Interim Housing Needs Report

An appendix to the 2022 Whistler Housing Needs Report

December 2024

Resort Municipality of Whistler
whistler.ca

WHISTLER

1.0 INTRODUCTION

As a purpose-built, internationally renowned resort town, Whistler has unique housing challenges. Whistler is a desirable location for a variety of residents (resort workers, lifestyle residents, retirees, second homeowners), and there is high competition for a limited supply of available housing. Historically, housing affordability, home ownership and quality rental accommodations have been the greatest housing challenges in Whistler, challenges that persist today. Resort Municipality of Whistler (RMOW) Council identified housing as a top priority in the 2023-2026 RMOW Strategic Plan.

Housing Needs Reports are a valuable tool to support the development of housing policy and action, and to inform land use planning. The RMOW's first Housing Needs Report prepared under provincial legislation was received by Council in May 2022. This Interim Housing Needs Report is an appendix to the 2022 report.

Following this introduction, the Interim Housing Needs Report is divided into four sections:

- Section 2 sets out the provincial legislative context and identifies where the report fits within the next steps of the provincial requirements;
- Section 3 presents the number of housing units required to meet current and anticipated need for Whistler in the next 5 and 20 years, as calculated per the methodology in the provincial regulation using the 'BC HNR Calculator' provided by the University of British Columbia's (UBC) Housing Assessment Resource Tools (HART) project;
- Section 4 provides 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
- Section 5 identifies a description of the actions taken by the RMOW and its subsidiaries, since receiving the most recent Housing Needs Report, to reduce housing needs.

This report also includes the following schedules that provide additional information as follows:

- Schedule I – Provincial HNR Method Technical Guidance; and
- Schedule II – UBC – BC HART Calculator – Whistler Results.

2.0 PROVINCIAL LEGISLATIVE CONTEXT

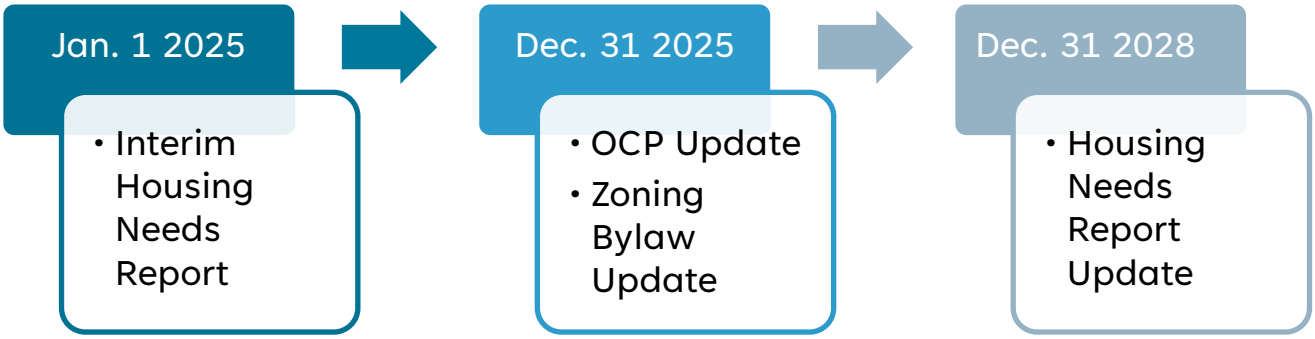
The legislative requirements for Housing Needs Reports were first introduced in 2019, and required local governments to collect data, analyze trends and present reports that describe their community's current and anticipated housing needs.

In spring 2023, the provincial Homes For People (news.gov.bc.ca/files/Homes_For_People.pdf) housing action plan was released. The provincial action plan aims to help close the gap between housing demand and supply and create more homes for people, faster. The plan's aspiration is stated by the Province as: "*Homes for People* helps people build good lives in their communities, secures a foundation for our economy, and delivers more homes for people, faster – to build a brighter future and a stronger B.C. for everyone who lives here."

To implement the aims of the Homes for People plan, in 2023, the Province amended the *Local Government Act* by *Bill 44 – 2023 Housing Statues (Residential Development) Amendment Act*, *2023*. Among other things, this amendment includes new requirements for Housing Needs Reports. Additionally, the amendment requires municipalities and regional districts to prepare Interim Housing Needs Reports by January 1, 2025.

As noted above, Whistler's Interim Housing Needs Report is an appendix to the Housing Needs Report that was received by Council in May 2022. It satisfies the requirements set out in the *Local Government Act* and the *Housing Needs Report Regulation*.

After completing the Interim Housing Needs Report, municipalities must then update their official community plans (OCP) and zoning bylaws as needed by December 31, 2025 to accommodate the number of housing units identified. The first regular Housing Needs Reports are then required to be completed by December 31, 2028, and every five years thereafter. The following figure summarizes the required process between 2025 and 2028:



3.0 WHISTLER'S HOUSING NEEDS

This subsection of the report provides context on the HNR Method, includes a note on Census Data and summarizes the number of housing units required to meet Whistler's current and anticipated need for the next 5 and 20 years, as calculated using the HNR Method.

The HNR Method

The HNR Method is the provincial methodology that local governments are required to use to calculate the total number of housing units their communities will need for over 5 and 20 years. The HNR Method is primarily based on 2021 Statistics Canada Census data for the Whistler Census subdivision area. The HNR Method is described in detail in the provincial HNR Method Technical Guidance attached to this Appendix as Schedule I. The HNR Method was applied by using the provincially endorsed HNR Calculator, an online tool developed by UBC's HART project, and the full results are attached as Schedule II to this Appendix. The tool is available here: BC HNR Calculator | Housing Assessment Resource Project (HART) (ubc.ca).

Note on Census Data

The RMOW's 2022 Housing Needs Report uses 2016 Statistics Canada Census data. Following Council's receipt of this 2022 report, Statistics Canada released the 2021 Census data. Acknowledging the limited timeframe for completion of December 31, 2025, at this time the Province only requires an Interim Housing Needs Report. The RMOW's Interim Housing Needs Report uses the most recently available 2021 Statistics Canada Census data. As described above, by December 31, 2028 the Housing Needs Report will be holistically updated with the most recent Statistics Canada Census data, expected to be collected in 2026.

Housing Need Summary

The HNR Method consists of the following six components, which are added together to provide the total number of housing units needed for 20 years. The following table sums the six components and rounds the totals to the nearest whole number to determine the total number of new homes needed in the next 20 years, according to provincial guidelines. It also displays 5-year housing need estimates using the method provided in the provincial guidelines.

Total 5-year and 20-year Housing Need		
Component	**5-Year Need**	**20-Year Need**
A. Extreme Core Housing Need	68.34	273.37
B. Persons Experiencing Homelessness	17.72	35.45
C. Suppressed Household Formation	175.48	701.92
D. Anticipated Growth	886.03	2,931.23
E. Rental Vacancy Rate Adjustment	10.27	41.07
F. Additional Local Demand	414.08	1,656.32
Total New Units – 5 years	**1,572**	
Total New Units – 20 years		**5,639**

HNR Components

For each component, the 5-year housing need estimates are included, determined based on the method provided in the provincial guidelines. The descriptions are provided for context and are largely reproduced from the provincial technical guidance in Schedule II, which describes the HNR Method in detail.

A. Supply of units to reduce extreme core housing need (those paying more than 50% of income for housing)

Extreme core housing need, as defined by Statistics Canada, refers to private households falling below set thresholds for housing adequacy, affordability or suitability that would have to spend 50% (as compared to 30% for core housing need) or more of total pre-tax income to pay the median rent for alternative acceptable local housing. Extreme core housing need data is provided by Statistics Canada and the HNR Method considers the average rate over multiple years for owner and rental households.

Total New Units – 5 years	68.34
Total New Units – 20 years	273.37

B. Supply of units to reduce homelessness

People experiencing homelessness is a population that is not typically captured well in data sources including the Census. Data on homelessness is derived from the Province's Integrated Data Project (IDP). To be included in IDP counts, individuals must have received income assistance (i.e., BC Employment Assistance) and had no fixed address for three consecutive months or stayed in a BC Housing-affiliated shelter for at least one night, or both. Regional homelessness data, as reported by the IDP is applied to the applicable municipality-based on its share of the regional population. The calculation to determine the number of units assumes that one permanent housing unit is required per person experiencing homelessness.

Total New Units – 5 years	17.72
Total New Units – 20 years	35.45

C. Supply of units to address suppressed household formation

Suppressed household formation addresses households that were unable to form between 2006 and the present due to a constrained housing environment. Households make decisions on housing based on the choices available to them. For example, due to a lack of available and affordable housing supply, young people may have difficulty moving out of their parents' homes, while others may choose to merge households with roommates. To estimate suppressed household formation, 2006 Census data, considered to be a time when housing supply was less constrained, is used in comparison with 2021 Census data.

Total New Units – 5 years	175.48
Total New Units – 20 years	701.92

D. Supply of units needed to meet household growth over the next 5 or 20 years

Units needed to meet household growth account for the housing needs of an increasing population over 20 years. Data from the recently updated BC Stats household projections is used to determine anticipated household growth, by averaging local household growth and regional based household growth.

Total New Units – 5 years	886.03
Total New Units – 20 years	2,931.23

E. Supply of units needed to meet at least a 3% vacancy rate

A rental vacancy rate adjustment adds surplus rental units to restore local vacancy rates to levels representing a healthy and well-functioning rental housing market. Typically, rates between 3% and 5% are considered healthy rates. Primary Rental Market Vacancy Rate data is used from the Canada Mortgage and Housing Corporation (CMHC).

Total New Units – 5 years	10.27
Total New Units – 20 years	41.07

F. Supply of units needed to meet local demand

The final component included in the HNR Method is a calculated number of housing units reflecting additional demand for housing, beyond the minimum units required to adequately house current and anticipated residents. This is called the “demand buffer” and is designed to better account for the number of units required to meet “healthy” market demand in different communities. Accounting for additional local demand is intended to address households who require or prefer housing with certain characteristics, including being closer to jobs and schools, growing families looking for larger homes and seniors looking to downsize. The demand factor is a multiplier prescribed by the Province and is applied to components A, B, C and E above.

Total New Units – 5 years	414.08
Total New Units – 20 years	1,656.32

4.0 ADDITIONAL STATEMENT OF NEED

Background

Housing Needs Reports are required to provide statements about key areas of local need. Before Bill 44, the required statements pertained to:

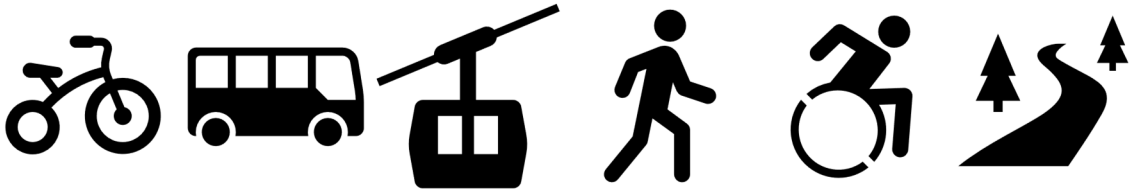
1. affordable housing;
2. rental housing;
3. special needs housing;
4. housing for seniors;
5. housing for families; and
6. shelters for individuals experiencing homelessness and housing for individuals at risk of homelessness.

The 2022 Whistler Housing Needs Report (https://www.whistler.ca/wp-content/uploads/2023/03/appendix_a_-_housing_needs_report_2022_restated.pdf) contains these required statements. Bill 44 added a requirement for a statement about housing need in close proximity to transportation infrastructure that supports walking, bicycling, public transit, and alternative forms of transportation.

Statement of Need

The new required statement of need and supporting information are as follows:

New purpose-built housing, especially employee rental housing, should be prioritized in locations with close proximity to transportation infrastructure that supports walking, rolling, cycling, alternative forms of active transportation, and public transit, and required to promote community livability, achieve climate-related objectives and reduce traffic congestion.



Whistler Context

Relevant Transportation Policy

Continuing to expand the supply of employee restricted housing, and indeed all housing, in close proximity to transportation infrastructure, is encouraged and supported through existing municipal policies and plans including the OCP and Whistler's Climate Action Big Moves Strategy.

The RMOW's OCP includes policy direction that supports the development of housing in close proximity to transportation infrastructure. This policy direction includes the following:

- **5.1.2.5. Policy:** Consider allowing development of *employee housing* on underdeveloped private lands in residential neighbourhoods with close proximity to jobs, sustainable transportation, amenities and services and consistent with policies and criteria established for evaluation.

- **5.4.1.2. Policy:** Encourage flexibility in zoning and consider infill developments that take advantage of existing infrastructure, have close proximity to transit, commercial centres, amenities and services, and are compatible with the adjacent neighbourhood character.

- **5.4.1.3. Policy:** Ensure all neighbourhoods are well-connected to local transit, trails, green space, amenities and services.

Increasing the supply of housing in close proximity to transportation infrastructure also supports 'Big Move #1: Move Beyond the Car' in Whistler's Climate Action Big Moves Strategy. The goal associated with this Big Move is that by 2030, 50% of all trips in Whistler are by transit and active transport.

Whistler Gondola Exchange – Transit Oriented Development Area

In 2023, the Province amended the *Local Government Act* by *Bill 47 – 2023 Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023*. With the aim of increasing housing supply near transit hubs, this legislation required local governments with applicable transit facilities to designate Transit-Oriented Development (TOD) areas. A TOD area is an area within a set distance from a transit station, that allows for a minimum allowable residential building height and density that local governments must adhere to when considering rezoning applications for residential development. The prescribed TOD area is applicable to parcels of land within 400 metres of the Whistler Gondola Exchange. BC Order in Council No. 678-2024 identifies Whistler Gondola Exchange as a TOD area and provides the location coordinates. On June 25, 2024, to comply with this requirement, Council adopted "Transit-Oriented Development Area Designation Bylaw No. 2442, 2024" and "Zoning Amendment Bylaw (Transit-Oriented Development Area – Residential Parking) No. 2441, 2024."

Current Active and Public Transit Opportunities

Whistler is currently well-served by local public bus service. Whistler Transit operates a service that is partly funded by the RMOW. This service reaches most areas of Whistler. Bus service is provided to areas with considerable employee housing, notably the Cheakamus, Rainbow and Whistler Creek neighbourhoods.

As per the 2024-2025 provincial budget, the BC Transit operating grant was increased allowing for transit service expansion across the province. The Whistler conventional transit system was granted 7,650 annual service hours of expansion funding and in April 2024 implemented just over 3,500 hours. The reallocation of service and expansion of base level service has contributed to the continued ridership growth year over year. Phase 2 of the expansion was implemented in mid-November, increasing Whistler's annual service hours from 74,800 to 81,356. The remaining 1,100 annual service hours associated with the approved 7,650-hour expansion will be realized in April 2025.

Whistler is also well-served by the Valley Trail. This 40-kilometre long multi-use trail provides commuting and recreation opportunities. The Valley Trail reaches many areas of Whistler, including areas with considerable employee housing. As such, the Valley Trail provides opportunities for people to travel through Whistler using a variety of active transportation modes.

Commuting Trends

Whistler's Community Life Survey provides information related to commuting trends in Whistler. The 2024 survey results show that when it comes to transportation to and from work, single occupancy vehicle travel is still the preferred option in both winter (53 per cent) and summer (43 per cent). The results also show that summer bicycle transportation between 2023 and 2024 dropped from 34 per cent in 2023 to 20 per cent in 2024 with individuals primarily shifting to vehicle travel.

Moving Forward: Complete Communities Assessment

The RMOW Planning Department is currently completing a project funded under the Union of B.C. Municipalities (UBCM) 2023/24 Complete Communities Program. This Program supports communities to carry out assessments about community completeness for at least three of the following four lenses – housing, transportation, daily needs and infrastructure. It is aimed at informing land use decision-making and describes complete communities as "communities – or areas within a community – which provide a diversity of housing to meet identified community needs and accommodate people at all stages of life, and provide a wider range of employment opportunities, amenities, and services within a 15-to-20-minute walk." This grant is enabling the RMOW to undertake a geospatial land use assessment of the lands within the Whistler Urban Development Containment Area and the project will enable the RMOW to better understand housing need in close proximity to services, amenities and transportation infrastructure.

5.0 HOUSING ACTION

This section of the report provides a description of the actions taken by the RMOW and its subsidiaries since receiving the most recent Housing Needs Report, to reduce housing needs. The RMOW mainly facilitates housing options through regulations, policies and programs, and collaboration. The RMOW collaborates with higher levels of government, local non-profit organizations and the private sector to facilitate the development of additional housing options directed primarily to increase the secure supply of employee housing. Additionally, in partnership with its subsidiaries, the Whistler 2020 Development Corp. (WDC) and the Whistler Housing Authority Ltd. (WHA), the RMOW directly delivers new affordable employee housing.

RMOW Strategic Plan

In the 2023-2026 RMOW Strategic Plan, 'Housing' is identified as one of the top four community priorities. The Strategic Plan particularly identifies the implementation of a Housing Action Plan, completion of Cheakamus Crossing Phase 2 (Lots 2, 3, 5), advancement of private sector employee housing applications and development of a Long-Term Housing Strategy as key initiatives.

RMOW Housing Action Plan

The RMOW Housing Action Plan was endorsed by Council on May 16, 2023, and outlines actions to address Whistler's affordable housing needs and challenges. This plan identifies priority actions to be undertaken in 2023 and 2024 and provides a framework to guide future initiatives.

To reflect the areas where the RMOW can respond to challenges and contribute to housing initiatives, the Housing Action Plan is organized using the following six housing action categories:

1. Monitor Supply and Identify Needs;
2. Protect and Optimize Employee Housing;
3. Leverage Municipal Lands;
4. Utilize and Expand Financing Tools;
5. Encourage the Private Sector; and
6. Remove Red Tape Barriers.

Within each housing action category, the Housing Action Plan identifies recently completed and ongoing actions, actions that are currently in-progress and actions that were recommended to be initiated in 2023.

Update on Housing Action

With the above context in mind, the following subsections provide an update on housing action since RMOW Council received the most recent Housing Needs Report in May 2022. Organized by the six housing action

categories, this update identifies actions that have been completed, are considered ongoing and are currently in-progress.

Monitor Supply and Identify Needs

Ongoing	
Community Life Survey	The Community Life Survey has been completed on an annual basis since 2006 to determine the overall satisfaction with quality of life in Whistler. It also provides insights into housing, affordability, employment and income.
Balance Model Initiative	The Balance Model Initiative has been designed to understand the changing trends in Whistler's population and study the capacity of services and amenities to support that population, including housing needs.
Housing and Strategy Select Committee of Council	The Housing and Strategy Select Committee was introduced in fall 2024. The purpose of the Committee is to advise RMOW staff and Council on matters related to housing and long-term strategic planning. Specifically, the Committee supports and advises on proposed housing and strategy policy such as: • providing strategic input to considerations for affordable and employee housing; • providing strategic input to proposed policy (OCP and applicable policies and bylaws); • providing guidance to the development of the long-term housing strategy; • providing strategic input into the Housing Action Plan, including the prioritization of housing action items, and considerations and thinking around implications of housing action items; • high level strategic development; and • review of larger Master Plan Projects.
Squamish-Lillooet Regional District (SLRD) Regional Housing Forum	The SLRD Regional Affordable Housing Forum held in April 2024 was attended by RMOW staff and provided the opportunity to share goals, initiatives, challenges and ideas for affordable housing, understand high-level regional housing needs and identify collaborative high-level opportunities.
Completed	
Vulnerable Populations Housing Needs Assessment	The Vulnerable Populations Housing Needs Assessment was received by Council on March 19, 2024. The project's key purpose was to identify the existing supply of, and community need for emergency, transitional, supportive, and non-market rental housing. This report will be a key tool to contribute to the development of housing options across the housing continuum and to support municipal partners in pursuing grant opportunities.

Protect and Optimize Employee Housing

Ongoing	
Tourist accommodation licence review and enforcement	New RMOW zoning and business licence regulations were introduced in 2017. Among other things, these regulations help to ensure residential properties are not used for tourist accommodation. RMOW staff actively enforce these bylaws to ensure tourist accommodation and residential properties are used in accordance with applicable regulations. The RMOW has also initiated steps to collect outstanding tickets with payment hearings and a debt collection agency. The provincial government recently introduced the *Short-Term Rental Accommodations Act* to help municipalities regulate short-term rentals and enforce their regulations. Under the new legislation, short-term rental hosts are required to display a valid business licence number on their listing on any short-term rental accommodation platform. If the listing does not follow the local government's business licence requirement, the local government can require the rental platform to remove the listing.
Continue to strengthen employee housing education and enforcement	As identified in the WHA 2024 Corporate plan, the WHA will continue to prioritize Employee Housing Covenant education and compliance through WHA's completion of occupancy audits and following a consistent critical path for enforcing breaches.
WHA Newsletter	In 2023, the WHA developed a new biannual newsletter to enhance the WHA's communication and engagement efforts and to share Employee Housing Program updates with the community.
Annual review of employee housing statutory occupancy declarations	The information collected from the annual Employee Housing Occupancy Declarations helps the WHA to ensure that the Employee Restricted Housing inventory is being used, as intended, as homes exclusively for Whistler's workforce.
Completed	
WHA employee housing education briefs	The WHA developed the following educational briefs, which contribute to supporting employee housing education and enforcement: • Critical Path for Enforcing Housing Covenant Breaches; and • Employee Occupancy Restricted Properties. (https://whistlerhousing.ca/pages/learn-more)
Identifying rent restricted properties in Whistler	The WHA website now identifies properties subject to rent restrictions as part of the Employee Housing Inventory in Whistler. This is a valuable resource for landlords and tenants as it provides transparency and supports employee housing education and enforcement efforts. (Landlord and Tenant Resources – Whistler Housing Authority)

Increasing tourist accommodation violation fines	On October 26, 2023, the Province announced the *Short-Term Rentals Accommodations Act* (Bill 35). Under the new legislation, fines for tourist accommodation violations can be increased to $3,000 per infraction daily. On May 24, 2024, Council adopted the Municipal Ticket Information System Implementation Amendment Bylaw (Tourist Accommodation Fine Amounts) No. 2427, 2024, increasing the MTI fines for tourist accommodation violations from $1,000 to $3,000 per infraction daily.

Leverage Municipal Lands

Ongoing	
Secure new municipal lands	Strategic opportunities can be utilized where feasible to secure new municipal lands to facilitate new employee housing developments.
RMOW/WHA/WDC Working Group	In 2023, a formalized RMOW/WHA/WDC Working Group was established to enhance collaboration between the organizations and to progress the planning and development of new employee housing projects in Cheakamus Crossing.
Completed	
1240 & 1360 Mount Fee Road – Cheakamus Crossing Phase II – Lot 1	In 2022 and 2023, two apartment buildings were constructed, resulting in 100 employee housing ownership units.
1400 & 1450 Mount Fee Road – Cheakamus Crossing Phase II – Lot 2	In fall 2024, two apartment buildings were constructed, resulting in 78 new employee housing rental units. One apartment building is owned and operated by the Whistler Valley Housing Society, and will provide housing opportunities geared towards essential service employees and social service clients employed in Whistler. The second apartment building is owned and operated by the WHA.
In-Progress	
1475 Mount Fee Road – Cheakamus Crossing Phase II – Lot 5	Currently, one apartment building is under construction, which will result in 104 employee housing rental units, with occupancy expected in Q1 2026.
Cheakamus Crossing Phase II – Lot 3	An RMOW rezoning and development permit application has been submitted by the WDC. The project plan will be presented to Council for consideration prior to year-end. The application will be prioritized so that construction may begin as early in spring 2025 as possible, pending funding and financing approval.
Whistler Complete Communities Geospatial Land Use Assessment	The “Whistler Complete Communities Geospatial Land Use Assessment” is a result of a successful grant application submitted to the Complete Communities program, supported by the Ministry of Housing and administered by UBCM. This grant is enabling the RMOW to undertake a

	geospatial land use assessment of the lands within the Whistler Urban Development Containment Area and the project will enable the RMOW to better understand housing need in close proximity of transportation infrastructure.

Utilize and Expand Financing Tools

Ongoing	
Community amenity contributions	Community amenity contributions, received through rezoning applications, may contribute to employee housing initiatives.
Selling market housing components	Selling market housing components of municipal land associated with employee housing developments contributes to financing for construction of new employee housing. This option is done with careful consideration, as these are lands that are then no longer available for employee housing projects.
Online Accommodation Provider (OAP) funding	OAP funding is used to support the development of Cheakamus Crossing Phase 2.
Apply for government grants and partnerships (i.e., CMHC, BC Housing)	RMOW and WHA staff actively pursue grant opportunities as they arise and are offered by senior levels of government.
Explore opportunities for First Nations partnerships	Schedule B of the OCP includes a table and map identifying the existing and potential fee simple lands and partnership interests of Squamish Nation and Líl̓wat Nation. On fee simple land owned by Líl̓wat Nation, located at 1000 Alpha Lake Road, 72 new employee housing units are planned to be developed. Additionally, the Economic Development Committee stemming from the Framework Agreement and policies within the OCP also support exploring collaboration with Squamish Nation and Líl̓wat Nation on employee housing and economic development opportunities.
Completed	
Applied to CMHC Housing Accelerator Fund (HAF) – Round 1 and 2	The CMHC HAF launched in summer 2023 and provides incentive funding to boost housing supply across Canada. The application requires a “Housing Accelerator Fund Action Plan” outlining supply growth targets and specific initiatives to grow housing supply and speed up housing approvals. The RMOW submitted an application in 2023 and was invited by CMHC to submit a second application in fall 2024. The status of the round 2 application is still pending.
Allocated a portion of general MRDT funds to support affordable housing	Designated recipients of the Municipal and Regional District Tax (MRDT) have the option to fund affordable housing initiatives that they deem appropriate to meet local needs. If local stakeholders are supportive (and

	subject to provincial approval), a portion of general MRDT funds could be allocated to affordable housing initiatives. The RMOW in 2023 secured permission from the Province to allocate Core MRDT to Affordable Housing, in addition to MRDT OAP. In that same year, about $1Mm in Core MRDT was allocated in this fashion, by moving into the Employee Housing Reserve. Then, in 2024 these same funds (now as the Employee Housing Reserve funds) were transferred to the WHA to support the construction on their behalf of a new, 100-unit employee housing project in Cheakamus Crossing, scheduled for completion in 2026.
CMHC low-cost financing secured for 1450 Mount Fee Road	In 2023, the WHA secured low-cost financing from CMHC to acquire an apartment building with 48 employee rental units at 1450 Mount Fee Road.
Received BC Builds Grant	BC Builds, launched in February 2024, aims to fast-track delivery of homes for people with middle incomes by leveraging government-, community- and non-profit-owned and underused land through government funding and financing. Through the BC Builds Grant, the Province provided approximately $12.7 million and made available more than $27 million in low-interest financing to the RMOW and WHA to support the construction of 104 employee rental units at 1475 Mount Fee Road.
In-Progress	
Consider employee mandatory suite buy-out program	Staff have been directed by Council to complete a review of the current cash-in-lieu procedure and to establish a policy for future discharges of mandatory employee restricted suite covenants. There is opportunity for this action to provide financing to develop new employee housing units, increase utilization and reduce enforcement challenges.
Develop an affordable housing financing process	Continue to build understanding at both the RMOW and with the leadership of its subsidiary corporations around the financial mechanics of affordable housing, with the goal of establishing a well-understood, and repeatable process for financing affordable housing builds. This involves financial analysis (both cost and demand size), forecasting of internally-available funds, as well as an understanding of external funding opportunities. The goal is to understand what is possible in the next 5–10 years and where the financial risk lies.

Encourage the Private Sector

Completed	
Processing of private sector employee housing applications	Staff process new applications as they are received. Through this initiative, a total of 316 new employee housing bed units are planned to be developed across the following approved projects: • Vail Glacier 8; • 2077 Garibaldi Way; • Whistler Sports Legacies; • 5298 Alta Lake Road; and • Garibaldi Professional Building.
Whistler Gondola Exchange TOD Area	The provincial *Housing Statutes (Transit-Oriented Areas) Amendment Act* required local governments with applicable transit facilities to designate TOD areas. BC Order in Council No. 678-2024 identifies Whistler Gondola Exchange as a TOD area and provides the location coordinates. On June 25, 2024, to comply with this requirement, Council adopted "Transit-Oriented Development Area Designation Bylaw No. 2442, 2024" and "Zoning Amendment Bylaw (Transit-Oriented Development Area – Residential Parking) No. 2441, 2024."
Small-Scale Multi-Unit Housing (SSMUH)	The RMOW was required to update the Zoning and Parking Bylaw No. 303, 2015 to accommodate SSMUH requirements for parcels of land with zoning currently restricted to single-family detached dwellings, auxiliary suites and duplexes. Depending on parcel size, location and existing zoning, the prescribed requirements are to allow for up to four residential dwelling units. On June 11, 2024, RMOW Council adopted the Zoning Amendment Bylaw (Small Scale Multi-Unit Housing) No. 2440, 2024, which applies to approximately 3,311 residential parcels in Whistler.
In-Progress	
Processing of private sector employee housing applications	Staff will continue to process private sector employee housing applications and process new applications as they are received including the following in-progress applications: • Whistler Sports Legacies; • Whistler Mountain Ski Club; and • 7104 Nancy Green Drive.
Whistler Creek West Neighbourhood Plan	The plan will develop a vision for the neighbourhood's future over the next 25 years, supporting increased densification, diverse housing options, employment space, transportation, and community amenities.
Development charges review	The provincial *Housing Statutes (Development Financing) Amendment Act* expanded the scope of Development Cost Charges (DCCs) and introduced Amenity Cost Charges (ACCs). The scope of infrastructure that

	can be funded by DCCs now also includes fire protection facilities, police facilities and solid waste facilities. ACCs are an optional finance tool to allow local governments to collect funds for amenities including community centres, daycares and libraries from new development. There is also the opportunity to review and update the Employee Works and Services charges. Staff are developing a proposed project approach for Council's future consideration.
SSMUH Bylaw Testing	This project was initiated to test the SSMUH Bylaw by analyzing a number of representative development scenarios for small scale multi-unit housing. Two teams of professionals with relevant experience were engaged to test the regulations of the adopted bylaw, for both physical design and buildability and financial feasibility. Lessons learned through this process will be used to inform a future update to the SSMUH Bylaw to further encourage development uptake.
SSMUH Bylaw amendment	SSMUH Bylaw testing and continued monitoring after adoption were identified as important components of the implementation of SSMUH. The SSMUH Bylaw amendment will reflect lessons learned to inform future updates as required to ensure viability and encourage uptake.

Remove Red Tape Barriers

Ongoing	
Provincially updated Public Hearing Process	Public hearings are prohibited for residential developments that are consistent with the OCP. Public hearings will continue to be required for zoning bylaw amendments related to non-residential amendments and OCP amendments.
Dedicated Planning Department staff time	In addition to day-to-day responsibilities and other projects, the Planning Department provides dedicated staff time across planning groups (policy, projects and development) to expedite employee housing applications and initiatives.
Consider reduced parking minimums	The reduction of parking minimums to facilitate employee housing developments is considered by Council on a case-by-case basis. To encourage and facilitate development of small scale multi-unit housing, the opportunity for reduced parking minimums as well as maximums is provided for within Zoning and Parking Bylaw No. 303, 2015.
Completed	
Updated Land Use Procedures and Fees Bylaw No. 2205, 2022	The bylaw was updated in 2022 and contributes to efficiencies in processing planning applications.

Advocate to the Province to re-introduce employee restricted properties in the provincial Property Tax Deferment Program	In September 2023, the RMOW sent a letter to the provincial Minister of Finance to advocate for employee-restricted properties, including leasehold properties, to be eligible to participate in the provincial Property Tax Deferment Program.
In-Progress	
Develop Policy to Prioritize Employee Housing development applications	Prioritizing employee housing building permits reflects the priority need for employee housing in the resort community and aims to contribute to expediting the delivery of new employee housing units. A process for prioritizing building permits facilitating employee housing is being developed.
Building Initiative Project	The Building initiative project is focused on streamlining the building permit application workflow process, including developing new application forms and implementing e-apply.
Advocate to the Province to streamline provincial approvals and regulations	Streamlining provincial approvals and regulations, specifically regarding provincial covenants on municipal lands that require updating to efficiently modify and update existing housing agreements, would remove red tape barriers to facilitating employee housing developments. Council will be considering a report on the CLB lands in this regard on December 17, 2024, concurrent with the timing of the Interim HNR.
Advocate to the Province regarding property transfer tax	There may be opportunity to advocate to the Province to either waive or re-direct property transfer taxes on employee housing units to support affordable housing initiatives.

Guidelines for Housing Needs Reports –
HNR Method Technical Guidance

INTRODUCTION

1. Purpose of this Guide

This guidance document is a resource to support local governments in understanding the HNR Method, which is the standardized method for calculating the number of housing units needed over 5 and 20 years, as required by the *Housing Needs Reports Regulation* and the *Vancouver Housing Needs Reports Regulation*.

In the fall of 2023, a comprehensive suite of legislation changed the local government planning and land use framework to enable local governments to deliver more housing, in the right places, faster. New requirements for local government Housing Needs Reports (HNRs) are a key part of these changes.

As a result of these changes, **local governments must complete an Interim HNR by January 1, 2025, using the HNR Method** to calculate the number of housing units needed over 5 and 20 years.[1]

***Municipalities* must then update their official community plans[2](OCPs) and zoning bylaws by December 31, 2025**, to accommodate the identified number of housing units. Regional district electoral areas (EAs) are exempt from these OCP and zoning requirements.

Following this, **the next regular HNR is due by December 31, 2028, and corresponding updates to *municipal* OCPs and bylaws will be required by December 31, 2030**. Subsequent reports and updates must be completed every five years. This update cycle is timed to correspond with each census data release.

The content of this guidance document is not a substitute for legislation, nor should it be relied upon as legal advice. Users of this manual should seek legal advice as necessary.

[1] An Interim HNR can simply be a local government's most recent HNR, updated to include 3 new elements: the 5- and 20-year number of housing units needed (based on the HNR Method); a statement about the need for housing near transportation infrastructure; and actions taken to reduce housing needs since the last report.
[2] Local governments are not required to undertake a comprehensive OCP update. The statements and map designations for residential development must permit the number of housing units needed over the next 20 years (as determined by their most recent HNR) and OCPs must include housing policies respecting each type of housing required to be addressed in HNRs.

2. Overview of legislated requirements

The first legislative requirements for HNRs took effect in April 2019 and require local governments to collect data, analyze trends, and present reports that describe current and anticipated housing needs in BC communities. Municipalities and regional districts were required to complete their first HNR by April 2022 and every five years thereafter.

Updated legislation and regulations specify new requirements for local governments related to the HNR Method, streamlined information collection, additional content, and a new timing cycle.
The Summary of Legislative and Regulatory Requirements for Housing Needs Reports lists the updated HNR requirements.

PART 1 – STANDARD CALCULATION METHOD FOR HOUSING NEEDS

1. Overview of the HNR Method

Requiring a standard method for calculating housing need in HNRs ('HNR Method') will ensure that all local governments produce robust, consistent, and comparable assessments of housing need.

The HNR Method estimates the total number of housing units required to address a community's current and anticipated housing needs over 5- and 20-year timeframes, based on publicly available data sources that can be applied to communities of various scales. It is composed of the following six components (Components A-F) of housing need, **which are summed and rounded to the nearest whole number to determine the total 20-year 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"). This component is only included for *municipalities.* There is no requirement to apply the demand factor to *regional district electoral areas*.

Each of these components is described in detail below, and includes:

- A written description of the component and calculation method
- Links to the relevant sections of the regulation
- A list of required data and sources and associated links

- Step-by-step guidance for calculating housing need using the HNR Method
- Tables illustrating the calculations in practice for a sample community[3]

Note that the following sections describe the housing need calculations required to meet legislated requirements for HNRs. Some local governments may choose to take the analysis a step further, to include additional data and calculations, such as breakdowns of unit size, tenure, or affordability, to provide a more detailed assessment of housing needs. Suggested methods for unit breakdown calculations are included in Appendix A. While not required, the Province encourages local governments to undertake this extra level of analysis as it could lead to more informed decision-making and better planning outcomes for the community.

Links to all required data are included below.

In limited cases, particularly for very small communities and regional district electoral areas (EAs), some components of the HNR Method require alternate calculation methods or assumptions to accommodate data availability challenges. Alternate methods for these cases are described in Part 2 of this guidance.

2. Calculating 20-year housing need HNRR s. 16 (VHNRR s. 11)

For the purposes of calculating 20-year housing need, the total number of new housing units for the applicable municipality or regional district electoral area is the sum of the six components listed above and detailed in the following sections, rounded to the nearest whole number.

The 5-year calculation is based on the 20-year calculation, and is described in Section #3 below.

COMPONENT A: Housing units and extreme core housing need HNRR s. 17 (VHNRR s. 12)

Extreme core housing need (ECHN) for renters and owners with a mortgage is used to estimate the number of new units required for those in vulnerable housing situations. Extreme core housing need, as defined by Statistics Canada, refers to private households falling below set thresholds for housing adequacy, affordability or suitability that would have to spend 50% (as compared to 30% for core housing need) or more of total pre-tax income to pay the median rent for alternative acceptable local housing.

Not all households in core housing need require a new unit to address housing inadequacies; for some households, solutions such as making repairs to an existing unit may be sufficient. With that

[3] All calculation examples in this guidance reflect a single sample community. The example tables have used rounding to aid in readability – totals reflect calculated results using original numbers prior to rounding.

understanding, the use of ECHN data as a subset of core housing need provides a more conservative estimate of new units required while still relying on consistent and available data.

Calculation:

To calculate required new units for ECHN, average ECHN rates (% of households) by tenure, taken from the past four census reports, are multiplied by the total number of households by tenure in the most recent census report. Using the average rate over multiple census years minimizes variations from short term effects, such as the impact of CERB payments during Covid.

Required data:

- The number of owner households and the number of renter households for the applicable municipality or EA (i.e., census subdivision) from the *four most recent* census reports[4]
- The number of owner households with a mortgage in ECHN for the applicable municipality or EA from the *four most recent* census reports[5]
- The number of renter households in ECHN for the applicable municipality or EA from the *four most recent* census reports

Step 1: Gather data for the total number of households by tenure (owners and renters) and the number of households in ECHN by tenure (owners with a mortgage and renters) from the four most recent census reports (e.g., 2006, 2011, 2016, and 2021). Calculate the rates of households in ECHN (% of total) by dividing the number of households in ECHN for each tenure by total households of the same tenure (Table 1).

Step 2: Calculate the Average ECHN Rates for owners with a mortgage and renters across the four census years (Table 1).

Table 1: Extreme core housing need calculations for sample community, Steps 1 and 2

Total Households	**2006**		**2011**		**2016**		**2021**		**Average ECHN Rate**
Owners	19,367		19,762		19,523		19,942		
Renters	4,373		4,620		5,307		6,153		
Extreme Core Housing Need	#	% of total	#	% of total	#	% of total	#	% of total	
Owners with a mortgage	n/a		n/a		n/a		563	2.8%	**2.8%**
Renters	447	10.2%	543	11.7%	583	11.0%	575	9.3%	**10.6%**

Step 3: Multiply the Average ECHN Rates calculated in Step 2 for owners with a mortgage and renters by the Total Households of the same tenure from the most recent census report to determine current Households in ECHN (Table 2).

[4] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-

[5] ECHN data for owners with a mortgage is not currently available prior to 2021. This data is available here: https://www2.gov.bc.ca/assets/download/6279885F00C945838765836D14773CE5

Step 4: Add the calculated Households in ECHN for owners with a mortgage and renters from Step 3 together to determine the Total New Units needed to address ECHN over 20 years (Table 2).

Table 2: Extreme core housing need calculations for sample community, Steps 3 and 4

	2021 Households	Average ECHN Rate	Households in ECHN
Owners	19,942		
Owners with a mortgage		2.8%	563
Renters	6,153	10.6%	650
Total New Units - 20 years			**1,213**

COMPONENT B: Housing units and homelessness HNRR s. 18 (VHNRR s. 13)

People experiencing homelessness (PEH) is a population not typically captured well in data sources such as the census. This component of housing need quantifies the supply of permanent housing units required for those currently experiencing homelessness.

Data on homelessness is derived from the Province's Integrated Data Project (IDP), a program initiated through a partnership between the Ministries of Housing, Social Development and Poverty Reduction, Citizen Services, and BC Housing. The IDP provides robust data on people experiencing homelessness at any point during the year, as a complement to the annual, one-day point-in-time counts conducted by many local and regional governments.

To be included in IDP counts, individuals must have received income assistance (i.e., BC Employment Assistance) and had no fixed address for three consecutive months or stayed in a BC Housing-affiliated shelter for at least one night, or both. The data is publicly available at the regional scale, with the most recent year being 2021 as of the writing of this guidance.

Calculation:

Regional homelessness data, as reported by the IDP, is applied to the applicable municipality or EA based on its share of the regional population. A population-based distribution mitigates some of the impacts of historically varied local government investment in supports and housing serving the PEH population. This calculation assumes that one permanent housing unit is required per PEH.

Required data:

- The population for the applicable municipality or EA (i.e., census subdivision) and the associated *regional district* (i.e., census division) from the most recent census report[6]

[6] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-

- The number of PEH for the associated *regional district* (i.e., census division), using the *Annual Estimate Report* of BC's Preventing & Reducing Homelessness Integrated Data Project (IDP) published on the date closest to the most recent census[7]

Step 1: Calculate the applicable municipality's or EA's population as a share (%) of the regional population by dividing the local population from the most recent census report by the regional population (Table 3).

Step 2: Gather PEH data from the IDP report published on the date closest to the most recent census, using the number of PEH for the associated regional district census division. For 2021 census data, use the 2021 IDP report (Table 3).

Step 3: Multiply the applicable municipality's or EA's population share (%) from Step 1 by the number of PEH as determined in Step 2 to estimate the proportional local number of PEH. This method assumes one unit per person, such that the proportional local number of PEH is equal to the number of units required. Include this figure as the Total New Units needed to address PEH over 20 years (Table 3).

Table 3: People experiencing homelessness calculations for sample community, Steps 1, 2 and 3

Regional Population	Local Population		Regional PEH	Proportional Local PEH
	#	% of Region		
1,757,479	70,356	4.0%	7,576	303
Total New Units - 20 years				**303**

COMPONENT C: Housing units and suppressed household formation HNRR s. 19 (VHNRR s. 14)

Suppressed Household Formation (SHF) addresses those households that were unable to form between 2006 and the present due to a constrained housing environment. Households make decisions on housing based on the choices available to them; for example, young people may have difficulty moving out of their parents' homes to form households of their own, while others may choose to merge households with roommates due to lack of available and affordable housing supply.

Calculation:

To estimate SHF, 2006 census data – the earliest available data for a time when housing supply was less constrained – is used to determine headship rates by tenure and age cohort. Headship rate is calculated by dividing the number of households by population for a given cohort. 2006 headship rates are then applied to population data from the most recent census report to estimate how many additional households might have formed under more favourable housing conditions.

[7] IDP *Annual Estimate Reports* are available at: https://www2.gov.bc.ca/gov/content/housing-tenancy/affordable-and-social-housing/homelessness/homelessness-cohort. To align with 2021 census data, use the 2021 IDP report.

Required data:

- The number of households by Primary Household Maintainer age and tenure (owners and renters) for the applicable municipality or EA (i.e., census subdivision) from the *2006*[8] and *most recent* census reports.
- The population by age for the applicable municipality or EA from the *2006* and *most recent* census reports.

Step 1: Gather Primary Household Maintainer data by age and tenure from the 2006 and most recent census reports. Note that age categories have changed between census reports. For the purposes of this calculation (Table 4):

- "Under 25 years" from 2006 is equivalent to "15 to 24 years" in the most recent census.
- The "75 to 84 years" and "85 years and over" categories from the most recent census must be combined to align with the 2006 category "75 years and over".

Table 4: Suppressed household formation calculations for sample community, Step 1

Age - Primary Household Maintainer	2006 Households	
2006 Categories	Owner	Renter
Under 25 years	64	140
25 to 34 years	1,085	730
35 to 44 years	3,818	1,169
45 to 54 years	5,303	1,097
55 to 64 years	4,333	523
65 to 74 years	2,609	327
75 years and over	2,155	379

Age - Primary Household Maintainer	2021 Households	
2021 Categories	Owner	Renter
15 to 24 years	36	207
25 to 34 years	866	1,149
35 to 44 years	2,893	1,412
45 to 54 years	4,265	1,424
55 to 64 years	4,936	866
65 to 74 years	3,639	579
75 to 84 years	2,402	311
85 years and over	910	203

Step 2: Gather population data by age from the 2006 and most recent census reports. Population age categories will need to be summed to align with Primary Household Maintainer age categories as listed in Table 5.

[8] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-

Table 5: Suppressed household formation calculations for sample community, Step 2

Age Categories - Household Maintainers	Age Categories - Population	2006		2021	
		All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	5,043	8,993	4,533	8,295
	20 to 24 years	3,950		3,763	
25 to 34 years	25 to 29 years	2,478	5,394	3,108	6,464
	30 to 34 years	2,917		3,356	
35 to 44 years	35 to 39 years	4,489	10,214	4,285	9,205
	40 to 44 years	5,726		4,920	
45 to 54 years	45 to 49 years	6,472	11,882	5,247	10,733
	50 to 54 years	5,410		5,486	
55 to 64 years	55 to 59 years	4,648	8,259	5,363	10,518
	60 to 64 years	3,611		5,155	
65 to 74 years	65 to 69 years	2,558	4,744	3,954	7,314
	70 to 74 years	2,187		3,360	
75 years and over	75 to 79 years	1,788	4,166	2,661	6,192
	80 to 84 years	1,341		1,720	
	85 years and over	1,037		1,811	

Step 3: Calculate the 2006 Headship Rates (%) by age category and tenure. Divide the 2006 number of households by the 2006 population for each Primary Household Maintainer age category and tenure (Table 6).

Table 6: Suppressed household formation calculations for sample community, Step 3

Age Categories - Household Maintainers	2006 Households		2006 Population	2006 Headship Rate	
	Owner	Renter		Owner	Renter
15 to 24 years	64	140	8,993	0.7%	1.6%
25 to 34 years	1,085	730	5,394	20.1%	13.5%
35 to 44 years	3,818	1,169	10,214	37.4%	11.4%
45 to 54 years	5,303	1,097	11,882	44.6%	9.2%
55 to 64 years	4,333	523	8,259	52.5%	6.3%
65 to 74 years	2,609	327	4,744	55.0%	6.9%
75 years and over	2,155	379	4,166	51.7%	9.1%

Step 4: Calculate 2021 Potential Households. Potential Households are the households that may have theoretically formed if Headship Rates from 2006 had remained constant. Multiply the 2006 Headship Rates calculated in Step 3 by the population from the most recent census report for each age category and tenure (Table 7).

Table 7: Suppressed household formation calculations for sample community, Step 4

Age Categories - Household Maintainers	2006 Headship Rate		2021 Population	2021 Potential Households	
	Owner	Renter		Owner	Renter
15 to 24 years	0.7%	1.6%	8,295	59	129
25 to 34 years	20.1%	13.5%	6,464	1,300	875
35 to 44 years	37.4%	11.4%	9,205	3,441	1,054
45 to 54 years	44.6%	9.2%	10,733	4,790	991
55 to 64 years	52.5%	6.3%	10,518	5,518	666
65 to 74 years	55.0%	6.9%	7,314	4,023	504
75 years and over	51.7%	9.1%	6,192	3,203	563

Step 5: Calculate the number of Suppressed Households. Suppressed Households are the difference between those that could have theoretically formed at 2006 Headship Rates and those that actually formed. Subtract the number of households from the most recent census report, as gathered in Step 1, from the estimated Potential Households for each age category and tenure (Table 8).

Step 6: Sum Suppressed Household results (owners plus renters) from Step 5 for each age category to arrive at age category totals. For any categories where the total is less than 0, enter 0 as the total. Sum the totals from each age category to determine the Total New Units needed to address SHF over 20 years (Table 8).

Table 8: Suppressed household formation calculations for sample community, Steps 5 and 6

Age Categories -	2021 Potential Households		2021 Households		2021 Suppressed Households		
Household Maintainers	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	59	129	36	207	23	-79	0
25 to 34 years	1,300	875	866	1,149	435	-274	160
35 to 44 years	3,441	1,054	2,893	1,412	548	-359	189
45 to 54 years	4,790	991	4,265	1,424	525	-433	91
55 to 64 years	5,518	666	4,936	866	582	-200	382
65 to 74 years	4,023	504	3,639	579	384	-74	310
75 years and over	3,203	563	3,312	515	-109	49	0
Total New Units - 20 years							**1,133**

COMPONENT D: Housing units and anticipated household growth HNRR s. 20 (VHNRR s. 15)

Anticipated household growth (AHG) quantifies the additional households required to accommodate an increasing population over twenty years.

Calculation:

To estimate AHG, data is drawn from the recently updated BC Stats household projections. Two 20-year growth scenarios are developed:

- The Local Household Growth scenario uses household growth projections for the applicable *municipality* to determine the number of housing units needed.
- The Regionally Based Household Growth scenario takes the applicable municipality's or EA's number of households from the most recent census report, and applies the projected 20-year *regional* household growth rate (%), to determine the number of housing units needed.

The average of the two scenarios is taken as the new units required for AHG for housing needs calculations. Regional district EAs will *only* calculate a Regionally Based Household Growth scenario, due to data availability, and no average will be taken.

Required data:

- The total number of households for the applicable municipality or EA (i.e., census subdivision) from the most recent census report.[9]
- The total number of households for the associated *regional district* (i.e., census division) from the most recent census report.
- BC Stats household projection data for the applicable *municipality*, for the year 20 years after the most recent census report (e.g., 2041 for the 2021 census)[10]. This data will not be collected for EAs due to data availability.
- BC Stats household projection data for the associated *regional district*, for the year 20 years after the most recent census report (e.g., 2041 for the 2021 census).

Step 1: Gather the number of households for the associated *regional district* from the most recent census report and the BC Stats household projection data for the associated *regional district* for the year 20 years after the most recent census. Calculate the percent increase in households at 20 years (Regional Growth Rate) by dividing the difference in households by the number of households from the year of the most recent census report (Table 9).

Table 9: Anticipated household growth calculations for sample community, Step 1

Regional District Projections	2021	2041	Regional Growth Rate
Households	693,684	999,926	44.1%

Step 2: Gather the number of households for the applicable *municipality* from the most recent census report and the BC Stats household projection data for the applicable *municipality* for the year 20 years after the most recent census. Use the difference between the two figures as the New Units for the Local Household Growth scenario (Table 10). EAs will not calculate this scenario due to data availability.

Step 3: Calculate the Regionally Based Household Growth scenario. Multiply the Regional Growth Rate calculated in Step 1 by the number of households for the applicable municipality or EA from the most recent census report. Use the result as the New Units for the Regionally Based Household Growth scenario (Table 10).

Step 5: For *municipalities*, take the average of the New Units calculated for each scenario. Use the average as the Total New Units to address AHG over 20 years (Table 10). For *EAs*, use the results of the Regionally Based Household Growth scenario as the Total New Units to address AGH over 20 years.

[9] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-
[10] This data is available at: https://www2.gov.bc.ca/gov/content/data/statistics/people-population-community/population/household-projections

Table 10: Anticipated household growth calculations for sample community, Steps 2, 3, 4 and 5

Growth Scenarios	Regional Growth Rate	Households 2021	Households 2041	New Units
Local Household Growth	n/a	26,095	33,087	6,992
Regionally Based Household Growth	44.1%	26,095	n/a	11,520
Scenario Average				9,256
Total New Units - 20 years				**9,256**

COMPONENT E: Housing units and rental vacancy rate HNRR s. 21 (VHNRR s. 16)

A Rental Vacancy Rate Adjustment (RVRA) adds surplus rental units to restore local vacancy rates to levels representing a healthy and well-functioning rental housing market. Including a RVRA in calculations of housing need has been recommended by multiple sources, including the Expert Panel on Housing Supply and Affordability (BC/Canada) and CMHC. Typically, rates between 3% and 5% are considered healthy rates. These calculations use the more conservative rate of 3%.

Calculation:

The RVRA calculation uses Primary Rental Market Vacancy Rate data from CMHC for each applicable municipality or EA. The difference between the units required to reach a healthy vacancy rate of 3% and the estimated existing number of rental units is taken as the additional number of new units required. If Primary Rental Market Vacancy Rate data from CMHC is not available for the applicable municipality or EA, the local government should instead use the provincial vacancy rate, also provided by CMHC. Local governments with vacancy rates above 3% should use zero as the housing need for this component.

Required data:

- The number of renter households for the applicable municipality or EA (i.e., census subdivision) from the most recent census report[11]
- The Primary Rental Market Vacancy Rate from CMHC's Housing Market Information Portal for the applicable municipality or EA (or for British Columbia where local data is not available) for the year closest to the most recent census[12]

Step 1: Gather the local Primary Rental Market Vacancy Rate from CMHC. Use the rate for British Columbia if local data is not available. If the applicable Vacancy Rate is 3% or greater this calculation is not required, and the assumed RVRA housing need over 20 years is zero.

Step 2: Calculate the local Occupied Rate by subtracting the local Vacancy Rate from 100%. For the target (3%) Vacancy Rate, the Occupied Rate is 97% (Table 11).

[11] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-

[12] This data is available at: https://www03.cmhc-schl.gc.ca/hmip-pimh/en#Profile/1/1/Canada. To align with 2021 census data, use the October 2021 rental vacancy rate.

Step 3: Calculate the Estimated Number of Units for the target (3%) and local Vacancy Rates by dividing the number of Renter Households by the target and local Occupied Rates. The Estimated Number of Units is the expected total number of rental units (occupied and vacant) (Table 11).

Step 4: Subtract the local Estimated Number of Units from the target Estimated Number of Units to determine the Total New Units needed to address RVRA over 20 years (Table 11).

Table 11: Rental vacancy rate adjustment calculations for sample community, Steps 1, 2, 3 and 4

	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.0%	97.0%	6,153	6,343
Local Vacancy Rate	2.8%	97.2%		6,330
Total New Units - 20 years				**13**

COMPONENT F: Housing units and demand (the "demand buffer") HNRR s. 22 (VHNRR s. 17)

The final component included in the HNR Method is a calculated number of housing units reflecting additional demand for housing within a given community, beyond the minimum units required to adequately house current and anticipated residents. This is called the "demand buffer" and is designed to better account for the number of units required to meet "healthy" market demand in different communities. Accounting for additional local demand helps address the needs of households who require or prefer housing with certain characteristics (e.g., housing location, unit size, transportation options, or amenities), thereby reducing pressure in the housing system. Examples of such demand include households seeking homes closer to jobs and schools, growing families looking for larger homes, and seniors looking to downsize in their existing communities.

For the purposes of HNRs, a demand factor based on a ratio of housing price to housing density is calculated for each applicable *municipality*. This factor is then multiplied by the sum of the housing units calculated for Components A (housing units to address extreme core housing need), B (housing units for persons experiencing homelessness), C (housing units to address suppressed household formation), and E (housing units to increase the rental vacancy rate) to determine the additional local housing demand.

Note: There is no requirement to apply the demand factor to regional district EAs.

Required data:

- The numbers of new units for Components A, B, C, and E, as calculated based on the methods provided in the previous sections.
- The demand factor (multiplier) calculated for the applicable *municipality.* To access the demand factor data, please click this link: https://www2.gov.bc.ca/assets/download/3D921D96D12D45D0897222089D1FAE12

Step 1: Take the sum of the results calculated for components A, B, C, and E. Component D (anticipated household growth) is *not* included in this calculation (Table 12).

Step 2: Multiply the sum from Step 1 by the demand factor provided for the applicable *municipality* to determine the 20-year additional local demand (Table 12).

Note: though calculated using the results from components A, B, C, and E, the results from Component F do not take the place of those other components. Rather, the results from Component F are *in addition to* the other components. See Total 20-Year Housing Need section below.

Table 12: Additional local housing demand calculations for sample community, Steps 1 and 2

Component		Result
A	Extreme Core Housing Need	1,213
B	Persons Experience Homelessness	303
C	Suppressed Household Formation	1,133
E	Rental Vacancy Rate Adjustment	13
Total		**2,662**

Demand Factor	1.18
Total New Units - 20 years	**3,138**

TOTAL 20-YEAR HOUSING NEED

To determine the total 20-year housing need, the total new units calculated **for each of the six components (i.e., Components A-F) are summed and rounded to the nearest whole number** for the applicable municipality or regional district electoral area (Table 13).

Table 13: Total 20-year Housing Need

Component		Total Housing Need
A	Extreme Core Housing Need	1,213
B	Persons Experience Homelessness	303
C	Suppressed Household Formation	1,133
D	Anticipated Household Growth	9,256
E	Rental Vacancy Rate Adjustment	13
F	Additional Demand	3,138
Total New Units - 20 Years		**15,056**

3. Calculating 5-year housing need HNRR s. 15 (VHNRR s. 10)

The calculation of 5-year housing need is based on the 20-year calculation for each of the six components of current and anticipated need described above.

The 5-year *total* number of new housing units for the applicable municipality or regional district electoral area (EA) is the sum of the six components below, rounded to the nearest whole number.

Note: some components are relatively higher in the first 5 years, reflecting the urgency of addressing them, and so calculating the 5-year total is not as straightforward as simply dividing the 20-year number by 4.

COMPONENT A: Housing units and extreme core housing need HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is distributed over 20 years, therefore the 20-year result is ***divided by 4*** to calculate the 5-year number.

COMPONENT B: Housing units and homelessness HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is distributed over 10 years, recognizing the urgent needs of this population, therefore the 20-year result is ***divided by 2*** to calculate the 5-year number.

COMPONENT C: Housing units and suppressed household formation HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is distributed over 20 years, therefore the 20-year result is ***divided by 4*** to calculate the 5-year number.

COMPONENT D: Housing units and anticipated household growth HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is calculated using the same method as the one described for Component D for the 20-year calculation above, except the references to 20 years will be changed to 5 years. In other words, it uses BC Stats household projection data for the applicable municipality and regional district, for the 5 years after the most recent census report (e.g., 2026 for the 2021 census).

COMPONENT E: Housing units and rental vacancy rate HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is considered over 20 years, therefore the 20-year result is ***divided by 4*** to calculate the 5-year number.

COMPONENT F: Housing units and demand (the "demand buffer") HNRR s. 15 (VHNRR s. 10)

The total number of housing units for this component is distributed over 20 years, therefore the 20-year result is ***divided by 4*** to calculate the 5-year number.

**As with the 20-year calculation, this component applies only to municipalities and not to regional district EAs.*

PART 2 – CONSIDERATIONS FOR SMALL COMMUNITIES AND REGIONAL DISTRICT ELECTORAL AREAS

1. Data Challenges

In some cases, small communities and regional district electoral areas (EAs) may find that census data required for the HNR Method has been suppressed by Statistics Canada. Data suppression occurs for two reasons:

- Confidentiality – data is suppressed to ensure that the identity and characteristics of respondents is not disclosed
- Data quality – data is suppressed to limit the dissemination of data of unacceptable quality

Where data has been suppressed and local governments are unable to complete the calculations described by the HNR Method, the alternative calculations and assumptions described in the following sections may be used instead.

Data limitations will also exist for municipalities or EAs that have been incorporated after 2005 or that have had boundary changes after 2005, for which some census data may not be available. In these cases, calculations will use the data that is available:

- For Extreme Core Housing Need, the Average ECHN Rate will take the average of those census reports that are available (e.g., for 2011, 2016, and 2021, if 2006 is not available).
- For Suppressed Household Formation, the earliest available census report will be used to determine headship rates by tenure and age cohort (e.g., 2011 if 2006 is not available).

2. Alternative calculation method – Extreme Core Housing Need

Where data on Extreme Core Housing Need (ECHN) is suppressed in a census report, assume that ECHN for that census report is equal to zero. Suppressed data will be indicated by an "X" in the applicable census data table.

For some local governments, the number of households in ECHN is reported as zero in a census report. This is not the same as the data being suppressed. Rather, no households were found to be in ECHN for that census reporting period. Calculate the number of units required to address ECHN as usual, using the HNR Method

3. Alternative calculation method – Suppressed Household Formation

Where data on Primary Household Maintainer age and tenure is suppressed in a census report, use the following simplified method for Suppressed Household Formation. This method uses only a total

headship rate, calculated as private households divided by population, to arrive at the 2006 headship rate. Calculations for individual age and tenure cohorts are excluded.

Required data:

- The number of households for the associated municipality or EA (i.e., census subdivision) from the 2006 and most recent census reports[13]
- The population for the associated municipality or EA from the *2006 and most recent* census reports

Step 1: Calculate the 2006 Headship Rate (%). Divide the 2006 number of households by the 2006 population.

Step 2: Calculate 2021 Potential Households. Potential Households are the households that may have theoretically formed if Headship Rates from 2006 had remained constant. Multiply the 2006 Headship Rate calculated in Step 1 by the population from the most recent census report.

Step 3: Calculate the number of Suppressed Households. Suppressed Households are the difference between those that could have theoretically formed at 2006 Headship Rates and those that actually formed. Subtract the number of households from the most recent census report from the estimated Potential Households calculated in Step 2.

[13] Required census data can be drawn from custom data sets provided by the province for HNRs. This data is available at: https://catalogue.data.gov.bc.ca/dataset/custom-census-reports-2021-2016-2011-2006-

Calculating 20-year housing need

The following tables calculate 20-year and 5-year housing need according to provincial guidelines. Each table follows these guidelines exactly with the intention that the tables can be directly included in the required interim housing needs report (or included as an addendum to an existing housing needs report).

HART has produced this calculator to support communities in British Columbia satisfy a provincial requirement for interim housing needs reports. Methodologies for housing needs reports can vary widely, and while HART supports the standardization of methodologies for the purpose of provincial or national reporting, we did not have a role in developing the methodology, nor do we unequivocally endorse it. You can learn more about the HART methodology and what it can tell you about your community on our Housing Needs Assessment Tool page.

- *A note on terminology: we use the term RDA, where the province uses the term Electoral Area. For all intents and purposes, these are interchangeable in the calculator.*
- *A note on rounding: per provincial guidelines, the figures in Components A-F are not rounded and are shown to two decimal places. Total housing need is rounded in Table 13 to the nearest whole number, per guidelines.*

Component A: Extreme core housing need calculation

The following tables calculate the new homes required to meet existing Extreme Core Housing Need (ECHN) according to provincial guidelines.

Table 1a

The following table shows total owner and renter households in the four previous census years (Step 1).

EXPORT

Whistler DM (CSD, BC)				
Total Households	**2006**	**2011**	**2016**	**2021**
Owners	2,145	2,500	2,800	3,140
Renters	1,760	1,400	1,810	2,455

Table 1b

The following table shows the total number and proportion of owners with a mortgage and renter households in ECHN in the four previous census years, to arrive at an average ECHN rate (Step 2).
Please note that data for owners with a mortgage is only available for 2021.

EXPORT

Whistler DM (CSD, BC)									
	2006		**2011**		**2016**		**2021**		
Extreme Core Housing Need	**#**	**% of total**	**#**	**% of total**	**#**	**% of total**	**#**	**% of total**	**Average ECHN Rate**
Owners with a mortgage		n/a		n/a		n/a	75	2.39%	**2.39%**
Renters	80	4.55%	125	8.93%	190	10.50%	205	8.35%	**8.08%**

Table 2

The following table shows the estimated total of owners with a mortgage and renter households in ECHN in 2021 (Steps 3 and 4).

EXPORT

Whistler DM (CSD, BC)			
Total Households	**2021 Households**	**Average ECHN Rate**	**Households in ECHN**
Owners		n/a	n/a
Owners with a mortgage	3,140	2.39%	75.00
Renters	2,455	8.08%	198.37
Total New Units to Meet ECHN - 20 years			**273.37**

Component B: Housing units and homelessness

The following table calculates the number of new homes required to meet the needs of the existing population of people experiencing homelessness (PEH), according to provincial guidelines.

Table 3

The following table shows the estimated number of homes required to meet the need of existing PEH households as a proportion of the regional need (Steps 1-3).

EXPORT

Whistler DM (CSD, BC)				
	Local Population			
Regional Population	#	% of region	Regional PEH	Proportional Local PEH
49,615	13,425	27.06%	131	35.45

Total New Units to Homelessness Needs - 20 years	**35.45**

Component C: Housing units and suppressed household formation

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

Table 4a

The following table shows the number of owner and renter households in 2006 by age of the primary household maintainer (Step 1).

EXPORT

Whistler DM (CSD, BC)		
	2006 Households	
Age – Primary Household Maintainer 2006 Categories	Owner	Renter
Under 25 years	45	310
25 to 34 years	270	780
35 to 44 years	665	380
45 to 54 years	580	185
55 to 64 years	375	105
65 to 74 years	150	0
75 years and over	60	0

Table 4b

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

EXPORT

Whistler DM (CSD, BC)		
	2021 Households	
Age – Primary Household Maintainer 2021 Categories	Owner	Renter
15 to 24 years	45	245
25 to 34 years	195	1,035
35 to 44 years	610	670
45 to 54 years	880	235
55 to 64 years	730	185
65 to 74 years	515	65
75 to 84 years	160	20
85 years and over	15	0

Table 5

The following table shows the population by age category in 2006 and 2021 (Step 2).

EXPORT

Whistler DM (CSD, BC)					
		2006		2021	
Age Categories – Household Maintainers	Age Categories – Population	All Categories	Summed Categories	All Categories	Summed Categories
15 to 24 years	15 to 19 years	470		565	
	20 to 24 years	1,030	1,500	1,085	1,650
25 to 34 years	25 to 29 years	1,280		1,685	
	30 to 34 years	965	2,245	1,640	3,325
35 to 44 years	35 to 39 years	895		1,370	
	40 to 44 years	790	1,685	1,060	2,430
45 to 54 years	45 to 49 years	690		935	
	50 to 54 years	550	1,240	925	1,860
55 to 64 years	55 to 59 years	440		835	
	60 to 64 years	315	755	595	1,430
65 to 74 years	65 to 69 years	105		480	
	70 to 74 years	160	265	405	885
75 years and over	75 to 79 years	70		200	
	80 to 84 years	0		75	
	85 years and over	15	85	25	300

Table 6

The following table shows the 2006 headship rate of each age category for both renters and owners (Step 3).

EXPORT

Whistler DM (CSD, BC)					
	2006 Households		2006 Population	2006 Headship Rate	
Age Categories – Household Maintainers	Owner	Renter	Total	Owner	Renter
15 to 24 years	45	310	1,500	3.00%	20.67%
25 to 34 years	270	780	2,245	12.03%	34.74%
35 to 44 years	665	380	1,685	39.47%	22.55%
45 to 54 years	580	185	1,240	46.77%	14.92%
55 to 64 years	375	105	755	49.67%	13.91%
65 to 74 years	150	0	265	56.60%	0.00%
75 years and over	60	0	85	70.59%	0.00%

Table 7

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

EXPORT

Whistler DM (CSD, BC)					
	2006 Headship Rate		2021 Population	2021 Potential Households	
Age Categories – Household Maintainers	Owner	Renter	Total	Owner	Renter
15 to 24 years	3.00%	20.67%	1,650	49.50	341.00
25 to 34 years	12.03%	34.74%	3,325	399.89	1,155.23
35 to 44 years	39.47%	22.55%	2,430	959.02	548.01
45 to 54 years	46.77%	14.92%	1,860	870.00	277.50
55 to 64 years	49.67%	13.91%	1,430	710.26	198.87
65 to 74 years	56.60%	0.00%	885	500.94	0.00
75 years and over	70.59%	0.00%	300	211.76	0.00

Table 8

The following table calculates the number of suppressed households by subtracting actual households in 2021 from potential households in 2021 by age category, according to provincial guidelines (Steps 5 and 6).

EXPORT

Whistler DM (CSD, BC)							
	2021 Potential Households		2021 Households		2021 Suppressed Households		
Age Categories – Household Maintainers	Owner	Renter	Owner	Renter	Owner	Renter	Total
15 to 24 years	49.50	341.00	45	245	4.50	96.00	100.50
25 to 34 years	399.89	1,155.23	195	1,035	204.89	120.23	325.12
35 to 44 years	959.02	548.01	610	670	349.02	-121.99	227.03
45 to 54 years	870.00	277.50	880	235	-10.00	42.50	32.50
55 to 64 years	710.26	198.87	730	185	-19.74	13.87	0.00
65 to 74 years	500.94	0.00	515	65	-14.06	-65.00	0.00
75 years and over	211.76	0.00	175	20	36.76	-20.00	16.76
Total New Units to Meet Suppressed Housing Need - 20 years							**701.92**

Component D: Housing units and anticipated household growth

The following tables calculates the number of new homes required to accommodate an increasing population over 20 years according to provincial guidelines.

Table 9

The following table shows the 20-year population projection and growth rate for your regional district (Step 1).

EXPORT

Whistler DM (CSD, BC)			
Regional District Projections	2021	2041	Regional Growth Rate
Households	20,010	29,327	46.56%

Table 10

The following table shows the calculated number of new homes needed in the next 20 years according to the provincial guidelines, calculated with the average of the municipal and regional growth projections (Steps 2-5).

EXPORT

Whistler DM (CSD, BC)				
Growth Scenarios	Regional Growth Rate	Households		New Units
		2021	2041	
Local Household Growth	n/a	5,600	8,855.00	3,255.00
Regionally Based Household Growth	46.56%	5,600	8,207.46	2,607.46
Scenario Average				2,931.23
Total New Units to Meet Household Growth Needs - 20 years				**2,931.23**

Component E: Housing units and rental vacancy rate

The following table calculates the number of new homes required to restore local vacancy rates to 3% according to provincial guidelines. Please note that in jurisdictions without vacancy rate data, the calculator will default to the provincial vacancy rate, following provincial guidance.

Table 11

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

EXPORT

Whistler DM (CSD, BC)				
	Vacancy Rate	Occupied Rate	Renter Households	Estimated Number of Units
Target Vacancy Rate	3.00%	97.00%	2,455	2,530.93
Local Vacancy Rate	1.40%	98.60%		2,489.86
Total New Units to Achieve 3% Vacancy Rate - 20 years				**41.07**

Component F: Housing units and demand (the “demand buffer”)

The demand factor is a multiplier used to calculate additional local housing demand (or "demand buffer"), determined by the province.

Table 12

The following table calculates additional demand for new housing by applying your demand factor to the total of the other relevant components, according to provincial guidelines (Steps 1 and 2).

EXPORT

Whistler DM (CSD, BC)	
Component	**Result**
A. Extreme Core Housing Need	273.37
B. Persons Experiencing Homelessness	35.45
C. Suppressed Household Formation	701.92
E. Rental Vacancy Rate Adjustment	41.07
Total	**1,051.81**

Demand Factor	1.57
Total New Units to Address Demand Buffer - 20 years	**1,656.31**

Total 5-year and 20-year housing need

Table 13

The following table sums Components A-F and rounds the totals to the nearest whole number to determine the total number of new homes 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.

EXPORT

Whistler DM (CSD, BC)		
Component	**5 Year Need**	**20 Year Need**
A. Extreme Core Housing Need	68.34	273.37
B. Persons Experiencing Homelessness	17.72	35.45
C. Suppressed Household Formation	175.48	701.92
D. Anticipated Growth	886.03	2,931.23
E. Rental Vacancy Rate Adjustment	10.27	41.07
F. Additional Local Demand	414.08	1,656.32
Total New Units – 5 years	**1,572**	
Total New Units – 20 years		**5,639**

The HNA Calculator was created by the Housing Assessment Resource Tools (HART) project in collaboration with Licker Geospatial Consulting.

Housing Assessment Resource Tools (HART)

Licker Geospatial Consulting