



# **DRAFT** HOUSING OPTIONS AND DEVELOPABLE LAND DISCUSSION PAPER

## **Quesnel OCP and Zoning Bylaw Update**

Prepared for the City of Quesnel

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# INTRODUCTION

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## CONTEXT

Municipal policy can encourage a greater variety of housing options for residents by ensuring a diverse range of housing forms are supported in the community's residential neighbourhoods. This includes the full range of residential types, locations, densities, tenures and prices. Within this context, the City of Quesnel is often regarded as one of the most affordable cities in B.C. with housing prices considerably lower than other markets. However, the current housing stock in Quesnel presents some specific challenges to the community as it looks to evolve and support an appropriate mix of housing in all neighbourhoods as it strives to meet the needs of all households and towards becoming more compact and liveable.

In 2011, Quesnel's population was approximately 10,000, an increase of 7% from 2006, bringing it back to roughly 2001 levels.<sup>1</sup> In that same time period, the total number of residential housing units increased by approximately 11%, the majority of which were single-detached dwellings, which is aging with approximately 65% of all units being built 35 or more years ago. Likewise, Quesnel's residents are also aging, with seniors comprising approximately 31% of the population and may require special housing needs located in areas near the downtown, close to amenities, and in areas with a medium density.<sup>2</sup> The predominance of single-detached units

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<sup>1</sup> Statistics Canada, 2001, 2006 and 2011

<sup>2</sup> City of Quesnel – Affordable Housing Strategy, 2013

may create challenges for the community in providing an adequate supply of alternative housing options for residents with specific needs and/or abilities due to life cycle stage, income level, or household composition.

Each of Quesnel's residential neighbourhoods have unique characteristics that may require specific policies to ensure the character and form of the neighbourhood is respected, while also encouraging development that enables more intensive use, such as infill development to provide more diverse housing choices for residents.

## WEST QUESNEL

West Quesnel is the large area located west of the Fraser River that spreads along Anderson Drive and connects up the hillside via Abbott Drive and Lewis Drive. The urban transect moves from commercial and mixed-uses along Anderson Drive and transitions into multi-unit housing and single-detached housing.

West Quesnel has distinct neighbourhoods including Riverview and North Fraser Drive, Uplands and Abbott Heights, the lower flats near Correlieu Secondary School, and the small area along West Fraser Drive. Together, West Quesnel is comprised of the most diverse housing options in the City, with respect to form, tenure and prices.

Housing in West Quesnel has experienced unique challenges the past couple of decades. The majority of hillside is subject to a Land Stability Study that involves infrastructure upgrades and dewatering of slopes to mitigate slope stability challenges. During this multi-phased initiative, the City has issued a moratorium on development in the subject area. As a result, there are pockets of serviced, vacant residential lots that have not been developed above Dawson Extension. There are also observations of deteriorating homes that have not seen structural improvements for some time, and there are single-

- *When the West Quesnel Land Stability Study is complete, how should West Quesnel develop in the future?*
- *Which blocks or areas do you think there is infill potential for Uplands, the lower flats, or Riverview and the North Fraser Drive area?*
- *Are there any areas in West Quesnel that you think could be revitalized through a housing development initiative?*

*Laneway housing (also known as “coach houses”, “granny flats”, and “carriage homes”) are detached secondary suites. Laneway housing has access to a lane, can have an attached parking garage or adjacent parking pad. These homes are typically 800 to 1,200 square feet and meet the rental needs for households such as seniors, couples, and small families such as a single parent with one child. As a secondary suite, these laneway units generate rental income for households in the principle dwelling unit, further making their homeownership more affordable. Laneway housing is a best practice to gently densify mature, well established low-density neighbourhoods and a way to increase rental housing options and better use of municipal infrastructure and land.*

detached homes and multi-unit townhouses that are boarded and unoccupied.

The land utilization of West Quesnel indicates that there may be opportunities in the future to build more housing through a combination of building new single-detached housing on serviced, vacant land above Dawson Extension; infill development in low-density pockets; and potential redevelopment and/or repurposing of areas. The presence of lanes in some areas could be an opportunity to introduce detached secondary suites (“laneway housing”). Developing housing in West Quesnel in the future, however, is subject to the outcome of the *West Quesnel Land Stability Study* and may require additional measures to cautiously develop in the future.

## **DOWNTOWN**

Downtown Quesnel is a relatively flat, compact area, bounded by the Fraser and Quesnel Rivers. The concentration of commercial, small format retail, institutional and government offices are located in the downtown core. Adjacent to the Downtown is Quesnel’s most mature neighbourhood, North Quesnel. This area is home to multi-unit residential development, including some recent five storey housing projects, as well as compact single-detached housing.

Some homes in this area retain traditional form and character, however there are an increasing number of homes that are aging and deteriorating. There are opportunities to plan for the potential changes to this area with more concentrations of gentle infill development and low to medium density residential development such as duplexes, triplexes, row houses, and less than five-storey apartments. The historic grid pattern and lanes also provide an opportunity to potentially introduce detached secondary suites (“laneway homes”), which could provide ground-oriented rental units and



**Laneway House**

- *Are there any blocks or lanes that you think could be an area to try introducing detached secondary suites (“laneway housing”) in North Quesnel?*
- *Secondary suites are a good rental housing option for seniors, singles and couples. Is there an opportunity to explore secondary suites in all areas of Quesnel?*
- *How can we mitigate parking requirement issues in order to providing housing options for all residents in Quesnel?*

- *Are coach houses appropriate for the South Hills area? Could these units work for aging parents, adult children, or rental?*

“mortgage helpers” in close proximity to the downtown, further increasing the housing options in Quesnel.

## **JOHNSON SUBDIVISION AND CARSON AREA**

The Johnson Subdivision is located south of the Quesnel River. It is also one of Quesnel’s older, more mature subdivisions, having been developed in the 1950s. It has unique mid-century modern architecture and character, largely built-out with limited room for densification. Secondary suites have been explored in this area but due to challenges they have yet to be permitted.

The Carson Area is an extension of the Johnson Subdivision. This area comprises of large homes with a cul-de-sac and crescent development pattern, and no lanes. There may be opportunities to further develop this area on lands that are currently designated for single-detached residential development, possibly with secondary suites.

## **SOUTH QUESNEL**

South Quesnel, primarily the neighbourhood South Hills, is home to large lot residential development. It is characterized as country residential, with close proximity to natural amenities such as Dragon Lake and commercial amenities such as the South Quesnel/Highway 97 Commercial precinct. While this area is highly desirable for its rural country residential feel, there may be opportunities to introduce other housing forms that fits the area’s character, such as coach houses.



*Coach houses are similar to “laneway houses” with respect to their form as a detached secondary suite. The difference is Coach Houses do not need a lane to access the unit. Coach houses work well on large lot residential properties, typically as detached units above a one or two storey garage. neighbourhoods and a way to increase rental housing options and better use of municipal infrastructure and land.*



- ***Are there areas within the CRD that you think should be part of the City of Quesnel jurisdiction? And why?***

## CARIBOO REGIONAL DISTRICT (CRD)

The Cariboo Regional District (CRD) consists of 12 electoral areas and four incorporated member municipalities, including Quesnel, Williams Lake, 100 Mile House, and Wells, covering an area of 80,262 square kilometres. In 2011, the population was approximately 62,392, which is just a slight increase from the 2006 census.<sup>3</sup> Quesnel is the most “urbanized” area within the North Cariboo and, as such, has a relatively different housing mix than the CRD as a whole. For comparison to the following section on Quesnel’s housing mix, single-detached dwellings comprise 72% of the 26,145 total dwellings in the CRD. Other notable CRD housing numbers is the relatively higher percentage of mobile homes (13%) and the significantly lower percentage of apartments less than 5 storeys (8%), when compared to Quesnel.

There are residential neighbourhoods within the CRD that are adjacent to or in close proximity to the City of Quesnel. Residents that live in these outlying areas typically have a close relationship to the City including location of employment, place of high school and post-secondary education, shopping and entertainment. Some of these close, outlying areas have been subject to discussion on potential incorporation into the City’s jurisdiction (see Urban Rural Fringe Area Discussion Paper). A brief description of these areas are provided below.

### BOUCHIE LAKE

The Bouchie Lake area is located west of the Fraser River, accessed by the North Fraser Drive/Blackwater Road, as well as the backroute of Pinnacles Road towards West Quesnel. There are clusters of rural, large lot residential housing in this area, as well as a concentration of residences around the lake.

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<sup>3</sup> Statistics Canada, 2006 and 2011

- *Do you think the Maple Drive and Red Bluff neighbourhoods could be enhanced through incorporation and potentially develop with new housing options?*
- *What could this look like?*

## MAPLE DRIVE AND RED BLUFF

The Maple Drive and Red Bluff neighbourhoods are the most urbanized areas within the CRD adjacent to the City of Quesnel. This area has a strong case for potentially being incorporated into the City of Quesnel with respect to compatibility of development patterns, infrastructure and servicing constraints and opportunities, as well as tax revenue opportunities. There could be opportunity to further develop the Maple Drive and Red Bluff areas with more housing options in the future.

## QUESNEL HYDRAULIC ROAD

Beyond South Hills is more large lot residential housing along Quesnel Hydraulic Road within the CRD jurisdiction. Properties in this area are more rural and isolated from the City, compared to the Maple Drive and Red Bluff areas.

## TEN MILE LAKE AND BARKERVILLE HIGHWAY/HIGHWAY 26

There are large clusters of rural residential developments spanning off the Barkerville Highway/Highway 26 towards Wells. There are also clusters of large lot residential housing surrounding and near Ten Mile Lake.

## LHTAKO DENE FIRST NATION

The Lhtako Dene First Nation has land holdings within the CRD including near the Maple Drive and Red Bluff neighbourhoods, with community members living both on and off-reserve.

- *Is there an opportunity to partner with the Lhtako Dene First Nation on housing options and related infrastructure and servicing?*

Currently, the City supplies water servicing to the portion of Lhtako Dene First Nation lands within City boundaries.



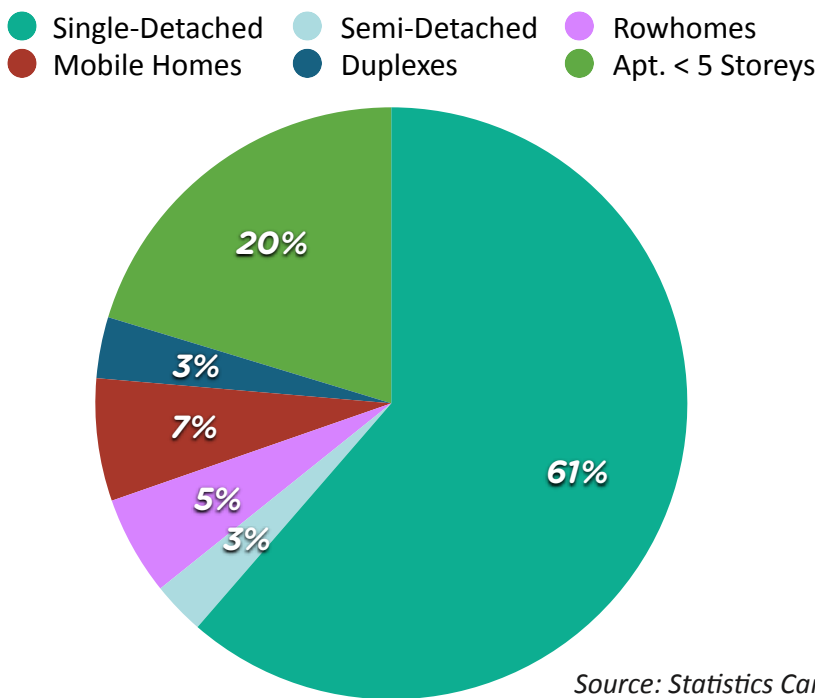
# HOUSING SUPPLY

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## HOUSING MIX

There were approximately 4,335 total dwelling units in Quesnel in 2011. Overall, this is an 11% increase in total residential units from 2006 to 2011, while the number of single-detached units over this time decreased slightly. With a significant increase, more mobile homes were added to the housing stock over this time period than any other type, followed by row houses and apartments less than 5 storeys. See Table 1 for the full breakdown and change in dwelling types in Quesnel over the 2006-2011 timeframe.

**Figure 1: Quesnel Housing Mix 2011**



**Table 1: Quesnel Housing Mix**

The City of Quesnel reported a total of 64 new Mobile Home Permits issued between the years 2006 to 2011.

There appears to be a discrepancy between the new number of mobile home permits issued by the City and what BC Stats and Statistics Canada reported over those same years. This discrepancy highlights a potential error in the data that can not be confirmed at this time.

DWELLING TYPE	2011	
	Count	%
Single-Detached	2,660	61%
Apartment > 5 Storeys	0	0%
Mobile Homes	290	7%
Semi-Detached	125	3%
Rowhomes	235	5%
Duplexes	145	3%
Apartment < 5 Storeys	880	20%
<b>TOTAL DWELLINGS</b>	<b>4,335</b>	<b>100%</b>

*Source: Statistics Canada, 2011*

These numbers highlight Quesnel's strong preference for single-detached housing. However, recent data may suggest preferences may be changing due to demographic and life stage changes that result in increased preference for housing that permits downsizing or address mobility challenges that comes with aging. This assumption that there is a shift in housing type preference serves as the basis for the population and housing scenarios presented in latter sections.



- ***Does the current mix of housing meet the needs of all Quesnel residents? Are there particular housing forms that should be encouraged in certain areas in Quesnel? Are there dwelling types that should be discouraged in other areas in Quesnel?***

Current OCP policies encourage residential development that is generally compatible, in terms of built form, scale and character, with existing neighbourhoods. The successful implementation of these policies goes far in shaping a neighbourhood's composition, but also need to reflect changing resident housing needs and preferences. For example, Quesnel's senior's population is growing, increasing 3% between census years and comprising 31% of the population in 2011. As this demographic continues to both age and grow, the need for a range of housing choices may be required, as these individuals may want to downsize, or find more accessible or affordable housing, while remaining close to services and other supports, such as family and friends. In 2011, 62% of seniors (55+) were living in single-detached houses..

## HOUSING CONDITION

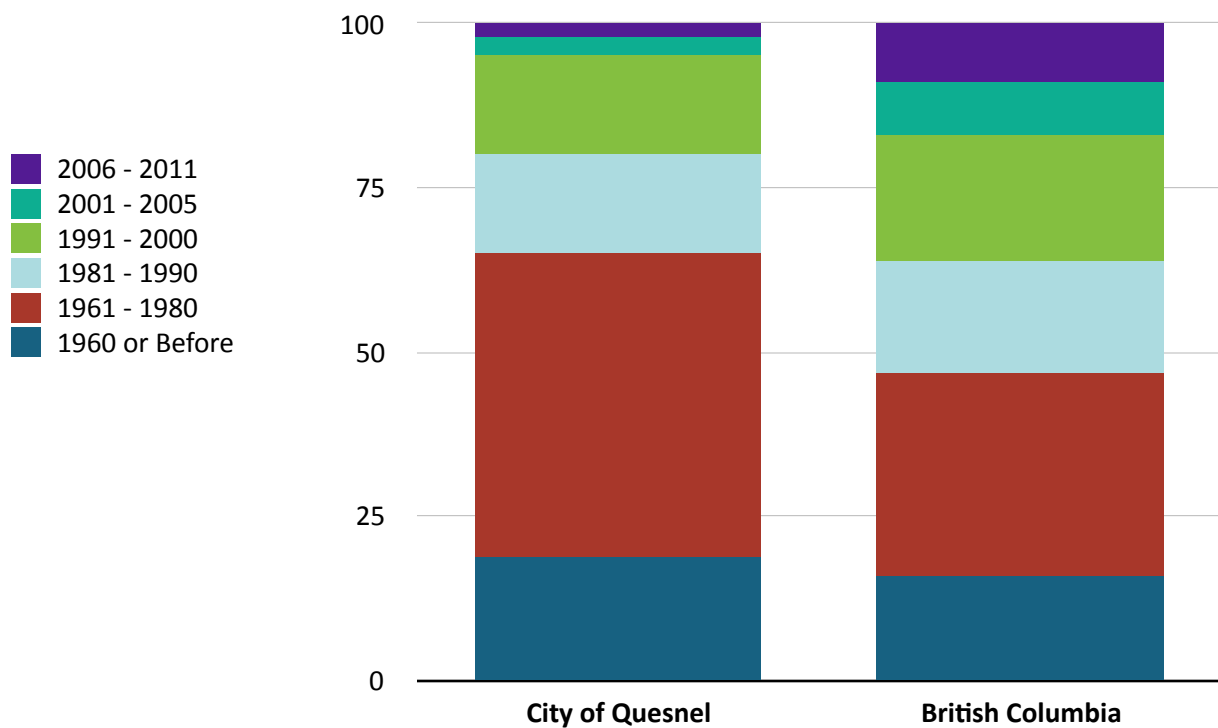
The housing stock in Quesnel is aging, with 65% of all units being built 35 years ago or more.<sup>4</sup> Conversely, only 220 units, or 5%, were built between the years 2001 and 2011. According to the National Household Survey, just under 9% of this housing stock is in need of major repairs, which is slightly above the provincial average of 8%. When compared to the provincial average, the housing stock in Quesnel is significantly older and in slightly more need of repair.

Further, there is a growing concern for substandard or deteriorating conditions of some of the rental stock in the City. Potential landlord neglect may be compounded given the age of the dwellings, most of which being older, single-detached houses.

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<sup>4</sup> Statistics Canada, 2011

**Figure 2: Age of Housing in Quesnel**



*Source: Statistics Canada, 2011*

## RENTAL HOUSING AND AFFORDABILITY

The 2011 National Household Survey (NHS) reports that 35% of Quesnel's dwellings are rented (65% owned). This is a moderately higher rental rate when compared to the rest of B.C., which has a 30% rental rate.<sup>5</sup> This difference in rate, or proportion, of renters to owners between Quesnel and B.C. could be explained by Quesnel's housing mix being significantly dominated by single-detached dwellings, which are assumed to be owned and cannot be confirmed without secondary rental housing market data.

In spring 2015, the Canada Mortgage and Housing Corporation (CMHC) reported the number of apartments, including average rents and vacancy rates, were:

<sup>5</sup> Statistics Canada, 2011



**Table 2: Rental Housing Stock by Number of Bedrooms in Quesnel**

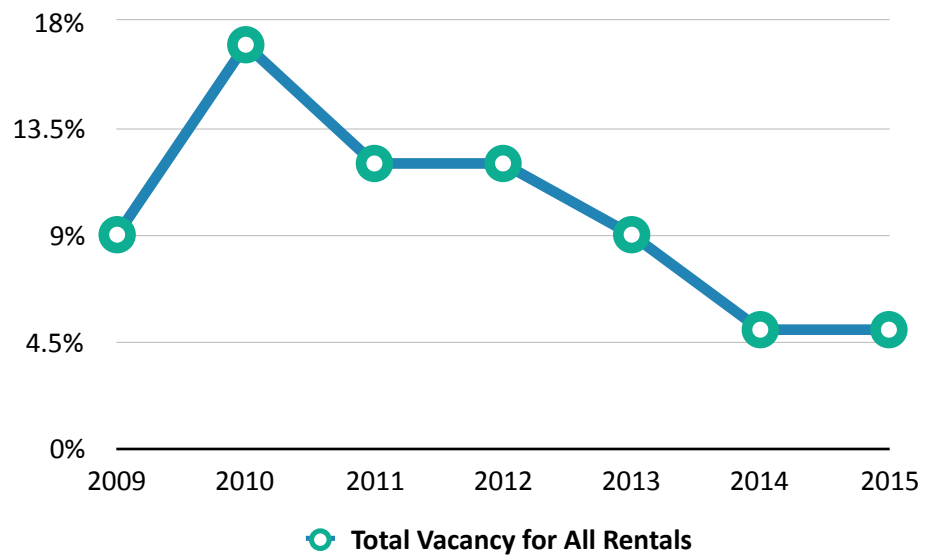
BEDROOMS	STOCK		AVERAGE RENTS	2015 VACANCY RATE
	COUNT	%		
<b>Bachelor</b>	16	3%	\$451	0.0%
<b>1-Bedroom</b>	201	38%	\$557	9.0%
<b>2-Bedroom</b>	299	56%	\$642	2.7%
<b>3-Bedroom</b>	18	3%	\$798	5.6%
<b>TOTAL (Avg.)</b>	<b>534</b>	<b>100%</b>	<b>(\$610)</b>	<b>(5.1%)</b>

*Source: Canada Mortgage and Housing Corporation, Market Rental Reports, Spring 2015*

Quesnel has been steadily rebounding from historic highs in rental vacancy rates. As reported in CMHC Market Rental Reports, Spring 2009 to 2015, since peaking in 2010 at 17%, the vacancy rate has steadily decreased to approximately 5% in 2014. This 5% rate has been sustained into 2015. This vacancy rate drop has been aided by an 11% increase in rental stock from 2006 to 2011, compared to only a 7% increase in population over that time period. Three percent (3%) is considered to be a “balanced” rental market; less than 3% indicates market pressures and usually leads to increases in rental rates and increased demand for new construction. Greater than 3% indicates a soft market that may not be able to support purpose-built rental housing, which is the situation in Quesnel at this time. Figure 3 illustrates the vacancy trend from 2009 to 2015 in Quesnel.

- *Why is the rental vacancy rate trending downward in Quesnel?*
- *Is there an appetite for more rental housing in the future?*

**Figure 3: Rental Vacancy Trend**



*Source: Canada Mortgage and Housing Corporation, Market Rental Reports, Spring 2009 to 2015*

Factoring in the median income of households and individuals provides a high-level assessment of the rental affordability conditions in Quesnel. Table 3 summarizes the 2011 NHS median income, reported by households and individuals, and the calculated shelter affordability levels for median income earners based on CMHC's standard of affordability. CMHC considers housing unaffordable if a household spends 30% or more of gross income on shelter costs.

**Table 3: Median Income and Rental Shelter Funds**

	2011	30% of Income	MONTHLY *
Private Household	\$50,864	\$15,259	\$1,272
Individual	\$24,937	\$7,481	\$623

\*Monthly funds available for rent, including utilities, to be considered affordable.

*Source: Statistics Canada, 2011 and CitySpaces Consulting*



*Note: the median income data reported is from the 2011 Census. This data is limited and dated. A key anomaly is that the median income in Quesnel, as reported from the 2011 census, has declined by 6% since the previous census. A low response rate may be a factor that skews this result, as a 6% decline in median income is significant. Changes in the Statistics Canada reporting system may have also affected data comparability across years.*

***Looking to the future, what kind of housing mix would be appropriate for Quesnel's changing demographic and housing preference?***

The current OCP permits consideration of secondary suites in low density areas, the consideration of higher multi-family densities in return for providing affordable or special needs housing, the directing of special needs housing to medium density areas, and support for affordable seniors housing development in North Quesnel, an area near downtown and close to amenities.

While it appears there may not be a rental affordability issue for private households when compared to average rents in Quesnel, individuals may be experiencing tighter rental conditions or options. Theoretically, the \$623 available for rent (and utilities) could afford individuals a bachelor, or a 1-bedroom apartment. However, if this household is a lone parent with one child or more, the option to secure housing with enough bedrooms to accommodate all members of their family becomes more challenging. Added to this issue, the most affordable rental type, a bachelor unit, has a 0% vacancy rate, posing additional barriers to securing appropriate housing for single-individual households. Similarly, 2-bedroom units are experiencing a downward trend in vacancy rates as well, indicating an increasing demand for these rental unit sizes in Quesnel.

Consideration may be required of the potential relationship between Quesnel's older rental housing stock and affordable rentals as livability, such as poor living conditions or unsuitable housing (3-storey walkups, non-ground oriented, etc.), may be compromised.

## **HOMEOWNERSHIP AND AFFORDABILITY**

Homeownership affordability can be estimated based on assumptions that factor median household income and a household's ability to obtain and pay a mortgage. Tables 4 and 5 demonstrate the ability of a private household, or individual, making the median income to afford an average priced home in Quesnel, based on BC Assessment 2016 sale prices. While

### **Living Wage Policy**

The City of Quesnel has become the second municipality in B.C. to implement a living wage policy for staff, after New Westminster. City staff and contracted municipal service providers will see their baseline wages rise to a living wage of \$16.52 per hour, up from the provincial minimum wage of \$10.85. The living wage for the region is \$16.52 per hour, according to the Living Wage for Families Campaign.

### **Assumptions:**

The average sale price of single-detached homes in 2016, a 10% down payment, a 5-year fixed interest rate of 4.64% (Bank of Canada posted rate), mortgage insurance, and fees allowance, property tax and utility amounts totaling \$550 (Estimated \$200 in fees allowance, \$100 in property tax, and \$100 for utilities, per month).

the ability to purchase a home varies given those making over the median income can afford more, as well as households that can contribute larger down payments, this high-level approach provides a snapshot in time of the homeownership affordability situation of Quesnel residents.

**Table 4: Median Income and Rental Shelter Funds**

	2011	30% of Income	MONTHLY *
<b>Private Household</b>	\$50,864	\$15,259	\$1,272
<b>Individual</b>	\$24,937	\$7,481	\$623

\*Monthly funds available for rent, plus utilities, to be considered affordable.

*Source: Statistics Canada, 2011 and CitySpaces Consulting*

**Table 5: Average Single-detached Sale Prices and Computed Mortgage**

AVG. SALE PRICE	LESS 10% DOWN	MORTGAGE INSURANCE	TOTAL MORTGAGE	MONTHLY PAYMENT*
\$186,000	\$167,400	\$4,018	\$171,418	\$962

\*Monthly funds available for mortgage payments, including fees and utilities, to be considered affordable.

*Source: Statistics Canada, 2011, Bank of Canada and CitySpaces Consulting*



- ***What kinds of housing forms would be affordable to low and moderate income families and singles, including seniors? Where in Quesnel should this housing be located?***

The results present Quesnel as an affordable city when it comes to homeownership for private households. However, there is a significant disparity in median income levels. The reported median income of \$50,864 is the median income of all private households, which includes couple families, lone-parent families, and single person households. Couple family households have a significantly higher median income than lone-parents, or single person households, and it is these latter two median income households that lower the overall median income of residents. Once fees and utilities are factored into the affordability calculation, a single parent or single person household making the median income, or less, may find difficulties in affording an average priced home in Quesnel.





# POPULATION PROJECTIONS

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**Net migration** is the difference between the number of people that are moving into the community versus how many people are moving away.

**Natural increase** is the difference between births and deaths.

## BACKGROUND

Overall, the key driver of population growth in Quesnel is the level of net migration. Natural increase also plays a role, but in Quesnel's case, natural increase is close to zero. However, natural increase will move over the negative side of the zero line over time as the population ages and there are more people passing away than are being born into the population. This leaves migration as the primary determinant of whether the population rises or falls.

For some historic context, the estimated migration from 2001 to 2006 was a net outflow of about 200 people per year. This reversed from 2006 to 2011, when the community had a net inflow of about 100 people per year.

Since 2011, according to BC Stats estimates, Quesnel's population has declined from about 10,200 to about 9,150, a loss of more than 1,000 people in only four years. As natural increase is still slightly positive, these recent changes suggest a net outflow of about 275 migrants per year.

## POPULATION SCENARIOS

Looking ahead over the 2015 to 2030 period, there are many possible paths for Quesnel's population. Recent history has included periods of population growth as well as population decline, influenced by local and regional employment conditions and many other factors.



To help encapsulate the range of possible outcomes, two population growth scenarios have been prepared:

1. The **Moderate Growth** scenario assumes that net migration to Quesnel is 100 people per year, matching the demographic pattern observed from the 2006 to 2011 period.
2. The **No Growth** scenario assumed net migration is zero. Natural increase is slightly negative in future years, leading to a slight population loss under this scenario.

The **household maintainer** is the primary person residing in the household who is responsible for paying the rent, or the mortgage, or the taxes, or the electricity or other services or utilities.

## HOUSING SCENARIOS

The housing demand projections are based on housing maintainer data from the 2011 Census. This shows the number of people within various age ranges in Quesnel who are a primary household maintainer, and whether their household resides in a single-detached home, a movable dwelling (i.e., mobile home), or a multi-unit dwelling (e.g., townhouse, duplex, low-rise apartment).

Maintainer rates range from a low of 25% for the 18-25 age group (meaning that only 25% of residents in this age range are primary household maintainers) to a high of 73% of age 55-64 residents. Household maintainers of single-detached homes are quite low for the 18-25 age group (only 6% of people aged 18-25 are household maintainers of a single-detached dwelling) and peak at 47% for the age 55-64 group before declining again to only 33% for the age 75+ group. Maintainer rates for mobile homes are highest for the age 65-74 group (10%) while maintainer rates for multi-unit dwellings are highest for the age 25-34 range (26%). Multi-units are less prevalent for the 45-54 group, but rise again for the age 55+ demographic.

Household maintainer rates in Quesnel, as well as the distribution of housing units by type, were compared to



- *Why are the situations in Williams Lake and Quesnel so different with respect to housing mix? What conditions may have contributed to this?*

various other communities within B.C. Some communities like Nelson and Vernon have a significantly higher share of multi-units within their housing mix, while Quesnel is quite similar to Campbell River and Cranbrook. The housing mix in Williams Lake is surprisingly different – only 48% of units are single-detached (compared to 61% in Quesnel) while 43% of units are multi-unit (compared to 32% in Quesnel). Maintainer rates for movable dwellings are similar (7% in Quesnel, 9% in Williams Lake).

Housing demand projections for Quesnel for the 2015 to 2030 period are based on two scenarios:

1. The **Status Quo** scenario assumes that current housing maintainer rates by age and housing type in Quesnel remain constant.
2. The **Extra Multi-unit** scenario assumes that housing demand in Quesnel evolves over the 2015 to 2030 period closer to Williams Lake, meaning that maintainer rates for single-detached homes decline and maintainer rates for multi-units increase. As of 2011, the overall maintainer rate for multi-units in Quesnel was 13.6% (meaning that 13.6% of the 18+ population was the primary household maintainer of a multi-unit). The equivalent multi-unit maintainer rate in Williams Lake was 18.0%.

Given the overall low rate of growth in Quesnel, it is likely not realistic for the multi-unit maintainer rate in Quesnel to match the Williams Lake rate within 15 years as this would represent significant growth in multi-unit residential development while a significant number of single-detached units are abandoned or demolished.

The assumption is for the multi-unit maintainer rate for each age group in Quesnel to increase by 2.5 percentage points, and the single-detached rate to fall by 2.5 percentage points, over a 20-year period from 2011 to 2031.

### Population Scenario Assumptions

Birth rates each year are based on the estimated age distribution of the female population in Quesnel and fertility by age data for the Quesnel Local Health Area (published each year by the Vital Statistics Division of BC Stats). Fertility by age patterns are evolving (in general, toward more births by older women and fewer births by younger women), so the effective fertility rate for each year is based on the average of the previous five years.

Mortality rates each year are based on BC mortality rates by age, as published by Statistics Canada each year through 2012.

As the mortality rates are based on B.C. as a whole, it is possible they do not accurately reflect mortality patterns in Quesnel. If Quesnel has higher-than-average mortality rates (which seems reasonable given some other socio-economic indicators), the projections will underestimate the actual level of mortality. Fortunately, the projections rely on past population growth patterns from the 2001 to 2015 period, so any unaccounted for deaths in Quesnel are being captured by the net migration assumptions. In other words, some of the outflow of migrants from Quesnel may actually be additional deaths that are not accounted for by the BC mortality rates. For purposes of these projections, it makes no difference.

## PROJECTION RESULTS

With two population growth scenarios and two housing demand scenarios, each of which can be combined with either of the other scenarios, there are a total of four distinct scenarios as summarized in the tables below.

The first combination is the closest approximation to “baseline” growth. It assumes no net migration and housing maintainer rates remain constant.

The proceeding 2011 to 2030 Housing Demand projections for all scenarios are estimates.



**Table 6: Scenario A – Low Population Growth / Status Quo Housing Demand**

	2011	2015	2020	2025	2030	Growth, 2015-2030	Average Annual Change, 2015-2030
<b>Population</b>	10,188	9,160	9,150	9,134	9,079	-81	-5
<b>Housing Unit Demand</b>	4,335	4,289	4,302	4,308	4,258	-32	-2
<b>Single-detached</b>	2,660	2,658	2,638	2,609	2,548	-110	-7
<b>Movable</b>	290	313	334	350	353	41	3
<b>Multi-unit</b>	1,385	1,318	1,330	1,348	1,356	38	3
<b>Multi-unit Share of Housing Demand</b>	32%	31%	31%	31%	32%		

The next combination shows a moderate inflow of migrants but no change to housing demand by age. The fact that the majority of housing demand growth under this scenario is in the multi-unit category simply reflects the aging of the population and the higher preference for older residents for multi-units.

**Table 7: Scenario B – Moderate Population Growth / Status Quo Housing Demand**

	2011	2015	2020	2025	2030	Growth, 2015-2030	Average Annual Change, 2015-2030
<b>Population</b>	10,188	9,160	9,403	9,638	9,862	703	47
<b>Housing Unit Demand</b>	4,335	4,289	4,373	4,451	4,499	210	14
<b>Single-detached</b>	2,660	2,658	2,682	2,701	2,700	42	3
<b>Movable</b>	290	313	339	360	367	55	4
<b>Multi-unit</b>	1,385	1,318	1,352	1,391	1,431	113	8
<b>Multi-unit Share of Housing Demand</b>	32%	31%	31%	31%	32%		

The next combination shows low population growth, but with an evolving demand toward more multi-units.

**Table 8: Scenario C – Low Population Growth / Extra Multi-unit Housing Demand**

	2011	2015	2020	2025	2030	Growth, 2015-2030	Average Annual Change, 2015-2030
<b>Population</b>	10,188	9,160	9,150	9,134	9,079	-81	-5
<b>Housing Unit Demand</b>	4,335	4,289	4,302	4,308	4,258	-32	-2
<b>Single-detached</b>	2,660	2,622	2,555	2,480	2,374	-248	-17
<b>Movable</b>	290	313	334	350	353	41	3
<b>Multi-unit</b>	1,385	1,355	1,413	1,477	1,530	175	12
<b>Multi-unit Share of Housing Demand</b>	32%	32%	33%	34%	36%		

The final combination shows moderate population growth, combined with an evolving demand toward more multi-units.

**Table 9: Scenario D – Moderate Population Growth / Extra Multi-unit Housing Demand**

	2011	2015	2020	2025	2030	Growth, 2015-2030	Average Annual Change, 2015-2030
<b>Population</b>	10,188	9,160	9,403	9,638	9,862	703	47
<b>Housing Unit Demand</b>	4,335	4,289	4,373	4,451	4,499	210	14
<b>Single-detached</b>	2,660	2,622	2,598	2,567	2,514	-107	-7
<b>Movable</b>	290	313	339	360	367	55	4
<b>Multi-unit</b>	1,385	1,355	1,436	1,525	1,617	263	18
<b>Multi-unit Share of Housing Demand</b>	32%	32%	33%	34%	36%		



# HOUSING DEMAND, GAPS & CONSIDERATIONS

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The population projections present four potential growth scenarios for Quesnel. Three of the four scenarios project negative single-detached housing demand, further illustrating the trend away from the traditional housing form. Conversely, multi-unit residential growth shows positive for all four scenarios. Coupled with other key statistical indicators and community profile observations, such as rental and ownership affordability, it is this trend that forms the baseline for identifying the housing needs and gaps in Quesnel.

Based on the analysis of Quesnel's available (2011 and 2015) housing data, and given the changing demographic and population projections, the preliminary housing analysis indicates that Quesnel may need to consider policies that address the overall housing mix in the community to better match demand.

Specifically, the low population growth and aging demographics suggest that there may be limited demand for more traditional, single-detached housing in Quesnel in the future. This is further supported by the minor trend of decreasing supply of single-detached houses.

While Quesnel is not experiencing the population growth pressures seen in other areas of the Province, it is experiencing a changing demographics that shape housing needs. Single-detached housing, for example, may be suitable for families but could be too large for empty nesters and aging

**Pocket neighbourhoods** are clustered housing comprising of small ground-oriented dwellings, usually ranging from 800 to 1,500 square feet, with shared outdoor space. Pocket neighbourhoods are often introduced in areas with underutilized land. Pocket neighbourhoods are a great alternative for seniors looking to downsize, as well as families including multi-generational families and Aboriginal families where extended households prefer to live close together

seniors, as well as lone-parent and single person households, to maintain and afford over time.

Generally, research and data indicates that Quesnel has needs and gaps in multi-unit residential dwellings for homeownership, market rental, and non-market housing. In particular, ground-oriented multi-unit housing forms such as duplexes, triplexes, fourplexes, row houses, and apartments less than five stories may be most appropriate for Quesnel's scale and could better meet the needs of households, such as seniors and young families. The provision of laneway houses and coach houses could also be considered as gentle infill housing options in select, appropriate neighbourhoods.

The overall market demand for housing units in Quesnel may not support retaining the existing amount of single-detached housing while potentially introducing a significant amount of new, purpose-built multi-unit residential development as there is not enough population to support a large overall net increase in total dwelling units. However, there may be opportunities to identify areas in Quesnel that could transition from single-detached to ground-oriented multi-unit housing through repurposing, redevelopment and/or infill development.

## WEST QUESNEL

Subject to the *Land Stability Study*, the West Quesnel area has a major opportunity to revitalize through housing development initiatives. Preliminary ideas include potentially repurposing or redeveloping land along Anderson Drive (West and South of Abbott Drive) into more mixed-use residential, row houses, or apartments. The hillside areas, including Uplands, could be enhanced with potentially laneway houses and ground-oriented multi-unit residential such as duplexes, triplexes, and row houses. The lower flats area near Correlieu Secondary School also has the potential for ground-oriented



infill housing, including laneway houses and rowhouses. Underutilized sites, such as the Rolph Street Park/Old Cariboo Field, could be partially or fully developed into housing including innovative housing forms such as a pocket neighbourhood.

## **DOWNTOWN**

The Downtown, particularly North Quesnel, could be a highly desirable location to live if more housing options were available to residents. There is an opportunity to revitalize and enhance the Downtown commercial precinct with introducing mixed-use commercial and residential developments similar to the project located on the corner of Reid Street and St. Laurent Street. The North Quesnel area could support up to medium density residential development such as apartments for homeownership, market rental and non-market housing options. This area could also support other ground-oriented multi-unit residential development such as duplexes, triplexes, and row houses. The grid pattern and lanes could support infilling with laneway housing as well.

## **SOUTH QUESNEL**

Given the rural and country character of the South Quesnel area, primarily South Hills, this area may not be able to support medium density residential housing or ground-oriented multi-unit residential development such as duplexes, triplexes, row-houses or apartments. However, there may be opportunities to introduce appropriate housing forms that fit the character of the area, such as detached secondary suites (“coach houses”).

## MAPLE DRIVE AND RED BLUFF

At this time, the Maple Drive and Red Bluff neighbourhoods are outside of the City of Quesnel and are within the CRD jurisdiction. However, this area has the potential for growth and could potentially accommodate more housing options in the future. Subject to further discussions with the CRD, this area, if ever incorporated into the City, could be further built-out in a low to medium density development. It is acknowledged at this time that any growth into this area is subject to serving requirements and limitations.





