Policy Proposals for Ageing in Place

Interventions for Successful Ageing in Place in
Windsor, Canada & Brescia, Italy

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ageing in place is **predicated on the right for older people to live in their own homes and familiar environments**

emerging as **an inevitable outcome for many older adults**

takes form in varied spatialities and abstractions

"**a flexible living environment** that accommodates changes in functional capacity" (Vrkljan et al., 2011, p. 152)

WHAT IS THE RESEARCH QUESTION?

To **what extent** do cities experiencing ageing develop **planning and policy tools** to **create the conditions** for older adults to **age in place with dignity, independence and choice**?

HOW TO APPROACH THE RESEARCH QUESTION?

case studies of two middle-sized cities: **Windsor, Canada and Brescia, Italy**

three spatial scale of analysis encompass the social relationships to and within the built environment
i. internal characteristics of home
ii. external characteristics of home
iii. neighbourhood

explore a broad range of situations, contexts and dynamics related to housing typologies and existing policies

similar combination of universalism and selectivity in welfare regimes, shared population ageing trend, but different social and housing policy traditions

CONCEPT EVOLUTION

Evolution of Ageing in Place Context Literature
(Vasunilashorn et al., 2012, p. 3)

ageing in place related to service, health, functioning

1990's

ageing in place related to environment, services, technology

2000's

1. health and nutrition
2. protection of elderly consumers
3. housing and the environment
4. the family
5. social welfare
6. income security and employment
7. education

World Assembly on Ageing (VIPAA)
Vienna, Austria
1982

1. older persons and development
2. advancing health and into old age
3. ensuring enabling and supportive environments

Madrid International Plan of Action on Ageing (MIPAA)
Madrid, Spain
2002

EU member countries launch research projects related to healthy ageing, such as Ambient Assisted Living

Joint Programming Initiatives
European Union
2008

1940   1950   1960   1970   1980   1990   2000   2010   2020

2002

Research Agenda on Ageing for the 21st Century
Valencia Forum
international collaboration to translate research and data from MIPAA into coherent policy actions

2013

Global Agewatch Index

"tool for assessing the progress in corresponding policy measures " for "quality of life of older people"
(Sidorenko, 2015, p. 57).

The Evolution of Ageing in Policy Research
(Zaidi and Howse, 2017, p. 5)

1940's - 1960's

"ageing was viewed as the social problems for an individual arising from disengagement and dependency in old age"

1970's - 1980's

"ageing emerging as an economic and employment issue"

1990's onwards

"ageing viewed as a global phenomenon requiring a concerted effort of learning from varying practices around the world"

INTRODUCTION OF WINDSOR
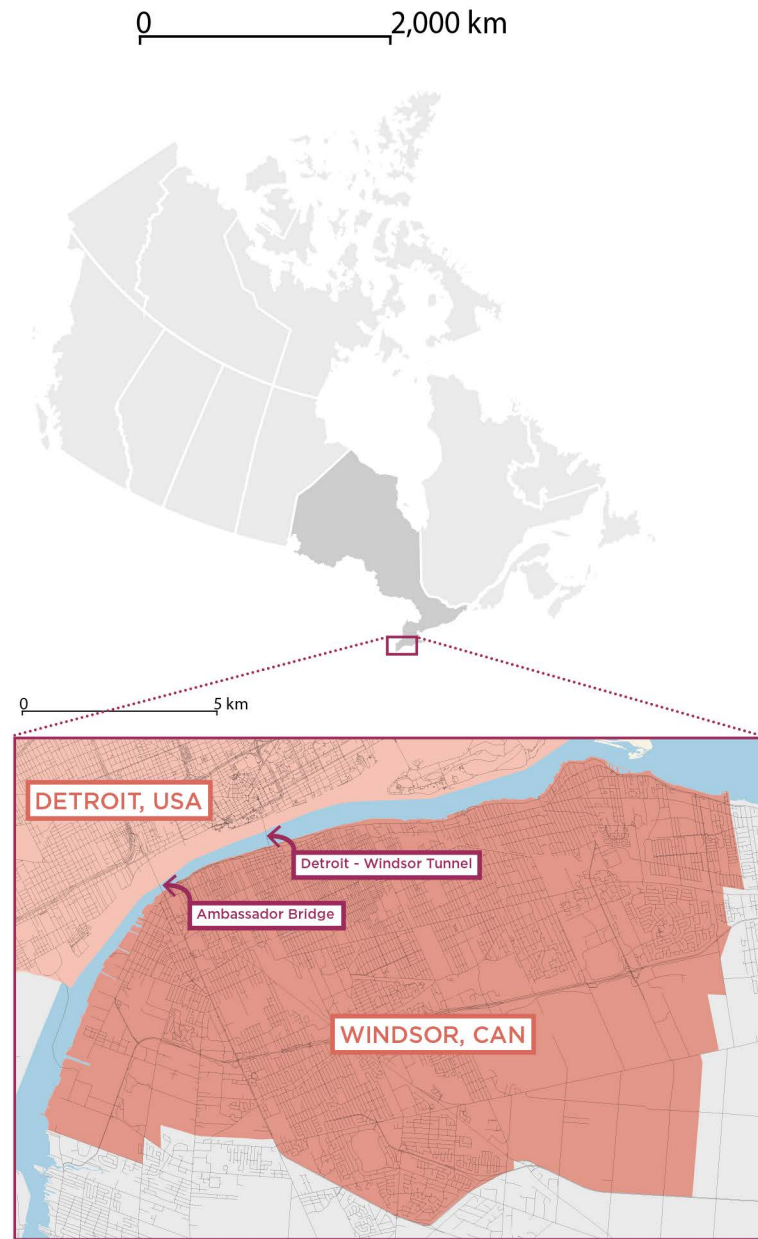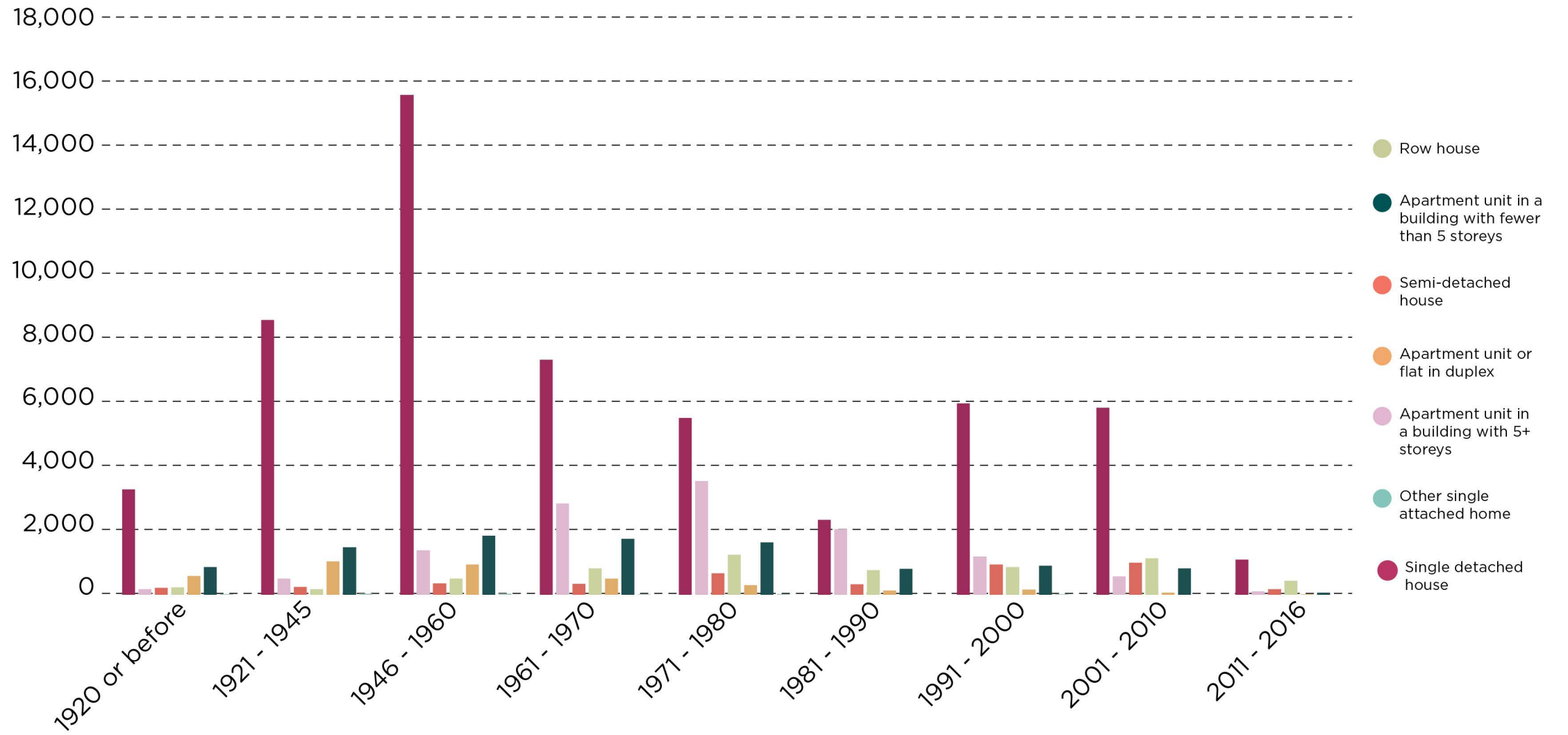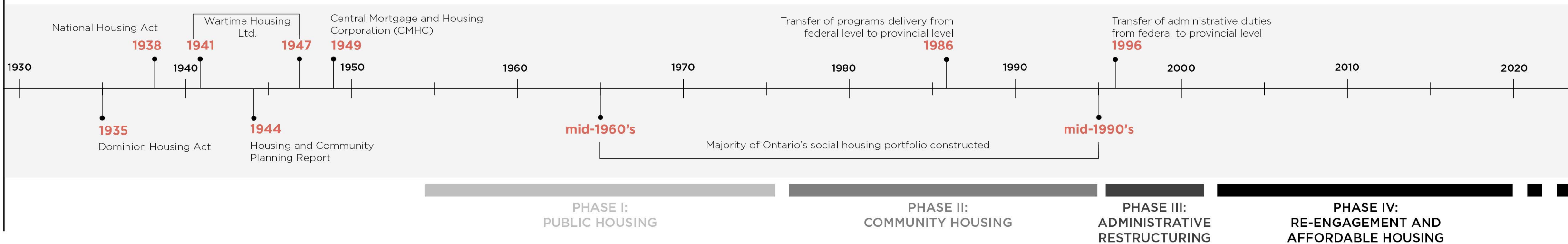
0 ———— 2,000 km

Figure 1. Map of Windsor

(Source: Author)

Graph 1. Periods of residential construction in Windsor by housing type, 2016

(Source: Author)

Legend:
- Row house
- Apartment unit in a building with fewer than 5 storeys
- Semi-detached house
- Apartment unit or flat in duplex
- Apartment unit in a building with 5+ storeys
- Other single attached home
- Single detached house

Timeline:

- National Housing Act — **1938**
- Wartime Housing Ltd. — **1941**
- **1947**
- Central Mortgage and Housing Corporation (CMHC) — **1949**
- Transfer of programs delivery from federal level to provincial level — **1986**
- Transfer of administrative duties from federal to provincial level — **1996**

- **1935** Dominion Housing Act
- **1944** Housing and Community Planning Report
- **mid-1960's**
- Majority of Ontario's social housing portfolio constructed
- **mid-1990's**

Years: 1930 — 1940 — 1950 — 1960 — 1970 — 1980 — 1990 — 2000 — 2010 — 2020

PHASE I: PUBLIC HOUSING

PHASE II: COMMUNITY HOUSING

PHASE III: ADMINISTRATIVE RESTRUCTURING

PHASE IV: RE-ENGAGEMENT AND AFFORDABLE HOUSING

INTERNAL & EXTERNAL SCALE OF PRIVATE DETACHED HOME
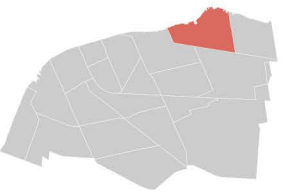

Figure 2. CMHC Two Storey Home render and plan, 1952

(Source: Central Mortgage and Housing Corporation, 1952b, p. 23).
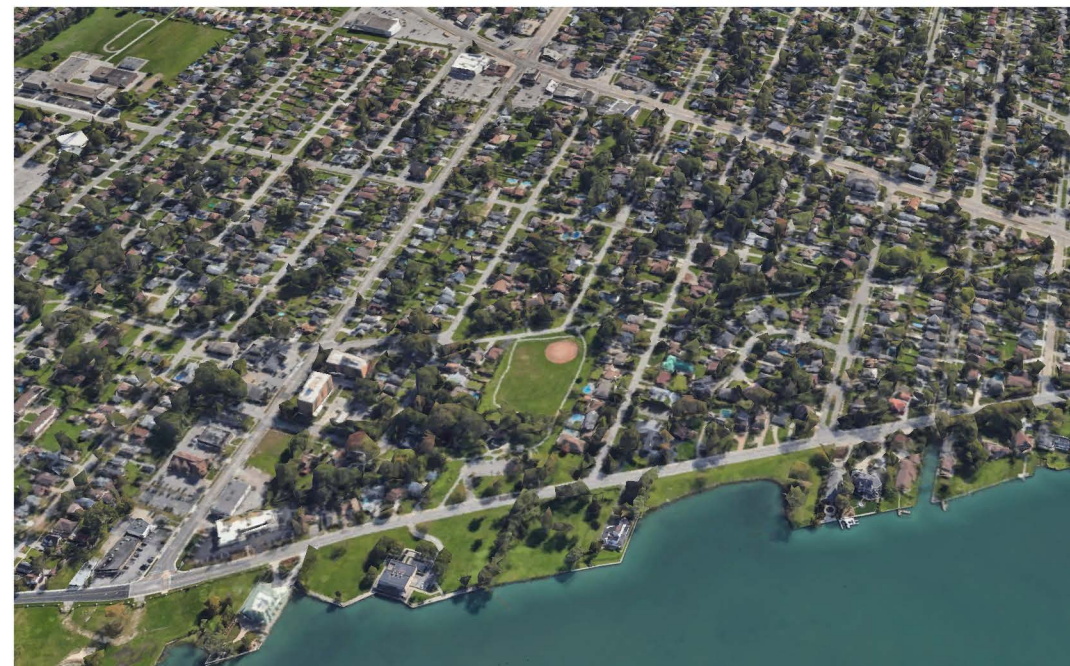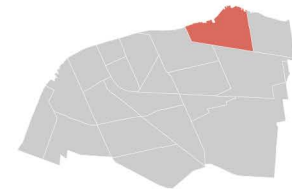

Figure 3. Aerial photo of Riverside, Windsor

(Source: Google, 2022). Retrieved July, 2017.

Figure 4. Photo of Fairview Blvd, Riverside

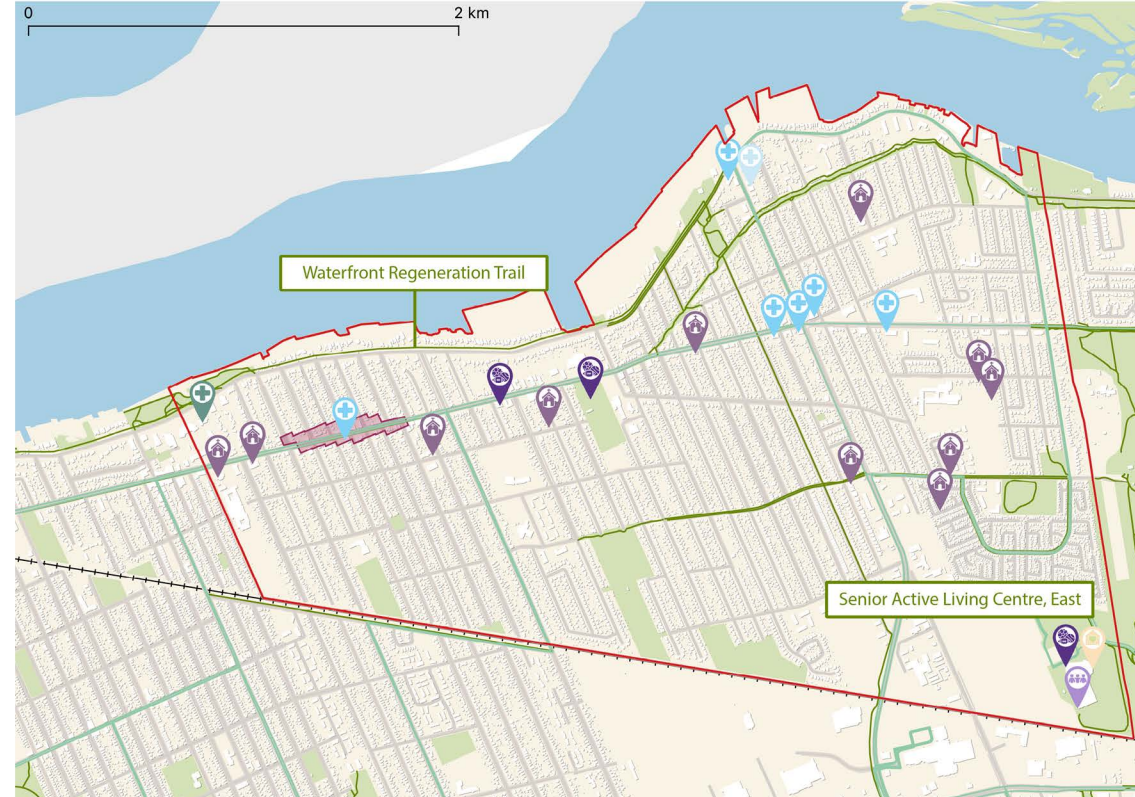(Source: Google, 2022). Retrieved February, 2021.

Legend (Figure 5):
- Riverside
- Bus Routes

Bus Stop Classification
- With shelter and bench
- With shelter, no bench
- Without shelter, no bench
- Without shelter, with bench
- 400 metre bus stop catchment area

Figure 5. Map of bus stops and routes in Riverside, Windsor

(Source: Author)

Legend (Figure 6):
- Riverside
- Bus Routes
- Greenways
- Business Improvement Area

Healthcare Facilities
- Independent Health Facility; Private Community Lab
- Long Term Care Home; Retirement Home
- Pharmacy
- Community Health Centre; Support Service; Mental Health Organization; Family Health Team

Cultural & Recreational Facilities
- Religious Venues
- Recreational Facilities
- Multicultural Centres
- Community Centres
- Senior Active Living Centres (Life After 50)

Waterfront Regeneration Trail

Senior Active Living Centre, East

Figure 6. Map of Riverside, Windsor

(Source: Author)

Legend (Figure 7):
- Freeway and Expressway
- Arterial I
- Arterial II
- Collector I
- Collector II
- Parkway
- Local Commercial and Industrial
- Local Residential

Figure 7. Map of road classification and collisions in Riverside, Windsor

(Source: Author)

Legend (Figure 8):
- Riverside
- Greenways

Park Typologies
- City-wide and regional
- Community parks
- Environmentally Sensitive Area
- Neighbourhood parks
- 400 metres parks catchment area

Waterfront Regeneration Trail

Windsor Loop

Figure 8. Map of parks and greenways in Riverside, Windsor

(Source: Author)

INTERNAL & EXTERNAL SCALE OF SOCIAL HOUSING

RIVERSIDE DRIVE WEST

UNIVERSITY AVENUE WEST

PARK STREET WEST

MCDOUGALL STREET

ALYMER AVENUE

GLENGARRY AVENUE

WYANDOTTE STREET WEST

OUELLETTE AVENUE

JANETTE AVE

ERIE STREET WEST

ERIE STREET EAST

Figure 9. Ground floor plan of Dr. Roy Perry Apartments social housing

(Adapted from source: Sheppard, Masson, Brand & Langlois, 1959).
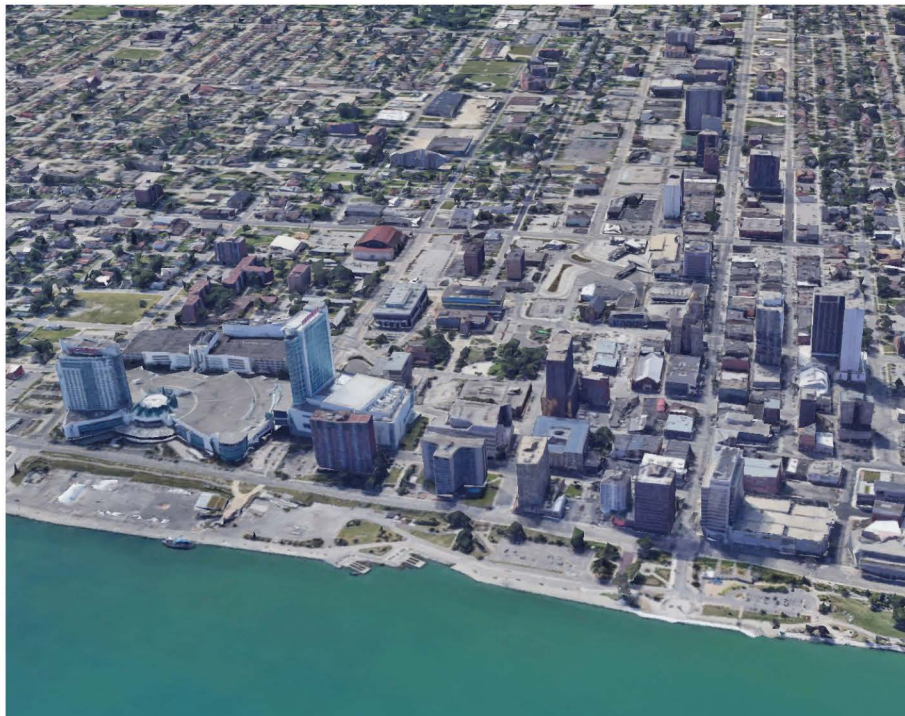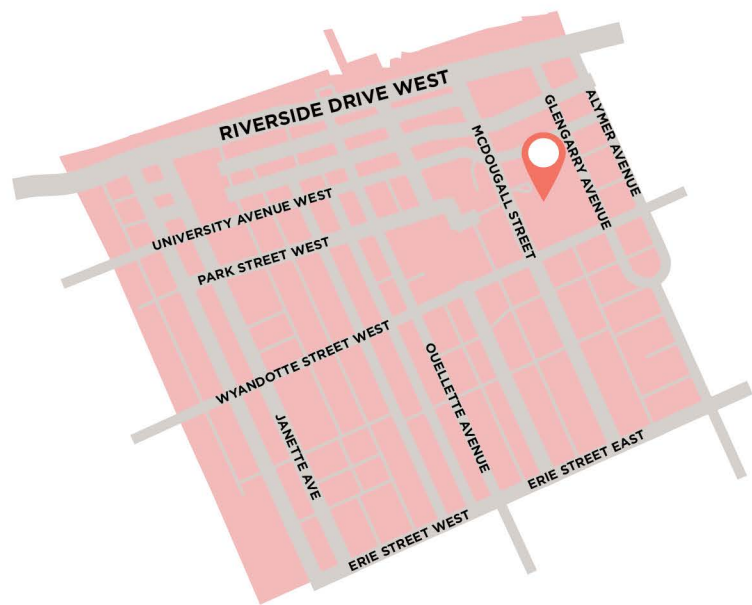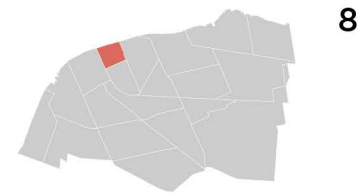
Figure 10. Aerial photo of City Centre

(Source: Google, 2022). Retrieved July, 2017.

Figure 11. Dr. Roy Perry Apartments exterior
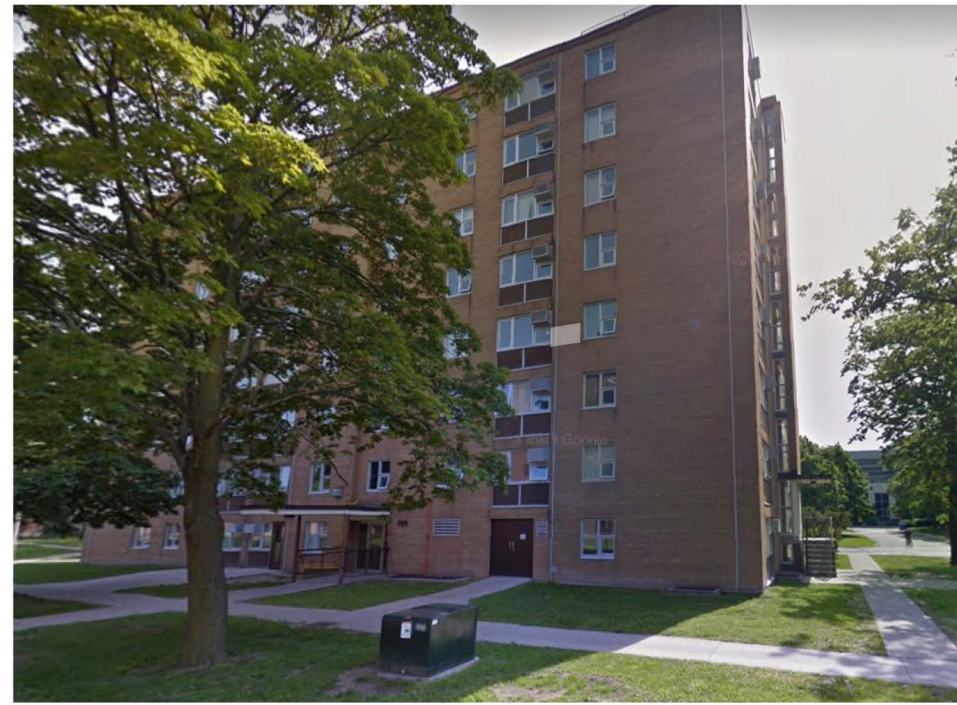
(Source: Google, 2022). Retrieved May, 2012.

Figure 12. Dr. Roy Perry Apartments exterior

(Source: Google, 2022). Retrieved May, 2012.

NEIGHBOURHOOD SCALE: CITY CENTRE
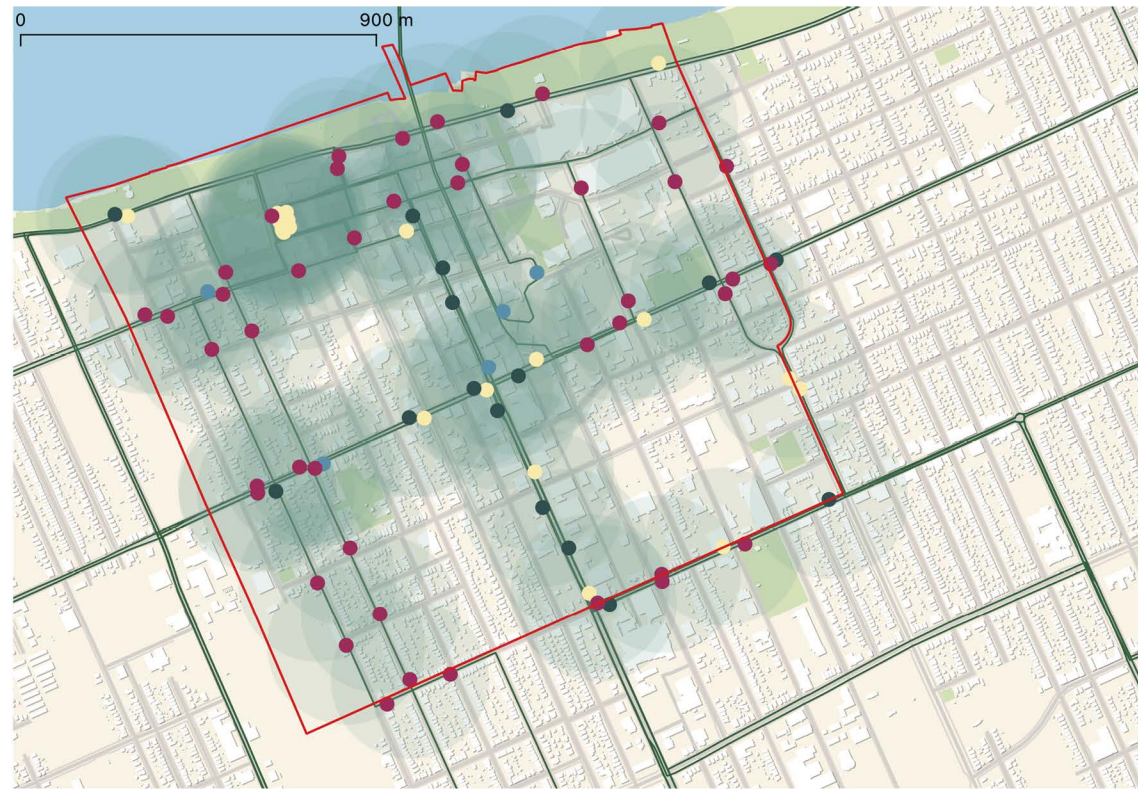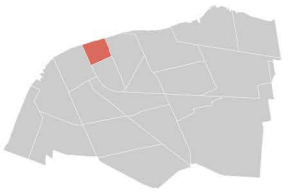
Legend (Figure 13):
- City Centre
- Bus Routes

Bus Stop Classification
- With shelter and bench
- With shelter, no bench
- Without shelter, no bench
- Without shelter, with bench
- 400 metre bus stop catchment area

**Figure 13. Map of bus stops and routes in City Centre, Windsor**

(Source: Author)
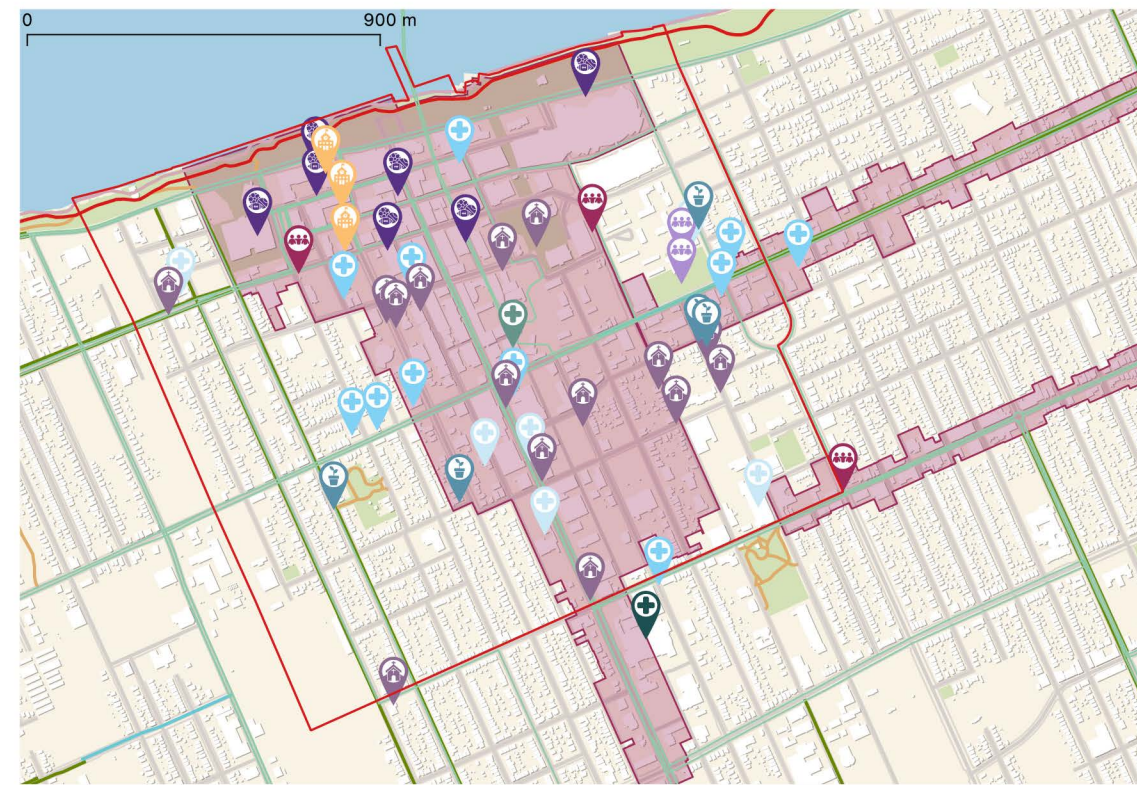
Legend (Figure 14):
- City Centre
- Bus Routes
- Greenways
- Business Improvement Area

Healthcare Facilities
- Hospital
- Long Term Care Home; Retirement Home
- Pharmacy
- Community Health Centre; Support Service; Mental Health Organization; Family Health Team

Cultural & Recreational Facilities
- Religious Venues
- Recreational Facilities
- Multicultural Centres
- Community Centres

Educational Facilities
- Universities and colleges
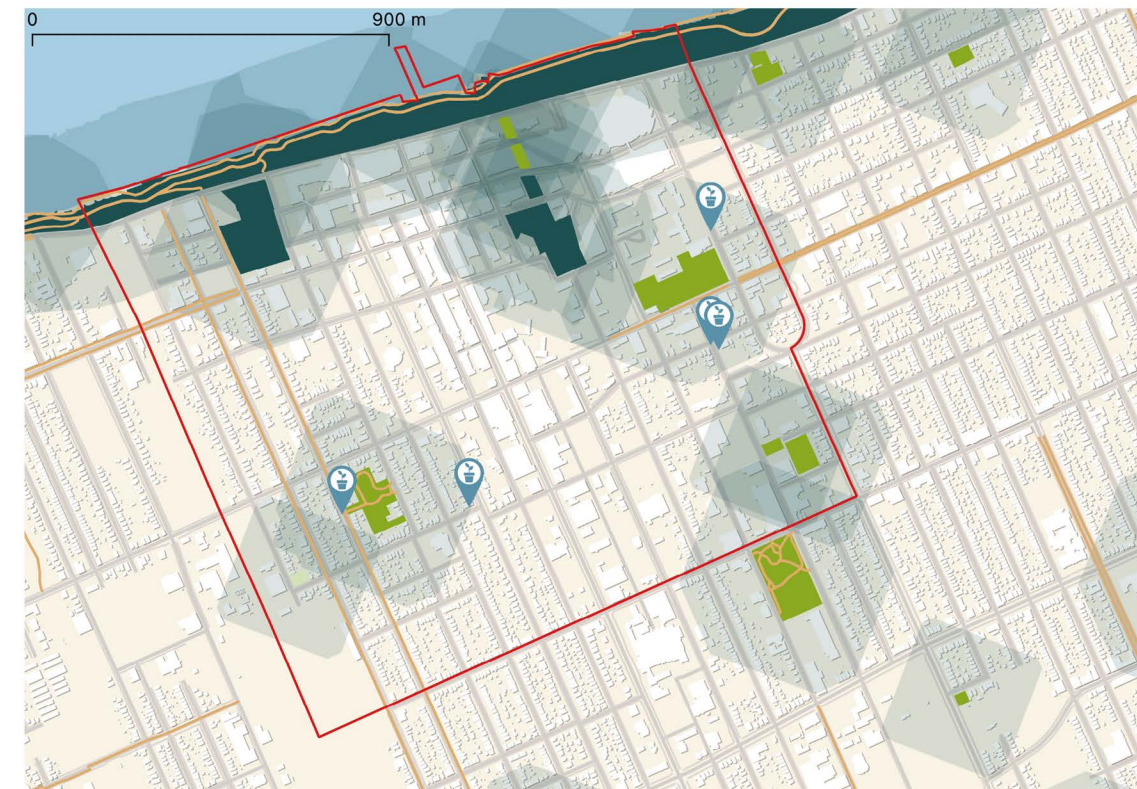
Figure 14. Map of City Centre, Windsor
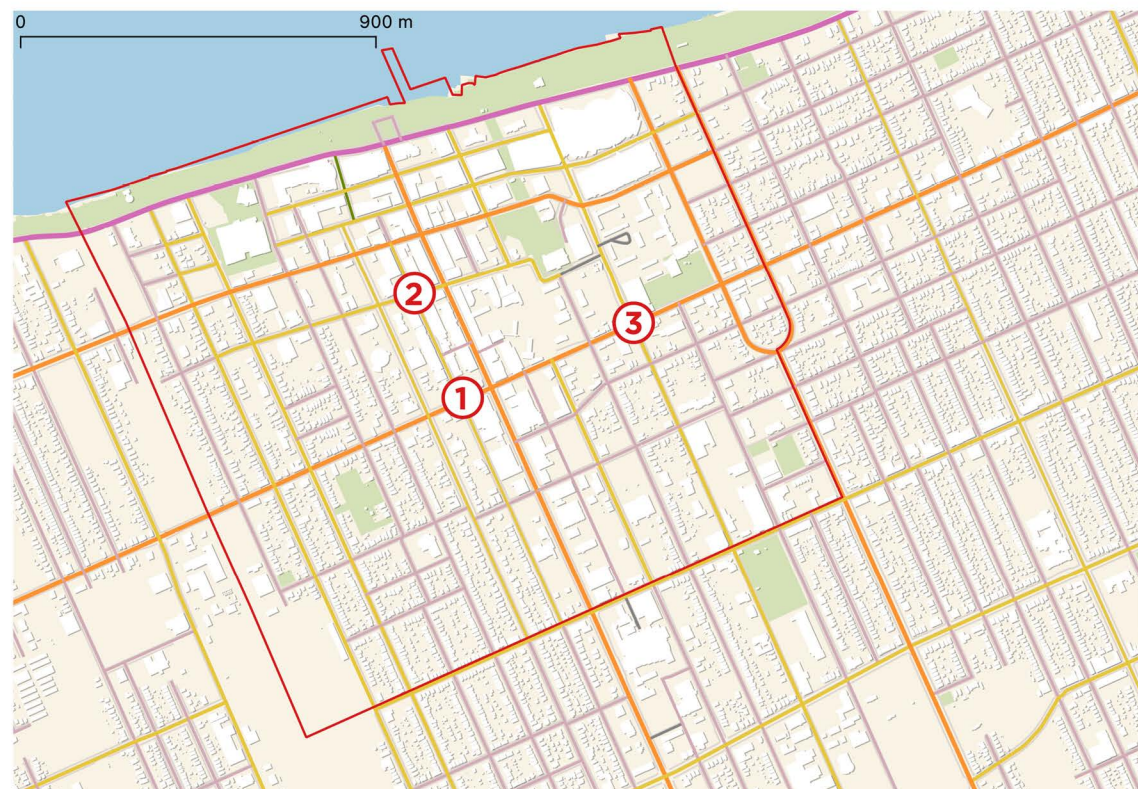
(Source: Author)

Legend (Figure 15):
- Freeway and Expressway
- Arterial I
- Arterial II
- Collector I
- Collector II
- Parkway
- Local Commercial and Industrial
- Local Residential

Figure 15. Map of road classification and collisions in City Centre, Windsor

(Source: Author)

Legend (Figure 16):
- City Centre
- Greenways

Park Typologies
- City-wide and regional
- Community parks
- Environmentally Sensitive Area
- Neighbourhood parks
- 400 metres parks catchment area
- Community gardens

Figure 16. Map of parks and greenways in City Centre, Windsor

(Source: Author)

CH. 3 CASE STUDY: BRESCIA, ITALY
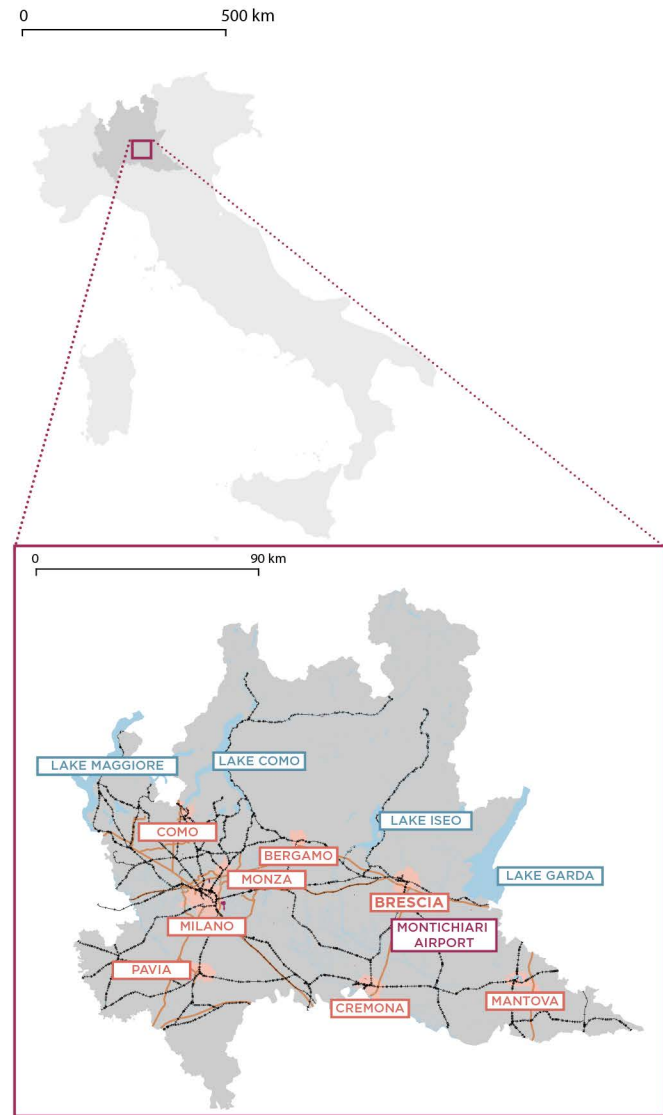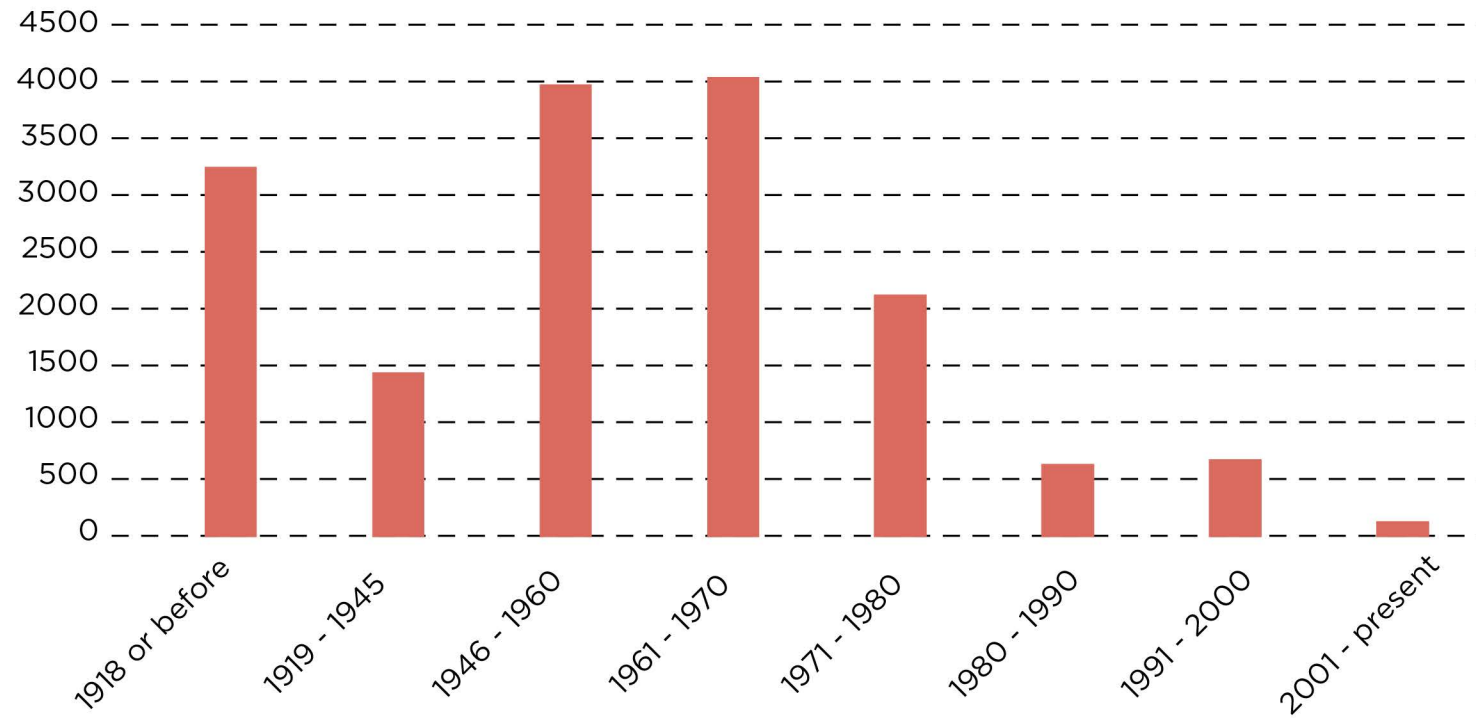
INTRODUCTION OF BRESCIA

Figure 17. Map of Brescia within Lombardy region

(Source: Author).

Graph 2. Period of building construction in Brescia, 2011

(Adapted from Source: Istituto Nazionale di Statistica, 2011).

Building Typologies in San Polo
- San Polo
- Social housing towers
- Private housing towers
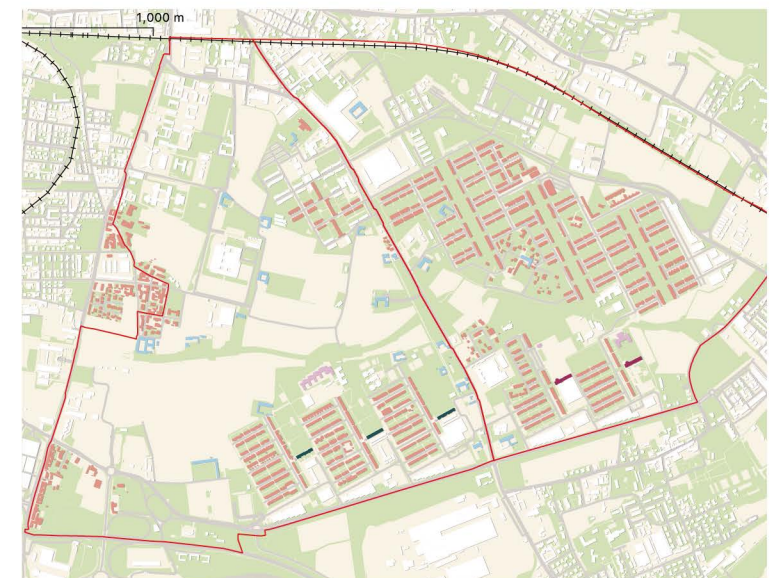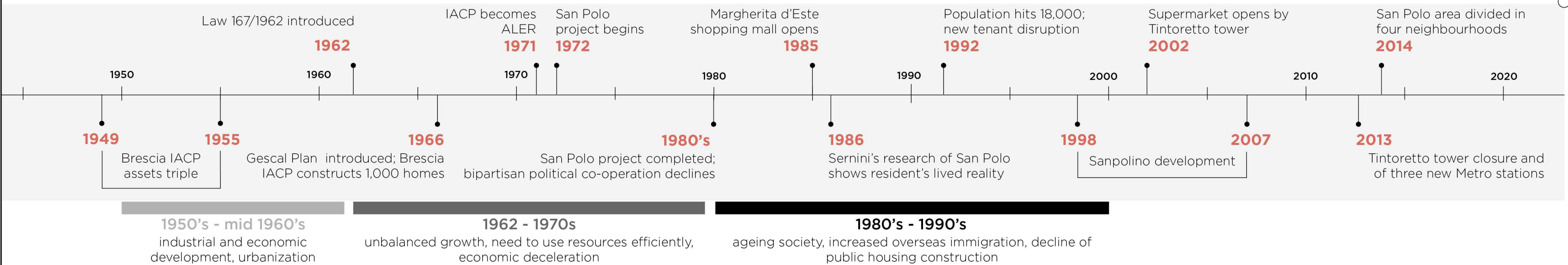- Private row and terraced housing
- Productive areas
- Services

Figure 18. Map of San Polo

(Source: Author).

Law 167/1962 introduced
1962

IACP becomes ALER
1971

San Polo project begins
1972

Margherita d'Este shopping mall opens
1985

Population hits 18,000; new tenant disruption
1992

Supermarket opens by Tintoretto tower
2002

San Polo area divided in four neighbourhoods
2014

1950   1960   1970   1980   1990   2000   2010   2020

1949
Brescia IACP assets triple

1955
Gescal Plan introduced; Brescia IACP constructs 1,000 homes

1966
San Polo project completed; bipartisan political co-operation declines

1980's

1986
Sernini's research of San Polo shows resident's lived reality

1998
Sanpolino development

2007

2013
Tintoretto tower closure and of three new Metro stations

1950's - mid 1960's
industrial and economic development, urbanization

1962 - 1970s
unbalanced growth, need to use resources efficiently, economic deceleration

1980's - 1990's
ageing society, increased overseas immigration, decline of public housing construction

CH. 3   CASE STUDY: BRESCIA, ITALY

INTERNAL & EXTERNAL SCALE OF PRIVATE APARTMENTS

Figure 20. Floor plans of three-floor private terraced housing in San Polo

(Adapted from Source: Benevolo, 1978a, p. 165).

Figure 21. Section of three-floor private terraced housing in San Polo

(Adapted from source: Benevolo, 1978a, p. 167).

Figure 19. Aerial photo of San Polo

(Source: Atti della XVII Conferenza nazionale SIU, L'urbanistica italiana nel mondo, 2014, p. 1457).

Figure 22. Private row housing in San Polo

(Source: Regione Lombardia, 2014)

Figure 23. Floor plan of three-floor private row housing in San Polo

(Adapted from Source: Benevolo, 1978a, p. 96).

Figure 24. Section of three-floor private row housing in San Polo

(Adapted from Source: Benevolo, 1978a, p. 98).

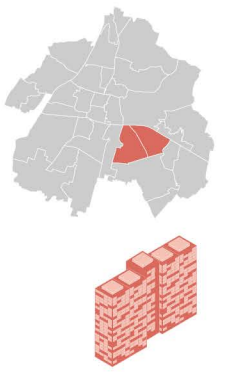# INTERNAL & EXTERNAL SCALE OF SOCIAL HOUSING TOWERS

Figure 25. Typical floor plan of social housing tower in San Polo

(Adapted from Source: Pugliese, 2005, p. 299).

Figure 26. San Polo social housing tower interior

(Source: CTRL Magazine, 2018).

Figure 27. San Polo social housing tower interior

(Source: Brescia Today, 2015).

Figure 28. San Polo neighbourhood

(Source: Atti della XVII Conferenza nazionale SIU, L'urbanistica italiana nel mondo, 2014, p. 1457).

CH. 3   CASE STUDY: BRESCIA, ITALY

NEIGHBOURHOOD SCALE: SAN POLO

Figure 29. San Polo neighbourhood

(Source: Regione Lombardia, 2014)

Figure 30. Map of cultural, recreational and educational facilities in San Polo, Brescia

(Source: Author)

Legend:
- San Polo
- Bike Routes
- Bus Routes
- Metropolitan Route

Home Care Services
- Socio-health residences for disabled
- Integrated Home Assistance
- Nursing Homes (RSA)
- Integrated Day Centres for Elderly, Day Centres for the Elderly
- Social Housing Offers for Elderly or Disabled

Cultural & Recreational Facilities
- Non-governmental organizations, social organizations
- Open Centres
- Religious Venues
- Recreational Facilities

Healthcare Facilities
- Pharmacies
- Hospitals

Figure 31. San Polo neighbourhood

(Source: Brescia Today, 2015)
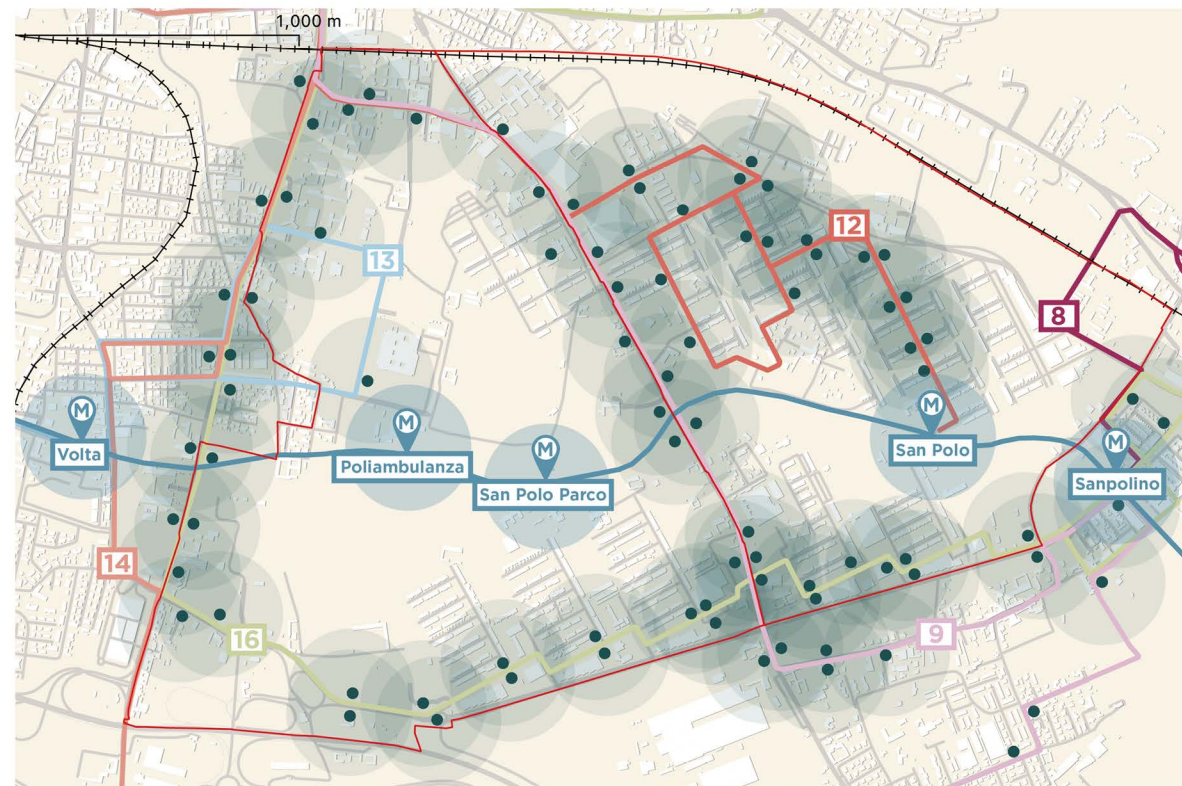
Figure 32. Map of bus routes and Metrobus in San Polo

(Source: Author)

Legend:
- San Polo
- Metropolitan Route
- Bus Stops
- 400 metre bus stop catchment area

Bus Routes in San Polo
- 8 San Polino - Castello di Serle
- 9 Violino - Buffalora
- 12 Fiumicello - Masaccio
- 13 Gussago - Poliambulanza
- 14 Stazione - Borgosatollo
- 16 Onzato - Sanpolino

CARE

Residual Social and Health Services

- complicated system of funding responsibilities and allocation for home and community care
- **lack of human resources,** unclear policy frameworks, **complex service delivery, limited eligibility criteria**

Fragmented Home Care Support

- "**demand for independent living services now far outstrips capacity**"
- better continuity of care, particularly in situations of chronic health monitoring (Laino & Montemurro, 2017, p. 46)

HOUSING

Physical Inadequacy of Public Housing Buildings

- "address the **housing crisis of both property-rich, cash-poor older adults and less established younger adults**" with "safe, affordable housing" and "capitalizing instead on existing housing stock" (Martinez et al., 2020, p. 9).

High Utility Costs And Energy Inefficiency

- wider issue of sustainability and prioritizing energy efficient residential design
- poor building materials resulting in **issues with architectural quality and maintenance**.

Need for Housing Adaptability

- most housing was constructed during a period when building codes did not include specialized regulations on building accessibility and adaptability
- **crowded floor plans, poor lighting or materials choices,** inaccessible bathroom fixtures, or width parameters for users with mobility devices.

ICT

Limited Health and Social Networks

- interoperability is "one of the main gaps of AAL technology" (Xavier Fadrique et al., 2019, p. 23).
- "**the integration of products from different manufacturers through common standards**" (Xavier Fadrique et al., 2019, p. 23).

- lack of home care services
- inequalities in access to health care
- no coordination

Community Hubs

- addressing local funding and allocation.
- issue of program silos and eligibility criteria
- reframing current health system
- prioritize home and community care
- a spectrum of measures, actions, and conditions
- local level organizational points
- one-stop access to services

Standardized Impact Indicator Measurement

- highlight grant effectiveness
- justify future long-term grants.
- data indicators on delivery of care, services, and supports
- account for output and outcome indicators

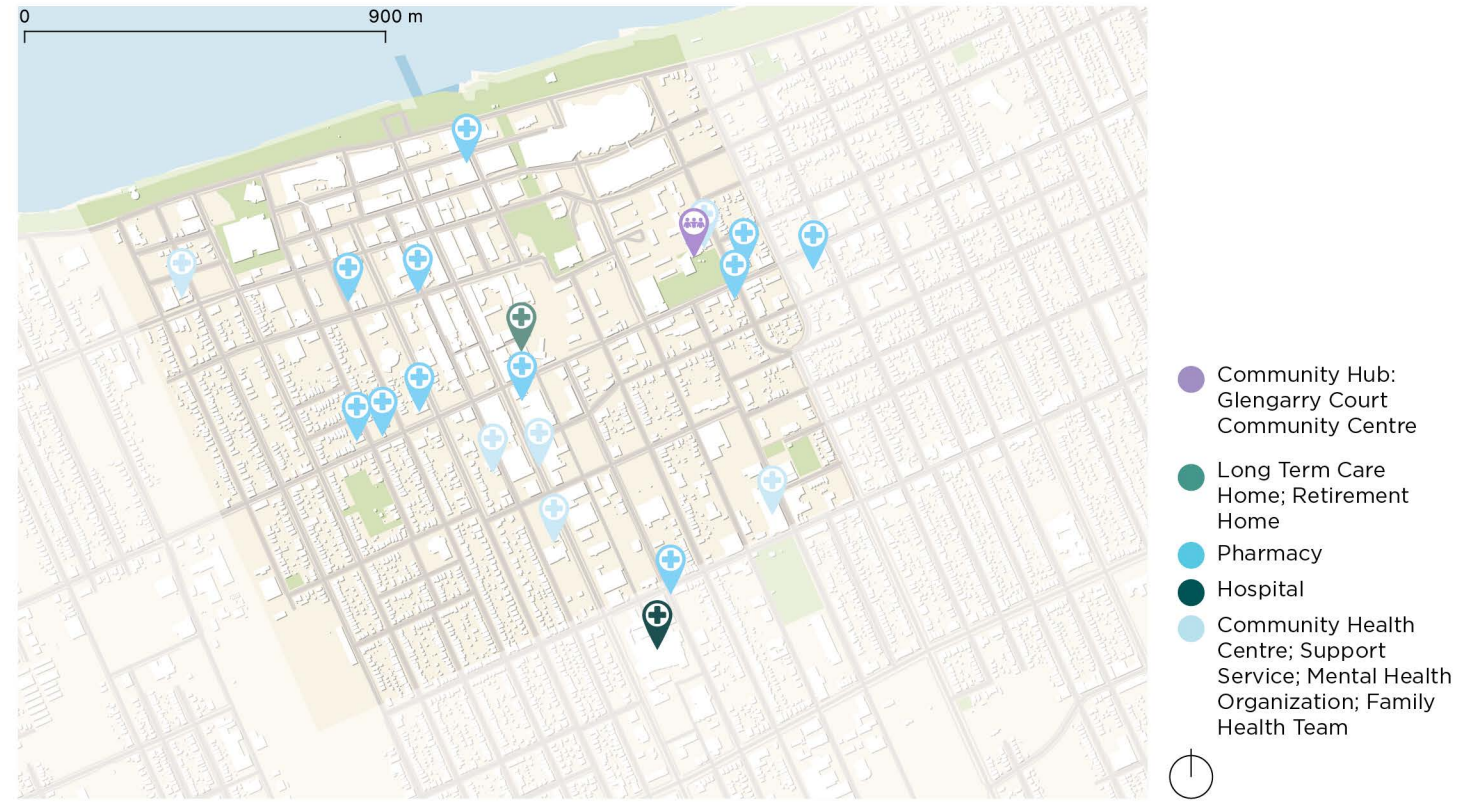**Residual Social and Health Services** ⟶ **Continuum of Care**

Community Hub: Glengarry Court Community Centre

Long Term Care Home; Retirement Home

Pharmacy

Hospital

Community Health Centre; Support Service; Mental Health Organization; Family Health Team

Figure 33. Proposed Continuum of Seniors' Care in City Centre, Windsor

(Source: Author)

PRIMARY CARE   SPECIALIZED CLINICS AND LABS   EMERGENCY CARE

SPECIALIZED SENIORS HOUSING
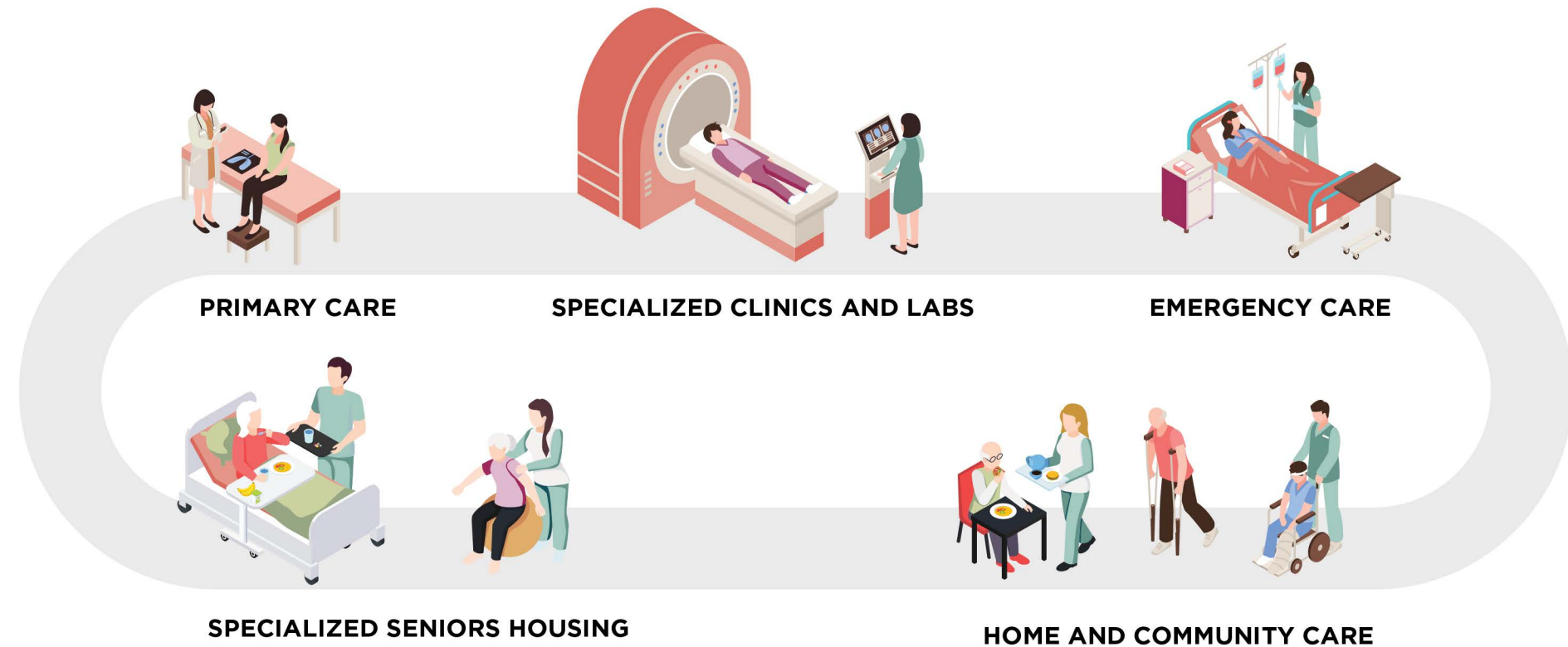
HOME AND COMMUNITY CARE

Figure 34. Diagram of Continuum of Seniors' Care

(Source: Author)

- demand for independent living services
- long waiting lists
- fragmented local health facilities

Hub and Spoke Model

- deliver person-centred care
- actively managing access to mix of services
- hubs (multi-storey supportive housing sites) with attendant staff
- spokes (private homes) with outreach services
- Instrumental Activities of Daily Living
- collaboration between local organizations and institutions

Existing health care facilities adapted into community hubs

Existing social organizations adapted into community hubs

Existing social housing adapted into community hubs

Figure 35. Proposed Neighbourhoods of Care in San Polo, Brescia

(Source: Author)

Outreach Services Only

Supportive Housing

General Housing
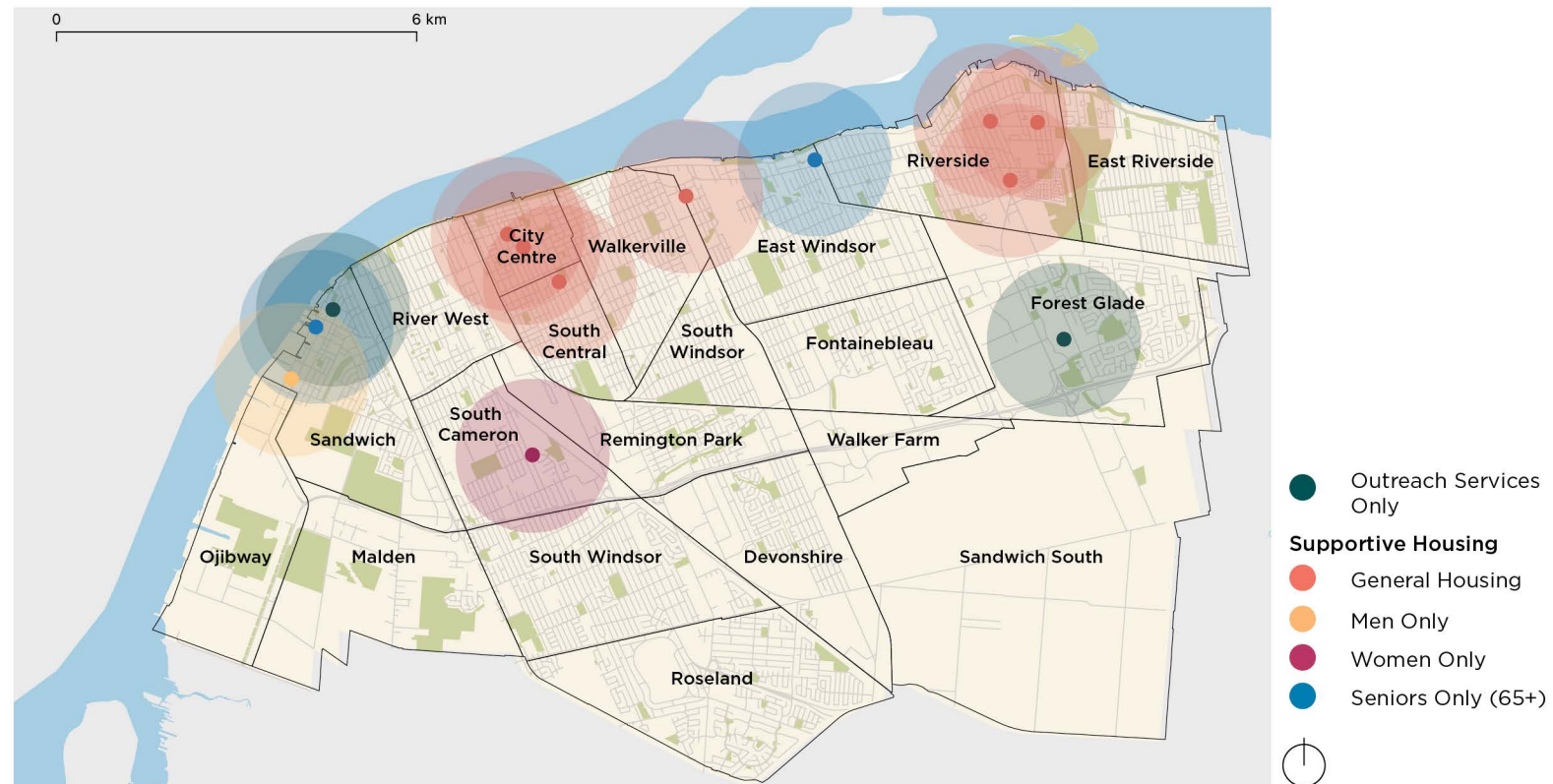
Men Only

Women Only

Seniors Only (65+)

Figure 36. Map of Assisted Living Southwestern Ontario (ALSO) network in Windsor

(Source: Author)

- maximize smaller households, empty rooms
- property-rich, cash-poor elderly and less established younger adults
- universal or accessible design features

Senior Cohousing

- adapt naturally occurring retirement communities into senior cohousing
- presence of healthcare services

Additional Dwelling Units

- self-contained residential units within dwellings or accessory structures
- incentives via tax subsidy and grant programs
- secondary source of income
- maximize existing neighbourhood networks

Intergenerational Homesharing

- transactional housing model
- older adults who are private homeowners and young adults in search of accommodation
- overseen by an external agency
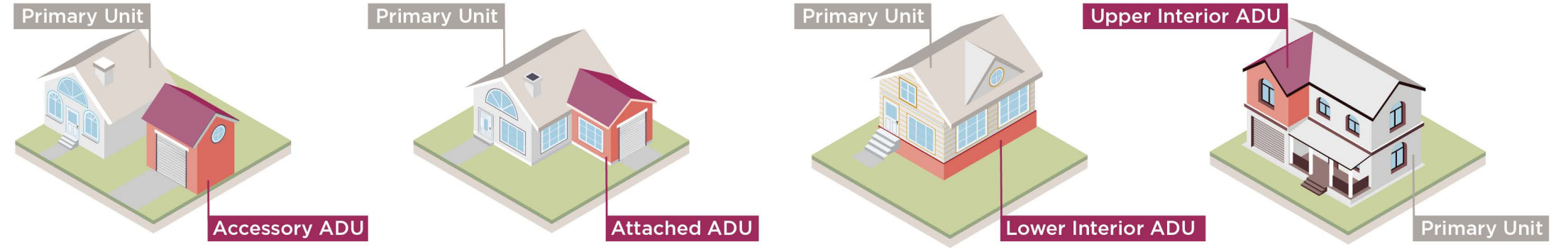- companionship or household assistance hours

Figure 37. Examples of additional dwelling units for detached houses
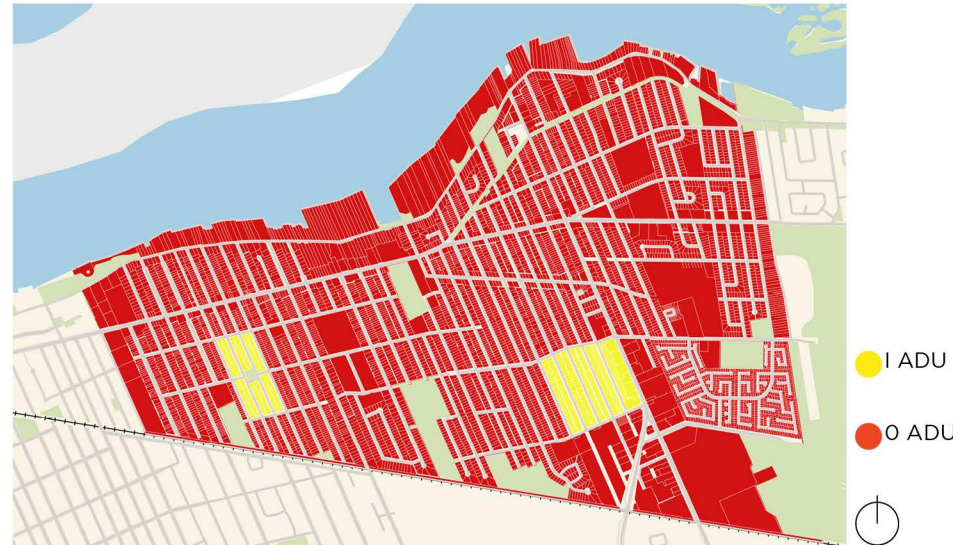
(Source: Author).

Figure 38. Map of existing Additional Dwelling Units in Riverside
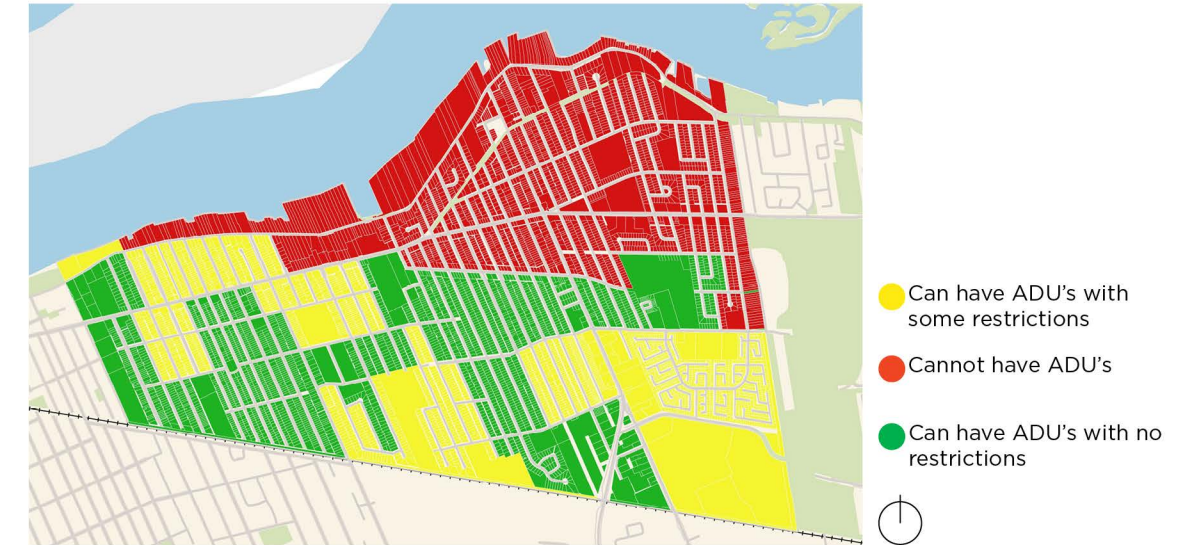
(Source: Author).

I ADU
0 ADU

Figure 39. Map of neighbourhood suitability for Additional Dwelling Units in Riverside
(Source: Author)

Can have ADU's with some restrictions
Cannot have ADU's
Can have ADU's with no restrictions

Figure 40. Proposed Alternative Housing in Riverside private detached housing

(Source: Author)

Family members of older adults

Older adults living with family

Live-in caregivers

Student renters
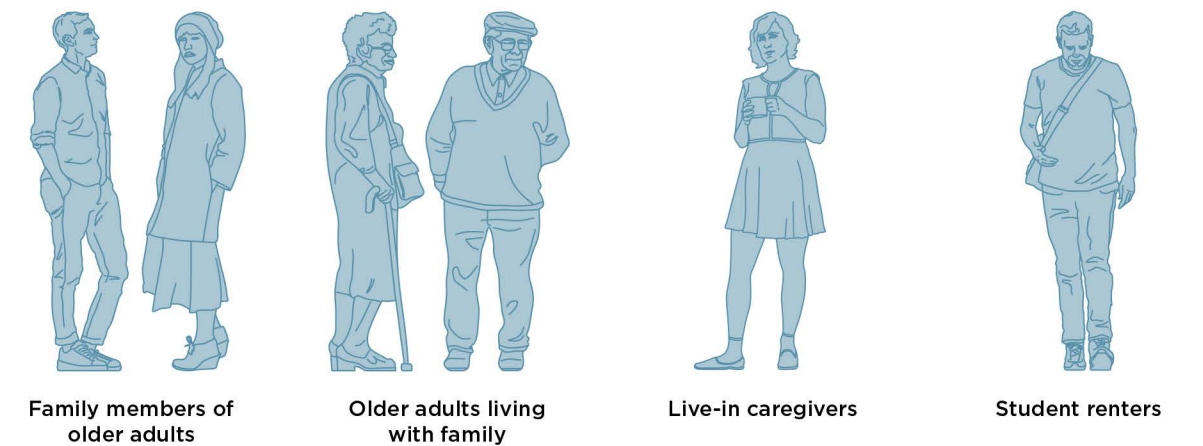
- energy inefficiencies
- high utility bills
- poor architectural quality and maintenance
- excessive bureaucracy

Legislation for Energy Efficient Retrofitting

- improve building performance
- alleviate high utility bills
- legally require energy efficient improvement
- targeting city-owned and regionally owned social housing

Figure 41. Diagram of Luca Peralta Studio's proposal for Tintoretto Tower

(Source: Luca Peralta Studio - Design & Consulting, 2013).

Figure 42. Rendering of Luca Peralta Studio's proposal for Tintoretto Tower
(Source: Luca Peralta Studio - Design & Consulting, 2013).

Figure 43. Rendering of Luca Peralta Studio's proposal for Tintoretto Tower
(Source: Luca Peralta Studio - Design & Consulting, 2013).

Financing Energy Efficient Retrofitting

- Energy Performance Contracts (EPC)
- cash flow generated by energy savings repays related debt
- expert knowledge via subsidized energy audits

Databases on Residential Building Stock

- information on energy consumption, building types, age of construction, energy poverty levels

Standardized Retrofitting Packages

Figure 44. Diagram of NowHouse Retrofit project interventions

(Source: Alex Quinto, 2008).

Figure 45. Rendering of Luca Peralta Studio's proposal for Tintoretto Tower

(Source: Luca Peralta Studio - Design & Consulting, 2013).

- pre-packaged retrofitting bundles for specific building types
- increased project predictability and project volumes
- property-assessed financing links efficiency investment to the structure

- lack of legislation or funding
- cost of home modifications
- lack of ground floor units, elevators

Harmonization of Policies & Legislation on Adaptability and Accessibility

- increase accessibility for seniors who become disabled
- accommodate changing demographic needs
- increase space within a property or unit
- bottom-up representative groups

Certification for Contractors and Professionals

- accredition to renovate residential structures
- encourage homeowners to consider home adaptations
- a consultancy service for older adults

Funding Home Accessibility and Adaptability Renovations

- applicant criteria to maximize potential beneficiaries
- converting guest rooms
- refurbishing kitchen or bathrooms
- adding elevators, ramps
- organizing living space on ground floor

Figure 46. SaV Program floor plan of bathroom before adaptation
(Source: Cazzoletti & Cretti, 2010, p. 35).

Figure 47. SaV Program photo of bathroom before adaptations
(Source: Cazzoletti & Cretti, 2010, p. 36).

Figure 48. SaV Program photo of bathroom before adaptations
(Source: Cazzoletti & Cretti, 2010, p. 36).

Figure 49. SaV Program plan of proposed adaptations for bathroom
(Source: Cazzoletti & Cretti, 2010, p. 37).

Figure 50. SaV Program photo of bathroom after adaptations
(Source: Cazzoletti & Cretti, 2010, p. 39).

Figure 51. SaV Program photo of bathroom after adaptations
(Source: Cazzoletti & Cretti, 2010, p. 39).

Figure 52. Proposed Adaptable Homes Program in City Centre, ground floor

(Source: Author)

- limited to research and development
- interoperability and data integration
- telemedicine standards have little efficacy

Standardization of User-Generated Data

- Interoperability
- compatibility of user-generated health data
- standardized definition for assistive technologies
- avoid vendor silos

Financing Internet Access & Internet-Enabled Devices

- funding Internet access and Internet-enabled devices through partnerships
- address digital divide

Integrated Telemedicine Network

- collaboration between public healthcare, hospitals and community care providers
- link primary care and specialized care

Digital Literacy Programs

- equitable opportunities for older adults
- mentor older adults in Internet safety and web-based programs
- target underrepresented socioeconomic groups

Social Calls Buddy Program

- phone or web-based social visits between seniors and volunteers
- social context as a driver for participation
- existing cultural organizations serving as community landmarks

Help Alert Detection
Health Monitoring Devices
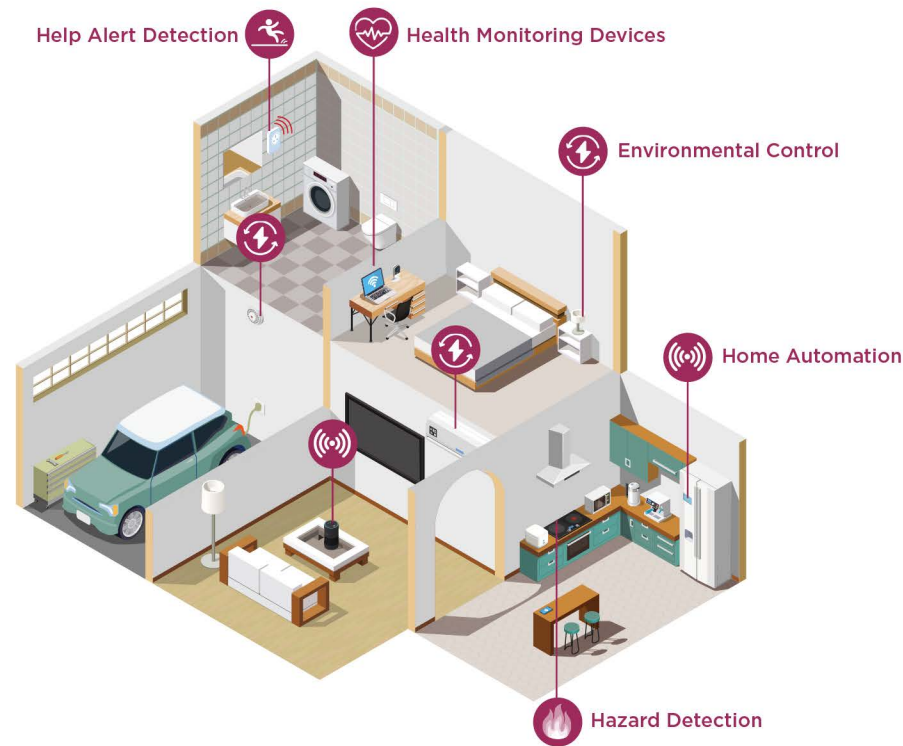Environmental Control
Home Automation
Hazard Detection

Figure 53. Tutti in Piazza virtual conference project by Korian

(Source: Author).

Figure 54. Tutti in Piazza virtual conference project by Korian

(Source: Korian, 2018).

PRIMARY CARE
COMMUNITY CARE
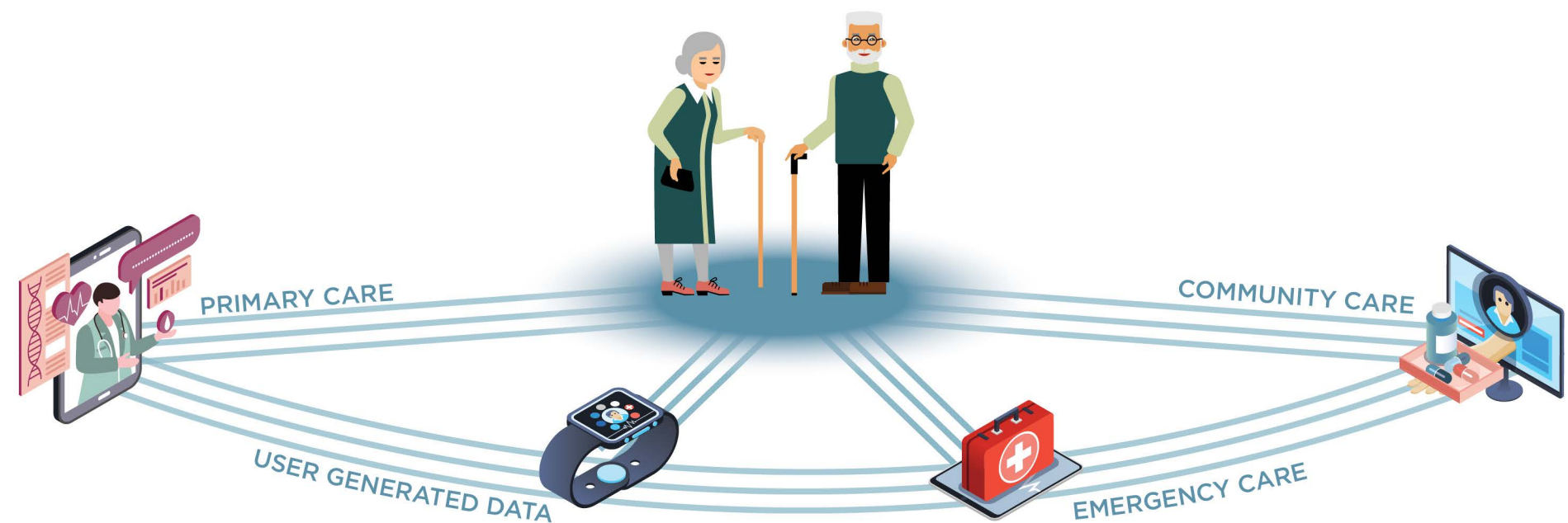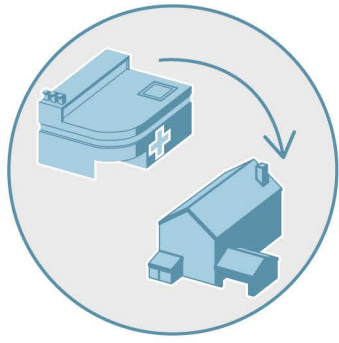USER GENERATED DATA
EMERGENCY CARE

Figure 55. Examples of AAL technologies and their insertion in the home

(Source: Author).

I. AGEING IN PLACE IS INCREASINGLY BECOMING AN ALTERNATIVE TO INSTITUTIONALIZATION BY CONSIDERING THE PERSPECTIVE OF OLDER ADULTS, reflecting a paradigm shift in the traditional understanding of older adults as passive consumers of long term care, as opposed to actively shaping their transition in the Third Age. This is acknowledged in participatory planning proposals that adopt the perspective of older adults agency to modify their housing situation and home and community care options.
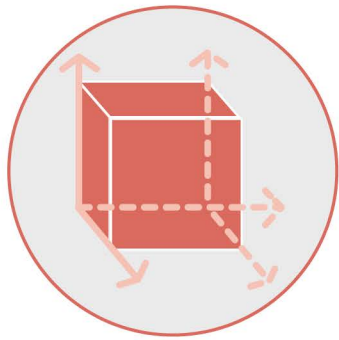
II. AGEING IN PLACE IS A MULTI-FACETED CONCEPT ENCOMPASSING MULTIPLE DIMENSIONS AND DICHOTOMIES, including different geographic spatialities, varied levels of urban morphology, formal and informal networks, and concrete or abstract representations. The proposals recognize these multidimensionalities by including different housing typologies and urban morphologies, and integrating institutional and familial networks with material and social conditions for ageing in place.

III. AGEING IN PLACE HAS POTENTIAL AS A VISIBLE AND ACCOUNTABLE POLICY TARGET, by providing a means to qualitatively and quantitatively assess relevant programs and policies for older adults in various fields. This capacity for transparent evaluation of multiple variables is increasingly important considering the heterogeneity of older adults as a demographic group.
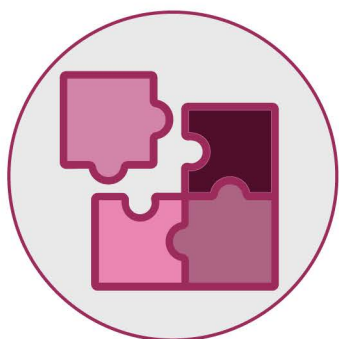
IV. AGEING IN PLACE HAS THE CAPACITY TO INTEGRATE FRAGMENTED LOCAL LEVEL POLICIES INTO A UNIFIED PLAN, consolidating relevant policies related to care, housing, the environment, urban planning, transportation, among others. This has important implications for urban planners and policy makers, but also government institutions, non-profit organizations, research consortiums, service providers and healthcare institutions whose current work areas overlap.

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