

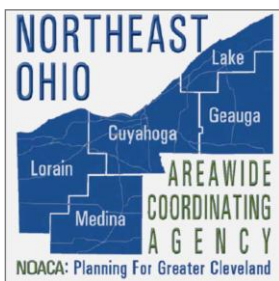
NOACA

REGIONAL TOD SCORECARD AND IMPLEMENTATION PLAN

PART III: AGING-IN-PLACE STRATEGY

NOVEMBER, 2016

AECOM



Cleveland
Neighborhood
Progress



Contents

1	Introduction.....	1
2	Aging-in-Place Communities.....	2
2.1	Defining Aging-in-Place.....	2
2.2	AIP Community Types.....	3
2.3	AIP in a No- to Low-Growth Setting.....	4
2.4	Aging-in-Place and TOD.....	6
3	Zoning and Land Use Regulation.....	8
3.1	Update Codes.....	8
3.2	Increase Housing Options.....	9
4	Mobility Services.....	12
4.1	Increase Potential Ridership.....	12
4.2	Increase Mobility Choices.....	13
5	Complete Streets and Pedestrian Design.....	14
5.1	Upgrade Roads for Pedestrian Safety.....	14
5.2	Create a Seamless, Interconnected Pedestrian Environment.....	15
5.3	Make Places Work for Ageless Living.....	15
5.4	Incorporate Open Spaces.....	16
6	Outreach and Marketing.....	17
6.1	Stakeholder Engagement.....	17
6.2	Engaging Seniors.....	17
6.3	Educating Seniors on Transit and Technology.....	18

List of Tables

Table 1: Aging-in-Place Community type by TOD Place Typology.....	4
Table 2: Summary of NOACA's Aging-in-Place Strategy	7

List of Figures

Figure 1: Density of Householders 55 Years or Older in Relation to Transit Lines.....	2
Figure 2: NOACA MSA 65+ Population	4
Figure 3: NOACA MSA 65+ Population as a Percentage of the Adult Population (> 19 years)	5
Figure 4: NOACA MSA 65+ Population Home Movement.....	11

1 Introduction

Seniors are becoming an ever-larger portion of the Greater Cleveland population as the Baby Boomer generation transitions to senior status. By 2030, Ohio's over-60 population will grow by 47%, far outpacing the overall Ohio population growth of just 2%. The population of persons over the age of 85 will grow 160% by 2050.¹ These anticipated changes create a significant local, regional, and statewide need to plan for housing and services for this large aging population.

Traditionally, planning for "senior needs" has focused on assisted living facilities, nursing homes, and care giving services. This approach focused on health and daily services for disabled seniors, with far less emphasis on housing and services for active independent persons. However, as Baby Boomers age they are breaking the traditional "senior" assumptions and generating demand for autonomous, active settings in proximity to services. Ohio population statistics show Baby Boomers are living longer than their predecessors, are continuing to work full or part time based on necessity or desire, and many prefer to stay in their homes as long as possible.² Furthermore, a quarter of seniors nationwide are not confident their communities will have the resources and services they need to maintain a healthy, active lifestyle. A new approach is needed to address contemporary Aging-in-Place realities and support healthy, functional communities that meet the needs of an aging population.

In the NOACA region, these trends are resulting in seniors staying in their homes (94.7% of seniors); the vast majority of seniors are living in single-family detached homes (76.2%).³ Figure 1 illustrates where senior households are located across the NOACA region. Seniors are spread out across the region, with clusters of seniors occurring only sporadically (along the Lakefront, along portions of the Red Line and the Rapid, and occasional clusters on primary bus routes). This snapshot documents the challenges of meeting the needs of seniors as they continue to live in single-family homes located in auto-dependent communities. This decentralization requires increased transportation range or long vehicular trips to reach employment (approximately 15% of NOACA seniors remain active in the labor force), daily needs, and health and community services. Challenges also arise in the siting and distribution of health providers, aging services, and centralized community facilities.

Aging populations create new challenges as their needs and abilities change. They also create new challenges for regions, local governments, and transit agencies. Nationwide conversations are focusing on increased public spending responsibilities related to health care, social services, and transportation. Regional and local Aging-in-Place strategies are necessary to evaluate the gap between traditional solutions (nursing homes and paratransit) and place-based solutions that provide housing types and services to meet the needs of the contemporary senior population and the community at large.

Aging-in-Place is not a concept strictly about senior care. It is about creating complete, livable communities that meet the needs of a dynamic population; creating healthy environments with access to services, good food, mentally and spiritually restorative places, and where exercise comes routinely from walking and biking about. NOACA approaches Aging-in-Place as an integral component of a community-

¹ Scripps Gerontology Center at Miami University. (June 2015) *The Road to Balance: Two Decades of Progress in Providing Long-Term Services and Supports for Ohio's Older Population*. Retrieved June 2016 from

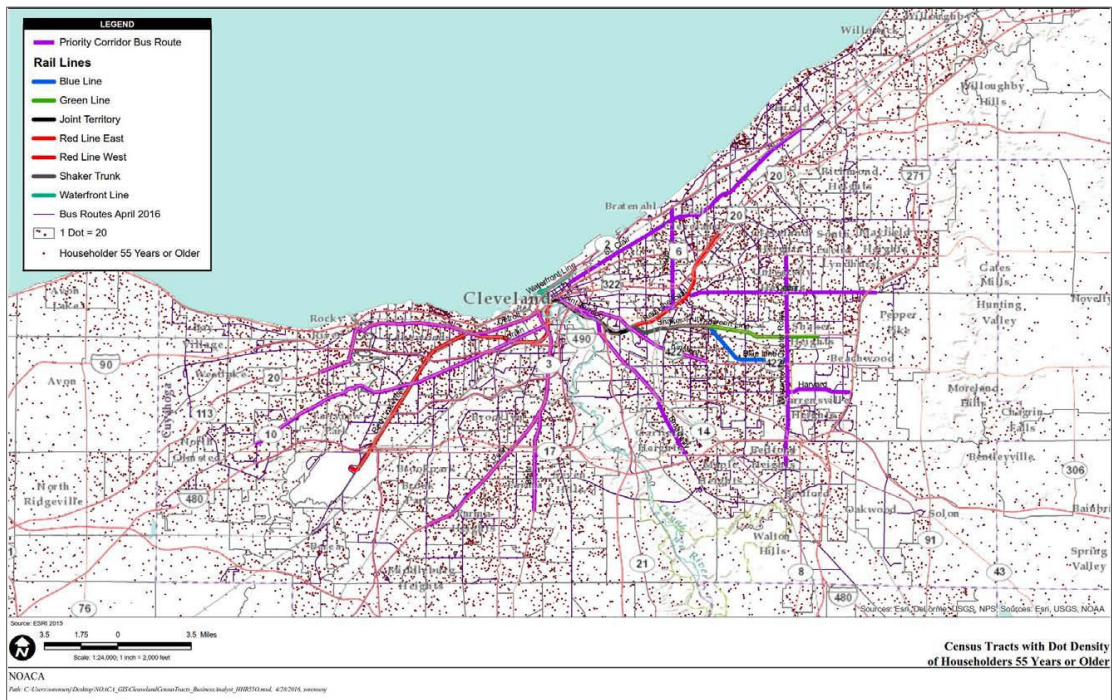
² Ohio Department of Aging (2015) *Well Beyond 60! The Road to Balance, SFY 2015 Annual Report*. Retrieved June 2016 from ; and AARP. (2012) *United States of Aging Survey*. Retrieved June 2016 from <https://www.ncoa.org/news/resources-for-reporters/usoas-survey/>.

³ ACS 2006-2010 Cleveland-Elyria-Mentor OH Metro Area; Ohio Development Services Agency Population Characteristics and Projections by County, 2013.

servicing TOD strategy. To further that goal, technical program elements of an Aging-in-Place strategy and specific local and regional actions are discussed in this report.

NOACA’s role will be to continue the discussion and promotion of this topic with the network of local seniors, elder care providers, and community stakeholders in the context of transit-oriented development, millennial migration, and other regional trends. As a regional voice for smart growth and TOD, NOACA has a strong interest in promoting Aging-in-Place strategies. With the senior community especially, targeted awareness and education is critical in building support for new approaches to living and travel. NOACA can empower local jurisdictions by supporting data-driven analysis to inform local and regional strategies.

Figure 1: Density of Householders 55 Years or Older in Relation to Transit Lines



The components of this Aging-in-Place strategy are built on the Best Practices Aging-in-Place Matrix, which appears in the Appendix. Best practices were researched and translated into recommended actions that can be taken together or used as a menu to develop Aging-in-Place solutions that align with TOD strategies appropriate for each locality.

2 Aging-in-Place Communities

2.1 Defining Aging-in-Place

Aging-in-Place (AIP) is a term used to describe the ability of seniors to live in their residence of choice for as long as they are able. It takes place during the senior years of life as people’s lifestyles, ability levels, and daily needs evolve with advancing age. Enabling people to remain in their chosen home or

community for as long as possible avoids the costly option of institutional care and is therefore favored by policy makers, health providers, and by many older people themselves.⁴

Aging-in-Place is a continuum of accessibility and place-making options to create the best living situation for each senior at his or her stage of aging. The World Health Organization identifies a range of options and components that create an “age-friendly” community.⁵ These features range from transportation to outdoor spaces, social inclusion, and housing. No single housing type, set of services, or home improvement solutions will adequately address all seniors. Rather, a thoughtful community approach to Aging-in-Place will incorporate a range of solutions for seniors to self-select their lifestyles. Given the universal nature of many Aging-in-Place strategies and improvements, incorporating these features increases community accessibility and safety for people of all ages.

Aging-in-Place can focus on the condition and accessibility of a single home with wider doorways, flush floors, and appropriately scaled counters and fixtures. It also includes community-scaled improvements for a range of housing types, better designed streets and sidewalks, and broadening mobility options. Both approaches serve seniors to the same degree they serve children, a range of disability and ability levels, and people of all ages.

Aging-in-Place looks at community-wide improvements that create a suite of choices to serve the range of people and abilities for persons over 60. Gaps exist in the provision of housing, accessibility to services, and strategic approach to supporting active, healthy lifestyles for aging persons. A quality Aging-in-Place community will provide options for the entire spectrum of persons between middle-age independent living and full-care elderly living.

2.2 AIP Community Types

In this document, Aging-in-Place strategies address either or both of two community types:

New formation AIP Neighborhoods. New formation Aging-in-Place neighborhoods are developments or redevelopments designed to attract seniors based on design, amenities, and location. These occur purposefully as seniors choose to live in settings that are more appropriate and conducive to an aging lifestyle. Housing types tend to be in small-lot, multi-family, or “urban” configurations allowing for individual living space without individual maintenance responsibilities. New formation AIPs can occur in mixed-use areas, near transit, or as standalone developments with on-site services. Newer housing communities of any density with smaller home size or yard size can also create a higher population of seniors downsizing or right-sizing their homes. Strategies and policies targeting new formation communities can be aligned with TOD, including infill in town or neighborhood centers. Based on existing regional demographic trends, the volume of new formation AIPs is expected to be low. Nonetheless, wherever new formation of AIPs does occur, purposeful planning and design are required.

Naturally Occurring Retirement Communities (NORCs). NORCs are concentrated populations of seniors or aging individuals, generally constituting more than 55% of the neighborhood population, that reside naturally in any form of housing without “purposefully” relocating to an aging community. This is happening organically in the NOACA region as people choose to remain in their long-term single-family homes or existing housing developments. Transportation and provision of services are more challenging

⁴ World Health Organization. (2007). *Global age-friendly cities project*. Retrieved June 2016 from www.who.int/ageing/age_friendly_cities_network.

⁵ World Health Organization. (2007). *Checklist of Essential Features of Age-Friendly Cities*. Retrieved June 2016 from http://www.who.int/ageing/publications/Age_friendly_cities_checklist.pdf.

in these settings as traditional neighborhoods tend to be auto-centric and not necessarily located in proximity to health or social services. Strategies and policies for NORCs will focus on providing elder services, recreation, mobility and transit services and improvement of pedestrian and bicycle facilities. Addressing NORCs will impact existing communities and require modified land use and zoning standards. However, based on the NOACA statistics of seniors remaining in their home, there is the potential to reach a high population of seniors interested in aging in place and needing support to do so.

Table 1 identifies the AIP community types that best align with NOACA’s TOD Place Typology to support integration of these strategies.

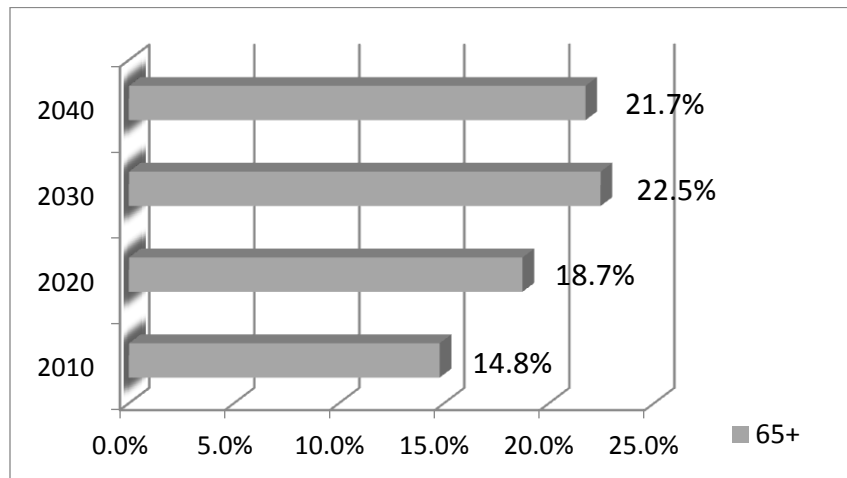
Table 1: Aging-in-Place Community type by TOD Place Typology

Aging-in-Place Community Type	TOD Place Typology						
	Metro Core	Town Center	Neighborhood Center	Main Street	Neighborhood Residential	Industrial /Transitional	Special Destination
New Formation							
NORC							

2.3 AIP in a No- to Low-Growth Setting

Aging-in-Place strategies are of heightened value in slow- to no-growth settings. As discussed in the TOD Program, the NOACA region is experiencing a general long-term population decline. In the face of this decline, the senior population is growing as a larger and longer-living cohort. Figure 2 illustrates the projected population of persons over age 65 in the NOACA region. The senior population is outpacing general population growth in the area, and seniors are projected to comprise over 22% of NOACA residents by 2030. These numbers become even more significant when weighting the population over 65 as a percentage of the adult population (the region’s home buyers, renters, and workers), as illustrated in Figure 3.⁶

Figure 2: NOACA MSA 65+ Population⁷

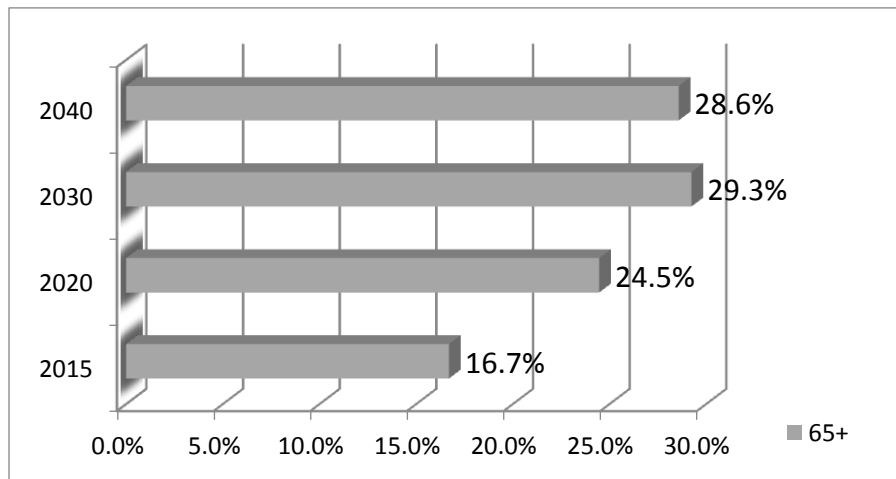


⁶ Source: ACS 2006-2010 Cleveland-Elyria-Mentor OH Metro Area; Ohio Development Services Agency Population Characteristics and Projections by County, 2013.

⁷ Ibid.

Where growth and investment is limited, a focus on providing for the needs of seniors may seem counter-intuitive. However, based on the large cohort that seniors represent, revitalization and any development occurring in TOD settings that does not address AIP is ignoring a significant (24% or higher) portion of the adult, economically-contributing population.

Figure 3: NOACA MSA 65+ Population as a Percentage of the Adult Population (> 19 years) ⁸



Many of the AIP programmatic features (lifestyle setting, housing types, transit access, access to services) have a strong correlation with the features desired by millennials and addressed through mixed-use, walkable TOD. Settings that are successfully designed to serve the needs of seniors to lead autonomous and active lives will likely be desirable to millennials, and vice versa. Together the Baby Boomer and millennial generations represent 49.5 percent of the Greater Cleveland population.⁹ Well-designed AIP solutions will serve this half of the population and the broader community in general by providing ageless amenities that improve the housing and transportation access conditions across generations. In a low- to no-growth setting where development is concentrated in TOD settings like University Circle and Gordon Square, TOD becomes important to the region's ability to retain its aging boomer generation.

The lack of regional growth, however, creates a dilemma for people wanting to downsize and relocate to a TOD setting, particularly owners of moderate-priced homes. In cities experiencing growth with appreciating real estate values, the ability to sell a house, move to more affordable for-sale or rental housing, and apply part of their equity to retirement savings is a common financial strategy. However, this strategy is premised on finding a buyer willing to pay a price that creates equity income. In slow growth or declining markets, the buyers are fewer and prices are suppressed, even declining. Even if a buyer is found, prices are low such that the equity could be limited or non-existent, even negative. Many seniors who have single-family or larger homes also find that they must provide not only for themselves, but for their grown children, extended family, or even long-living parents as well, and feel tied to their traditional houses, many of which are in auto-oriented suburban settings not near good transit service. This means that in addition to incorporating Aging-in-Place strategies into TOD, the region also needs to enhance senior-friendly mobility services in places where seniors already live.

⁸ Ibid.

⁹ The Cleveland Foundation, *The Fifth Migration: A Study of Cleveland's Millennials* (2015); p. 2 (from US Census, American Communities Survey).

2.4 Aging-in-Place and TOD

TOD assumes that pedestrians, bicyclists, and drivers can easily access transit services at or near their homes, jobs, or schools, allowing transit investments to serve a broad range of people. By contrast, the senior community is often served by transit and paratransit separately, based on facility location and the range of ability services required. If TOD is planned and designed for age inclusivity, features that benefit seniors will make TOD districts more effective as centers for services and multi-modal connectivity for people of all ages. The solutions identified by the American Planning Association (APA) and the American Association of Retired Persons (AARP) as successfully serving senior needs align strongly with the foundational ingredients of successful TOD, as described in NOACA's TOD Program:

- A rich mix of land uses. A range of neighborhood, health and recreational services are available within walking, biking, and transit access. Colocation of uses is a senior-focused approach to mixed-use development allowing a stimulating, socially connected setting, enabling walking to nearby destinations, and more efficient use of the transit system. NORCs can benefit from location of retail and services in their neighborhoods to create more complete communities; new formation AIPs should be located in or adjacent to mixed-use settings.
- A safe, inviting, and interconnected public realm. Research finds that physically and socially active persons lead healthier lives. Incorporation of quality public realm and recreation spaces allows for more time outdoors, offsetting the smaller unit size typical of TOD or New Formation AIPs. Pedestrian-friendly settings allow seniors to be more independent, active, and mobile for daily needs.
- A new approach to parking, which is often a major influence on development costs and, therefore, feasibility. Aging populations are prime candidates for lower parking ratios as they tend to reduce their reliance on and ownership of vehicles. Aging-in-Place homes, developments, and neighborhoods should be developed or retrofitted with lower parking ratios, providing greater opportunity for enhanced public realm, economic activity, and recreational space. The emergence of car sharing services reduces parking demand even more, especially for retail and everyday services in NORCs.
- Development that is compact and dense. Aging-in-Place in a TOD setting can take advantage of increased density by reducing the individual home or unit footprint, recalibrating home or unit types to suit the needs of older adults living alone or in pairs. The design of residential development integrates minimal open space per unit, providing instead common open space for gathering and ease of maintenance. In some cities, communal housing for assisted and active populations that share common-area facilities like a “big kitchen”, library room, or living room is a strategy for reducing housing costs and building support networks.

NOACA's Aging-in-Place Strategy is summarized in Table 2 and presented in detail in the sections that follow. Each component can be initiated by assessing opportunities and weaknesses in a given community. AARP has developed an on-line livability index calculator as a high-level, place-based assessment of senior livability metrics.¹⁰ Local and regional evaluation of each Aging-in-Place component can clarify needs, identifying strengths to capitalize on and weaknesses to address.

Local and regional evaluation of each Aging-in-Place component can clarify needs, identifying strengths to capitalize on and weaknesses to address.

¹⁰For more information <https://livabilityindex.aarp.org/>.

Table 2: Summary of NOACA's Aging-in-Place Strategy

Program Element	Brief Description
<i>Zoning and Land Use</i>	
1. Update Codes	<ul style="list-style-type: none"> Evaluate, update, and align codes to enable mixed-use development with appropriate senior housing types in proximity to services.
2. Increase Housing Options	<ul style="list-style-type: none"> Increase housing options through seniors by updating housing type, lot type, unit size definitions. Include ancillary dwelling units (ADUs).
<i>Mobility Services</i>	
1. Increase Potential Ridership	<ul style="list-style-type: none"> Enhance access/reason to ride by strategically locating Aging-in-Place neighborhoods/developments, services, health providers, community services within TOD areas or corridors.
2. Increase Mobility Choices	<ul style="list-style-type: none"> Incorporate emerging on-demand mobility services into the transit ecosystem, in a senior-friendly way. Reevaluate parking ratios to prioritize other modes of access.
<i>Complete Streets and Pedestrian Design</i>	
1. Upgrade Roads for Pedestrian Safety	<ul style="list-style-type: none"> Require complete street upgrades to broaden the pedestrian realm and integrate safer conditions for all users.
2. Create a Seamless Pedestrian Realm	<ul style="list-style-type: none"> Design block sizes to be manageable (300-450 feet) with clear, safe and direct pedestrian connections. Provide pedestrian facilities and destinations in combination with mixed-use development to create connected places. Design pedestrian routes with clear alignment and way-finding.
3. Make Places Work for Ageless Living	<ul style="list-style-type: none"> Design sidewalks with ample width, amenities, and lighting. Design pedestrian spaces with safe and durable paving materials. Design and budget for seasonal safety.
4. Incorporate Open Spaces	<ul style="list-style-type: none"> Promote walking and multi-modal accessibility by incorporating third-place and outdoor spaces along corridors and pedestrian routes.
<i>Outreach and Marketing</i>	
1. Stakeholder Engagement	<ul style="list-style-type: none"> NOACA will continue the policy discussion with local and county officials, transit and paratransit providers, senior centers, developers, health care institutions, care and service providers, places of worship, etc. “Drill-down” discussions at the county or city level.
2. Senior Outreach	<ul style="list-style-type: none"> Public outreach campaign, via traditional and electronic means, to gain seniors’ input into housing, transit, services, lifestyle.
3. Educate Seniors on Transit	<ul style="list-style-type: none"> Advocate for transit ridership from an ease of use and household budget standpoint. Educate seniors about mobile technology usage and the range of transit and ridesharing options available in addition to traditional paratransit..

3 Zoning and Land Use Regulation

A neighborhood or community that serves the lifestyle needs of seniors will combine age-calibrated housing solutions with access, transit, and services. Traditional assisted living facilities tend to be in high-traffic areas or suburban locations that make senior transit access and walkability impractical. An AIP strategy should locate housing for proximity to needs, services and safe environments, and may include a range of housing types that suit seniors of different ages and ability levels, enabling incremental movement within a stable community as lifestyle and care needs change.

Many of the existing Euclidian zoning codes in the NOACA region and across the Midwest have been implemented for decades to create use-separated, auto-oriented communities. Zoning and land use changes can help define and appropriately site elderly housing opportunities near transportation improvements, transit services, health care, and social services. The following actions can be taken to enable integrated planning strategies supportive of Aging-in-Place.

3.1 Update Codes

NOACA encourages land use jurisdictions throughout the region to evaluate and update , as appropriate, their local codes (zoning, building, open space, parking) to align with TOD and transit strategies. Well-aligned and cohesive zoning that supports quality TOD and Aging-in-Place will incentivize investment near transit stops across the region on a market-driven basis rather than within “path of least resistance” locations.

- A. Encourage TOD and Aging-in-Place or other senior-focused housing solutions as a common feature of each municipality’s code. The Mid-Ohio Regional Planning Commission published *Whitepaper: The State of Zoning in Central Ohio* in April of 2014. The whitepaper looks at the level and type of regulation, including competitive and overlapping regulations that impede overall regional development. While the numbers may be different the condition of zoning regulation within the NOACA region is likely similar, creating regulatory conditions that prevent the private market from responding to evolving housing and land use demand of an aging and dynamically mobile population. Consideration of full-scale or targeted updating of codes to a Form-Based Code (FBC) approach, especially around transit stations or along key bus routes (as proposed in NOACA’s TOD Program report) would enable flexible standards that focus on integrated services and quality of place rather than traditional segregation of uses that drive up transit and paratransit costs.

Cohesive zoning that enables quality TOD and Aging-in-Place will incentivize investment near transit stops across the region on a market-driven basis rather than in “path of least resistance” locations.

- B. Create access and walkability through land use decisions. Seniors express concern for the practicality of walking and transit as primary modes of daily transportation. Existing post-WWII land use patterns dominated by automobile transportation have resulted in destinations that are physically spread out and thus impractical to manage via walking. Senior housing opportunities should be sited in proximity to transit and services, ideally within one-quarter to one-half mile. A balanced mix of complementary uses and activities within a local area enables many daily trips to be short and walkable.
- C. Site neighborhood and health services in a quarter- to half-mile radius of transit hubs and medium- to high-density housing. Integration of compatible daily and high-frequency services (groceries, health, beauty, faith communities) into or adjacent to established residential or

emerging AIP communities will increase walkability and access for all ages. This is a high priority strategy for both New Formation and NORC AIPs.

- D. Update zoning districts to senior-inclusive designations. Residential densities suitable for senior living or age-restricted housing should be encouraged within TOD locations to leverage transportation infrastructure investments. In lower density car-dependent communities, these uses can be introduced along side streets connecting to thoroughfares with single-family housing (these areas tend to have slower traffic and better pedestrian facilities, resulting in a safer setting for the elderly).
- E. Carefully define the range of uses and building types that can support an AIP, mixed-use development, with siting guidelines that ensure a safe context for senior living. A variety of housing types should be envisioned, such as cooperating housing, which uses small units in a resident-participation setting to facilitate activities, services, and shared costs. This strategy component is key in supporting both New Formation and NORC AIPs. Both types of Aging-in-Place strategies will benefit from broad, inclusive zoning designations that do not isolate housing from other daily needs.
- F. Consider Form-based Codes. Form-based Codes (FBCs) move away from Euclidian use regulations, refocusing the built environment on the creation of an activated public realm. This results in public and private spaces that have better relationships to each other, better sized roads and blocks, and increased multimodal and pedestrian accessibility. This strategy supports TOD and would enable New Formation AIPs; FBCs can also be a useful tool in NORCs to improve the public realm and connectivity of existing communities.

AARP, as part of its Livable Communities Form-Based Code Livability Fact Sheet, highlights the Cincinnati City-Wide Form-based Code, adopted in 2013, as a best practice for zoning in support of mixed-use, pedestrian-friendly development around transit stations¹¹. AARP promotes the use of FBCs to address community livability in general and better land use decisions for seniors in particular. They are also spearheading the Livable Communities and AARP Network of Age-Friendly Communities initiatives to integrate good planning, land use, and design to support seniors and people of all ages.¹²

- G. Invest in Naturally Occurring Retirement Communities (NORCs). NORCs are places that are primed for targeted code updates and Complete Street investments, improving access to transit for communities with large senior populations. Code revisions can focus new non-residential investment in these areas to serve seniors where they are already living. Rather than creating new senior-attracting locations, enhancing NORCs is a way to provide services, recreation, mobility services, and improved pedestrian and bicycle facilities that help seniors age in place in their existing homes and neighborhoods.

*AARP promotes the use of FBC to address community livability in general,
and better land use decisions for seniors in particular.*

3.2 Increase Housing Options

The range of housing types and facilities needed for today's aging population is significantly different from the traditional single-family and multi-family housing types of existing communities. Many aging

¹¹ See the AARP fact sheet at: <http://www.aarp.org/content/dam/aarp/livable-communities/documents-2014/Livability%20Fact%20Sheets/Form-Based-Code-Fact-Sheet.pdf>. For more information on Cincinnati, see <http://www.cincinnati-oh.gov/planning/news/final-draft-of-cincinnati-form-based-code/>.

¹² For more information see <http://www.aarp.org/livable-communities/>.

policies focus on assisted living and nursing home facilities served by paratransit as the “senior housing” typology. This is an expensive and exclusive type of housing requiring a high level of service and transit investment. This conventional approach assumes that few services or lifestyle changes are needed until the individual requires assisted living or nursing home facilities. The need for traditional service-centered living facilities will persist. However, the growing population size and age range of seniors is creating a demand for more varied housing and community solutions. A quality Aging-in-Place strategy will address this gap, the entire domain between middle-age independent living and full-care elderly living. This requires a rethinking of how to integrate aging living options into existing communities and TOD opportunities to increase housing options for seniors, moderate housing costs for the broader community, and reduce the overall cost and transit investments required by the private and public sectors.

As the senior population represents a large range of ages and abilities, the resulting need for home types and range of affordability is also broad.

- A. Right-size housing types and unit dimensions. Zoning codes were a reaction to overpopulation conditions in the beginning of the last century. Codes have continued their dedication to defining minimum unit size, lot size, and other dimensional requirements that constrain the potential for innovation in housing types. While today a majority of seniors in the NOACA region choose to remain at home, an increasing number will choose to down-size to alternative housing solutions that enable independence without requiring single-family home or yard upkeep. Zoning and building codes should be updated as needed, to evaluate minimum lot size, unit size, and parking ratios. As the senior population represents a large range of ages and abilities, the resulting demand for home types and range of affordability is correspondingly broad. Flexibility in these standards can enable a wider variety of housing types and sizes, and greater density of units in proximity to transit and commercial services. This strategy component should be used in coordination with code updates to support New Formation AIPs.

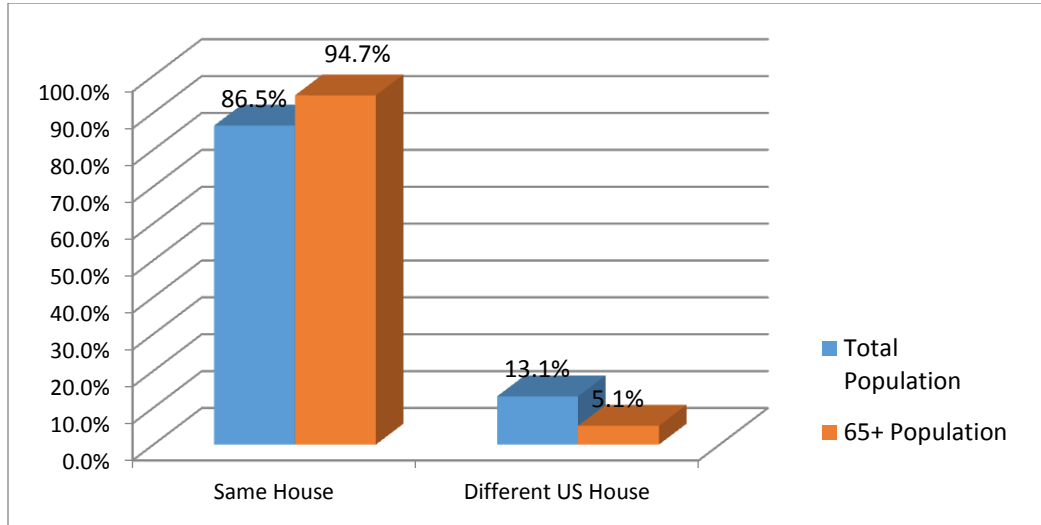
Howard County, Maryland, is addressing issues related to housing and serving its aging population head on. In 2004 the County adopted a Senior Housing Master Plan to comprehensively address Aging-in-Place strategies on a community wide level.¹³ This plan was an outgrowth of the general plan to support housing improvement and housing options for existing communities as needed to serve seniors. The policies of the plan address those who choose to stay in their home, targeting increased access to services for NORCs, broadening the types of housing options for seniors, and addressing affordability. The Master Plan is a quality case study of a county-wide approach to coordinating services and housing for the aging community. Key components of the plan include:

- universal design for new construction and home modification;
 - zoning code updates to allow and expand Accessory Dwelling Units;
 - expanding the types of buildings allowed as ‘older-adult housing developments’;
 - increasing affordable dwelling units and moderate-income units through ordinance modifications and establishment of a housing trust fund.
- B. Allow for Accessory Dwelling Units, particularly in single-family neighborhoods near transit. Introduction of accessory/ancillary dwelling units (ADUs) or “granny units” in low- to medium-density neighborhoods can increase the range of housing options for seniors and families and provide for lower-cost solutions. Many local codes in Northeast Ohio feature traditional residential zones which allow only “one single family residence per recorded lot”. This standard

¹³ Howard County Department of Planning and Zoning. (December 2014) Howard County Senior Housing Master Plan.

was codified in decades ago; the needs of the community and the senior population are hardly the same now as they were then. Cities nationwide are reevaluating their approach to “one home per lot”, allowing ADUs to meet affordability demands and increase utilization of existing infrastructure. Cities like Portland, Oregon are empowering individual home owners to increase the range of housing stock options by adding second units to single-family lots.¹⁴ In May 2016 the City of Cambridge, Massachusetts, made it easier for owners of one- and two-family homes to convert space or add ADUs to their lots.¹⁵ This code amendment enables an increase in the housing stock overall, and specifically an increase in affordable rental homes.

Figure 4: NOACA MSA 65+ Population Home Movement



ADUs are particularly well suited for aging persons due to the limited size appropriate for smaller one- and two-person senior households, location in established neighborhoods, and potential for independent living in their own unit in close (same lot) proximity to their children or other family. Allowing ADUs is a simple action that increases in-neighborhood density and housing choice without changing the character of established communities. Vancouver, British Columbia, has developed model ADU rules—flexible on size and placement (two-story units are allowed); not requiring the property owner to live on-site (a family can rent the main house with their aging parents living in the ADU); and requiring no additional off-street parking (as seniors turn increasingly to public and private mobility alternatives).

ADU code amendments enable an increase in the housing stock overall, and specifically an increase in affordable rental homes for seniors.

Especially in the NOACA region, seniors are choosing to remain in their homes; Figure 4 illustrates this trend.¹⁶ ADUs would reinforce NORC Aging-in-Place strategies, serving as a versatile way to add incremental density and unit capacity at low cost.

¹⁴ City of Portland Accessory Dwelling Units (ADU) Policy. Accessible at <https://www.portlandoregon.gov/bds/36676>

¹⁵ Ramos, D. (May 2016) How Cambridge and Lexington invented new housing. Boston Globe. Retrieved June 2016 from <https://www.bostonglobe.com/opinion/2016/04/30/how-grandma-can-help-housing-crunch>.

¹⁶ Source: ACS 2006-2010 Cleveland-Elyria-Mentor OH Metro Area; Ohio Development Services Agency Population Characteristics and Projections by County, 2013.

4 Mobility Services

In addition to appropriate housing, the aging population requires affordable and convenient transportation options to maintain their independent and active lifestyle. NOACA oversees the Federal Transit Administration’s Enhanced Mobility for Seniors and Individuals with Disabilities program (Section 5310), the principal federal source for paratransit funding. NOACA will also coordinate applications to the new discretionary pilot program within Section 5310, created in 2015 by the Fast Act, to expand mobility services for seniors and disabled persons “beyond the traditional public transit and Americans with Disabilities Act (ADA) paratransit services”. This new program, open to regular Section 5310 recipients, is intended to fund “innovative projects that improve the coordination of transportation services and non-emergency medical transportation (NEMT) services, such as the deployment of coordination technology, projects that create or increase access to community, One-Call/One-Click Centers, and so forth”.¹⁷

Paratransit services, provided by transit agencies under the ADA, have been the primary service addressing senior and disability needs. The conventional focus on assisted living and nursing home facilities in a Euclidian zoning context has created an extended paratransit services obligation for transit agencies, counties, and municipalities. These user-specified origin-to-destination services dedicate large municipal fiscal commitments to the service of one or few riders per trip. This paradigm is further taxed when traditional elderly facilities or NORCs are located in suburban or non-walkable settings, increasing trip length and constraining potential for independent transit or pedestrian trips. This in turn has implications for traffic congestion, road capacity, and climate change emissions. While the use of private on-demand service providers is expected to increase (like Uber and Lyft), many seniors cannot afford their services regularly. An Aging-in-Place strategy needs to carefully consider broadening transit solutions to reduce the burden on municipalities, counties, and transit agencies to maintain extended paratransit services.

Service planning should continue to move toward incorporating appropriate roles for a range of modes, *including* paratransit, instead of a “one-size-fits-all” approach. Aging-in-Place strategies need to pair zoning and land use regulations with enhanced pedestrian connectivity and mobility services for system-wide efficiencies. The following actions can be taken to readdress transportation planning to support Aging-in-Place. These go hand-in-hand with the need to educate seniors about transit and other mobility options—a major component of the outreach and marketing strategies in Section 7.

4.1 Increase Potential Ridership

The greater the population in a given transit area, the greater the potential transit ridership. This paradigm seems self-evident for the population at large, and applies to the aging population as well.

- A. Strategically locate Aging-in-Place communities. Locate New Formation AIPs in TOD districts or other areas well served by transit to enhance senior access to transit services. This action will, by extension, broaden their access to immediate area and transit-accessible services and destinations. Integration of Aging-in-Place strategies with TOD and mixed-use developments can support viability and continued investment in these areas by strengthening the active dynamic and pedestrian activity level. Some may become self-contained districts with most services and destinations within the district.

¹⁷ <https://www.transit.dot.gov/funding/grants/enhanced-mobility-seniors-individuals-disabilities-section-5310>.

- B. Strategically locate health and community services. Incorporate active pedestrian uses, daily services, health providers, and community services in TOD districts. Even where NORCs are the dominant AIP type, incorporation of services and destinations for seniors along and in proximity to transit can increase ridership and promote walking trips. Concentration of senior uses/needs along transit can reduce the range demand for paratransit to first-mile/last-mile to service NORCs. Paired with a zoning code that allows infill for daily commercial/retail needs within NORCs, paratransit services can be focused on in-demand connections rather than expensive point-to-point coverage currently being practiced.

4.2 Increase Mobility Choices

Although many seniors continue to use personal vehicles for transportation, the broader system needs to explore an “ecosystem” approach to enable a higher level of mobility with less reliance on private automobiles. The marketplace of mobility is rapidly changing and the cost of individual vehicle ownership, maintenance and storage is increasing. More people are using shared modes of transportation which increases their likelihood of taking transit and owning fewer cars.¹⁸ The emergence of private transportation providers and smartphone-based mobile technologies is disrupting the long-standing fixed route or individual vehicle paradigm. Furthermore advocacy for walking and bicycle mobility is changing the way we design streets, sidewalks, and city destinations. This paradigm shift should be integrated into Aging-in-Place strategies.

- A. Incorporate emerging solutions. The emergence of on-demand shared mobility transportation solutions like Uber and Lyft has revolutionized personal mobility. Initially viewed as a disruption of the system, these technology-based on-demand solutions are providing a new mobility option for a broad range of users. In 2015, Uber started pilot programs to collaborate with public transportation agencies, including the DART system in Greater Dallas. From serving as first mile/last mile connections to being part of the transit ticketing program and “guaranteed ride home” services, technology based on-demand shared services are a low-cost option to filling the gap between fixed route and paratransit services.¹⁹ Altamonte Springs, a suburb of Orlando, Florida, added subsidized Uber trips to the regional commuter train and fixed bus route public transit system. This effectively creates privatized management of a public service, expanding mobility options for a variety of users. Altamonte subsidies are greater for Uber trips originating at the SunRail regional commuter station; this effectively reduces demand for transit park-and-ride and extends the train station’s catchment area.²⁰ The public subsidy cost is offset by a reduction in the need for purchasing, storing, maintaining, and staffing transit buses.

A broad range of private and quasi-public “micro-transit” and ride sharing mobility solutions are also emerging, such as Leap Transit in the San Francisco Bay Area.²¹ Research by the Shared-Use

¹⁸ American Public Transportation Association. (March 2016) Shared Mobility and the Transformation of Public Transit, Research Analysis. Retrieved from <http://sharedusemobilitycenter.org/sumc-research/>.

¹⁹ Jaffe, E. (August 2015) Uber and Public Transit are Trying to Get Along. CityLab from The Atlantic. Retrieved from <http://www.citylab.com/cityfixer/2015/08/uber-and-public-transit-are-trying-to-get-along/400283/>.

²⁰ Liston, B. (March 2016) Uber teams with Florida city on public transit test. Reuters. Retrieved from <http://www.reuters.com/article/us-uber-tech-subsidies-idUSKCN0W52LQ>.

²¹ Jaffe, E. (April 2015) How the Microtransit Movement is Changing Urban Mobility. CityLab from The Atlantic. Retrieved June 2016 from <http://www.citylab.com/commute/2015/04/how-the-microtransit-movement-is-changing-urban-mobility/391565/>.

Mobility Center is demonstrating that people who use transit and shared modes drive less, walk more, and save on transportation costs.

In principle, these technology-based demand-responsive solutions should be able to help seniors in two ways: by replacing some paratransit use, and by extending the reach of conventional transit for those seniors able to use it. Ideally, “One-Ticket” cards or apps will be used seamlessly across public transit, paratransit, and private ride services. The question for NOACA, the region’s transit providers, and the entrepreneurial sector is to determine, through research and outreach, how these technology-based solutions can be offered in a senior-friendly format. This means, among other things, recognizing the difference in technological proficiency between cohorts of seniors just a decade apart.

- B. Reevaluate the prioritization of parking. As personal mobility evolves and individual vehicular travel becomes less mandatory, parking ratios should be evolving to reflect these societal shifts. A senior who walks to or uses on-demand services to access the transit station does not need a parking space. This reduces parking lot demand at transit hubs and makes existing parking available for shared parking or redevelopment activity. Similarly, New Formation AIPs will create a lower demand for private parking spaces within and around their development. This enables decoupling of parking costs from housing costs (not every unit needs or wants a parking space) and increases potential density in smaller infill spaces when parking does not consume real estate. Retail spaces infilling in a NORC may require less parking due to a high level of pedestrian trips by local seniors. Local zoning jurisdictions should update their parking requirements to promote both TOD and Aging-in-Place.

*A senior who walks to or uses on-demand services to access
the transit station does not need a parking space.*

5 Complete Streets and Pedestrian Design

Complete streets are balanced, multi-modal roadways that meet the needs of all users rather than focusing on level of service for automobile traffic. Complete streets are an important tool in integrated transportation and land use planning. NOACA’s Transportation for Livable Communities Initiative (TLCI) supports “transportation projects that provide more travel options through complete streets and context sensitive solutions, increasing user safety and supporting positive public health impacts.” Complete streets benefit the community at large; however, by focusing on enhancing the public realm, slowing traffic, and improving street crossings, they are particularly important for senior accessibility and safety. Aging-in-Place strategies should create safe and accessible pathways between residences, transit stops, and daily service and social destinations through complete street policies.

If seniors are to choose Aging-in-Place communities, where walking from home to daily destinations and to transit is essential, the pedestrian environment must be safe, reassuring, and interconnected. AIP strategies should include pedestrian design guidelines as an integral feature. Designing a senior-supportive public realm creates an age-inclusive public amenity that promotes walking and reduces reliance on driving as well as door-to-door paratransit.

5.1 Upgrade Roads for Pedestrian Safety

Road networks that prioritize all mobility types create a safer setting for pedestrians. Safety concerns for seniors include intimidation; proximity to vehicular traffic, speed of traffic, and trepidation at street crossings. Over time, as redevelopment occurs and roadways are improved, complete street principles should be incorporated to expand the pedestrian realm and integrate safer conditions for all users.

Intersection bulb-outs and high-visibility crossings create conditions suitable for the range of senior abilities and disabilities. Curbside parking and continuous landscaping in the public realm help buffer pedestrians from passing vehicles, making walking conditions more comfortable and less intimidating.

5.2 Create a Seamless, Interconnected Pedestrian Environment

When high-quality, well-designed pedestrian features are combined with mixed-use development—and especially when the ground floors of buildings contain active uses entered directly from the sidewalk—the result is a seamlessly connected district. This results from a combination of mixed-use, form-based zoning and fine-grained design guidelines for the public realm. The following standards are recommended:

- Walking trips are more feasible and desirable where the distance between uses is manageable and the route is direct, safe, and attractive. This requires a highly connected network of paths and streets around small, permeable blocks. In line with TOD and traditional neighborhood design (TND) principles, recommended block size dimensions are between 300 and 450 feet. This scale of grid supports TOD by increasing the market performance of properties fronting on pedestrian-friendly streets.
- Alignment is important. Align and connect pedestrian routes to be understandable and provide clear visual connections. This promotes a safe and defensible environment (no back alleys or offset conditions) that eliminates uncertainty about who or what lies ahead. Clear lines of sight promote increased walking beyond what a user intends; people will visit a place they can see even if it was not on their agenda. Businesses and services along clear, connected pathways benefit from this increased use.
- Signage and wayfinding are key components of a usable multi-modal corridor. Incorporate directional and place-based signage at key locations for people to navigate to or from transit and other service locations. People are more likely to walk to destinations they know are in proximity. Many communities are adding walk and bike distance signage along circulation corridors. This promotes the use of non-vehicular trips by advertising the distance between locations and helps pedestrian and bicycle users navigate destinations. Clear place name signage and parking directories reduce vehicular confusion and in turn make streets safer for other-mode users.

5.3 Make Places Work for Ageless Living

A sidewalk or pathway that is suitable for an aging population is conducive to users of all ages. General improvements that make pedestrian facilities comfortable for daily walks to the coffee shop also create comfort and ease for a senior to push a grandchild's stroller or for a child to ride a bike—a place where generations of a family want to live.

- Provide enough space. A four foot sidewalk may nominally provide pedestrian access, but it does not provide enough space for side-by-side walking, varying pace of multiple pedestrians, or room for amenities like lighting, seating, or trash receptacles. Sidewalks must be wide enough to provide a comfortable condition for more than two people to walk and pass. In bustling areas, sidewalks should have enough width to accommodate the level of pedestrian activity, commercial business needs (outdoor retail or seating), and buffer space for street furniture, lighting, and landscape features. The National Association of City Transportation Officials (NACTO) outlines street design elements specific to sidewalk zones to guide the design and sizing of a quality pedestrian realm.²² A minimum pedestrian clear zone of eight feet is recommended by NACTO

²² National Association of City Transportation Officials. (2013) *Urban Street Design Guide*.

for a sidewalk adjacent to traffic; not all design features need to be incorporated in all locations, rather context-appropriate sizing and design of pedestrian spaces should be addressed to promote walking as a true mobility option.

- Provide appropriate levels of day and night lighting for user safety. Transit stops should be well-lit for those waiting, boarding, and transitioning between modes. Directories and information kiosks at transit stations should be highlighted and illuminated.
- Utilize safe and durable materials. Consider the safety and durability of materials in the design of sidewalks and pathways. While textured paving materials such as brick and cobblestone might distinguish downtown and Main Street areas, these materials create uneven surfaces and degrade in quality over time creating pits and “potholes.” These features create potential falling hazards for seniors and persons with disabilities. Durable materials that create continuous, even walking surfaces are best suited for areas serving high volumes of pedestrian traffic, especially in districts with many aging residents.

Pedestrian facilities and destinations in combination with mixed-use development create connected places.

- Be mindful of seasonal safety conditions. Consideration is required in pedestrian realm design for durability and suitable conditions across seasons. Tree and plant materials should be chosen to reduce or avoid fallen foliage. Sidewalks and other pedestrian spaces should be designed to facilitate active drainage and snow removal and to avoid pileups, flooding, puddles, and slippery conditions. Properly funded maintenance must be recognized as part of quality pedestrian design, including the cost of landscape maintenance, snow and ice removal, and general materials upkeep.

5.4 Incorporate Open Spaces

Social interaction and active recreation are key components of healthy active lifestyles for seniors. Outdoor spaces and social participation are two of the eight characteristics of a World Health Organization “Age-Friendly City.” Incorporation of third-place and outdoor spaces along pedestrian corridors promotes walking and transit use. These spaces enhance the connectivity of places by creating greater recreation opportunities and destinations; by providing resting areas and pedestrian facilities to reduce the segment lengths of a walking trip for seniors or other users with ability/disability considerations; and by promoting a healthy community appropriate for seniors, grandchildren, and the general population. In its initial round of aging community stakeholder discussions, NOACA heard how the design of park amenities, and their relationship to the sidewalk, can be decisive in whether seniors use the park in question.

Acknowledging the importance of outdoor spaces on the physical and social behaviors of seniors, UCLA has created guidelines for senior-friendly parks. The Guidelines include research and literature, interviews with agencies on open space issues, reasoning on the inclusion of third-place spaces, and case studies of senior friendly parks.²³ The Guidelines are a useful tool for jurisdictions to understand the need for open spaces, which server the broader population simultaneous, and outlines actions for addressing these needs. Although senior-targeted open space may initially sound like a passive community feature, case studies from across the world demonstrate that active features such as low-impact outdoor fitness equipment and

²³ UCLA Luskin School of Public Affairs. (June 2014). *Placemaking For An Aging Population, Guidelines for Senior-Friendly Parks*. Retrieved June 2016 from http://www.lewis.ucla.edu/wp-content/uploads/sites/2/2015/04/Seniors-and-Parks-8-28-Print_reduced.pdf.

playground-style features boost the enjoyment of users of all ages. An Aging-in-Place strategy needs to critically think about the needs and outdoor recreation amenities of the community at large to promote social and physical activities for the aging population.

6 Outreach and Marketing

Outreach and marketing constitute an integral component of the Aging-in-Place strategy, both to coordinate the regional discussion among policy makers, developers, and service providers and to engage seniors themselves in the planning and policy conversation. The outreach approach is three-fold:

- coordinated stakeholder and provider discussions at the regional level as well as in individual counties, cities, or service areas;
- engaging seniors to gain their input;
- education of seniors about transit services and technologies.

6.1 Stakeholder Engagement

This Aging-in-Place strategy is a broad outline of ideas and policies. To refine it and turn it into action at the regional and local levels, NOACA intends to continue the discussion with aging community stakeholders that it began in 2016. These stakeholders include:

- County and municipal departments of aging or elder services and their senior center managers;
- RTA, the outlying county transit agencies, and paratransit providers, including Cuyahoga Senior Transportation Connection;
- TOD developers;
- senior housing developers;
- medical institutions and other health care providers;
- nursing home, rehabilitation, and assisted living facilities;
- places of worship;
- library, parks, and recreation departments.

In addition to maintaining this discussion at the regional level, NOACA will encourage individual counties and cities to “drill down” to their own specific conditions and opportunities, and to share what they learn with their peers in the region.

6.2 Outreach to Seniors

Notwithstanding the knowledge and insight of the stakeholders listed above, an Aging-in-Place strategy can succeed, over time, only to the extent that it reflects the input and desires of seniors themselves and of those approaching decisions about where and how to live. In partnership with the regional stakeholders, NOACA would like to undertake a public outreach campaign to seniors in the region. The focus would not be to “sell” them on aging in their homes, their communities, or the transit and TOD network. Rather, it would be to hear first-hand what seniors in different parts of the region think about housing, services, lifestyle, mobility in general, transit in particular, and how these aspects of daily life do and could relate to one another. This effort would be conducted via a mix of traditional face-to-face meetings and on-line interaction via the NOACA website and those of key stakeholder organizations.

6.3 Educating Seniors on Transit and Technology

The nexus of Aging-in-Place, TOD, and a more balanced use of paratransit versus other forms of mobility depends on the willingness of seniors to embrace conventional transit and technology-based ride sharing. Real and perceived concern exists among policy makers and the aging community that transit ridership and shared mobility technology are outside the comfort zone of many seniors. While those who grew up taking transit may feel comfortable and secure, most grew up with the automobile, even within the City of Cleveland. They are not used to taking transit and may feel insecure navigating the network and riding in trains and buses with people they don't know, including youthful riders. Some seniors may feel self-conscious if they slow down other passengers or the bus itself to accommodate their boarding and alighting. It is important to understand these perceived and real concerns, educate seniors on the function and accessibility of transit services, and nurture their willingness to ride.

- **Advocate Transit Ridership.** The Baby Boomer generation lived through an auto-centric era where independence was the highest priority. As they age and become less vehicle-dependent due to choice, ability, or finances, there is a need for education on the use of transit. They may particularly view bus transit as an intimidating mode of travel, due to non-familiarity with the routes and services. Advocacy and educational outreach to familiarize seniors with services, routes, schedules, accessibility, and, most importantly, ease of destination access is a critical component of an Aging-in-Place strategy.

Seniors need to know more about the opportunities for living an independent multi-modal lifestyle, the economic benefits of transit on the household budget, and the associated health benefits of active transportation.

- **Address Technology Concerns.** A cliché perception is that “grandma and grandpa won't know how to use smartphone apps” to access mobility sharing services or \ conventional transit information and ticketing. Smartphone technology is now approaching 20 years in the mainstream market. Most Baby Boomers and slightly older seniors have been using computer and smartphone technology for a decade or more.

That said, the need for education is valid, to address the use, cost, and connectivity options provided by transit and shared mobility platforms. Any introduction of new services, or of new technology in accessing traditional services, should be supported with educational materials—online and through traditional dissemination—about the system, its physical and technological access, and payment options.