

PARKSVILLE

INTERIM HOUSING NEEDS REPORT

DECEMBER 2024



INTRODUCTION

As a result of provincial legislative changes, the City of Parksville must complete an Interim Housing Needs Report using [provincially prescribed methods](#) to calculate the number of housing units needed in the city over 5 and 20 years. The interim report must be received by January 1, 2025 in accordance with [Section 790](#) of the [Local Government Act](#).

This Interim Housing Needs Report (IHNR) is an addendum to the existing [Housing Needs Report \(HNR\)](#) that was received by Council on March 21, 2022.

The Interim Housing Needs Report must contain the following items:

- The number of housing units required to meet the current and anticipated need for the next 5 and 20 years;
- A statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation; and,
- A description of the actions taken by the City of Parksville since receiving the previous HNR to address housing needs.

The HNR Method is a standardized methodology used by local governments in British Columbia to calculate the number of housing units a community needs over a 5-year and 20-year period.



FIVE-YEAR AND TWENTY-YEAR HOUSING NEED

The following is the number of housing units required within the City of Parksville to meet current and anticipated need for the next 5 and 20 years. This has been calculated using the provincial HNR Method. The starting point of the calculation period is the 2021 Statistics Canada Census.

Total New Units to Meet Household Growth Needs:

- **Five-year: 1064**
- **Twenty-year: 3604**

The HNR Method covers the six components (Components A-F) of housing need:

- A. The number of housing units for households in extreme core housing need;
- B. The number of housing units for individuals experiencing homelessness;
- C. The number of housing units for suppressed households;
- D. The number of housing units for anticipated household growth;
- E. The number of housing units required to increase the rental vacancy rate to 3%;
- F. The number of housing units that reflects additional local housing demand (the “demand buffer”).

Details on the six components are provided in the following sections.

This report was prepared with data and calculations from the University of British Columbia’s Housing Assessment Resource Tool (HART) as well as Statistics Canada and BC Stats data.



Component A: Extreme Core Housing Need

The number of housing units for households in extreme core housing need.

Table 1a Extreme Core Housing Need - Owner and Rental Households

Total number of households by tenure (owners and renters) from the four most recent census reports (Component A - Step 1).

Total Households	2006	2011	2016	2021
Owners	3985	4425	4545	4930
Renters	1215	1265	1540	1825

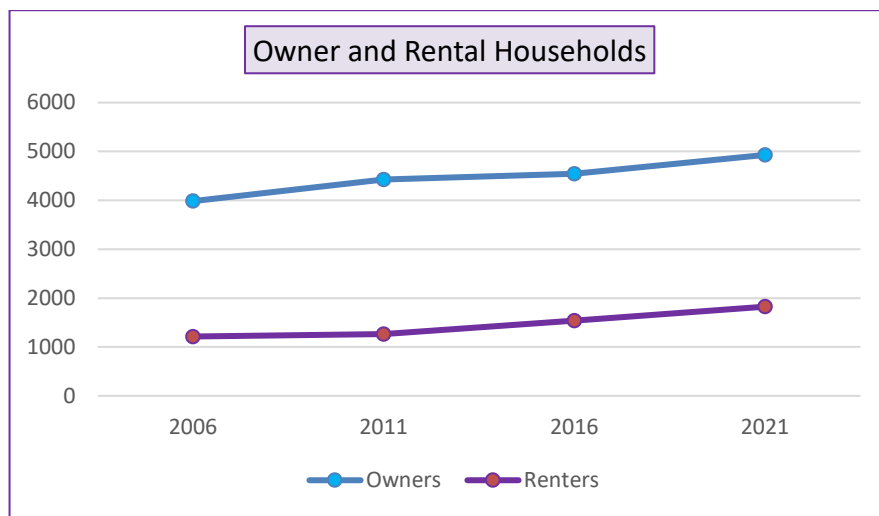


Table 1b Extreme Core Housing Need – Average

Average extreme core housing need (ECHN) rates for owners with a mortgage and renters across the four census years (Component A - Step 2).

ECHN	2006		2011		2016		2021		Average ECHN Rate
	#	% of total	#	% of total	#	% of total	#	% of total	
Owners with a mortgage	n/a	n/a	n/a	n/a	n/a	n/a	55	1.12%	1.12%
Renters	170	13.99%	105	8.30%	225	14.61%	195	10.68%	11.90%



Table 2 Extreme Core Housing Need - Total

Estimated total of current owner and renter households in ECHN in 2021 (Component A - Steps 3 & 4).

Total Households	2021 Households	Average ECHN Rate	Households in ECHN
Owners	4930	n/a	n/a
Owners with a mortgage	4930	0.0112	55
Renters	1825	0.119	217.12
Total New Units to Meet ECHN - 20 years			272
Total New Units to Meet ECHN - 5 years			68



Component B: Housing Unit and Homelessness

The number of housing units for individuals experiencing homelessness.

Table 3 People Experiencing Homelessness

The calculated number of new dwelling units required to meet the needs of the existing population of people experiencing homelessness (PEH) within the city. It has been prepared according to provincial guidelines based on a proportion of the regional need (Component B - Steps 1-3).

Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of region		
166165	13305	8.01%	996	79.75

Total New Units to Homelessness Needs - 20 years	80
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Total New Units to Homelessness Needs - 5 years	40
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Component C: Housing Units and Suppressed Household Formation

The number of housing units for suppressed households.

The following tables calculate the number of new dwelling units required to meet the demand from households unable to form due to a constrained housing environment, since 2006, according to provincial guidelines.

Table 4a Suppressed Household Formation

The number of owner and renter households in 2006 by age of the primary household maintainer (Component C - Step 1).

Age – Primary Household Maintainer Categories	2006 Households	
	Owner	Renter
Under 25 years	25	75
25 to 34 years	185	180
35 to 44 years	355	265
45 to 54 years	580	205
55 to 64 years	850	125
65 to 74 years	965	125
75 years and over	1030	235

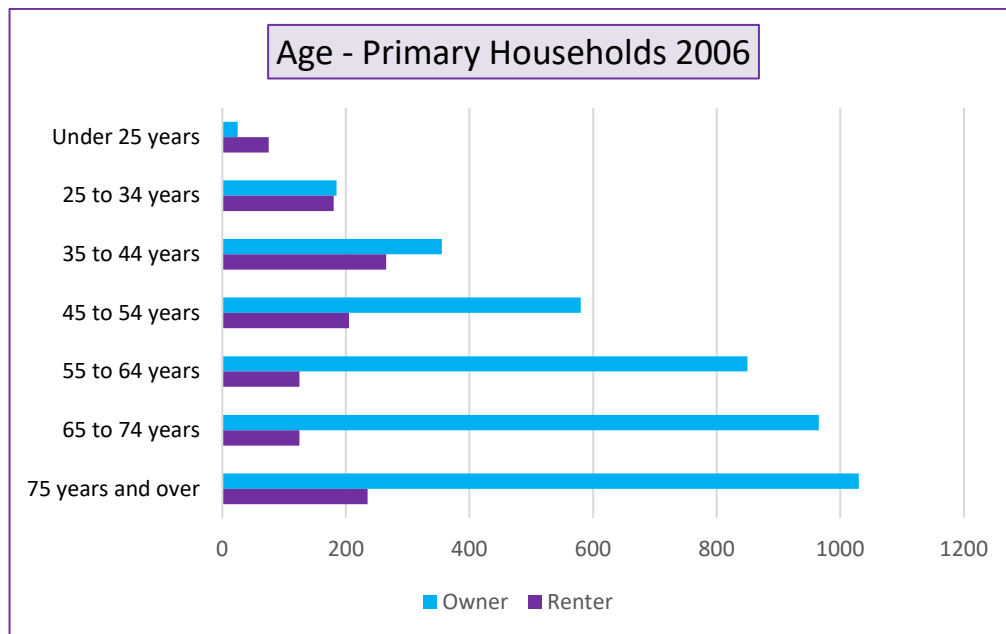


Table 4b Suppressed Household Formation Calculations

The number of owner and renter households in 2021 by age of the primary household maintainer (Component C - Step 1, cont'd).

Age – Primary Household Maintainer Categories	2021 Households	
	Owner	Renter
15 to 24 years	10	80
25 to 34 years	130	215
35 to 44 years	325	270
45 to 54 years	420	250
55 to 64 years	945	290
65 to 74 years	1505	370
75 to 84 years	1220	225
85 years and over	375	125

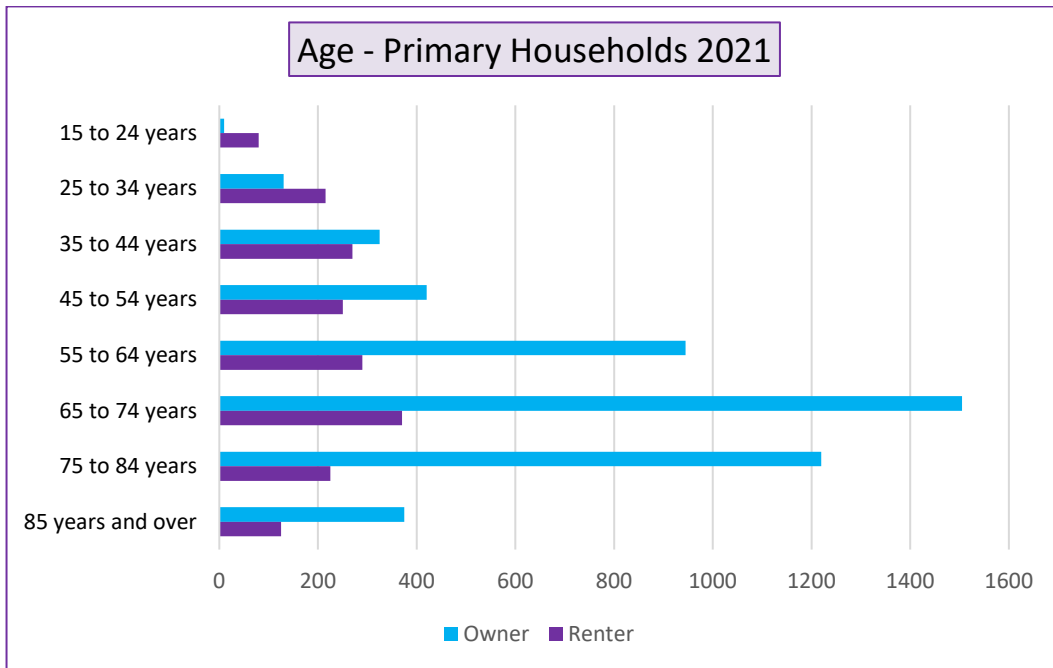


Table 5 Suppressed Household Formation Calculations

Population by age category in 2006 and 2021 (Component C - Step 2).

Age Categories		2006		2021	
Household Maintainers	Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	515	880	465	895
	20 to 24 years	365		430	
25 to 34 years	25 to 29 years	370	760	440	920
	30 to 34 years	390		480	
35 to 44 years	35 to 39 years	495	1095	570	1120
	40 to 44 years	600		550	
45 to 54 years	45 to 49 years	660	1380	560	1170
	50 to 54 years	720		610	
55 to 64 years	55 to 59 years	845	1785	865	2100
	60 to 64 years	940		1235	
65 to 74 years	65 to 69 years	925	1765	1435	3120
	70 to 74 years	840		1685	
75 years and over	75 to 79 years	740	1700	1315	2735
	80 to 84 years	585		795	
	85 years and over	375		625	

Table 6 Suppressed Household Formation Calculations

The headship rate is the ratio of the number of household heads or household maintainers to the population 15 years of age and older.

The 2006 headship rate of each age category for both renters and owners (Component C - Step 3).

Age Categories – Household Maintainers	2006 Households		2006 Population Total	2006 Headship Rate	
	Owner	Renter		Owner	Renter
15 to 24 years	25	75	880	2.84%	8.52%
25 to 34 years	185	180	760	24.34%	23.68%
35 to 44 years	355	265	1095	32.42%	24.20%
45 to 54 years	580	205	1380	42.03%	14.86%
55 to 64 years	850	125	1785	47.62%	7.00%
65 to 74 years	965	125	1765	54.67%	7.08%
75 years and over	1030	235	1700	60.59%	13.82%



Table 7 Suppressed Household Formation Calculations

The potential 2021 headship rate of each age category for both renters and owners if the headship rate from 2006 remained constant (Component C - Step 4).

Age Categories – Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter	Total	Owner	Renter
15 to 24 years	2.84%	8.52%	895	25.43	76.28
25 to 34 years	24.34%	23.68%	920	223.95	217.89
35 to 44 years	32.42%	24.20%	1120	363.11	271.05
45 to 54 years	42.03%	14.86%	1170	491.74	173.8
55 to 64 years	47.62%	7.00%	2100	1000	147.06
65 to 74 years	54.67%	7.08%	3120	1705.84	220.96
75 years and over	60.59%	13.82%	2735	1657.09	378.07

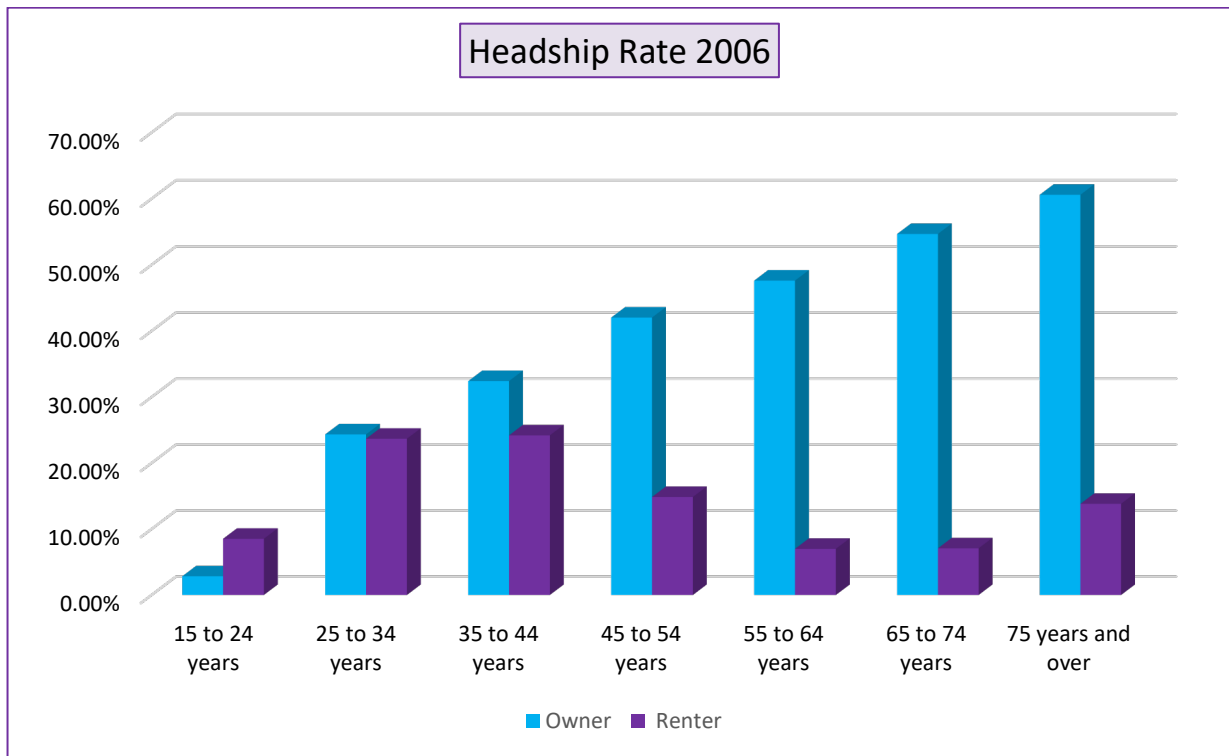


Table 8 Suppressed Household Formation Calculations

The number of suppressed households by subtracting actual households in 2021 from potential households in 2021 by age category, according to provincial guidelines (Component C - Steps 5 and 6).

Age Categories – Household Maintainers	2021 Potential Households		2021 Households		2021 Suppressed Households		
	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	25.43	76.28	10	80	15.43	-3.72	11.7
25 to 34 years	223.95	217.89	130	215	93.95	2.89	96.84
35 to 44 years	363.11	271.05	325	270	38.11	1.05	39.16
45 to 54 years	491.74	173.8	420	250	71.74	-76.2	0
55 to 64 years	1000	147.06	945	290	55	-142.94	0
65 to 74 years	1705.84	220.96	1505	370	200.84	-149.04	51.8
75 years and over	1657.09	378.07	1595	350	62.09	28.07	90.16
TOTAL							289.66

Total New Units to Meet Suppressed Housing Need - 20 years	290
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Total New Units to Meet Suppressed Housing Need - 5 years	72
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Component D: Housing Units and Anticipated Household Growth

The following tables calculate the number of new dwelling units required to accommodate an estimated increase in population over a 5- and 20-year period, according to provincial methods.

Table 9 Anticipated Household Growth Calculations

The 20-year population projection and growth rate for the Regional District of Nanaimo (Component D - Step 1).

Regional District Projections	2021	2041	Regional Growth Rate 20-year
Households	75275	103456	37.44%

The 5-year population projection and growth rate for the Regional District of Nanaimo.

Regional District Projections	2021	2026	Regional Growth Rate 5-year
Households	75275	84271	11.95%

Table 10 Anticipated Household Growth Calculations

The calculated number of new dwelling units needed in the next 20 years according to the provincial guidelines, calculated with the average of the municipal and regional growth projections (Component D - Steps 2-5).

Growth Scenarios	Regional Growth Rate	Households 2021	Households 2041	New Units
Local Household Growth		6755	9001	2246
Regionally Based Household Growth	37.44%	6755	9283.9	2528.9
Scenario Average				2387.45

Total New Units to Meet Household Growth Needs - 20 years	2387
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The calculated number of new dwelling units needed in the next 5 years, according to the provincial guidelines.

Growth Scenarios	Regional Growth Rate	Households 2021	Households 2026	New Units
Local Household Growth		6755	7427	672
Regionally Based Household Growth	11.95%	6755	7562.22	807.22
Scenario Average				739.61

Total New Units to Meet Household Growth Needs - 5 years	740
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Component E: Housing Units and Rental Vacancy Rate

The number of new dwelling units required to increase the rental vacancy rate to 3%.

Table 11 Rental Vacancy Rate Adjustment Calculations

The difference between the existing total number of rental homes and the total number of rental homes required for a 3% vacancy rate (Component E - Steps 1-4).

	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3%	97%	1825	1881.44
Local Vacancy Rate	2%	98%		1862.24
Difference				19.20

Total New Units to Achieve 3% Vacancy Rate - 20 years	19
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Total New Units to Achieve 3% Vacancy Rate - 5 years	5
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Component F: Housing Units and Demand

The number of housing units that reflects additional local housing demand (the “demand buffer”).

Table 12 Additional Local Housing Demand Calculations

The following table calculates additional demand for new housing by applying the City’s demand factor of 0.84 to the total of the other relevant components, according to provincial guidelines (Component E - Steps 1 and 2).

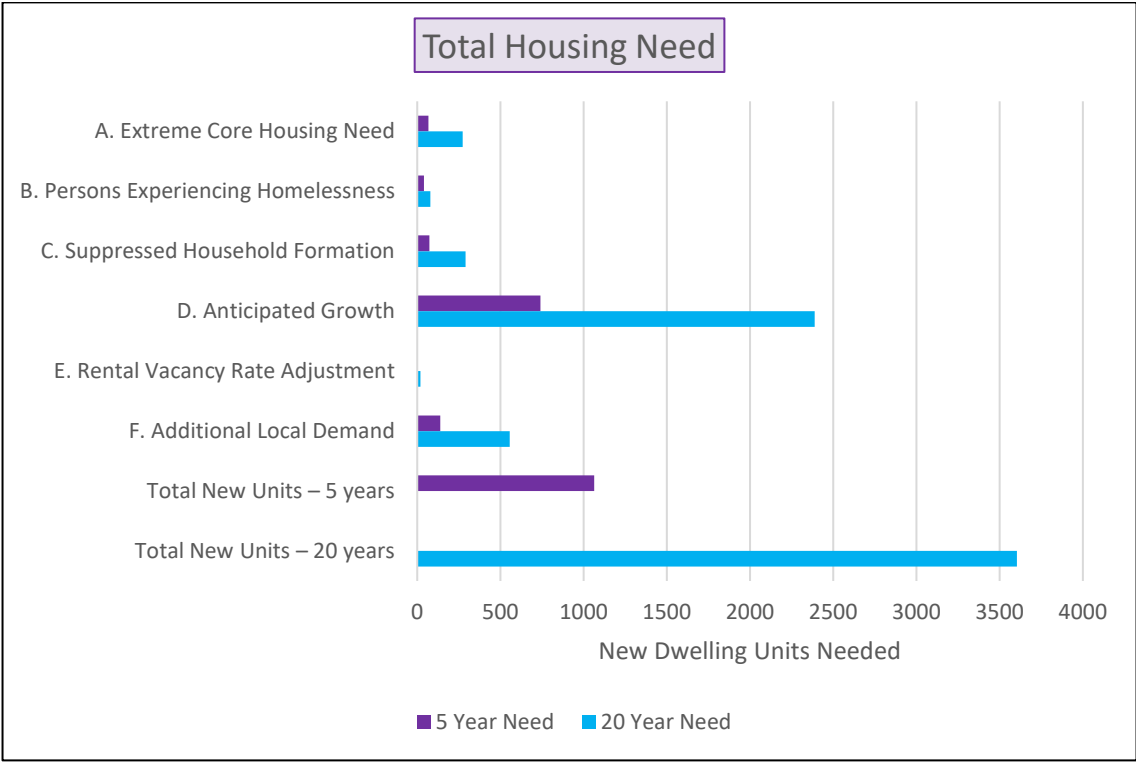
Component	Result
A. Extreme Core Housing Need	272.12
B. Persons Experiencing Homelessness	79.75
C. Suppressed Household Formation	289.66
E. Rental Vacancy Rate Adjustment	19.2
Total	660.73
Demand Factor	0.84
Demand Buffer - 20 years	555.57
Total New Units to Address Demand Buffer - 20 years	556
Total New Units to Address Demand Buffer - 5 years	139

Table 13 Total Housing Need

The following table sums Components A-F and rounds the totals to the nearest whole number to determine the total number of new dwelling units needed in the next 20 years, according to provincial guidelines. It also displays 5-year housing need estimates using the multipliers provided in the provincial guidelines and BC Stats household projections from 2021 to 2026.

Component	5 Year Need	20 Year Need
A. Extreme Core Housing Need	68.03	272.12
B. Persons Experiencing Homelessness	39.88	79.75
C. Suppressed Household Formation	72.42	289.66
D. Anticipated Growth	739.64	2387.45
E. Rental Vacancy Rate Adjustment	4.8	19.2
F. Additional Local Demand	138.89	555.57
Total New Units – 5 years	1064	
Total New Units – 20 years		3604





HOUSING IN PROXIMITY TO TRANSPORTATION INFRASTRUCTURE

The following is a required statement about the need for housing in close proximity to transportation infrastructure that supports walking, bicycling, public transit or other alternative forms of transportation.

The City's current Official Community Plan (OCP), "[Plan Parkville: A Vision for Our Future, Official Community Plan Bylaw, 2013, No. 1492](#)", includes a number of policies that promote sustainable transportation, including public transit, walking, biking and other forms of active transportation near housing.

The OCP encourages densification in and around the downtown and at select nodes within the city. This aspect promotes passive transportation by creating more opportunities for including walking and cycling into everyday tasks. In this regard, the OCP states the following:

"... Complete communities that contain a mix of land uses in close proximity support enhanced walkability. ..."

"... Where communities are more compact, it is easier to provide alternative low emission transportation choices such as walking, biking or public transit. ..."

The OCP also promotes provisions of pedestrian and multi-use connections through and within the neighbourhoods, noting that encouraging walking and active forms of transportation reduces the community's reliance on automobiles.

The future land use map of the OCP provides several multi-unit residential areas along urban arterial roads within the city. In addition, multi-unit residential and mixed-use areas have also been identified adjacent urban collector roads near the downtown core and entrance nodes. The designation of multi-unit residential area in proximity to major thoroughfares in the city supports public transit opportunities by supporting densities of between 40 to 150 dwelling units per hectare. Typically, a minimum density of 32 units per hectare is required to support a sustainable and efficient public transit.

Part of Council's stated priorities in its [2023-2026 strategic plan](#) is to review and update the City's Official Community Plan. It is anticipated that the relationship between transportation and housing will be revisited as part of the review and update.



ACTION TO REDUCE HOUSING NEED

The following is a required description of the actions taken by the City of Parksville to reduce housing needs, since receiving the initial HNR on March 21, 2022.

The following housing related **Zoning and Development Bylaw Amendments** have been approved that work towards reducing housing need:

- Zoning and Development Amendment Bylaw 2000.133 changed the zoning at 164 Alberni Highway to facilitate residential units on a portion of the ground floor of a mixed commercial/multi-unit residential building. The zoning amendment facilitated six (6) dwelling units on the ground floor of the building. In total, the building contains 39 dwelling units. This development has been built.
- Zoning and Development Amendment Bylaw 2000.134 changed the zoning at 456 Island Highway West to facilitate a new mixed-use multi-unit residential/tourist commercial project. The proposal envisions 28-units. This site has not yet been developed.
- Zoning and Development Amendment Bylaw 2000.137 changed the zoning at 413 and 411 Wembley Road to facilitate two four-storey multi-unit residential buildings of 44 units and 72 units, respectively. This site is under active construction.
- Zoning and Development Amendment Bylaw 2000.139 changed the zoning at 625 and 633 Pioneer Crescent to facilitate a proposed small-lot residential subdivision intended to result in 10 parcels. This site has an active subdivision application.

As a result of subsequent zoning changes arising from the province's Small-Scale Multi-Unit Housing (SSMUH) initiative, this site could potentially facilitate up to 40 dwelling units. Dwellings may be in the form of two separate detached single-family dwellings with secondary suites or in the form of a duplex building with secondary suites. The buildings have not yet been constructed.

- Zoning and Development Amendment Bylaw 2000.142 changed the zoning at 380 and 382 Alberni Highway to allow for the inclusion of a multi-unit residential development at the previously commercial-only site. This development is under active construction that will result in two four storey buildings of 86 units and 56 units, respectively. This site is under active construction.



- Zoning and Development Amendment Bylaw 2000.146 changed the zoning at 187 Bagshaw Street to facilitate residential units on a portion of the ground floor of a mixed commercial/multi-unit residential building. The zoning amendment facilitated seven (7) accessible units on the ground floor of the building. In total, the building contains 53 dwelling units. This site is under active construction.
- Zoning and Development Amendment Bylaw 2000.147 was a general text amendment to facilitate Residential Care in single family dwellings for persons who, on account of age, infirmity, physical or mental disability, require special care or assistance.
- Zoning and Development Amendment Bylaw 2000.149 changed the zoning at 365 Moilliet Street South to facilitate an assisted living/congregate care facility for persons living with brain injuries.
- Zoning and Development Amendment Bylaw 2000.150 changed the zoning at 156 Ford Avenue and 151 Hickey Ave to facilitate a two-parcel small-lot residential subdivision. A single principal building presently exists on each parcel. This could potentially facilitate three (3) additional dwelling units.

The above-noted Zoning and Development Amendment Bylaws have facilitated the potential for 421 dwelling units of which 350 are under active construction or have been built.

In addition, **Zoning and Development Amendment Bylaw 2000.148** was adopted to update the text of the City's zoning bylaw to satisfy provincially legislated requirements for small scale multi-unit housing (SSMUH). These changes, established under *Bill 44 - Housing Statutes (Residential Development) Amendment Act, 2023* and incorporated into the *Local Government Act* are intended to support three (3) or four (4) dwelling units on land that was previously limited to single family residential.



The following housing related **Development Permits** have been issued that work towards reducing housing need:

- Development Permit No. 22-PDP131 issued at 115 McMillan Street has facilitated a four-storey residential apartment building featuring 65 dwelling units. This development has been built.
- Development Permit No. 23-PDP132 issued at 151 Shelly Road is intended to facilitate three (3) duplex buildings featuring six (6) dwelling units. This development has been built.
- Development Permit No. 23-PDP135 issued at Rainbow Way (formerly 249 Finholm Street North) is intended to facilitate a 16-unit medium density residential development. Building construction has not commenced.
- Development Permit No. 23-PDP136 issued at 155 Hirst Avenue East is intended to facilitate a three-storey mixed commercial/residential building featuring 10 dwelling units. Building construction has not commenced.
- Development Permit No. 23-PDP143 issued at 440 Island Highway West is intended to facilitate a condominium apartment development with 79 dwelling units. Building construction has not commenced.
- Development Permit No. 24-PDP147 issued at 1180 Resort Drive is intended to facilitate three apartment buildings with a total of 237 dwelling units. Building construction has not commenced.
- Development Permit No. 24-PDP149 issued at 703 Turner Road is intended to facilitate a 54-unit townhouse development. Building construction has not commenced.

The above-listed issued development permits were on land already zoned for their intended purpose prior to the March 21, 2022 receipt of the initial HNR. The development permits have facilitated the potential for 467 dwelling units of which 71 have been built.

From March 22, 2022, to November 30, 2024, the City of Parkville issued 118 **Building Permits** that facilitated housing construction of 797 dwelling units as follows:

- 82 single unit dwellings;
- 2 duplex units;
- 4 secondary suites;
- 709 dwelling units within multi-unit residential or mixed-use buildings.

