



CITY OF DUNCAN SUB-REGIONAL SNAPSHOT JANUARY 2021

MAP OF CVRD

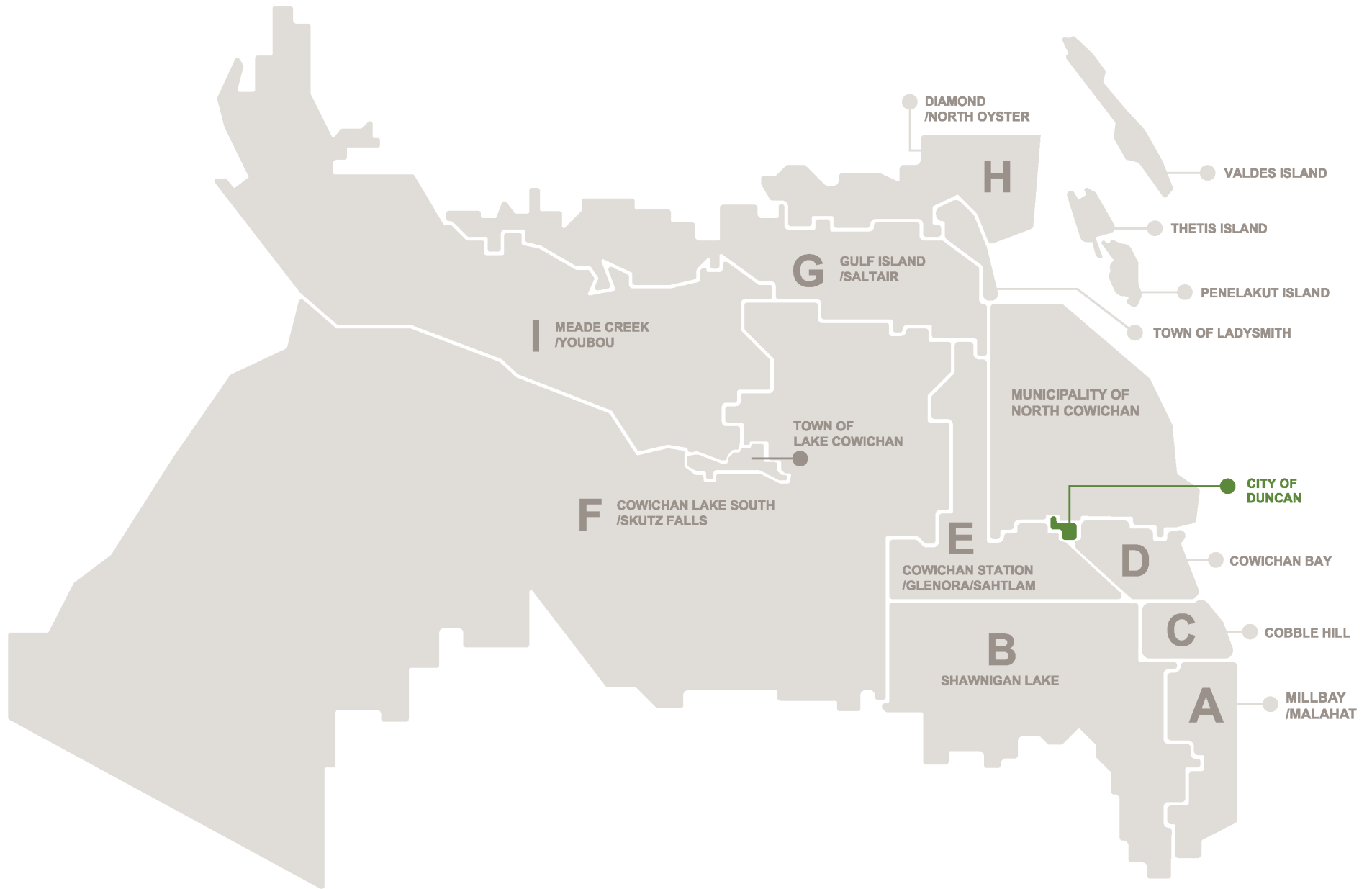


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INTRO/BACKGROUND

Have you ever wondered how you'll pay your mortgage or rent? Do you have a good paying job but can't seem to find a place to live? Do you have a safe and affordable place to call home?

These and similar questions are on the minds of many British Columbians. In 2017, as a response to the housing crisis, the Province of British Columbia committed more than \$800 million to invest in affordable housing throughout the province.

In April 2019, the Province went a step further and asked local governments to collect data, look at trends and report back on current and anticipated housing needs within their communities. These reports, known as Housing Needs Assessment Reports, are meant to help local governments better understand the existing and projected gaps in their housing supply and use them to inform plans and decision making going forward.

These reports consider things like household income, labour, the economy, population growth and housing prices. The Province requires local governments to produce these reports every five years.

For the Cowichan Valley Regional District, a Housing Needs Assessment Report is required for the entire region, and subregional reports are required for each electoral area and member municipality.

The remainder of this document is meant to provide a 'snapshot' of the data and the trends observed on current and anticipated housing needs within the City of Duncan. For a more in-depth look at the full Housing Needs Report for the City of Duncan or to check out the project webpage, visit the following link: [Housing Needs Assessment | Cowichan Valley Regional District \(cvrd.ca\)](https://www.cvrld.ca/housing-needs-assessment)



DEMOGRAPHIC PROFILE

POPULATION GROWTH

The population of the City of Duncan decreased by 7%, from 4,820 to 4,475 residents from 2006-2016. This decline took place entirely in the 2006-2011 period and may be the result of a statistical error. Between 2011-2016 none of the other jurisdictions in the CVRD's decreased in population.

Population Over Time from 2006 - 2016

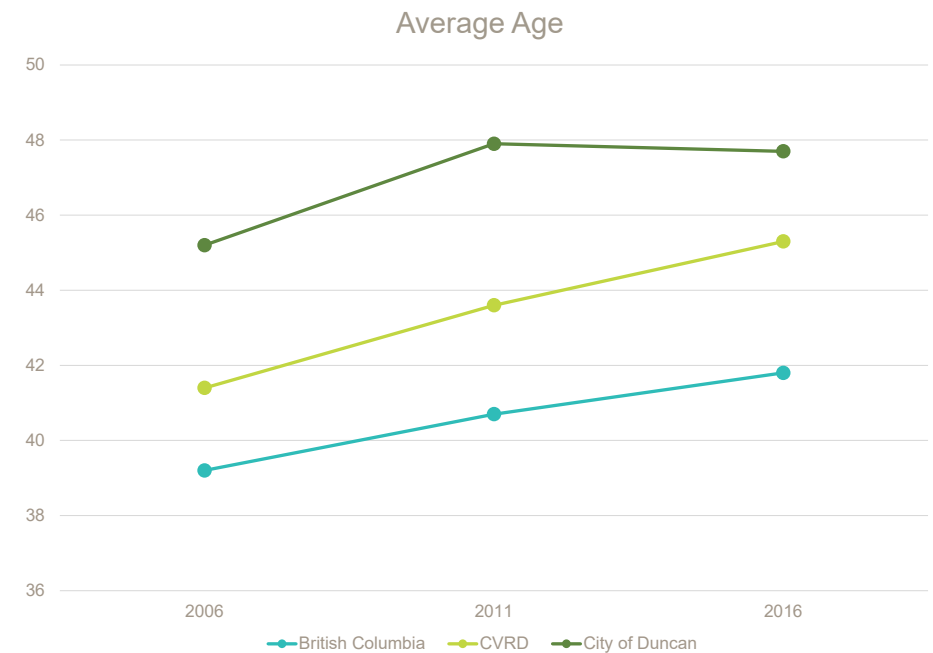
	2006	2011	2016
British Columbia	4,054,605	4,324,455	4,560,240
CVRD	75,495	78,670	81,885
City of Duncan	4,820	4,455	4,475

UNHOUSED POPULATION

From the 2017 Point-in-Time Homeless Count and Homeless Needs Survey Community Report, 76 people were counted as “absolutely homeless” within the Duncan and North Cowichan core area (considered one geographic area for this count), 47 people were considered “hidden homeless” and 28 people were considered at-risk of being homeless. In the Duncan and North Cowichan core area, homelessness increased by 36% from 2014-2017.

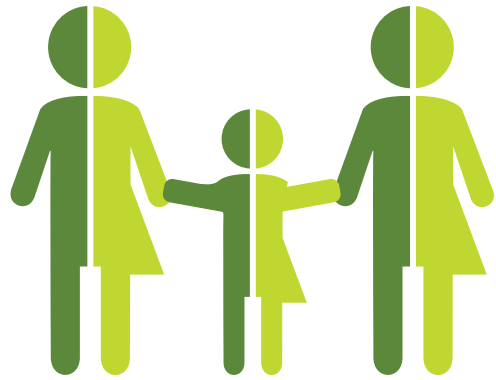
AGE

Residents of the City of Duncan are older than the average across the CVRD, in part due to a higher percentage of seniors. Twenty-nine percent of the population is 65 years or older in Duncan, meanwhile 23% of the CVRD's population is 65 years or older. Duncan has a similar percentage of children aged 0-14 as both the CVRD and BC (15%).

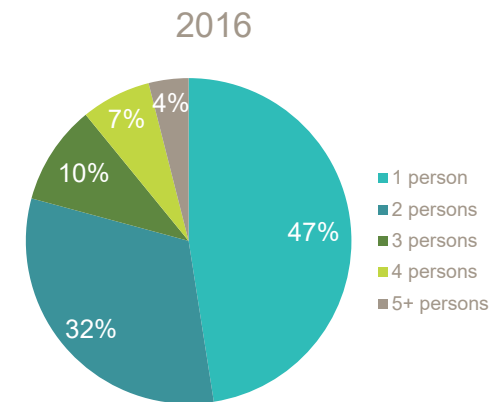
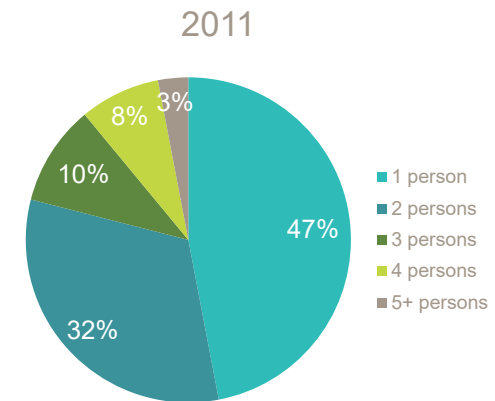
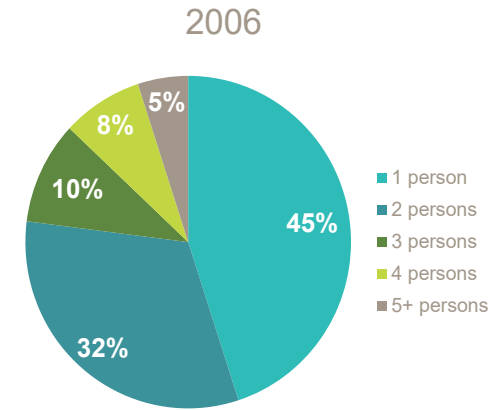
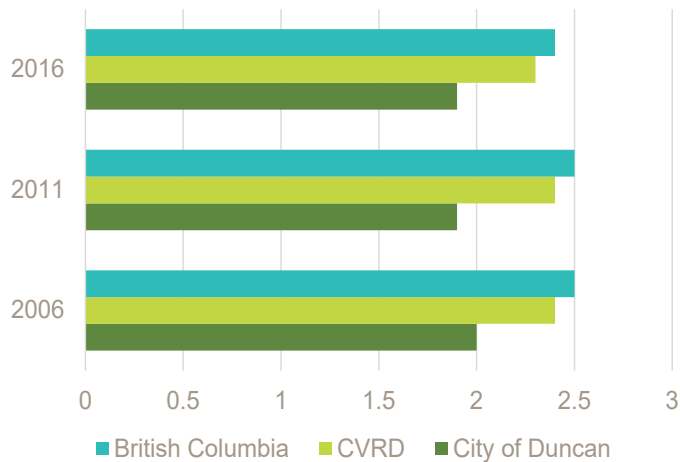


HOUSEHOLD SIZE

Household sizes in Duncan are smaller (1.9 people per household) compared to those in the CVRD (2.3 people per household). The average household size decreased from 2 in 2006 to 1.9 in 2016. The CVRD has also seen a similar decrease to household size. Since 2011, 79% of all households have had 2 or less people living in them.



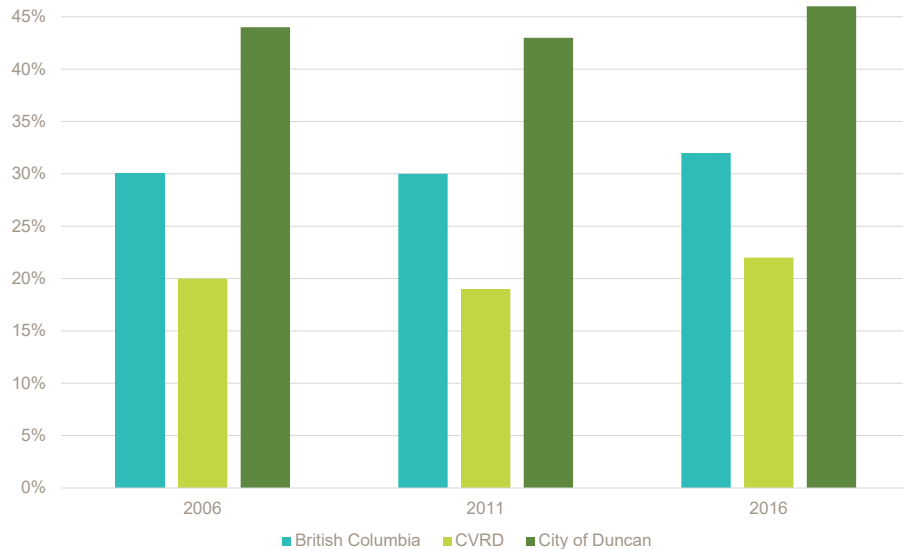
Average Household Size by Jurisdiction Over Time from 2006 - 2016



TENURE

Duncan has, by far, the largest share of renters (46%) in the CVRD. This share has increased from 44% in 2006 to 46% in 2016. Duncan is the only jurisdiction in the CVRD with a greater share of renter households. Duncan has the largest share of renters in subsidized housing as well, which made up 9% of households in 2016, an increase from 6% in 2011. During the decade under analysis, renters as a share of all households in BC increased from 30% to 32%, and in the CVRD from 20% to 22% of all households.

Share of Households Renting from 2006 - 2016



Renters in Subsidized Housing as a Share of Total Households

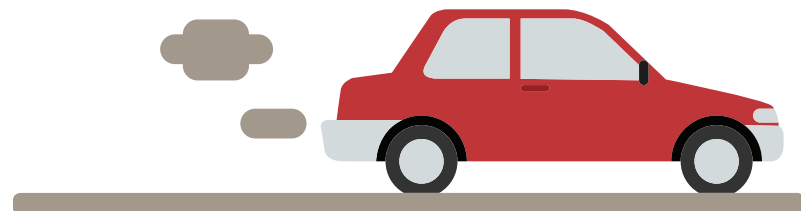
	2011	2016
British Columbia	4%	4%
CVRD	3%	2%
City of Duncan	6%	9%

TRANSPORTATION

As a compact community with a mix of uses, a fine-grain grid street network and a number of bus options, Duncan has many ingredients to reduce car dependency and transportation costs for households. While served by transit, there are minimal bike lanes and driving is still the most convenient option, as determined by travel times. Approximately 77% of commuters used a private automobile to get to work in 2016. Travelling to work by car took an average of 21 minutes (one way) and those who took the bus travelled an average of 50 minutes (one way).

Annual Rides and Trips by Bus Route in Duncan in 2019

	Rides	Trips
Conventional Routes		
Mt. Prevost/Commons	72,081	9,774
Quamichan/Commons	24,370	4,996
Maple Bay	25,126	5,274
Eagle Heights	12,414	1,674
Chemainus/Crofton	38,048	4,584
Mill Bay (Telegraph)	29,079	2,292
Mill Bay (Shawnigan Lake)	29,340	1,961
Ladysmith/Duncan	7,007	2,189
Commuter Routes		
Duncan/Victoria	55,302	--
Saturday (Duncan/Victoria)	3,922	--

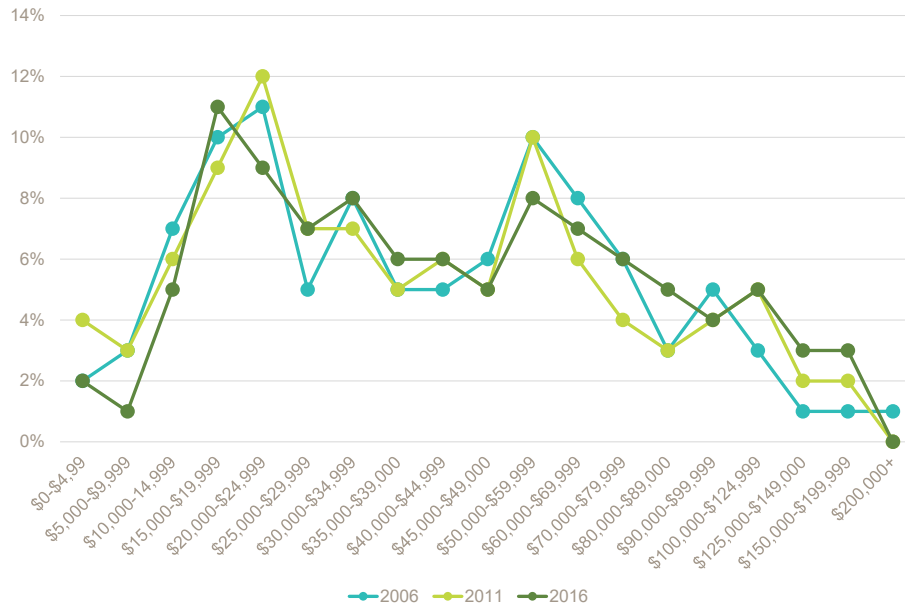


INCOME AND ECONOMY

HOUSEHOLD INCOME

Duncan had a median household income of \$40,177 in 2016 and is the least affluent jurisdiction by almost \$25,000. BC's median income rose from \$62,000 to \$70,000, and the CVRD's rose from \$60,000 to \$65,000 between 2006 and 2016.

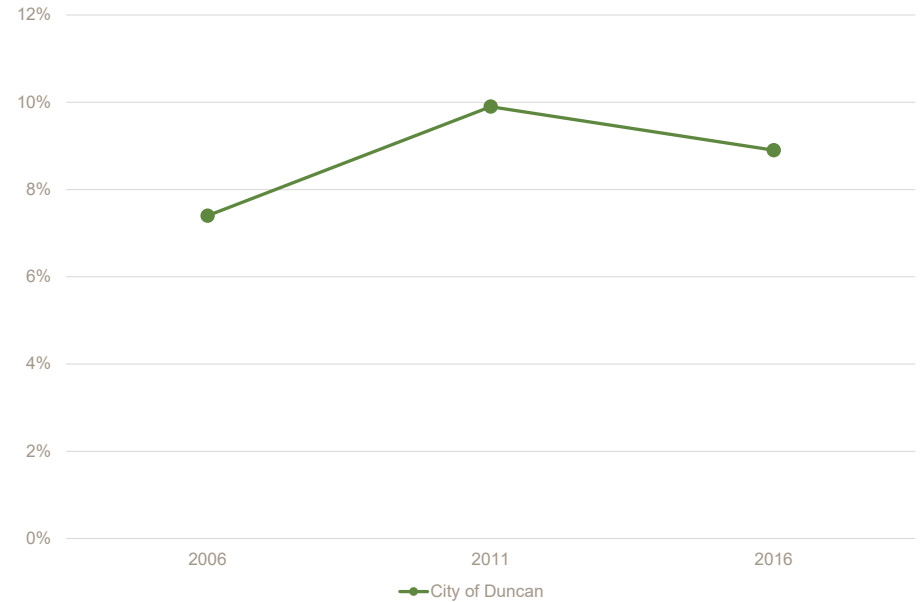
Share of Household by Annual Income in 2006 - 2016



EMPLOYMENT

Duncan has generally had one of the higher unemployment rates in the CVRD at 8.9% in 2016. The unemployment rate has been above the CVRD average and increased slightly from 7.4% in 2006 to 8.9% in 2016.

Unemployment Rates



INDUSTRY

Within the CVRD, the labour force is somewhat geographically clustered (referring to the residential locations of workers in sectors rather than where this employment takes place). Only 30% of residents work in Duncan.

Duncan includes a cluster of retail workers, health care and social assistance workers and construction workers. There are notably few public administration workers and agriculture, forestry, fishing and hunting workers.

HOUSING PROFILES

DWELLING TYPES

Duncan's housing composition is unique in the CVRD, with a far greater share of apartments and a lower share of single-detached houses. This means that Duncan has a higher-density housing composition than the CVRD: apartments in buildings one to four storeys high represent the largest portion of the housing supply at 44%. Single-detached homes also make up a significant portion of the housing supply at 43%.

Share of Total Housing Units by Type in 2006 - 2016

	Single-detached	Semi-detached	Other single-attached	Row House	Apartment in Duplex	Apartment (1-4 Storeys)	Apartment (5+ Storeys)	Movable Dwelling
2006	44%	3%	1%	6%	1%	44%	0%	0%
2011	44%	4%	1%	7%	1%	44%	0%	0%
2016	43%	4%	0%	9%	1%	44%	0%	0%

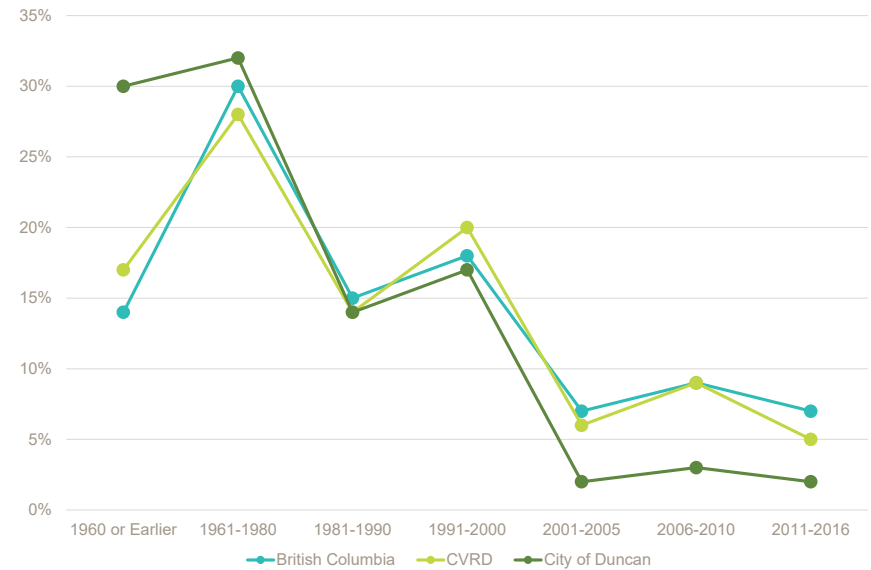
DWELLING AGE

Duncan has an older housing stock than the CVRD, with dwellings older than 1961 making up 30% of the housing stock and dwellings built between 1961-1980 making up 32% of the housing stock.

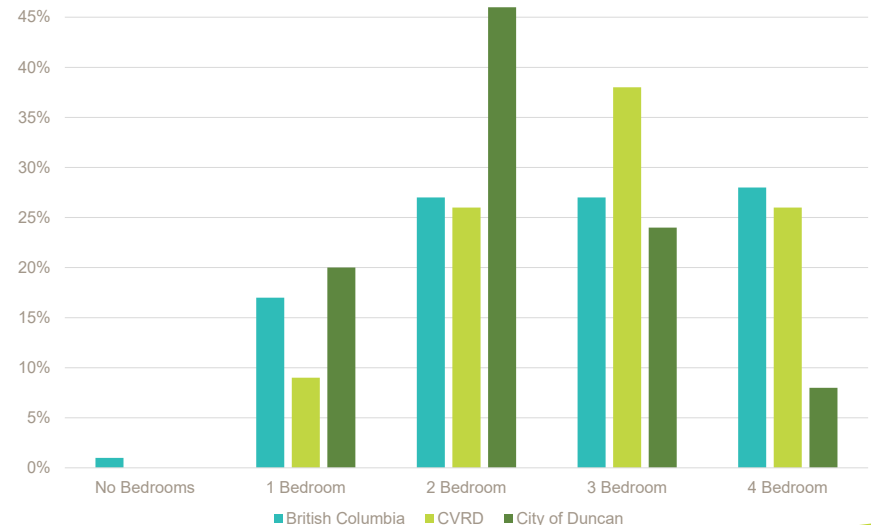
BEDROOM NUMBER

Duncan has a significantly higher share of one-bedroom (20%) and two-bedroom units (46%) and a lower share of four-bedroom units (8%) than any other jurisdiction in the CVRD. This is intuitive since Duncan has a much greater share of apartments than any other jurisdiction.

Share of Dwellings by Year of Construction



Composition of Housing Stock by Room Count and Jurisdiction in 2016



NON-MARKET HOUSING

Duncan has 404 households receiving subsidies from BC Housing, including:

- 55 units of emergency shelter and housing for the homeless.
- 43 units of transitional supported and assisted living.
- 186 units of independent social housing, 150 of which are for low-income seniors.
- 123 households are provided with rent assistance in the private market.

Non-Market Rental: Housing with rents lower than average rates in private market rental housing. Includes the Rental Assistance Program, a type of rent supplement that BC Housing offers to eligible low-income families.

Market Rental: Units available for rent in the private market without subsidy provided by the government.



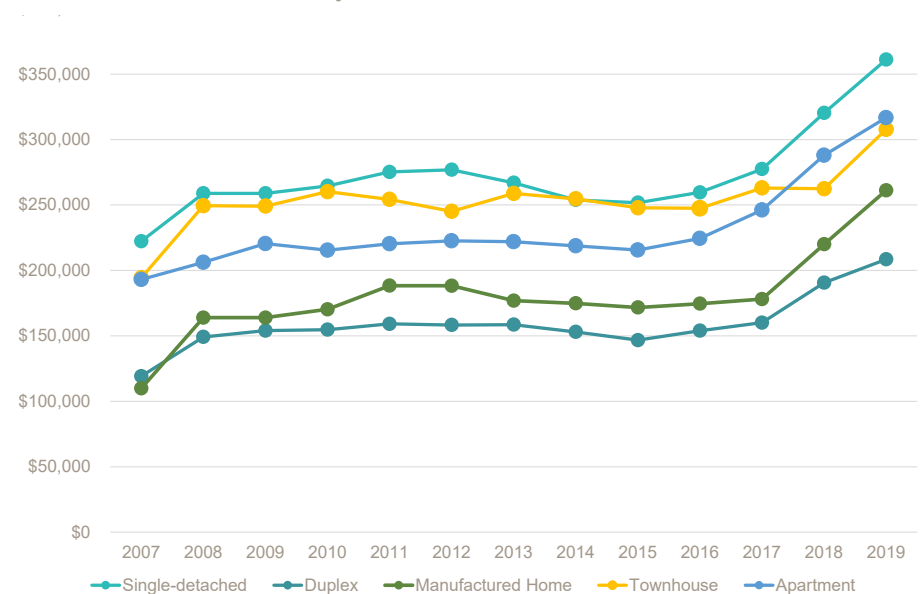
MARKET RENTAL HOUSING

Duncan has an average rent cost of \$830, compared to \$950 in North Cowichan and Ladysmith. Renters with an income up to \$18,142 are spending 52% of their income on rent and utilities for a one-bedroom, and 75% of their income for a two-bedroom. Engagement results indicate that the CVRD is in an acute state of rental shortage with almost no vacancy. Respondents share stories of facing barriers to finding rental options in Duncan due to rental restrictions, previous homelessness and having young children.

MARKET OWNERSHIP HOUSING

From 2007 to 2019, single-detached homes have been the most desirable and expensive form of housing followed by townhomes and apartments.

Average Value per Dwelling Unit by Type
in the City of Duncan from 2007 - 2019



PROJECTIONS

HOUSEHOLD PROJECTIONS

Between 2019 and 2025, Duncan is expected to grow from 2,400 households to 2,557 households, an increase of 7% in six years. By comparison, the CVRD is expected to grow from 34,744 households to 39,967 households, an increase of 15% in six years.

Projected Households from 2019 - 2025

	2019 (Estimate)	2025 (Projection)	2019 - 2025 Growth
City of Duncan	2,400	2,557	7%
Cowichan Valley	34,744	39,967	15%

POPULATION PROJECTIONS

Between 2019 and 2025, Duncan is expected to grow from 4,632 residents to 5,219 residents, an increase of 13% in six years. By comparison, the CVRD is expected to grow from 80,404 residents to 93,071 residents, an increase of 16% in six years.

Projected Population from 2019 - 2025

	2019 (Estimate)	2025 (Projection)	2019 - 2025 Growth
City of Duncan	4,632	5,219	13%
Cowichan Valley	80,404	93,071	16%

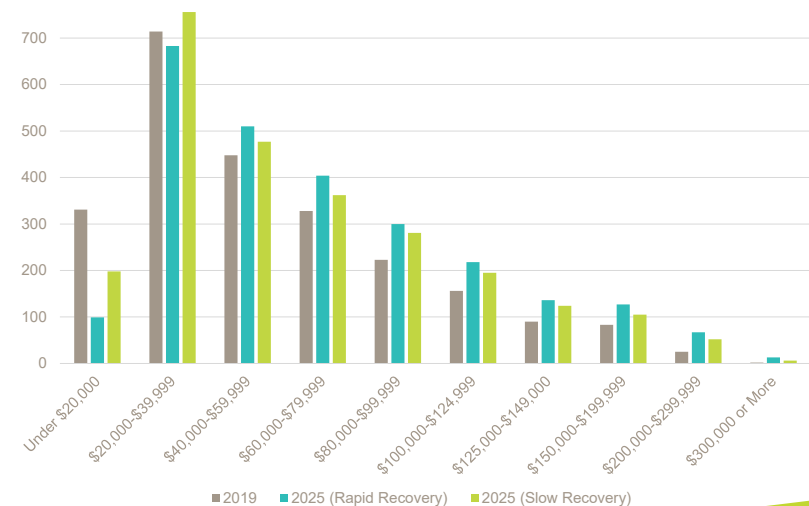
HOUSEHOLD INCOME PROJECTIONS

Due to the uncertainty of COVID-19, two income projections were done to 2025. One projection assumes a rapid economic recovery from the COVID-19 pandemic, while the other assumes a slower economic recovery. In 2025, Duncan is expected to have a median household income of \$59,459 in the rapid recovery scenario or \$53,582 in the slow recovery scenario.

TENURE PROJECTIONS

Based on income projection, the split of Duncan's households by tenure will shift slightly toward owners in the rapid recovery scenario (to 46% renter households and 54% owner households) but not change appreciably in the slow recovery scenario (remaining at 48% renter households and 52% owner households).

Estimated Number of Households by Income Bracket in 2019 and 2025 by Scenario



HOUSING NEEDS

PROJECTION OF HOUSING NEED BY NUMBER OF BEDROOMS

In Duncan, 1,707 households will need only one bedroom in 2025. The reason for this is that one bedroom of need corresponds with households that include one person and with households that include one couple, which make up 73% of all households in Duncan. In 2025, it is projected that the City of Duncan will need an additional 157 units of housing, most of which should be one-bedroom units.

Projection of Housing Needs by Number of Bedrooms

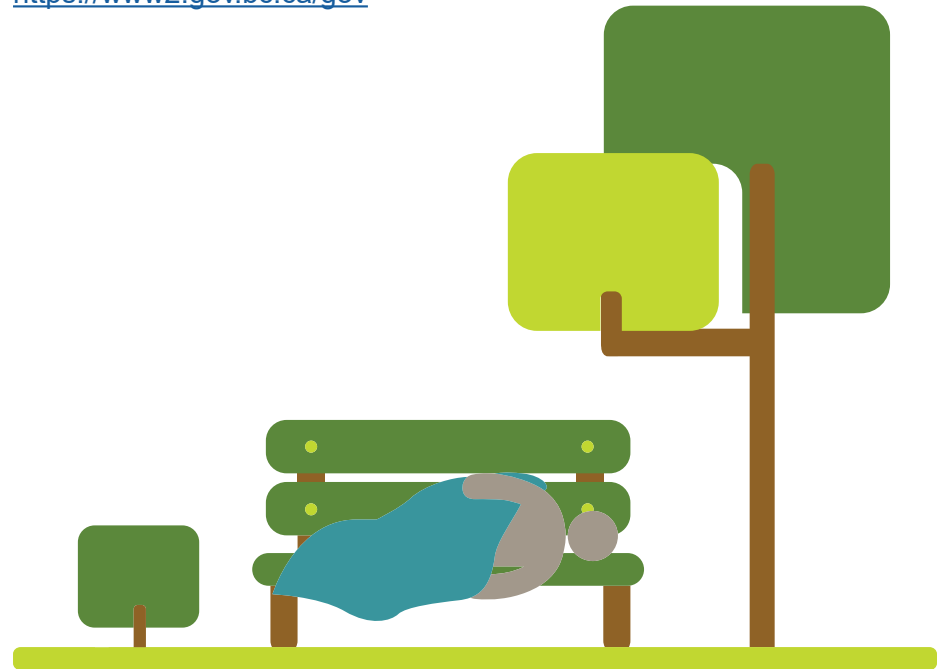
	2019	2025	Projected Units
City of Duncan			
1 Bedroom	1,705	1,707	2
2 Bedrooms	343	447	104
3+ Bedrooms	352	402	50
Total:	2,400	2,556	156

HOMELESSNESS

Community engagement responses suggest that Duncan is overwhelmed by the demand incurred by out-of-area residents seeking shelter. Many community organizations indicate a desperate need for additional supports. Interviews with housing and community organizations highlight the urgent need for a spectrum of housing options to meet the varying needs of different groups experiencing homelessness. There is an additional need for supportive, permanent, long-term care for those aging out of the street entrenched community.

Housing for the Homeless: Housing or rent supplement for people who are at risk of homelessness or formerly homeless. This type of housing includes on- or off-site support services to help people move toward independence and self-sufficiency.

The Province has committed to addressing housing and support needed for people who are homeless. There are more than 11,000 subsidized units, rent supplements and emergency shelter spaces for people who are homeless or at risk of homelessness across BC. In addition, a number of programs have been created to provide help to those who need it most. To learn more about these programs visit the following link: <https://www2.gov.bc.ca/gov>



NON-MARKET HOUSING

BC Housing breaks down the types of housing support it provides into four high-level categories: emergency shelter and housing for the homeless, transitional supported and assisted living, independent social housing and rent assistance in the private market. Seniors make up the largest funding group in the three largest high-level categories and therefore receive the majority of BC Housing support in the CVRD.

Households in Duncan with incomes below approximately \$53,000 will not be able to afford renting new homes. Some households with income below this amount will still be able to find housing in the rental market, as older rental homes can be more affordable. Young families, youth, Indigenous people, those with mental health challenges, singles and seniors were identified as facing additional pressures to accessing market housing.

Number of Units Under BC Housing Administration by Service Allocation Group in 2020

Emergency Shelters & Housing for the Homeless	City of Duncan	CVRD
Homeless Housed	0	24
Homeless Rent Supplements	55	55
Homeless Shelters	0	15
SUBTOTAL	55	94

Independent Social Housing	City of Duncan	CVRD
Low Income Families	36	136
Low Income Seniors	150	273
SUBTOTAL	186	409

Transitional Supported & Assisted Living	City of Duncan	CVRD
Frail Seniors	25	118
Special Needs	8	47
Women and Children Fleeing Violence	10	10
SUBTOTAL	43	175

Rent Assistance in Private Market	City of Duncan	CVRD
Rent Assistance for Families	19	188
Rent Assistance for Seniors	104	466
SUBTOTAL	123	654

THE HOUSING CONTINUUM



MARKET RENTAL HOUSING

Renter households in Duncan making less than \$37,600 per year tend to spend more than 30% of their annual income on housing expenses, placing these households in core housing need. The analysis suggests that in 2019, 39% of Duncan’s renter households are in core housing need and 9% are in extreme core housing need. This is a significant improvement compared to recent trends in the censuses (47% in 2006, 49% in 2011 and 52% in 2016). A greater portion than 39% of Duncan’s households have income below \$37,000, but many of these live in subsidized rental units.

Estimated Housing Costs Versus Household Income for Renter Households

	Household Income	30% of Income	50% of Income	Estimated Housing Cost
City of Duncan				
	\$20,000	\$6,000	\$10,000	\$8,791
	\$40,000	\$12,000	\$20,000	\$11,622
	\$60,000	\$18,000	\$30,000	\$13,014
	\$80,000	\$24,000	\$40,000	\$13,872
	\$100,000	\$30,000	\$50,000	\$14,382
	\$120,000	\$36,000	\$60,000	\$14,657
	\$140,000	\$42,000	\$70,000	\$14,803
	\$160,000	\$48,000	\$80,000	\$14,902
	\$180,000	\$54,000	\$90,000	\$14,964
	\$200,000	\$60,000	\$100,000	\$14,999
	\$220,000	\$66,000	\$110,000	\$15,019
	\$240,000	\$72,000	\$120,000	\$15,031
	\$260,000	\$78,000	\$130,000	\$15,037
	\$280,000	\$84,000	\$140,000	\$15,039
	\$300,000	\$90,000	\$150,000	\$15,040

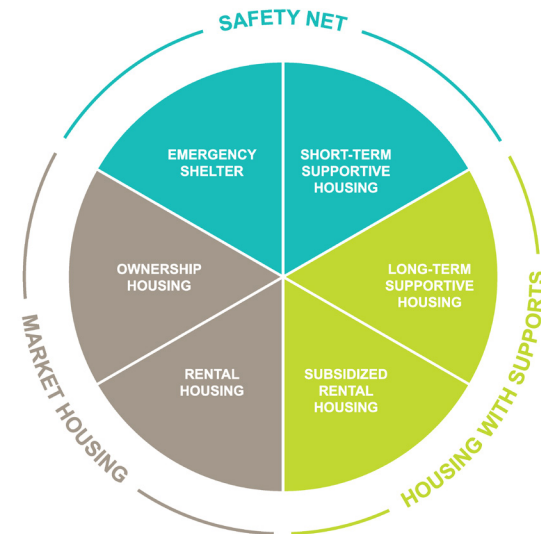
Teal items indicate that housing costs for this group in this jurisdiction exceed the 30% affordability threshold.

Core Housing Need: A household is said to be in core housing need if its housing falls below at least one of the adequacy, affordability or suitability standards and if the household would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that meets all three housing standards.

Extreme Core Housing Need: Those who meet the definition of core housing need and spend 50% or more of their income on housing.

MARKET OWNERSHIP

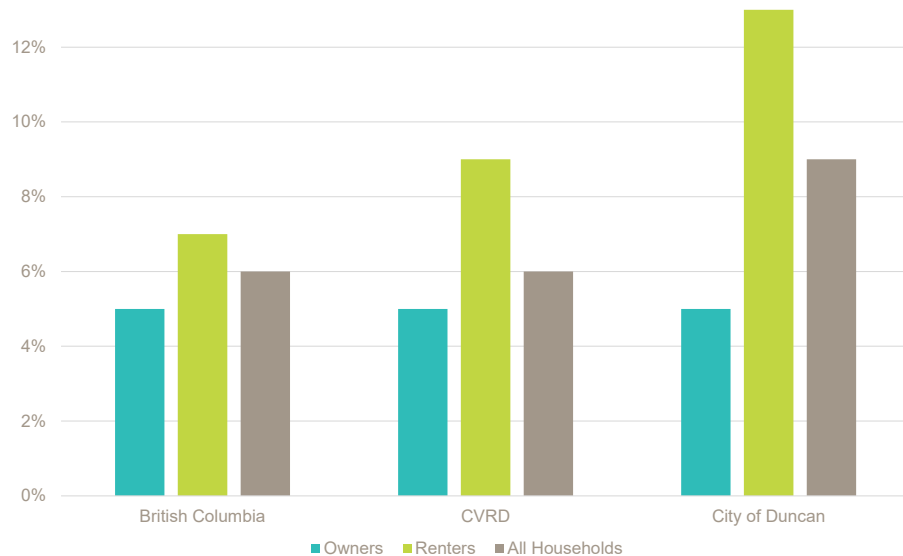
The majority of owner households with mortgages in Duncan making below \$46,100 per year spend more than 30% of their annual income on housing expenses, placing these households in core housing need. This analysis suggests that currently 22% of Duncan’s owner households are in core housing need, continuing an upward trend evident in the censuses (18% in 2006, 17% in 2011, then 19% in 2016).



HISTORIC AND CURRENT HOUSING CONDITION (ADEQUACY)

Adequacy of housing in Duncan is worse than the CVRD and British Columbia, with 9% of households living in housing below adequacy standards in 2016. Compared to the CVRD, adequacy of housing is similar for owners (5%) and worse for renters (13%) in Duncan. Adequacy of housing has improved for both tenures since 2006.

Share of Households by Tenure Below Adequacy Standard (Major Repairs Required) in 2016



HISTORIC AND CURRENT OVERCROWDING (SUITABILITY)

For owner households in Duncan, overcrowding (the suitability standard) has been improving since 2006 (from 4% in 2006 to 2% in 2016). Suitability has also been improving for renter households (from 11% in 2006 to 5% in 2016).

HISTORIC AND CURRENT AFFORDABILITY

Compared to the CVRD, affordability in Duncan is worse for both owners (19%) and renters (52%), to produce an overall share of 34% of households across tenures experiencing affordability challenges. Affordability decreased for both tenures from 2006-2011. Renters face significantly greater affordability challenges than owners.

CORE HOUSING NEED AND EXTREME CORE HOUSING NEED

In 2019, 30% of Duncan's households were considered to be in core housing need and 4% are in extreme core housing need. The last several censuses showed 30% of households in core housing need in 2006, 31% in 2011 and 34% in 2016.



AFFORDABILITY OF NEW DEVELOPMENT

FINANCIAL ANALYSIS RESULTS

A financial model analyzing the cost of residential development for a variety of housing types and tenures was created. Using this model, the lowest sale price or rental rate per unit that a builder could afford to charge for the finished product while still achieving a minimal level of profit was calculated.

Based on the construction cost assumptions, the housing prices represent the most affordable units that a developer or builder could afford to produce in the City of Duncan. More affordable new units may exist, but these would arise from exceptional circumstances, such as unusually cheap land or government subsidies and incentives. These minimum prices and rental rates indicate what levels of household income would be required to purchase or rent new units in Duncan without paying more than 30% of one's household income. The tables show results of analysis in 2020 and 2025.

The price of a new single-detached home in 2020 is \$651,000, requiring a minimum household income of \$126,000. In 2025, that is projected to increase such that a single-detached unit sale price of \$747,000 requires a minimum household income of \$143,000. The capacity of Duncan's households to afford new construction will increase slightly in the rapid recovery scenario and decrease slightly in the slow recovery scenario. The overall difference between the two scenarios is minor, suggesting that Duncan's housing market is unlikely to be severely impacted by COVID-19.

The Most Affordable New Units by Type and Tenure in 2020 and 2025

	Sale Price (2020)	Sale Price (2025)	Monthly Rental Rate (2020)	Monthly Rental Rate (2025)
Single-Detached	\$651,000	\$747,000	-	-
Townhouse	\$452,000	\$528,000	\$1,670	\$2,040
Apartment	\$293,000	\$332,000	\$1,190	\$1,290

Minimum Household Income Required to Purchase or Rent a New Home by Unit Type in 2020

	Minimum Household Income	Share of Households
Single-Detached for Purchase	\$126,000	9%
Townhouse for Purchase	\$90,000	20%
Apartment for Purchase	\$62,000	37%
Townhouse for Rent	\$76,000	27%
Apartment for Rent	\$53,000	44%

Minimum Household Income Required to Purchase or Rent a New Home by Unit Type in 2025

	Minimum Household Income	Share of Households	
		Rapid Recovery	Slow Recovery
Single-Detached for Purchase	\$143,000	10%	8%
Townhouse for Purchase	\$104,000	21%	18%
Apartment for Purchase	\$69,000	43%	38%
Townhouse for Rent	\$91,000	27%	24%
Apartment for Rent	\$61,000	48%	43%

CITY OF DUNCAN
SUB-REGIONAL SNAPSHOT
JANUARY 2021

FOR THE FULL REPORT SEE:
HOUSING NEEDS ASSESSMENT
COWICHAN VALLEY REGIONAL DISTRICT
(CVRD.CA)

