by the lot coverage of the existing home and whether the remaining open space is sufficient to

site a garden suite. No data regarding primary residence lot coverage has been collected and as such this factor could not be accounted for on the overlay map. However, as discussed in Chapter 3 the trend towards larger homes and hence greater lot coverage, began to appear in Nanaimo in the early 1980's with the economic upswing and continues today. The increased cost of developing land has in part fueled this trend in Nanaimo and many other urban centers. Demand by consumers has



Map 1. Base Map - Eligibility by Zone and Lot Area



Map 2. Potential Sites for Garden Suites in Nanaimo, B.C.

pushed floor areas and conversely lot coverage to the point where most new home built in Nanaimo are consistently reaching the maximum lot coverage (40%) permitted in single family zones. Given the required building setbacks for a common 600 square meter single family lot and 40% lot coverage by the primary dwelling, little to no room is left for a reasonable sized garden suite.

Home ownership is another limiting factor in the implementation of a garden suite program. Given the alterations required to a residential lot to accommodate the unit, it would be unlikely that renter of an single family dwelling would gain permission from the owner. In an urban setting it may be necessary to remove landscaping, fencing etc. to install the unit or the required service hook-ups. In addition the regulation and private financing of the garden suites would be hampered by the third party owner. In terms of the City of Nanaimo based on the 1991 census figures 65% of single family dwellings are owner occupied.

A successful garden suite program requires a match between a host family which owns a single family home, a senior and a suitable lot. Given the physical limitations inherent to such a housing program the potential number of eligible lots will significantly decrease. Add to this the need to match a host and a user by blood relations and the potential number of eligible matches further decreases.

## 7.4 SOCIAL CONSIDERATIONS

As outlined in chapter 4 the changing nature/roles of family, community and government are factors which effect the implementation of a garden suite program. For garden suites to be effective support is required from all parties. This has be borne out in successful garden suite programs abroad, most notably in Australia and England.

The prevalence of women in the work force means the traditional caregivers will not be available to tend to the needs of the elderly. In Nanaimo 70% of women with children work outside the home. As noted n chapter 4 Canadian families spend more time then ever before tending to economic necessity (i.e. food and shelter), which in turn leaves little time for caring for an elderly family member. Dual income families will likely be reticent to take on the additional burden of caring for a senior. Knowing government housing/care alternatives exist makes the promotion of a housing form that involves significant family participation difficult.

Traditionally community support is based in extended families developed through religious, service and social organizations, over an extended period of time. The general decline in the participation rates of these organizations and the increased mobility of the family obviously limits the opportunity for such bonds to form.

Based on 1991 Canada census figures for Nanaimo 75% of the surveyed population had being living in their current location between 1 and 4 years. The Nanaimo figure for those people still living in the same location for 5 or more years drops to 38% of the surveyed population. The movement of the city's population is equally split between internal and external migrants. Regardless of what type of movement is happening

(i.e. within or between cities) the high degree of movement in Nanaimo's population does not assist in the formulation of community bonds. Without community bonds families becomes isolated. The ability of the family to function in its current overburdened state, and care for an elderly parent on top, requires external support. If community bonding is strained by the above factors then support is not likely to exist. As such the family will be more likely to turn to the government. Governments in turn are trying to reduce their costs. The City of Nanaimo is currently preparing the 1997 budget taking into account estimated 30-50% reductions in transfer payments from the Province.

The garden suite concept requires assistance be provided to the senior residing in the unit, if the benefits of delaying institutionalization are to be realized. The changing nature of family, community and government impede the application of this housing form. With the restrictive "physical" factors previously noted and the above social issues the pool of potential user/host pairings will obviously be further reduced.

## 7.5 ECONOMIC CONSIDERATIONS

In deciding whether or not to implement a garden suite program in Nanaimo it is necessary to understand the following:

- 1) The cost of this form of housing to the user;
- 2) The comparable alternative forms of housing in Nanaimo and the cost and availability; and
- 3) The economic status of seniors in Nanaimo and their ability to assume the costs associated with renting or owning a garden suites.

The national garden suite survey prepared by Gallup Canada indicated that the cost of a unit is the primary consideration when a potential occupant is looking at garden suites as an housing option. The survey also indicated that comparison shopping between alternative forms of supportive housing was occurring. Table 8 outlines the cost of both renting and owning a garden suite, along with the costs associated with other available semi-independent housing options in Nanaimo.

In terms of the availability of alternative forms of semi-independent housing in Nanaimo currently both private congregate care facilities and all twelve B.C.H.M.C. housing projects have waiting lists. The current rental vacancy rate in the City according to C.M.H.C. figures is 4.3%. Nanaimo has a reasonably large supply of “affordable” apartments, however, the units generally are in older buildings which are nearing the end of their life-span and are being eyed for redevelopment. In terms of secondary suites informal city records indicate that there is an abundant supply.

The economic status of seniors in Nanaimo will obviously affect their choice in housing. The national garden suite market study indicated that potential occupants are more likely to be single (i.e. widowed, separated or divorced) and have much low income levels. This study estimates 42% of the potential users in BC and 31% nationally will have incomes at or below \$ 20 000 per year.<sup>151</sup> As determined by the Canadian Council of Non-market Development approximately 65% of seniors in Nanaimo have incomes at of below \$ 20 000 per year and 25% fall below the poverty line, based on a gross annual income of \$ 12 769.<sup>152</sup>

---

<sup>151</sup> Gallup Canada, Garden Suites Demonstration Program: National Survey (Ottawa, 1989) p. 11.

<sup>152</sup> Seniors Assessment, Growth and Education Task Force, op. cit., p.11.

In Nanaimo the British Columbia Housing Management Corporation gross annual income threshold for a single senior to be eligible for assisted housing is \$ 21 500. A general rule of thumb which has evolved over the years, is that housing costs for this critical income level should be kept at or below 30% of gross annual income. For at least 65% of Nanaimo's seniors this figure would translate into a maximum monthly housing expenditure of \$ 537.00.

Based on the economic status of the majority of Nanaimo's senior population affordability will be the most significant factor in housing choice. As Table 8 shows two (2) semi-independent housing options exist in the City which fall at or below the 30 % gross annual income threshold, they are; B.C.H.M.C. assisted housing and apartment rental. The rental cost associated with secondary suites would also likely fall below the 30% threshold, however, no accurate figures exist on what if any rent is being charged. The garden suite rental option exceeds the 30% threshold by \$128.00 per month. The garden suite purchase options exceed the 30% income by \$338.00 per month, and the private congregate option exceeds the threshold by more than double.

In order for garden suites to be a viable housing option for the majority of seniors in Nanaimo they must be eligible for a rental subsidy. Garden suite ownership is unlikely to be successful in Nanaimo unless significant financial assistance was received from the family of the senior.

**Table 8****Cost and Benefit Comparison of Semi-Independent Housing Options in Nanaimo**

Housing Option	Medical Care Provided	House Keeping Provided	Transit Provided	Recreation Provided	Cost/Mnth (1 bdrm unit)	Extra Monthly Costs
Garden Suite (Rent)	No	No	No	No	\$664.65	Meals on Wheel, Home Care, Transit, Hydro, Cable, Telephone.
Garden Suite (Own)	No	No	No	No	\$ 875.00	Meals on Wheel, Home Care, Transit, Hydro, Cable and Telephone.
Private Congregate Care	No	Yes	Yes	Yes	\$ 1495.00	Nursing Services, Cable and Telephone.
B.C.H.M.C. Subsidized Housing	No	No	No	Yes	\$ 537.00	Meals on Wheel, Home Care, Transit, Hydro, Cable and Telephone
Rental Apartment	No	No	No	Varies	\$ 498.00	Meals on Wheel, Home Care, Transit, Hydro, Cable and Telephone
Secondary Suite	No	No	No	No	\$ 0-?	Meals on Wheel, Home Care, Transit, Hydro, Cable and Telephone

\* Family support was not taken into account as quantity and quality may vary greatly.

Source: Canada Mortgage and Housing Corporation data, B.C. Housing Management Corporation data.

Given the cost differences between available housing forms in the city and the comparison shopping that is predicted to occur, up-take of garden suites would likely be affected if the vacancy rate increased substantially or additional seniors subsidized housing was constructed in the city.

## 7.6 ACTUAL DEMAND FOR GARDEN SUITES

The potential demand for garden suites in Nanaimo is relatively high. A significant population of potential users and hosts exist according to the characteristics defined in the national garden suite market study prepared by Gallup Canada. However, the actual demand is significantly less when other relevant issues in relation to the viability of a garden suite program are accounted for. The “pool” of potential user/host pairings is reduced based on the requirements of this housing program.

If garden suite use is limited to blood relations as recommended, it can be reasonably assumed that this will greatly limit the number of successful pairings between user and host.

Physical limitations on the implementation as outlined in chapter 3, have the affect of limiting the number of potential lots in the City from 19 522 to 4419 based on the criteria of; zoning, size, topography, sensitive habitat, and proximity to basic commercial services and public transit. This translate into 22% of the residential lots in Nanaimo being physically suitable on which to site a garden suite. When the limiting factors of physical constraints and blood relation are combined it further limits the number of potential garden suite program participants.

Social limitations to the success of garden suites in Nanaimo are similar to those elsewhere in Canada. The garden suite concept relies on the provision of general and medical support for the senior residing in the unit. With the existing burdens on the family and its changing structure, the break down of community ties as a result of increase mobility and decreased participation in traditional community building organizations, and the desire of government to reduce costs, implementation of garden suites is further hampered.

The seniors population in Nanaimo is relatively poor in comparison to other communities in Canada. In Nanaimo the gross annual income figure used by B.C.H.M.C. for eligibility for seniors assisted housing is \$ 21 500. Sixty five (65%) percent of seniors in Nanaimo have gross annual incomes at or less than \$ 21 500. Twenty five (25%) percent of this group fall below the poverty line defined by an gross annual income of \$ 12 769. It is generally accepted that when an individual's income is at a critical level, housing costs should be kept at or below thirty (30%) percent of their annual gross income. For the majority of seniors in Nanaimo this translate into a maximum monthly rent of \$ 537.00. The monthly rental cost of a garden suite is estimated to exceed this 30 % maximum by \$128.00. The monthly ownership cost would exceed the 30% maximum by \$338.00.

When incomes are at a critical level cost of housing becomes the most significant factor affecting housing choice. Currently in Nanaimo three other housing options exist which are less costly than garden suites, namely; apartment rental, B.C.H.M.C. assisted housing, and secondary suites. In order for garden suites to be viable for the majority of seniors in Nanaimo a rental option must be provided along with rental subsidies.

Garden Suite ownership is unlikely in Nanaimo unless significant financial assistance is received from the senior's family.

Availability of these less costly housing options is also a factor which will effect the actual demand for alternative housing forms such as garden suites. Currently in Nanaimo there are waiting lists for all subsidized housing projects. The current rental vacancy rate is 4.3 %. Nanaimo has a reasonably large stock of "affordable" apartment units. However, these units are generally located in older buildings which are nearing the end of their life span and are being eyed for redevelopment. Based on real estate advertisements, City bylaw enforcement records and the observations of City building inspectors and plan checkers the number of secondary suites in Nanaimo is substantial. It would appear that currently in Nanaimo the availability of cheaper alternative housing options would likely negatively affect the implementation of a garden suite program.

From a relatively large pool of potential participant in a garden suite program, the above physical, social and economic issues significantly affect the actual demand for this housing form.

## 7.7 IMPLEMENTATION AND REGULATION IN THE CITY OF NANAIMO

In terms of implementation of a garden suite program Chapter 6 concluded that a hybrid system was optimal, as it culled the best of the private, public and non-profit delivery systems. With respect to regulation of a garden suite program, making the

housing form an out-right use in residential zones, in conjunction with a contractual agreement between the city and the user, was considered optimal.

This section takes the conclusions of Chapter 6 and reviews them in relation to the current statutory, policy, and political framework of The City of Nanaimo.

### **7.7.1. STATUTORY DOCUMENTS**

#### **The Municipal Act of British Columbia**

In relation to the implementation or regulation of garden suites there is no conflicting material in this document. As such, no amendments to this document would be required in order to undertake a garden suite program in Nanaimo.

#### **The Regional Growth Management Plan**

In relation to the implementation and regulation of a garden suite program this document is supportive. The documents calls for densification within existing urban centers and provision of a variety of housing forms to meet the need of the residents of each municipality.

#### **The Official Community Plan**

The Official Community Plan is composed of three documents namely; the Master Plan, the North Nanaimo Concept Plan and the Old City Concept Plan. None of the plans specifically address garden suites. The only relevant policies would be those related to low density multiple family development, particularly duplexes. This review assumes that support for a duplex could be extended to a garden suite, as both result in a situation where two dwelling units and the occupants exist on one lot. As well

duplexes are permitted on single family sized lots (600 square meters) and generally cover a greater percentage of the lot area and must address the issues of additional parking requirements and the resulting restriction on open space. I have not granted similar transference between secondary suites and garden suites as the issues of increased lot coverage, parking and open space limitations are not imposed.

The Master Plan for the City adopted in 1986 is limited in scope and does not speak to the issue of densifying single family neighbourhoods, either on a permanent or temporary basis. The plan calls for all multiple family development to be located on a major road way, in close proximity to a commercial node, school, recreational facility, and transit and to not impose on existing single family neighbourhoods. The Master Plan provides no real support for the introduction of garden suites, as all multiple family developments, from garden suites to high rises, must vie for a finite number of suitable development sites. In addition such general requirements do not address the uniqueness of the garden suite form of housing. If the above criteria are followed certain suitable sites within single family neighbourhoods would not be available to a garden suite.

#### The North Nanaimo Concept Plan (N.N.C.P.)

The N.N.C.P. was adopted December 1992 and regulates land use for approximately 1/3 of Nanaimo's land area. The majority of the land area covered by the plan is designated as single family. The plan permits rezonings in this designation to low density multiple family which includes duplexes, however, they are restricted to sites with steep terrain or sensitive habitat. While sensitive habitat may not pose a problem when locating a garden suite, steep terrain does. Due to the need for uniformity of

design to keep production costs low, and the need to be able to transport the units by a flat bed truck to the site, garden suites can not easily be made to fit both flat and steep terrain.

Historically rezonings to multiple family within the single family designation of the N.N.C.P. have been contentious and rarely successful, this includes rezonings to duplex. In part the reason for the negative response to rezonings in this land use designation lies in the make up of the north end community and the conditions under which the plan was developed. So while the N.N.C.P. supports duplexes in single family neighborhoods the citizens may effectively block its introduction. The political reality of abiding by community plans will be discussed in more detail later in this chapter.

#### The Old City Concept Plan (O.O.C.P.)

The O.O.C.P. was adopted in April 1992. Again there are no specific policies within this document that pertain to garden suites. However, a specific duplex designation does exist, and the companion zoning (RM-11 Old City Single Family/ Duplex Zone) is also in place. Development in the old city since the plans adoption has been in accordance with the document. The three proposed amendments to the plan since its adoption have been defeated. As with the North Nanaimo Plan there is a strong contingent of citizens who take ownership of the land use document and defend its "proper" implementation.

#### The City of Nanaimo Zoning Bylaw # 4000

A review of the City zoning bylaw was undertaken over a period of two years and the resulting new zoning bylaw was adopted in August of 1993. Garden suites are not a

permitted use in any zone in the City of Nanaimo. In addition, no more than one residence may be located on a single family lot, unless the lot area equals or exceeds .5 hectares (1 acre). With the vast majority of single family lots in Nanaimo being less than .5 hectares in area, an amendment to the zoning bylaw would be necessary in order to accommodate the implementation of garden suite program.

As concluded in chapter 6 making garden suites an outright use in conjunction with the requirement for a contract between the local government body and the applicant is the most appropriate method of regulation. In order to implement a garden suite program based on this regulatory method, the following amendments to the City of Nanaimo Zoning Bylaw would be required:

- 1) Amend all single family zones to permit either a second dwelling unit or change the definition of accessory building to include garden suites. Accessory structures i.e. garden sheds or separate garages are currently permitted on single family lots;
  
- 2) Relax the lot coverage maximums and the required setbacks from the property lines. As was discussed earlier in this chapter the trend towards smaller lots and larger homes means siting two structure on one residential lot will be difficult and in some cases impossible unless the setbacks and lot coverage requirements are relaxed. Even in the older parts of a city where lot sizes are larger relaxation's will likely be necessary in order to site the garden suite on the lot in a sensitive manner. The more flexibility that can be built into the siting process the less cumbersome installation of the unit will be. Relaxation to the building setback and lot coverage would need to be

reviewed against the British Columbia Building Code to see at what point minimum building separation would be an issue; and

3) Amend the off-street parking requirements to either require one additional stall or to specifically exclude garden suites from parking requirements. As concluded in chapter 3 relaxation would seem appropriate given the temporary nature of the unit and likelihood that the potential user of the garden suite would not have a car due to either health or financial limitations.

### **7.7.2. POLICY DOCUMENTS**

#### **The City of Nanaimo Housing Policy**

The City Housing Policy is a broad based document which calls for the implementation of a range of housing choices based on type, tenure, size, density and cost. The document also calls for development of housing for special needs groups be they the elderly, poor or physically/mentally challenged. This policy is to be implemented within all neighbourhoods and within all multiple family developments.

This policy would support the introduction of garden suites provided a need for this form of housing for seniors could be substantiated.

### **7.8. POLITICAL CONSTRAINTS**

For a new housing initiative to succeed broad based support is a necessity. Support must be received from senior government(Federal and provincial), local government and the citizens/electorate. In exploring the political reality of implementing a garden suite program in Nanaimo, each area of support must be looked at, in order to assess the opportunities and constraints.

### 7.8.1. SENIOR GOVERNMENT

Government downloading is a reality which must be taken into account when reviewing the implementation of a garden suite program. Where Federal funding previously seemed almost limitless, provincial and local governments are now being looked at to take on a greater degree of the fiscal and manpower responsibilities.

In the area of housing both Federal and provincial financial support appears to be receding. Currently the City of Nanaimo is being told that the dollars for non-market community housing proposal calls will continue to be reduced. At present provincial proposal call are the only means by which Nanaimo has secured non-market housing.

The Province recently amended the Municipal Act giving greater powers to local government to negotiate and secure non-market and alternative housing through the rezoning process. This is seen by many as a precursor to making local government solely responsible for the provision of the implementation of alternative housing. Local government can now secure a percentage of a development for alternative housing using a Housing Agreement. The contract between The owner/developer can specify the following:

- a) form of tenure;
- b) class of occupant;
- c) administration and management of the housing units/development; and
- d) rents that may be charged and the rates at which rents may be increased over time.

This new legislation has its limitation. Local government Councils may not wish to extract non-market housing from the development community in this manner. Local governments by their nature have the closest relationship with the electorate. Depending on the makeup of the community and where a Councils' strongest support lies, the necessary votes to secure non-market and/or alternative housing in a community may not be there. Given the economic situation in a community the ability to negotiate units may be hampered. As well, relying on the development community for non-market/alternative housing will mean that certain innovative forms of housing will not be built because they are not marketable to a wide range of the general public making the financial risk too high. Few development companies can afford to take on the financial risk associated with non-traditional housing forms with a small or unknown market. Garden suites are one such form of housing that would likely not be built/promoted by the development community.

The administration of the housing units is another issue that the local government would be required to handle when non-market housing is negotiated through the development process. Currently non-market housing sites are owned by The British Columbia Housing Management Corporation (BCHMC), and where available, a local non-profit housing agency takes care of day to day administration and management. BCHMC helps the non-profit agencies financially and with administration, policy and legal matters. If the trend towards community based housing initiatives continues local government would likely have to take on the administrative and funding role previously held by the province.

### 7.8.2. LOCAL GOVERNMENT

While a potential market exists for garden suites and City policy supports the introduction of a range of housing to meet the needs of the community, there are obstacles which can not be over looked. These obstacles are; finances and community support.

The City has and continues to be subject to one of the highest growth rates in Canada. Nanaimo has a population of approximately 70,000 (1991 census) and has enough zoned land to accommodate 50,000 more people. The financial obligations to provide both hard and soft services to these lands and maintain existing services is immense. In an effort to meet these obligations the City recently raised it's Development Cost Charges by a substantial amount.

In terms of a financial hierarchy supporting alternative forms of housing is a very low priority. Without continued financial support from senior government it is very unlikely that a garden suite program would be undertaken by the City.

The City is in the last stages of the development of a new Official Community Plan (OCP). As part of the survey that went out to the community, and public discussion groups, the issue of densification of single family neighbourhoods was raised, and options were explained. The densification alternatives given were secondary suites, garden suites, smaller single family lots (325 square meters), duplexes, triplexes and fourplexes. Of the means of densification explored garden suites and smaller lots were the least accepted.

The possibility exists that with a specific campaign to promote garden suites a better response may be received. In Alberta local community information meetings were held as part of their garden suite pilot project. These smaller more focused groups were considered to be quite effective in addressing concerns and gathering support for the project. The question then becomes whether the benefits derived from a garden suite program is worthy of the Staff time necessary to garnish community support. Given the nature of single family subdivisions in general and the history of growth and development in Nanaimo, gaining support for garden suites would likely be a time consuming and difficult process.

The homogeneity of single family subdivisions is often perceived to provide the occupants a certain level of "security" regarding property values and activity levels be it traffic volume or crime. Attempting to alter this bastion can be difficult. An individual may feel or have to give up control in and over many parts of their life. Often the only place that a person can exercise any degree of control is at home.

During the early period of high growth in Nanaimo after the recession in the early 1980's, understandably development in all its forms was welcomed by the local government of the day. Many residents and the government's development policies were not ready for such a growth spurt. Add to this a vast supply of pre-zoned land and it is understandable how poor quality developments and environmental degradation occurred. As a result of this initial period of growth, and in large part driven by the concern of citizens, two local community plans were implemented with a myriad of other development control bylaws.

During the early period of high growth community groups rose to address the issue of development in their neighbourhoods. These groups were form of both old time residents and recent migrants from urban centers. The latter constituents were important additions to this scenario as many of them chose to live in Nanaimo to escape rampant development. These recent migrants were generally better educated and were cognizant of how to effectively deal with politicians. With the memories of recent developments in Nanaimo, these groups were not enamored by development in general and multiple family developments specifically.

The results of this period can be seen in the North Nanaimo Concept Plan. The majority of this plan calls for single family development. Rezoning to low density multiple family is permitted on sites where topography prohibits standard single family subdivisions, assuming that significant amounts of vegetation or a natural feature(rock outcrop) can be retained. In practice all forms of rezonings in this plan area are difficult and bring out a significant amount of public opposition.

The occurrences noted above are not limited to the north end of Nanaimo. Local neighborhood groups throughout the City are becoming more and more active and vocal in terms of land use and development issues. One of the primary focuses of the incoming Official Community Plan(OCP) is the protection of single family neighborhoods. Given the recent development history of Nanaimo and the survey results from the OCP review process further conflict over development can be expected.

## 7.9. SUMMARY

The potential demand for garden suites in Nanaimo is relatively high. A large population of potential users and hosts exist according to the characteristics defined in the national garden suite market study prepared by Gallup Canada. The percentage of poor seniors in our community is approximately 65%. It is estimated that seniors will compose 25% of Nanaimo's population at the height of the demographic wave in Canada. Given these numbers it would appear that an alternative form of semi-independent housing would be beneficial.

The actual demand for garden suites, however, is limited by the physical and economic realities of the program, social changes in our society, and the general trend of government to cut costs by reducing service and/or programs. Within the context of Nanaimo these criteria and the political realities of the community restrict the potential demand for garden suites to the point where the program would not be viable at the present time.

## Chapter 8.0. CONCLUSIONS

The aging of the Canadian population will have numerous effects on the functioning of our society. One of the most significant will be the ability to pay for the housing and care of seniors who can no longer function independently. In an effort to reduce the need for expensive institutional based care semi-independent forms of housing are being looked at by government policy makers. Semi-independent forms of housing allow seniors to remain in the community with limited care, which benefits both the senior and tax payers. One form of semi-independent housing is garden suites.

Garden suites have been used with a range of success in several countries. The most successful program is in Victoria Australia with approximately 800 garden suite units in place. Professor Michael Lazarowich of the University of Waterloo and the Ontario Ministry of Housing actively worked towards the implementation of the first garden suite pilot project in Canada. By most opinions the pilot project was a success. Follow up national market assessment and a regulation and implementation studies were prepared. The market study prepared by Gallup Canada indicated that the potential demand for garden suites in Canada is substantial and worthy of program implementation in selected cities. Currently there are no formal garden suite programs in Canada, however, C.M.H.C. is still promoting this form of housing.

The purpose of this practicum was to examine the viability of the garden suite in the known context of the City of Nanaimo, British Columbia. The obvious question in regard to the garden suite was why are there no full time formal programs currently active in Canada?

The City of Nanaimo appears on the surface to be a community in which a garden suite program would be beneficial and function relatively well. The City has a large population of both potential users and host groups as defined by Gallup Canada, and a large number of suitably zoned lots with sufficient area. However, when one examines the physical, economic, social, regulatory and political reality of this community, it becomes clear that garden suites are not a viable housing option in Nanaimo at the present time.

The conclusions of this practicum have been separated into two parts, those general in nature and those relating solely to the City of Nanaimo.

### 8.1. GENERAL CONCLUSIONS

1. The potential demand for a product is determined to exist when a good meets a need. The potential demand for garden suites in Canada as determined by the Gallup Canada criteria used in their national market study, is substantial. The actual demand for garden suites is dependent on physical, social, economic, regulatory and political factors. The mathematical reality of achieving a pairing between a user and host family significantly decreases as the criteria for the implementation of a garden suite increases.
2. Given the current trend for seniors and the general population to reside in urban centres, garden suites must be able to function in more physically dense settings. Given the size of garden suites, suburban settings with their larger residential lots is the likely domain of the garden suite.

Suburban settings tend to be homogeneous in land use and have inadequate public transit. This physical reality means that seniors living in garden suites would likely be dependent on the host family or outside support services to meet their daily needs. Independence and self reliance of the senior is important to their overall health. Isolation of the senior in a single family neighborhood that is vacated at least five days of the week by working adults, is a reality with this form of housing. Without a broader mix of land uses in residential neighbourhoods seniors would become reliant on inadequate public transit, expensive private transit, or the good will of family, friends and community, in order to meet their daily needs.

3. In order for the garden suite to deliver the proported benefits of strengthening family bonds, and decreasing the dependence on government services, a strong supportive family must exist already. Given the current state of the family and the existence of alternative forms of supportive housing that do not rely on family support, enlisting host families will be difficult.

According to the national garden suite survey prepared by Gallup Canada, the most likely potential hosts are families with two children at home and parents in the 30-49 age range. Currently families are now more likely to have both parents working outside the home. In addition families are working longer hours then ever before to meet basic needs (i.e. food, clothing and shelter). The time and financial resources of current Canadian families necessary to care for an elderly relative is limited.

Unlike 30 to 40 years ago adult children now have viable alternatives to home care of an elderly relative. The "social and economic" contract between parent and child that once ensured the care of the elderly in the home, dissolved in part with the introduction of socialized medicine and government housing programs. The mobility of the family also played a role in turning care of seniors over to the government. Extended families residing in one community is no longer the norm. Increased mobility for the purposes of advanced education, employment and lifestyle is more common, and has resulted in a smaller nuclear family. Where the burden of caring for a senior was previously spread over the entire extended family, the current garden suite concept would place the burden on the smaller nuclear family that is already over extended both financially and time wise.

4. The mobility of and increased demands on the family has had its effect upon communities. Second to family, the community is the next source of support for seniors and the family. Statistics Canada data indicates a significant decline in the participation in religious, social and service organizations. Such organizations are the foundation of community, and the support it offers.
5. With the changing nature of the family and community, government support for the senior in the form of meal preparation, transportation healthcare etc. will be required if garden suites as a form of semi-independent housing are to be accepted and function effectively.

6. Decreasing Federal transfer payments to the provinces has and will continue to effect what social services the provinces are able to provide.  
The amount of support necessary to maintain a senior in the community is substantial. As indicated in the British examination of their garden suite program, the ability to maintain a senior in the community was directly related to the amount of financial and particularly healthcare support a government and family were willing to provide. With less family involvement governments will need to look at the cost effectiveness of providing social services to a scattered clientele versus a congregate care situation. In the end it may be better for both the senior and government to subsidize private care facilities.
  
7. If garden suites are to gain spread acceptance then the cost of the unit whether owning or renting must be affordable to a broad spectrum of potential users. Based on the national garden suite survey prepared by Gallup Canada cost is the most important factor in choosing a form of semi-independent housing. Given the projected cost figures for ownership and rental, government subsidies will be required to increase the acceptance factor of garden suites.  
  
In terms of unit ownership governments will need to seek the support of banks on the issue of financing an unknown product, with an unknown resale market.
  
8. Successful implementation of a garden suite program will rely on the support of local government and citizens. One of the issues associated with garden suites is the ability to ensure that the targeted group (i.e. seniors) is the one occupying

the units. In addition concerns exist about the potential for permanent increased density in single family neighbourhoods.

If support is to be secured from the citizens and local government then regulatory controls must be strong and lie in the hands of local government. Support for such a housing program is unlikely if provinces are seen as forcing it upon local communities. A significant amount of public involvement is required to make a garden suite program work. For some communities the time and effort necessary may not be worth the benefits delivered by such a housing program.

Local regulatory processes must also be balanced against the needs of the senior. In the State of Victoria, Australia the most common reason for units not being installed is the time delay caused by regulatory procedures. The decision to move is not an easy one for most people and especially the senior. Once the decision has been made it is important that the senior can move quickly into their new home, before doubt about their decision sets in.

In terms of best addressing the needs and concerns of each party making garden suites an out right use in single family residential zones, with the requirement of a performance contract between the host, user and local government, is the best means of regulation.

9. Effective implementation of a garden suite program will require government, non-profit and private sectors to work together. Obviously the private sector

manufactured home industry is the most able to deliver a cost sensitive unit to market. In an attempt to limit the involvement of government in the day to day activities of such a program, existing non-profit housing agencies could take on the maintenance of a garden suite program. In terms of making the whole thing work and ensuring the support of the private sector the government would need to deliver a reasonable market for this housing form. The delivery of this market could be accomplished through an intensive advertisement campaign, financial incentives and a companion support services package.

10. The preceding points raise, the question at what "cost" does the garden suite concept become not acceptable? If the purpose of the program is to reduce the economic cost to government of housing seniors, then this housing form is not appropriate given the inability of the family to provide the degree of support necessary to realize this benefit. In addition it still is to be proved as to whether community care is more cost effective then centralized care.

If the purpose of such a program is to enhance family ties then it succeeds. It is important to understand that by succeed I mean that families who wish to maintain their close ties, would have a viable housing alternative.

If the purpose of garden suites is to maintain the senior in the community and provide an better quality of life then garden suites are only marginally adequate, given that they can only be located in a suburban or rural environment where necessary services are lacking and isolation during the working day is a reality.

## 8.2. NANAIMO

1. Based on the criteria used in the national garden suite survey by Gallup Canada, the potential demand for garden suites in Nanaimo is significant. Nanaimo's population of seniors is projected to increase to 25% at the peak of the demographic wave driving the aging trend of the Canadian population. Given the waiting lists which exist for alternative forms of semi-independent housing and the aging of the affordable rental unit stock in Nanaimo, introduction of an alternative semi-independent housing form is warranted.
2. As previously noted the potential demand for garden suites is affected by the reality of physical, social, economic, regulatory and political factors. These factors in combination effectively eliminate this housing option as being viable in Nanaimo at the current time.
3. Physical factors alone account for the elimination of 78% of residential lots from being eligible for participation in a garden suite program. The greatest physical factor in eliminating potential lots was the requirement of being within 400 meters(walking distance) of a commercial centre and public transit.
4. The social implications for a garden suite program in Nanaimo are the same as noted nationally. The increase in the number of families where both adults work, the amount of time adult members of families work, and the mobility of the family further limit the potential for a garden suite program to deliver the

proported benefits of increased family bonds and decreased reliance on costly government services.

5. Nanaimo's senior population is generally poor, with approximately 65% of its members falling below the British Columbia Housing Management Corporation's assistance income threshold of \$ 21 500 per year(gross). If garden suites are to be accepted in Nanaimo then they must be financially attractive in comparison to existing housing alternatives. Based on the cost figures used for discussion purposes garden suites whether rented or owned are the most expensive form of semi-independent housing in Nanaimo, with the exception of private congregate care. Given the cost associated with garden suites and the relative availability of other forms of housing, government subsidies will be required in order to make garden suites more financially attractive.
  
6. In terms of regulation a number of City bylaws would need to be amended to make garden suites an outright use in residential zones as previously recommended. These amendments would require public involvement in the form of Council Hearings. Based on the recent surveys as part of the development of the new Official Community Plan, support for this housing form would be unlikely. When asked about densification options in residential neighbourhoods the least accepted option was garden suites. Concerns were raised by the public regarding enforcement problems and the resulting permanent increase in density and the associated demand on already taxed services. Without significant education of the public, which would involve a

great amount of staff time, wide spread acceptance of this housing form is not likely. The question then must be raised as to whether the benefits of this housing form are worth the necessary staff time, for both gathering support and maintaining support through timely enforcement action where necessary. Given the restrictions on the application of this housing form due to physical, social and economic constraints, expending such effort would not be an appropriate at the present time.

7. Political reality for the City includes the increased downloading of government services and reduction of funding from senior government. With less money and greater demands on City staff, difficult decisions about what services and how they will be provided must be made. Given the existing limitations and uncertainties of this housing form nationally and in Nanaimo, support for a garden suite program would appear to be premature.
  
8. In order to make a garden suite program viable in Nanaimo the following would need to occur:

Senior government

- a) Maintain healthcare and social services to the senior at current levels and increase them where warranted;
- b) Provide adequate rental subsidies for garden suite so that they compare favourably to existing alternatives;
- c) Support/encourage financial institutes in financing garden suites at a reasonable rate and down payment, in order that garden suite ownership is a viable option;

- d) Oversee the cost efficient production and distribution of the units to the user;
- e) Develop in conjunction with local government procedures of implementation and regulation to be followed by the local non-profit groups who would oversee the housing program;
- f) Support and encourage non-profit agencies whom deliver services to seniors and the family; and
- g) Continue to promote garden suites as an alternative form of housing for seniors.

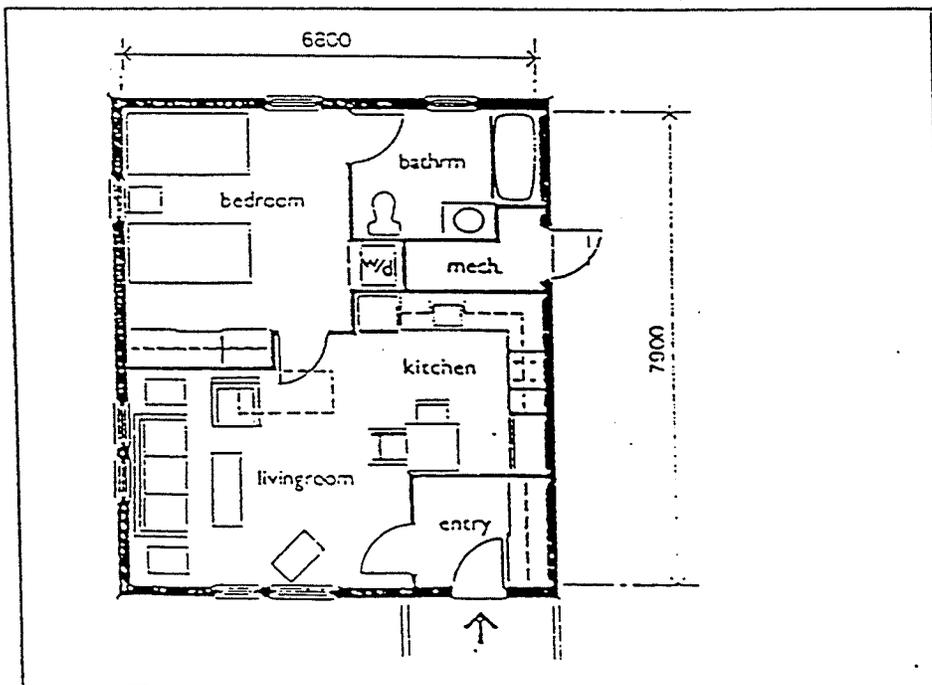
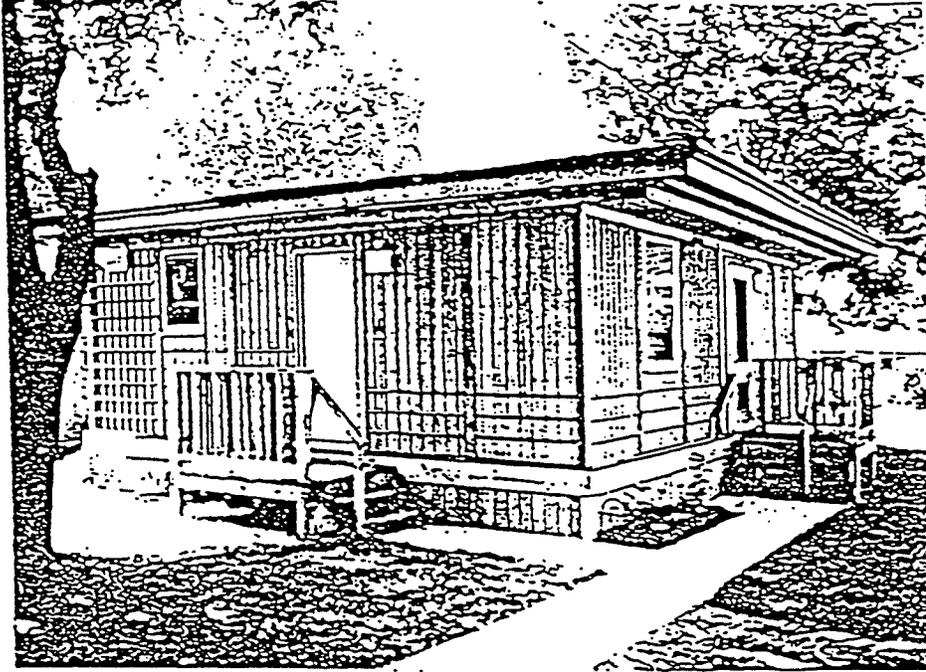
#### Local Government

- a) Educate the public to the benefits and realities of this form of housing;
- b) Work towards the development of mixed use residential neighbourhoods;
- c) Amend necessary City Bylaws to facilitate the implementation of garden suites;
- d) Make public transit as accommodating to the senior as possible (i.e. reduced fares, optional stops);
- e) Support and encourage the development of community within local neighbourhoods.

## APPENDIX A

Figure 2

Ontario Portable Living Unit for Seniors (PLUS)



Source: C.M.H.C., (1989). Garden Suites: An Evaluation Report with Suggestions for Implementation, p. 7.

## BIBLIOGRAPHY

### Articles, Books, Papers and Reports

Alberta Municipal Affairs Housing Division (1991). Effective Demand for Garden Suites in Alberta. Edmonton, Alberta: Alberta Municipal Affairs.

Alberta Municipal Affairs Housing Division (1990). Preliminary Assessment of The Alberta Garden Suite Pilot Project. Edmonton, Alberta: Alberta Municipal Affairs.

Alberta Municipal Affairs Housing Division (1990). Description of The Alberta Garden Suite Pilot Project. Edmonton, Alberta: Alberta Municipal Affairs.

Anderson, E.A., Chen, A., & Hula, R.C. (1984). "Housing Strategies for the Elderly: Beyond the Ecological Model." Journal of Housing for the Elderly, 2(3), 47-60.

Atchley, R.C. (1988). Social Forces and Ageing: An Introduction to Social Gerontology. Belmont, California: Wadsworth Publishing Company.

Atholz, J.A.S., (1986). "Fostering Autonomy in Living Environments: a Psychosocial Perspective." Journal of Housing for the Elderly, 2(1), 67-81.

Auerbach, L. & Gerber, A. (1976). Perceptions 2: Implications of the Changing Age Structure of the Canadian Population. Ottawa, Ontario: Science Council of Canada.

Badiuk, E. (1990). Exploring the Options to Age in Place. Plan Canada, 30(4), 35-45.

Badiuk, E. (1989). Ageing in Place: Problems and Prospects. Canadian Housing, 4.

Baker, P. M. & Prince, M. J. (1990) Supportive Housing Preferences Among the Elderly. : Hawthorne Press.

- Baldock, J. & Evers, A. (1992). Lessons from Overseas. Rehabilitation and Community Care Management. 32-37.
- Bartel, H. and Daily, M. (1981). Reverse Mortgages: A new Class of Financial Instruments for the Elderly. Ottawa: The Economic Council of Canada, Discussion Paper No. 188.
- Beland, F. (1984). "The Decision of Elderly Persons to Leave Their Homes." The Gerontologist, 24(2), 179-185.
- Blackie, N. & Gutman, G. (1986). "The Option of Staying Put." Ageing in Place: Housing Adaptations and Options for Remaining in the Community, pp. 1-12.
- Blanford, A. A. et. al. (1990). Can The Elderly be Differentiated by Housing Form. Journal of Housing For The Elderly, 35-53.
- Brink, Satya. (1984). Housing elderly people in Canada. Ottawa, Ontario: Canada Mortgage and Housing Corporation
- British Columbia Statistics (1994). Regional District 21: Nanaimo Statistical Profile. Victoria, British Columbia: British Columbia Statistics.
- Canada Mortgage and Housing Corporation (1991). Housing for Older Canadians: New Financial and Tenure Options. Ottawa, Ontario: Canada Mortgage and Housing Corporation.
- Canada Mortgage and Housing Corporation (1990). Housing Our Changing Needs Conference Proceedings: Garden and In-Law Suites. Ottawa, Ontario: Canada Mortgage and Housing Corporation.
- Canada Mortgage and Housing Corporation (1989). Garden Suites: An Evaluation Report with Suggestions for Implementation. Ottawa, Ontario: Canada Mortgage and Housing Corporation.

- Canada Mortgage and Housing Corporation (1984). Housing CHOICES for Older Canadians. Ottawa, Ontario: Canada Mortgage and Housing Corporation.
- Canada Mortgage and Housing Corporation (1983). Garden Suites: A New Housing Option for Elderly Canadians. Ottawa, Ontario: Canada Mortgage and Housing Corporation.
- Carroll, K., & Gray, V.K. (1985). "Housing preferences and reality for elderly in the Midwest." Journal of Housing for the Elderly, 3(3/4), 139-151.
- Chen, A. and Jensen, H.H. (1986). "The Home Equity Resource: Will Older Homeowners Use It?" Journal of Housing for the Elderly, 4(1).
- Cooper, B. A. & Hasselkus, B. R. (1992). Independent Living and The Physical Environment: Aspects That Matter To Residents. Canadian Journal of Occupational Therapy, 59(1), 6-15.
- Connidis, I. (1985). "The service needs of older people: Implications for public policy." Canadian Journal on Ageing, 5(1), 3-10.
- Connidis, I., & Rempel, J., (1983). "The living arrangements of older residents: The role of gender, marital status, age and family size." Canadian Journal on Ageing, 2(3), 91-105.
- Corbett, R. (1990). Coming of Age: A Profile of The Elderly in Atlantic Canada. Plan Canada, 30(4), 13-17.
- Corke, S. et. al. (1986). Granny Flats: A housing Option for the Elderly. Report No. 13, University of Winnipeg, Institute of Urban Studies.
- Edgar, D. (1991). Everybody's Future. Australian Institute of Family Studies, 12.

Ellwood, D.T. (1993). The Changing Structure of American Families: The Bigger Family Planning Issue. Journal of The American Planning Association, 59(1), 3-8.

Engelmann, M. W. (1988). Canada's ageing population: Implications for policy and practice. Canadian Home Economics Journal, 38(3), 121-124.

Fellows, E. & Combs E. R. (1991). The Provision of Housing Related Services for Frail Elderly Persons. Housing and Society, 18(1).

Gallup Canada(1989). Garden Suites Demonstration Project: National Survey. Ottawa, Ontario: Canada Mortgage and Housing Corporation.

Gauthier, P. (1991). Canada's Seniors. Canadian Social Trends, Vol. 22, 16-18.

Golant, S. M. (1986). The Influence of The Experienced Residential Environment on Older People's Life Satisfaction. Journal of Housing for The Elderly, 3(3/4).

Gonyea, J. G., Hudson, R.B., & Seltzer, G.B. (1990). Housing preferences of the Vulnerable Elders in Suburbia. Journal of Housing for The Elderly, 7(1), 79-95.

Guion, E. (1983-84). Elder Cottages: A new Future on the Housing Horizon. Aging.

Gutman, G. M. & Wister A. (1994). Progressive Accommodation for Seniors: Interfacing Shelter and Services. Vancouver, British Columbia: Simon Frasier University, Gerontology Research Centre.

Hare, P. H. & Hollis L. (1985). A Model Ordinance for ECHO Housing. Washington, District of Columbia: Program Department, American Association of Retired Persons.

Hare, P. H. & Hollis L. (1985). ECHO Housing: A Review of Zoning Issues and Other Considerations. Washington, District of Columbia: Program Department, American Association of Retired Persons.

- Hare, P. H. (1982). Why Granny Flats are a Good Idea. Planning, 48(2).
- Hodge, G. (1990). The Seniors' Surge: Why Planners Should Care. Plan Canada, 30(4), 5-11.
- Inman, M. & Duffus, J. (1985). Adaptations to Dwellings and Interiors by Independent Older Adults Following Relocation. Journal of Housing for The Elderly, 2(24).
- Ishwaran, K. (1986). The Canadian Family. Toronto, Ontario: Holt, Rinehart & Winston.
- Jackson, D.J., Longino, C.F., Zimmerman, R.S., & Bradsher, J.E. (1991). Environmental adjustments to declining functional ability. Research on Aging, 13(3), 289-309.
- Joseph, A. E. & Fuller, A. M. (1991). Towards an Integrative Perspective on Housing, Services and Transportation Implications of Rural Ageing. Canadian Journal on Ageing, 10(2), 127-149.
- Katsura, H.M., Struyk, R.J., & Newman, S.J. (1989). Housing for the Elderly In 2010. Washington, D.C.: The Urban Institute Press.
- Lawton, M.P. (1980). Environment and Ageing. Belmont, California: Wadsworth.
- Lawton, M.P. (1981). An ecological view of living arrangements. The Gerontologist, 21(1), 59-66.
- Lawton, M.P. (1989). Three functions of the residential environment. Journal of Housing for The Elderly, 35-50.
- Lazarowich, M. (1984). Market Assessment for Granny Flats: A Consolidated Report. Waterloo, Ontario: School of Urban and Regional Planning, The University of Waterloo.

- Lazarowich, M. (1983). The Potential Use of Manufactured Homes for Granny Flats. Waterloo, Ontario: School of Urban and Regional Planning, The University of Waterloo.
- Lazarowich, M. & Haley, B. (1982) Granny Flats: Their Practicality and Implementation. Waterloo, Ontario: School of Urban and Regional Planning, The University of Waterloo.
- Lodl, K.A., Gabb, B.S., & Combs, E.R. (1990). The Importance of Selected Housing Features at Various Stages of the Life Cycle. Lifestyles: Family and Economic Issues, 11.
- Loreto, R.A. & Price, T. (1990). Urban Policy Issues: Canadian Perspective. Toronto, Ontario: McClelland & Stewart Inc.
- Lynden, L. & Shade, D. (1991). Nanaimo Canada Employment Centre Community Profile. Nanaimo, British Columbia: Nanaimo Canada Employment Centre.
- Miles, A. et. al. (1991). Qualitative Data Analysis: A Sourcebook of New Methods. London, England: Sage Publications.
- Miller, J. (1980). Family Focused Care. New York, New York: McGraw Hill.
- McAuley, W. J. & Offerle, J. M. (1983). Perceived Suitability of Residence and Life Satisfaction Among The Elderly and Handicapped. Journal of Housing for The Elderly, 1(1).
- McClain, J. (1991). Community Planning for Seniors: Right Neighbourhood, Wrong Vintage. Plan Canada, 31(1), 22-26.
- McClain, J. (1989). Wooing the older housing consumer. Women and the Environment, 11(1), 21-24.

- McPherson, B.D. (1990). Ageing as a Social Process: An Introduction to Individual and Population Ageing. Toronto, Ontario: Buttersworth.
- McRae, J.M. (1989). Spatial Implications of Design for The Elderly. Journal of Housing for the Elderly, 105-110.
- Neibanck, P., & Pope, J.B. (1965). The Elderly in Older Urban Areas. Philadelphia, Pennsylvania: Institute of Environmental Studies, The University of Pennsylvania.
- North, A.J., & Ulatowska, H.K. (1981). Competence in Independently Living Older Adults: Assessments and Correlates. Journal of Gerontology, 36(5), 576-582.
- Novak, M. (1988). Ageing and Society: A Canadian Perspective. Scarborough, Ontario: Nelson.
- Parr, J., Green, S., & Behncke, C. (1989). What People Want, Why They Move, and What Happens after They Move: A Summary of Research in Retirement Housing. Journal of Housing for the Elderly, 5(1), 7-33.
- Patton, C.V. & Sawicki D. S. (1986). Basic Methods of Policy Analysis and Planning. Englewood Cliffs, New Jersey: Prentice Hall.
- Polich, C.L., Parker, M., & Iversen, L.H. (1986). Housing Preferences of Suburban Elderly in Minnesota. Journal of Housing for the Elderly, 4(1), 105-116.
- Province of British Columbia (1991). Closer to Home: The Report of The British Columbia Commission on Health Care and Cost, Volumes 1&2. Victoria, British Columbia: Queens Printer.
- Quinn, J. (1989). Elderly Living in the Community: Challenges and Opportunities. Journal of Housing for the Elderly, 2(1).

- Quinn, J., & Whitman, C.M. (1989). Elderly Living in The Communities: Challenges and Opportunities. Journal of Housing for the Elderly.
- Reiger, A.J. & Engle D. (1983). Granny Flats: An Assessment of Economic and Land Use Issues. Washington, District of Columbia: United States Department of Housing and Urban Development.
- Regenstreif, A. (1985). Transforming The Urban Environment of Canada's Elderly. Canadian Home Economics Journal, 35(3), 130-133.
- Regional Municipality of Ottawa-Carleton, Planning Department (1990). Study of Granny Flats: Opportunities in Ottawa-Carleton. Ottawa, Ontario: Regional Municipality of Ottawa-Carleton.
- Rogers (1995). Canadian Law of Planning and Zoning. Ottawa, Ontario: Carswell.
- Seniors' Advisory Council (1993). Seniors' Advisory Council Annual Report: Providing a Voice for Seniors. Victoria, British Columbia: Seniors' Advisory Council.
- Seniors Assessment, Growth and Education Task Force(1991).. Towards "The Possible Dream" Seniors Health and Social Services Needs Assessment-District 68 Vancouver Island. Nanaimo, British Columbia: Queens Printer
- Scholen, K. (1985) "Home Equity Conversion: Ageing in Place with Income. Innovations in Housing and Living Arrangements for Seniors, Burnaby, British Columbia: The Gerontology Research Centre, Simon Fraser University.
- Shaw, R. (1988). A Gentle Echo. Architectural Record, 120-123.
- Smyth, J.E. et. al. (1987). The Law and Business Administration In Canada. Scarborough, Ontario: Prentice-Hall.
- Statistics Canada (1991). Ageing and Independence. Ottawa, Canada: Statistics Canada.

- Stoller, E.P., & Earl, L.L. (1983). Help with The Activities of Every Day Life: Sources of Support for Non-Institutionalised Elderly. The Gerontologist, 23(1), 64-70.
- Struyk, R.J. (1980). Housing Adjustments for Relocating Elderly Households. The Gerontologist, 20(1), 45-55.
- Struyk, R.J. & Katsura, H. M. (1982). Ageing at Home: How The Elderly Adjust Their Housing Without Moving. Journal of Housing for The Elderly, 4(2).
- Taylor, S. (1984). A study of older purchasers of condominiums. Journal of Housing for the Elderly, 2(1), 21-51.
- Thomas, K., & Wister, A. (1984). Living Arrangements of Older Women: The Ethnic Dimension. Journal of Marriage and the Family, 46, 301-311.
- Tinker, A.(1989). Housing the Elderly: How Successful are Granny Annexes? London, England: United Kingdom Housing Development Directorate
- Trickey, F. & Robitaille, Y. (1989). Maintaining Seniors Independence: A guide to Home Adaptations. Ottawa, Ontario: Canada Mortgage and Housing Corporation.
- Varady, D.P. (1990). Which Elderly Home Owners are Interested in Accessory Apartment Conversion and Home-Sharing. Journal of Housing for the Elderly, 6(2), 87-99.
- Varcoe, K.P. (1990). Financial Events and Coping Strategies of Households. Journal of Consumer Studies and Home Economics, 14, 57-69.
- Williams, G. (1991). The Experience of Housing in Retirement: Elderly Lifestyles and Private Initiatives. London, England: Avebury.
- Wilson, J. (1991). Housing Options For Older Canadians. Vancouver, British Columbia: Self-Counsel Press.

Wister, A.V. (1990). Living Arrangements and Informal Social Support for The Elderly. Journal of Housing for The Elderly, 5(2), 33-43.

Wister, A.V., & Burch, T.K. (1989). Attitudes of The Elderly Towards Living Arrangements: Conceptual and Methodological Issues. Journal of Housing for The Elderly, 5(2), 5-18.

Wheeler, R. (1982). "Staying Put: A New Development in Policy?" Ageing and Society, 2(3), 299-329.

## Legislation

Government of British Columbia, The Municipal Act. Chapter 290, R.S.B.C. 1979, Consolidated 1993.

Government of British Columbia, Land Title Act. R.S.B.C. 1979, Consolidated 1991.

## Local Municipal Documents

City of Nanaimo, Official Community Plan, 1987 No. 3500

City of Nanaimo, Plan Nanaimo: Official Community Plan Working Document, 1995.

City of Nanaimo, Zoning By-law 1993 No. 4000.

City of Nanaimo, Subdivision Control By-law 1989 No. 3260.

City of Nanaimo, Tree Protection By-law 1993 No. 4695.

City of Nanaimo, Aquatic Habitat Protection Guidelines, 1995.

City of Nanaimo, Building By-law 1988 No. 3220.

City of Nanaimo, Imagine Nanaimo Policy Document, 1993.

City of Nanaimo, Housing Policy Document, 1993.

## Personal Contacts

- Adams, Felicity. Urban and Social Planner, City Spaces Consulting Ltd.
- Bakelaar, Margaret. Community Development Planner, Department of Strategic Planning,  
City of Nanaimo.
- Bradley, Jay. Deputy Subdivision Approving Officer, City of Nanaimo.
- Chow, Jeffery. Research Technician, Department of Strategic Planning,  
City of Nanaimo.
- Frey, Bruce. Assistant Manager of Building Services, Department of Strategic Planning,  
City of Nanaimo.
- Levesque, Ernest. Director of Strategic Planning, City of Nanaimo.
- Meyer, Tony. Garden Suite Project Coordinator, Victorian Housing Authority.
- Millward, Allison. Social Planner, Department of Strategic Planning,  
City of Nanaimo.
- Park, Tom. Canada Mortgage and Housing Corporation, National Research Center.
- Savage, Graham. Manager of Engineering Services, Development Services Department,  
City of Nanaimo.
- Sholberg, Chris. Land Use Regulations Planner, Planning Services, Development Services  
Department, City of Nanaimo.
- Seward, Toby. Manager of Building Services, Development Services Department,  
City of Nanaimo.
- Smith, Arnold. AACI, Appraisal Institute of Canada, Vancouver Island.
- Stroud, Sue. Subsidized Housing, British Columbia Housing Management Corporation,  
Victoria.
- Stuckenberg, Richard. Subdivision Approving Officer, City of Nanaimo.
- Swabey, Ted. Manager of Planning Services, Development Services Department,  
City of Nanaimo.
- Walker, Cresswell. Senior Planner, Department of Strategic Planning,  
City of Nanaimo.