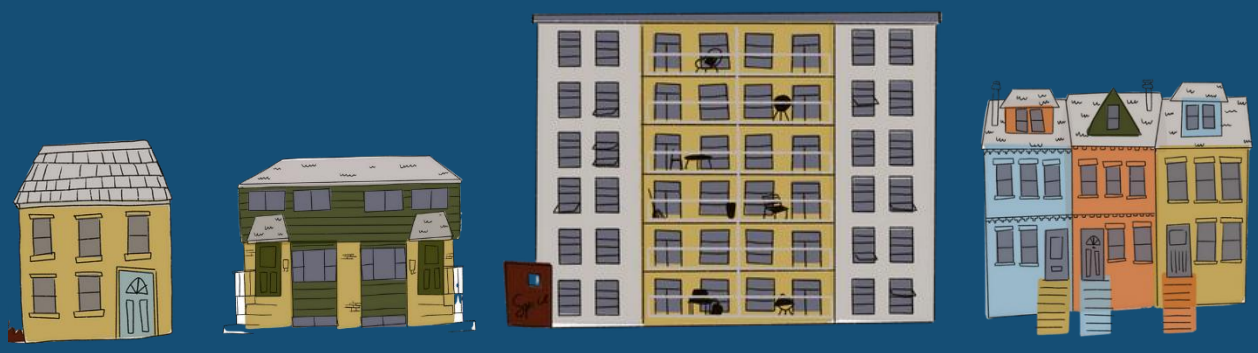
# Halifax Regional Municipality

## Municipal Housing Needs Report

2023



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# 1 Introduction

The purpose of a housing needs assessment is to understand the current and anticipated housing conditions across a given geography, in the case of this and accompanying reports, the conditions across the province of Nova Scotia and its municipalities. Generally, this work strengthens the ability of local stakeholders and governments to:

- Identify current and future housing needs and
- Identify existing and projected gaps in housing supply

Empowering municipalities and the province to become effective partners in housing provision requires reliable data to identify the stock necessary to meet current and future needs and how to drive related policy and investment. The insights generated by a needs assessment can help to inform ongoing land use and social planning initiatives at the local level, as well as provide hard evidence in support of advocacy to more senior levels of government.

The goal of this municipal report is to share appropriate, available, and accurate data to municipal governments so that they further understand their current housing situation and what they might anticipate. It is important to note that the same data methodologies and calculations are applied across each municipality, based on available data. This means that reports cannot consider all the nuanced conditions of individual communities that would be known best by municipal staff, stakeholders, and residents.

The report should be considered a form of base knowledge, intended for local review and discussion. Municipalities should use local information to provide additional context and information for discussion and decision-making as they see fit. For more details about methodologies, provincial trends, and definitions, please refer to the **Provincial Report**.

Note that all data references the municipality unless noted otherwise.

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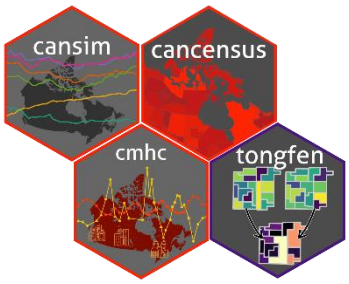


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# 2 Key Findings

**Housing shortage**
As of the end of 2022, there was a gap between demand for housing and the available housing supply of about 17,500 units, including both market and non-market housing.

Projections suggest that to keep pace with population growth, the municipality will need 52,050 new units by 2027 (including the existing shortage of 17,500) and 77,100 by 2032. Assuming that future housing development matches recent trends, the current supply shortage could grow to 31,000 units by 2027 and 35,000 by 2032.

**Population**
Population growth has been largely related to an expanding inflow of people from outside the Halifax Regional Municipality (HRM) since 2015/2016. HRM's population grew 9% between 2016 and 2021, while the province's population rose 5%. There was a high of 20,344 net-migrants who moved to the HRM over 2021/2022.

Between 2022 and 2027, all defined age cohorts are expected to increase during that time except for those aged 15 to 24. Notably, growth could occur for 25- to 44-year olds cohort (29%) and a continuously expanding senior cohort. Broad population growth could continue from 2027 to 2032, with notable change for total elderly (85+) persons.

**Households**
HRM's total household growth rate slightly outpaced that of total population – growing 10% over 5 years. Given that a dwelling is required to shelter a household, the increasing number of households mean we must build housing at a greater rate of change than population.

Household growth should continue to outpace the total population until 2027, increasing 16%. There should be notable contributions from households led by 25- to 44-year olds and seniors (65+). Senior-led households could continue to experience high rates of growth through to 2032. Over the next decade, about 15,645 new senior-led households may exist (a 35% increase). This further reinforces the need for senior appropriate or accessible housing over the foreseeable future.

**Non-market housing**
As of January 2023, the HRM has a public-housing inventory of 3,750 units, of which 1,577 are for families and 2,173 for seniors.

**Short-term rentals (STRs)**
About 0.7% of the HRM's housing inventory may have been used as a short-term commercial rental in 2021 (the last full year of data). This means that upwards of 1,374

units might have been removed from the long-term market, though it is uncertain exactly how many would have been long-term rentals or purchased for permanent occupancy if not used as a STR.

**Shelter costs**

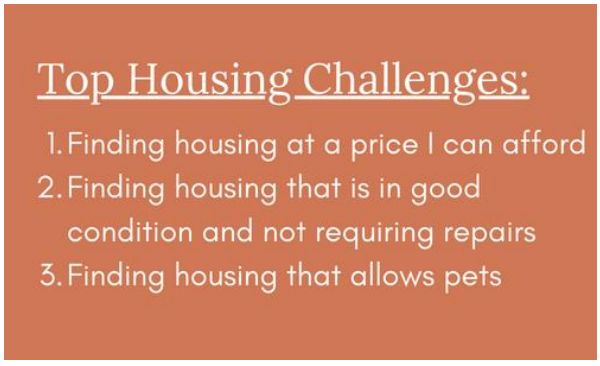
Median rents reported by the Canada Mortgage & Housing Corporation (CMHC) increased 26% from 2019 to 2022, up from 14% between 2016 and 2019. The recent increases reflect a tightening rental market – HRM has had an overall vacancy rate fluctuating around 1% since 2019, well below the healthy range (considered to be between 3% and 5%). Nova Scotia overall is also facing a tight market, though delayed compared to the municipality – the province reached 1% in 2022.

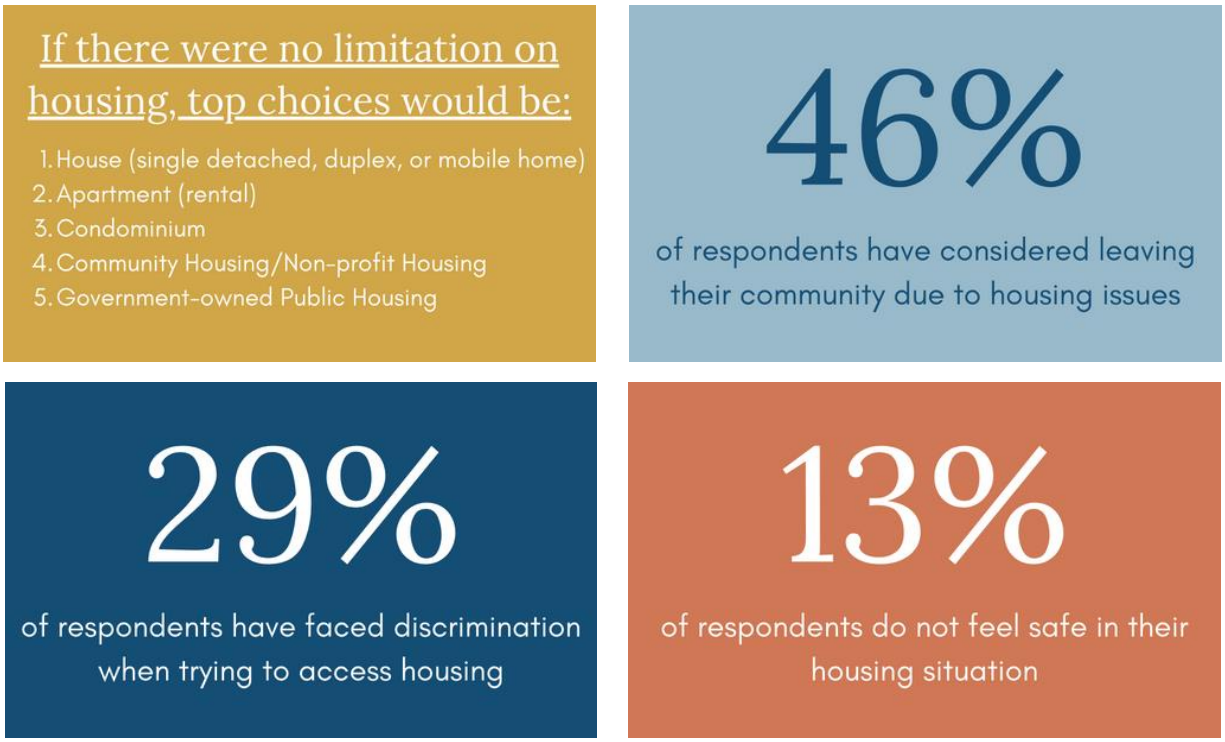
Supplementary CMHC data for the HRM indicates that newly vacant units were about 28% more expensive than units occupied by the same tenant in 2022, up from 13% in 2021. While this may be due in part to the rent cap, it also illustrates the limitation of CMHC data which groups together both asking and occupied rents.

Median HRM home prices increased 67% from 2019 to 2022, compared to 12% between 2016 and 2019. The rapid rise in prices is a combination of low interest rates (until recently) and other factors driving increased demand, and insufficient supply.

The median home price across the rest of Nova Scotia was about 45% cheaper than the HRM in 2022. The rapid appreciation in the HRM has provided incentive to move elsewhere (possibly within commute distance) where homes are cheaper. Relatedly, median home prices outside the municipality increased 79% between 2019 and 2022.

> *"Wages are a big issue. People are not meeting the cost of living increases, which is stopping [HRM] from attracting individuals like planners, construction workers.*




Municipality's public survey responses

**Affordability**

In the municipality, affordability has fallen since 2016. At least 71% of all couples, 95% of all lone-parent households, and 98% of all single person households earned below the estimated income required to afford the 2022 median sale price of a local dwelling. For rentals, at least 44% of **renting** couples, 77% of **renting** lone-parents, and 88% of **renting** single persons earned below the estimated income required to afford the 2022 median local rents.

The increase in dwelling cost, and the limited housing options, has been felt more acutely in low-income, marginalized, student, and senior populations.

**Housing need**

When a household lives in a dwelling that requires more than 30% of its before-tax household income, is overcrowded, and needs major repairs – and no alternative exists – it is in Core Housing Need. In 2021, about 12% of HRM households (22,540 total) lived in Core Housing Need. Need is particularly prevalent among:

- 22% of renter households (17,175 total);
- 12% of Indigenous households (1,310 total);
- 25% of lone parent households (3,720 total); and
- 21% of single persons / roommate households (14,245 total)

Generally, the number of people in and rates of Core Housing Need across segments has decreased since 2016. However, comparing 2021 to 2016 rates (particularly for affordability) to other periods is not consistent given the influence of the Canada Emergency Response Benefit (CERB) on incomes. Overall, the municipality reported a higher rate of core need than that for Nova Scotia overall (10%) due mostly to a higher share of renter households.

# 3 Housing Supply

## 3.1 Market Housing

As per 2021 Census, there were 200,473 private dwellings across the HRM, of which 190,510 – roughly 95% – were occupied by usual residents (those who live in the HRM permanently). The rest of the inventory may either be occupied solely by foreign residents and/or by temporarily present persons, and unoccupied dwellings. For those dwellings occupied by usual residents, Table 3-1 summarizes the totals and distribution by structure type for the HRM. The greatest share of current supply is held by the single-detached home (48%); however, recent construction trends highlighted in the next section indicate a shift towards denser housing forms.

*Table 3-1: Total & Share of Dwellings Occupied by a Usual Resident by Structure Type, HRM*

| Total | Single-detached | Semi-detached | Row house | Duplex apt | Apt (< 5 storeys) | Apt (5+ storeys) | Movable | Other |
|---|---|---|---|---|---|---|---|---|
| 190,510 | 90,825 | 12,485 | 7,390 | 6,540 | 40,470 | 28,320 | 4,270 | 200 |
| 100% | 48% | 7% | 4% | 3% | 21% | 15% | 2% | 0% |

*Source: 2021 Census*



Municipality's public survey responses

*"The scale of the HRM is huge and diverse. Our transit system definitely needs improvement.*

*"We need to move away from expectations of single family homes and suburban sprawl. We have to shift people away from car culture, for factors of both environmentalism and affordability. The greenest building is the one already standing."*

### 3.1.1 Construction Activity

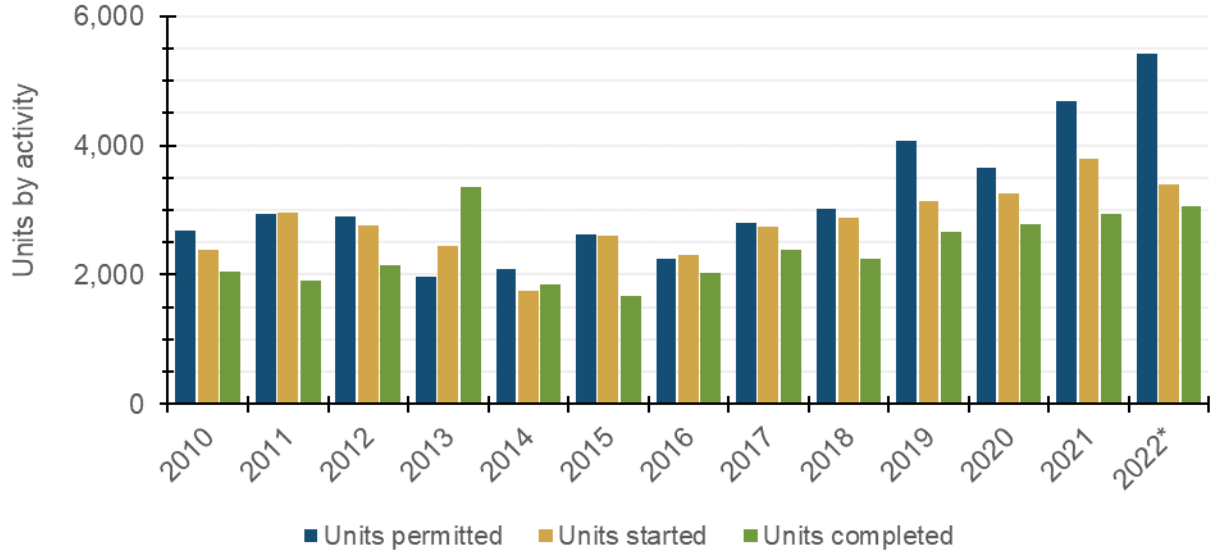
The pace of construction is represented by the annual total units permitted, units started, and units completed – these are separate but related phases of the same unit construction process.

A permit signifies the anticipated future housing to be built, a start showcases how many permits led to a shovel in the ground, and a completion represents how many units were actually added to the occupiable supply. Construction takes time and its pace varies depending on building type. Consequently, the volume of units permitted in one year cannot be directly linked to starts or completions in another. The **Provincial Report** offers a detailed explanation of each element.

Table 3-2 summarizes this pace of construction by dwelling type for HRM during specific years between 2010-2022. Figure 3.1 illustrates the activity types side by side. Note that 2022 units permitted is extrapolated from September 2022 year to date totals to estimate entire 2022 activity.

From 2010 to 2022, there was a 102% increase in units **permitted**, a 42% rise in units **started**, and a nearly 50% increase in units **completed**. There have been more apartment units in recent permit applications. Similarly, starts and completions indicate that purpose-built rentals make up the most of new construction for the municipality.

*Figure 3.1: Pace of Construction by Activity Type, HRM*




** 2022 data extrapolated from September 2022 year to date to reflect entire year.*
*Source: CMHC Starts and Completions Survey, Statistics Canada Custom CSD Tables 34-10-0001, 34-10-0066*

*Table 3-2: Construction Activity by Dwelling Type, HRM*

| Units permitted | | | | | | | |
|---|---|---|---|---|---|---|---|
| | 2010 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022* |
| Total | 2,680 | 2,803 | 3,010 | 4,071 | 3,662 | 4,692 | 5,425 |
| Single | 902 | 664 | 708 | 932 | 1,013 | 891 | 779 |
| Semi | 97 | 90 | 62 | 10 | 9 | 66 | 52 |
| Row | 101 | 53 | 57 | 79 | 94 | 91 | 512 |
| Apartment | 1,518 | 1,953 | 2,129 | 2,974 | 2,460 | 3,629 | 4,072 |
| Other | 62 | 43 | 54 | 76 | 86 | 15 | 11 |

** 2022 data extrapolated from September 2022 year to date to reflect entire year.*

| Units started | | | | | | | |
|---|---|---|---|---|---|---|---|
| | 2010 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
| Total | 2,390 | 2,752 | 2,871 | 3,143 | 3,249 | 3,794 | 3,387 |
| Single | 1,039 | 738 | 729 | 872 | 1,019 | 935 | 775 |
| Semi | 156 | 112 | 109 | 60 | 190 | 130 | 68 |
| Row | 152 | 76 | 111 | 153 | 102 | 161 | 181 |
| Apartment | 1,043 | 1,826 | 1,922 | 2,058 | 1,938 | 2,568 | 2,363 |
| Owned | 60% | 36% | 36% | 32% | 37% | 30% | 29% |
| Rented | 40% | 64% | 64% | 68% | 63% | 70% | 71% |

| Units completed | | | | | | | |
|---|---|---|---|---|---|---|---|
| | 2010 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
| Total | 2,044 | 2,380 | 2,246 | 2,668 | 2,776 | 2,950 | 3,061 |
| Single | 1,014 | 584 | 745 | 773 | 916 | 987 | 833 |
| Semi | 132 | 154 | 116 | 100 | 80 | 160 | 114 |
| Row | 177 | 149 | 65 | 121 | 142 | 95 | 103 |
| Apartment | 721 | 1,493 | 1,320 | 1,674 | 1,638 | 1,708 | 2,011 |
| Owned | 76% | 36% | 41% | 32% | 49% | 40% | 33% |
| Rented | 24% | 64% | 59% | 68% | 51% | 60% | 67% |

*Source: CMHC Starts and Completions Survey, Statistics Canada Custom CSD Tables 34-10-0001, 34-10-0066*

Table 3-3 summarizes the change in unit size and tenure between the 2016 and 2021 Censuses. The distribution of new units shows what sizes are most occupied by renter

and owner households. These Census results support the earlier findings: the long-term occupied rental supply is growing at a faster pace than ownership, in both number and percent change. Relatedly, there has been a greater increase of 2-or-fewer bedroom units versus 3+ bedrooms which are typically found in low-density housing forms. Another indication of the increasing and changing composition in household type and size.

*Table 3-3: Change in Units by Size & Tenure between Census Periods, HRM*

| | Total | Studio / 1-bedroom | 2-bedroom | 3+ bedroom |
|---|---|---|---|---|
| Owned dwellings | | | | |
| Owned (2016) - 60% of total HHs | 104,240 | 2,335 | 15,585 | 86,325 |
| Owned (2021) - 58% of total HHs | 109,545 | 2,780 | 16,655 | 90,110 |
| Change in units | 5,305 | 445 | 1,070 | 3,785 |
| Share of change | 100% | 8% | 20% | 71% |
| Rented dwellings | | | | |
| Rented (2016) - 40% of total HHs | 69,095 | 23,675 | 29,720 | 15,695 |
| Rented (2021) - 42% of total HHs | 80,965 | 28,220 | 35,350 | 17,390 |
| Change in units | 11,870 | 4,545 | 5,630 | 1,695 |
| Share of change | 100% | 38% | 47% | 14% |

*Source: Statistics Canada Tables 98-400-X2016220 & 98-10-0240*

Note that not all additional units in the table necessarily reflect a new unit, and some may represent conversions from rental to ownership or vice versa. Between 2016 and 2021, total dwellings (not only occupied by a usual resident) increased from 187,338 to 200,473 – a 13,135-unit increase (about 2,625 annually). This is a slower rate of change than change as dwellings occupied by a usual resident, suggesting that higher shares of local units were occupied for long-term tenancy than prior.

*Table 3-4: Change in Total Dwellings versus Dwellings Occupied by Usual Residents*

| Dwellings | 2016 | 2021 | % change |
|---|---|---|---|
| Total dwellings (a) | 187,338 | 200,473 | 7% |
| Dwelling occupied by a usual resident (b) | 173,335 | 190,510 | 10% |
| Share (b / a) | 93% | 95% | |

*Source: Statistics Canada 2016 & 2021 Census*

### 3.1.2 Housing Accelerator Fund Considerations

The Housing Accelerator Fund (HAF) is a program introduced by CMHC with the objective to bolster the housing supply at an accelerated pace. Local governments within Canada – including First Nations, Métis and Inuit governments who have delegated authority over land use planning and development approvals – are eligible to apply to the HAF. Interested municipalities can find the HAF's pre-application reference material **here**. Note that a Housing Needs Assessment (such as this one) is required as part of a complete application (though not needed immediately for the initial submission).

*Table 3-5: Unit Change by Estimated HAF Dwelling Type & Tenure, 2016 & 2021 Census, HRM*

| | Total | Single[a] | Missing middle[b] | Multi-unit[c] |
|---|---|---|---|---|
| Total dwellings | | | | |
| Total (2016) | 173,335 | 86,570 | 65,720 | 21,040 |
| Total (2021) | 190,510 | 90,835 | 71,395 | 28,280 |
| Change in units | 17,175 | 4,265 | 5,675 | 7,240 |
| Share of change | 100% | 25% | 33% | 42% |
| Owned dwellings | | | | |
| Owned (2016) | 104,240 | 80,015 | 21,700 | 2,525 |
| Owned (2021) | 109,545 | 83,710 | 22,835 | 3,000 |
| Change in units | 5,305 | 3,695 | 1,135 | 475 |
| Share of change | 100% | 70% | 21% | 9% |
| Rented dwellings | | | | |
| Rented (2016) | 69,095 | 6,555 | 44,020 | 18,515 |
| Rented (2021) | 80,965 | 7,125 | 48,560 | 25,280 |
| Change in units | 11,870 | 570 | 4,540 | 6,765 |
| Share of change | 100% | 5% | 38% | 57% |

*[a] Single means single-detached homes, which are buildings containing 1 dwelling unit, which is completely separated on all sides from any other dwelling or structure.*

*[b] Missing middle refers to ground-oriented housing types that exist between single-detached and mid-rise apartments . This includes garden suites, secondary suites, duplexes, triplexes, fourplexes, row houses, courtyard housing, low-rise apartments (less than 4 storeys). Note that this definition for low-rise does not match the Statistics Canada cut-off less than 5 storeys.*

*[c] Multi-unit refers to apartments that are 4-or-more storeys. The HAF further defines these by whether they are in close proximity to rapid transit or not, which is not possible to summarize based on the data available.*

*Source: Statistics Canada Tables 98-400-X2016220 & 98-10-0240*

An applicant is required to provide two projections to CMHC, based on a three-year period ending September 1, 2026:

- The total permitted housing units projected without program funding.
- The total number of permitted housing units projected with program funding. This second projection is known as the "housing supply growth target."

The data shared in this overall section (e.g., permits, starts, completions, and historical changes in dwelling sizes) can be used to inform local decisions related to projected permits by September 2026.

For additional guidance, Table 3-5 summarizes the growth by unit type (more closely defined with HAF application requirements) and tenure between 2016 and 2021. Similar to Table 3-3, the table below demonstrates that apartment dwellings (specifically, multi-units) have been the dominant form of housing added to the local market, followed by missing middle housing, and then single-detached homes.

CMHC does not prescribe a formula for projections, leaving this decision up to the municipality who would know best about on-the-ground construction activity (not only by the numbers but also through discussions with local builders/developers).

A simple example includes using most recent permitting data (the five-year average between 2017 and 2021), applying the historical shares of new construction between 2016 and 2021, and comparing the potential units permitted to the estimated total demand over the three years (based on Housing Shortage data – Section 4). The results, shown in Table 3-6, are for discussion purposes and not a prescribed logic – the municipality can form its own approach based on other data provided and internal resources.

*Table 3-6: Example of Simple HAF Permit Projection, HRM*

| | Historical share of new housing | Possible annual units permitted | Estimated 3-year units permitted [a] | Estimated 3-year unit demand [a] | Shortage that HAF can help reduce |
|---|---|---|---|---|---|
| Total | 100% | 3,650 | 10,950 (A) | 38,230 (B) | 27,280 |
| Single | 25% | 905 | 2,715 | 9,490 | 6,775 |
| Missing middle | 33% | 1,205 | 3,615 | 12,630 | 9,015 |
| Multi-unit | 42% | 1,540 | 4,620 | 16,110 | 11,490 |

| Relationship between units permitted and shortage | |
|---|---|
| C: Estimated September 2023 housing stock: [b] | 205,575 |
| Projected permitted unit growth over 3 years without HAF (A / C x 100): | 5.3% |
| Projected permitted unit growth over 3 years needed to meet demand (B / C x 100): | 18.6% |
| % increase in units permitted to meet shortage (B / A - 1) x 100: | 249% |

| Relationship between units permitted and HAF requirements (rounded up to nearest 5) | |
|---|---|
| D: Estimated September 2023 housing stock: [b] | 205,575 |
| E: Projected annual units permitted (based on '16-'21 average – see Table 3-2) | 3,650 |
| Required units permitted over 3 years to meet minimum 1.1% average annual growth rate [c] (D x 1.1% x 3 years) | 6,785 |
| Required additional units permitted over 3 years to meet minimum 10% increase [d] over historical average (E x 10% x 3 years) | 1,095 |

[a] *Units permitted between September 2023 and September 2026*
[b] *2021 Census (Statistics Canada) + 2022 completions (CMHC) + 2022 completions x 2/3 (September 2023 estimate)*
[c] *Average annual units permitted (min. 1.1%) = Total number of units permitted with HAF support / 3 years / Total dwelling stock (results rounded up to nearest 5)*
[d] *Increase in units permitted (min. 10%) = (Projected average housing supply growth rate with HAF) / Projected average housing supply growth rate without HAF) – 1 (results rounded up to nearest 5)*

## 3.2 Non-Market Housing

### 3.2.1 Public Housing

Of the 11,200 total inventory of publicly owned dwelling units (as administered by the Nova Scotia Provincial Housing Authority), 3,750 are located in the HRM. Most units are 1-bedroom apartments, due to the high volume of senior-specific units available – 58% of all units and 95% of these 1-bedroom units were for seniors.

Most (61%) of the HRM public housing tenants have lived in public housing for more than 5 years, with many of these tenants having lived there for over 10 years.

*Table 3-7: Public Housing Inventory, January 2023, HRM*

| | | Total | Family | Senior |
|---|---|---|---|---|
| | Total unit inventory | 3,750 | 1,577 | 2,173 |
| Inventory by unit size | Studio | 28 | 21 | 7 |
| | 1-bedroom | 2,251 | 102 | 2,149 |
| | 2-bedroom | 300 | 286 | 14 |
| | 3+ bedroom | 1,164 | 1,164 | 0 |
| | Not reported | 7 | 4 | 3 |
| Inventory by dwelling type | Single family | 110 | 110 | 0 |
| | Row | 1,073 | 1,073 | 0 |
| | Apartment | 2,563 | 390 | 2,173 |
| | Not reported | 4 | 4 | 0 |
| Length of tenure in public housing | Less than 1 year | 8% | 5% | 10% |
| | 1 to 5 years | 30% | 24% | 35% |
| | 5 to 10 years | 25% | 24% | 26% |
| | 10+ years | 36% | 47% | 28% |
| Household income | Median income (mth) | $1,595 | $1,395 | $1,745 |
| | Median income (ann) | $19,140 | $16,740 | $20,940 |

*Source: derived from Ministry of Municipal Affairs & Housing data*

### 3.2.2 Rent Supplements

As of March 2023, 3,595 households across the HRM were receiving rent supplement support, equivalent to 7,298 total people. About 37% were families, 33% were senior households, and 30% were classified as non-elderly households.

Table 3-8 further details the percentage share of rent supplements that served a specific vulnerable population.

*Table 3-8: Rent Supplement Demographics, March 2023, HRM*

| | Total | Family | Senior | Non-elderly |
|---|---|---|---|---|
| Total rent supplements | 3,595 | 1,343 | 1,177 | 1,075 |
| People benefiting | 7,298 | 4,721 | 1,327 | 1,250 |
| Average HH size | 2.0 | 3.5 | 1.1 | 1.2 |
| Average dependents | 0.8 | 2.1 | 0.0 | 0.0 |
| Share of supplements serving a vulnerable group: | | | | |
| Indigenous person(s) | 4% | 4% | 2% | 5% |
| Person(s) w/ a disability | 17% | 10% | 17% | 26% |
| At risk of homelessness | 18% | 15% | 11% | 28% |
| Homeless | 2% | 1% | 1% | 4% |
| Newcomer(s) | 9% | 18% | 1% | 5% |
| Mental health / addictions | 14% | 11% | 7% | 26% |
| Racialized person(s) | 9% | 14% | 3% | 9% |
| Veteran(s) | 0% | 0% | 1% | 0% |
| Fleeing domestic violence | 4% | 8% | 0% | 3% |
| Young adults | 9% | 17% | 1% | 6% |

*Source: derived from Ministry of Municipal Affairs & Housing data*

### 3.2.3 Non-Profits, Co-operatives, and Shelters

Formal datasets related to third-party affordable housing organizations and their unit inventories are limited. The **Provincial Report** offers some discussion about what shelters exist provincially, with some detail by Economic Region.

> *"There's a lot of pressure on the non-profit sector to provide social housing, and they're already working above and beyond capacity."*

Notwithstanding, the need for non-market supports for the local unhoused population was clearly described by survey respondents and engagement session input. The Affordable Housing Association of Nova Scotia (AHANS) identified that there are 901 actively homeless persons living in the HRM as of April 18, 2023.[1] Of these, 202 identified as Indigenous and 120 of African descent. AHANS also identified that 258 of the 901 are either tri- or co-morbid (meaning that there are multiple concurrent

[1] Affordable Housing Association of Nova Scotia. HRM Homelessness Statistics. https://www.ahans.ca/hrm-homelessness-statistics

comorbidities, such as physical or mental illness and substance use). Furthermore, 673 individuals were chronically homeless – 64 of whom belonged to a family experiencing homelessness.

According to a combination of sources (see the **Provincial Report**), the HRM has 17 shelters – 8 emergency shelters with 209 beds, 1 transitional shelter (for those fleeing domestic violence) with 24 beds, and 8 other transitional shelters with 119 beds. This is a total of 352 beds, meaning that under 40% of the actively homeless population in the municipality have access to shelter space, and this is only if their current situation meets a shelter's criteria.

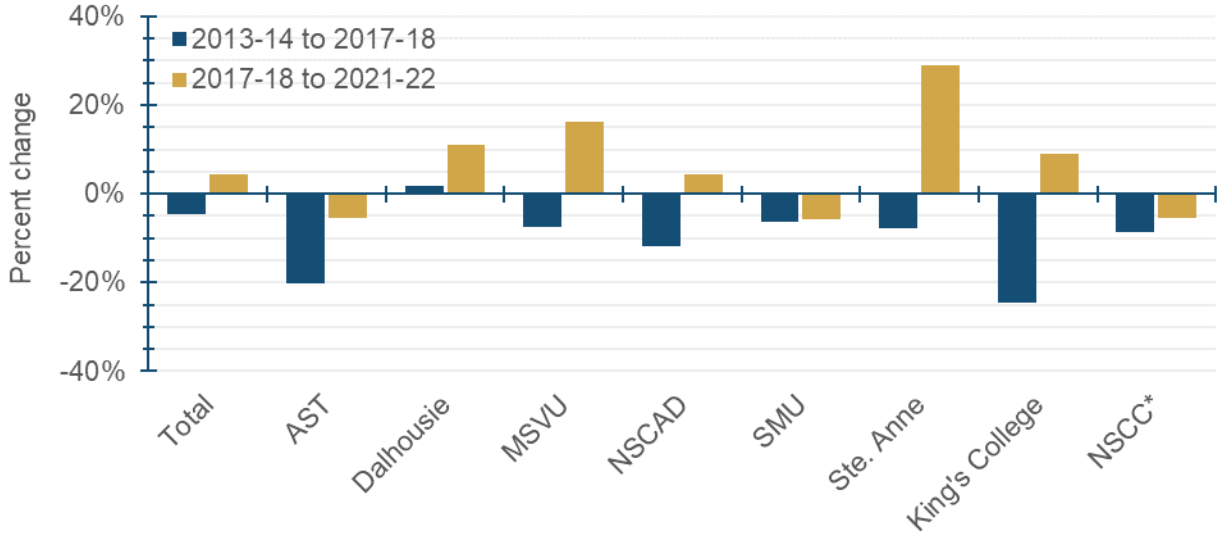
## 3.3 Post-secondary Student Housing

The post-secondary education sector in the HRM is a contributor to economic and population growth. However, this sector has been heavily impacted by the housing crisis, largely centred in and around the city. The eight (8) public post-secondary institutions in the HRM are:

- Atlantic School of Theology (AST)
- Dalhousie University (Dalhousie)
- Mount Saint Vincent University (MSVU)
- Nova Scotia College of Art and Design University (NSCAD)
- Nova Scotia Community College (NSCC)
- Saint Mary's University (SMU)
- Université Sainte-Anne (Ste. Anne)
- University of King's College (King's College)

According to the Maritime Provinces Higher Education Commission (MPHEC), public universities with a campus in the HRM served about 33,050 students (full- and part-time) during the 2021-22 academic year (note: this includes all students across the province, not only those at an HRM campus due to data availability). That same year, NSCC reported that approximately 10,100 students had been enrolled institution wide. Thus, public post-secondary institutions with an operation in the HRM combined to serve about 43,150 students. Enrolment data from MPHEC (not including NSCC) indicates that the student population decreased marginally between 2013-14 and 2021-22. Figure 3.2 illustrates the percent change in enrolments by institution.

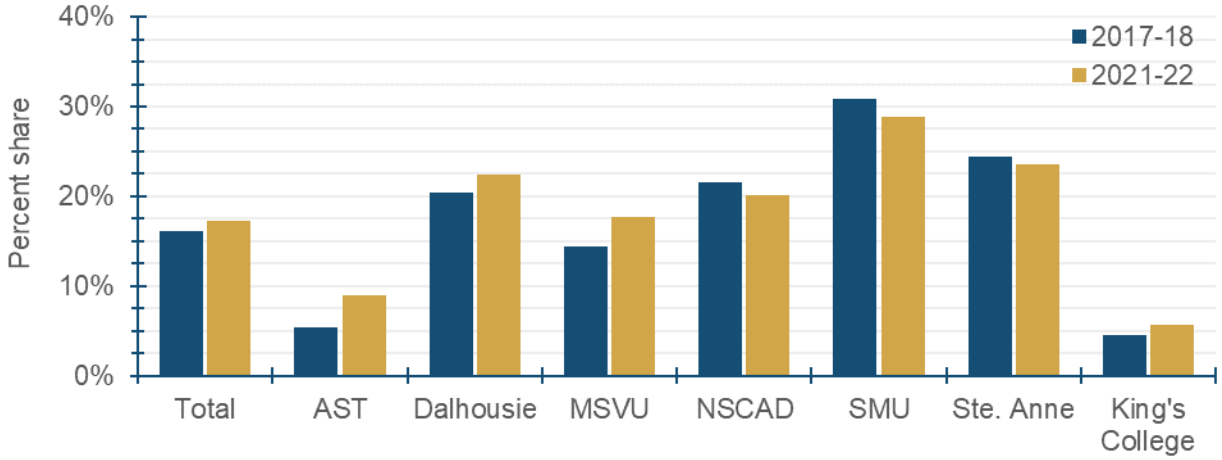
*Figure 3.2: Percent Change in Post-Secondary Enrolment, Institutions with an HRM Campus*




*Source: Maritime Provinces Higher Education Commission, *Statistics Canada*

MPHEC data indicates that international student populations relative to total enrolment increased overall for institutions with a campus in the HRM (NSCC data unavailable), led largely by increases for Dalhousie and MSVU. The overall share of international students rose from 16% to 17% between the 2017-18 and 2021-22 academic years (about 6,645 to 7,470 students). Figure 3.3 demonstrates the change by institution.

*Figure 3.3: Share of International Students by Academic Year & University*




*Source: Maritime Provinces Higher Education Commission*

Table 3-9 summarizes the distribution of unit types available on-campus based on information shared by institutions who responded to a student housing questionnaire. During the 2021/22 academic year, there were just over 11 on-campus housing units per 100 post-secondary students and over 12 beds per 100 students.

*Table 3-9: Distribution of Post-Secondary On-Campus Units, Institutions with an HRM Campus*

| | Share of total units | Units per 100 students | Min. monthly cost / person | Max. monthly cost / person |
|---|---|---|---|---|
| Total units | | 11.1 | | |
| Single rooms | 67% | 7.4 | $750 | $1,686 |
| Double rooms | 14% | 1.5 | $1,055 | $1,492 |
| Dorm-style | 1.6% | 0.2 | $614 | $614 |
| Studio apartment | 0.1% | 0.0 | $1,330 | $1,330 |
| 1 Bed apartment | 1.4% | 0.2 | $852 | $1,100 |
| 2 Bed apartment | 1.9% | 0.2 | $1,023 | $1,841 |
| 3 Bed apartment | 0.6% | 0.1 | $1,485 | $1,485 |
| 4 Bed apartment | 1.3% | 0.1 | $1,023 | $1,841 |
| Accessible apartment | 0.4% | 0.0 | $852 | $1,841 |
| Other unit type | 12% | 1.3 | $1,009 | $1,050 |
| Total beds | | 12.8 | | |
| Average cost | | | $836 | $1,561 |

Among the responding administrators, only NSCC identified that they were expanding their student housing inventory in the HRM; specifically, their Akerley campus housing (opening in fall 2024) and Ivany campus housing (opening in fall 2025).

Dalhousie and St. Mary's University noted that they are both exploring opportunities for additional student housing given the ongoing crisis but could not offer additional details related to possible scale or timeline.

When asked to project their student populations over the next three years, the aggregate of participating institutions with HRM campus suggested that the student population could increase by 1.5% from 2022/23 to 2024/25. With a growing student body and a largely unchanged on-campus housing inventory, more students will look for housing across the municipality. The increase in demand adds more pressure to the housing market for students, locals, and newcomers to the HRM.

## 3.4 Short-term Rentals (STRs)

Between 2018-2022, there was an increase of 1,129 (35%) unique STR listings in the HRM. Of those, 76% were entire homes or apartments, of which nearly half (49%) were

potentially[2] "commercial" units – meaning they were available or reserved more than half of the year.

*Table 3-10: Short-Term Rental Activity and Inventory, HRM*

| | Data by year | | | | Percent change | | |
|---|---|---|---|---|---|---|---|
| | 2018 | 2020 | 2021 | 2022** | '18-'20 | '20-'22 | 18-'22** |
| Total unique STRs | 3,195 | 4,697 | 4,415 | 4,324 | +47% | -8% | +35% |
| Entire home/apt | 2,233 | 3,388 | 3,291 | 3,285 | +52% | -3% | +47% |
| Hotel room | 19 | 22 | 17 | 5 | +16% | -77% | -74% |
| Private room | 926 | 1,271 | 1,094 | 1,025 | +37% | -19% | +11% |
| Shared room | 17 | 16 | 13 | 9 | -6% | -44% | -47% |
| Avg annual revenue | $8,031 | $5,014 | $4,833 | $10,245 | -38% | +104% | +28% |
| Total market ('000s) | $25,659 | $23,552 | $21,339 | $44,299 | -8% | +88% | +73% |
| Commercial STRs* | 1,496 | 1,502 | 1,374 | 1,599 | +0% | +6% | +7% |

** A commercial STR is one that was listed as available and/or has been reserved more than 50% of the days in a calendar year.*
*** 2022 data reflects as of September 2022. Commercial STRs use 9 months for their calculations versus a full year.*
*Source: derived from AirDNA data*

If 2021 commercial units are compared to the 2021 dwelling stock (200,473 – as per the Census), about 0.7% of the HRM's housing inventory may have been used as a short-term commercial rental. In 2018, the share was about 0.8%.

[2] Noted as "potentially" since 2022 data is only up to September.

# 4 Housing Shortage

Based on demographic modeling results (see **Provincial Report** for details), the municipality's potential housing shortage (as of the end of 2022) may be 17,500 units. Note that this estimate represents the sum of all units, be they rented or owned in terms of their tenure, or market or non-market housing.

Figure 4.1 offers a high-level summary of the trajectory of the housing shortage over the next decade under a base population growth scenario provided by Nova Scotia's Department of Finance and Treasury Board.

In five years, the municipality may have a total dwelling demand (existing shortfall plus anticipated demand) of about 52,050 units, which could grow to 77,100 by 2032.

Based on the recent pace of construction, demand could significantly outpace anticipated new supply. About 4,210 new units could be completed annually over the next decade if recent trends continue. That leaves a remaining gap of 31,000 units by 2027 – or 147% more units than anticipated to be produced. By 2032, the remaining gap after status quo construction could be 35,000 units.

*Figure 4.1: Anticipated Unit Gap based on Total Units Required and Estimated Completions, Demographic Model Results, HRM*

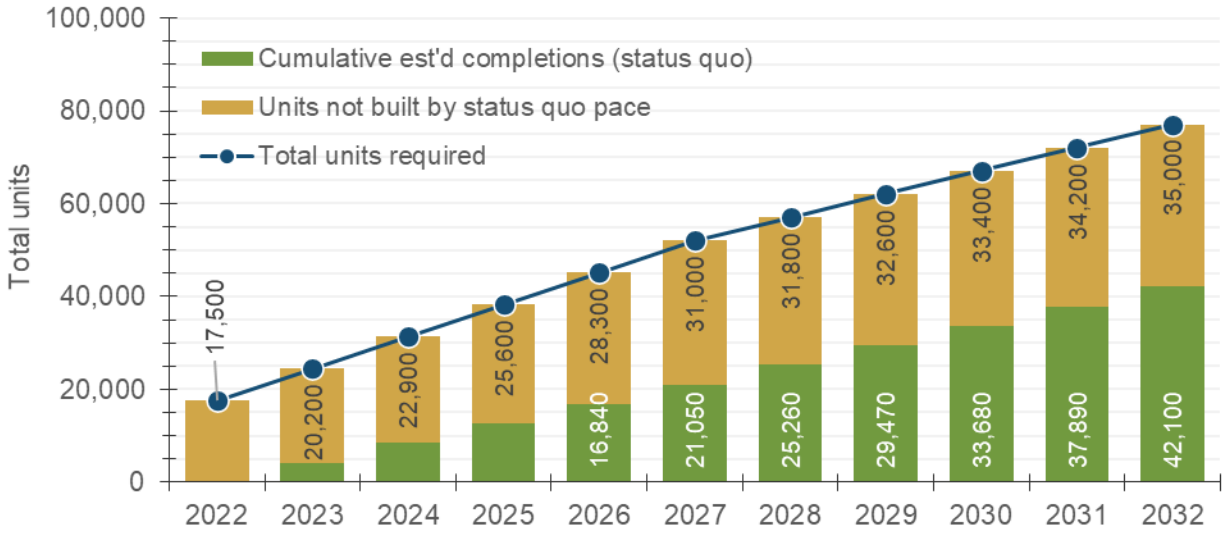



Table 4-1 summarizes possible guides for constructing unit sizes over the next half-decade. As previously described, about 52,050 new units may be needed to meet demand by 2027. Based on historical preferences,[3] about 30% could be studio /

[3] In this case, unit sizes reflect the preference for unit size, not the historical distribution of unit sizes in the existing inventory. Briefly, historical distributions of household sizes by household family types are used to estimate require bedrooms. The estimated share of unit sizes is then distributed into forecasted demand calculations. More explanation about how preference distributes can be found in the Housing Shortage section of the Provincial report.

1-bedroom dwellings (15,665 units), 40% 2-bedroom dwellings (21,030), and 30% 3+ bedroom dwellings (15,350 units). This includes the existing unit shortfall.

If forecasting until 2032, the municipality may need to build about 77,100 units (cumulative demand plus the existing shortfall), which could follow the same unit size distribution.

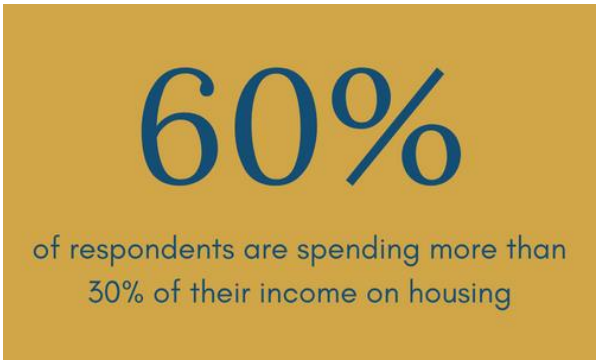
*Table 4-1: Estimated Current & Anticipated Unit Shortfall by Unit Size, 2022 to 2027, HRM*

| | Total | Studio + 1-bedroom | 2-bedroom | 3+ bedroom |
|---|---|---|---|---|
| **A:** Current shortfall (end of 2022) | 17,500 | 5,265 | 7,070 | 5,160 |
| **B:** Anticipated demand by **2027** | 34,550 | 10,400 | 13,960 | 10,190 |
| **C:** Total units required by **2027** (A + B) | 52,050 | 15,665 | 21,030 | 15,350 |
| **D:** Anticipated supply (status quo pace*) | 21,050 | 6,335 | 8,505 | 6,210 |
| **E:** Total shortfall (C - D) | 31,000 | 9,330 | 12,525 | 9,140 |
| **F:** Total extra units required annually (E / 5 years) | 6,200 | 1,865 | 2,505 | 1,830 |

** The distribution of supply is based on household preferences, not actual anticipated build out.*

# 5 Housing Affordability

*"Rents are rising, there's inflation, the increasing cost of building, but also the increasing cost of living, yet wages are staying the same.*





Municipality's public survey responses

## 5.1 Homeownership

Housing is becoming more expensive. This is not simply a claim through observing the appreciation of property alone but also as an increase relative to other periods, levels of income, and availability.

### 5.1.1 Market Activity

HRM's median sale price rose from $258,000 to $484,000 between 2016 and 2022. This represents an 88% increase over that time, most of which occurred between 2019 and 2022 (a 67% rise).

*Table 5-1: Median Sale Prices by Dwelling Type & Select Years, HRM*

| | Price | | | | Percent Change | | |
|---|---|---|---|---|---|---|---|
| | 2010 | 2016 | 2019 | 2022 | '10-'16 | '16-'19 | '19-'22 |
| Total | $231,625 | $258,000 | $289,625 | $484,000 | +11% | +12% | +67% |
| Single | $251,500 | $276,000 | $317,000 | $528,275 | +10% | +15% | +67% |
| Semi | $175,900 | $189,750 | $206,000 | $405,000 | +8% | +9% | +97% |
| Row | $247,000 | $301,344 | $298,500 | $486,100 | +22% | -1% | +63% |
| Apartment | $209,950 | $227,000 | $251,000 | $410,000 | +8% | +11% | +63% |

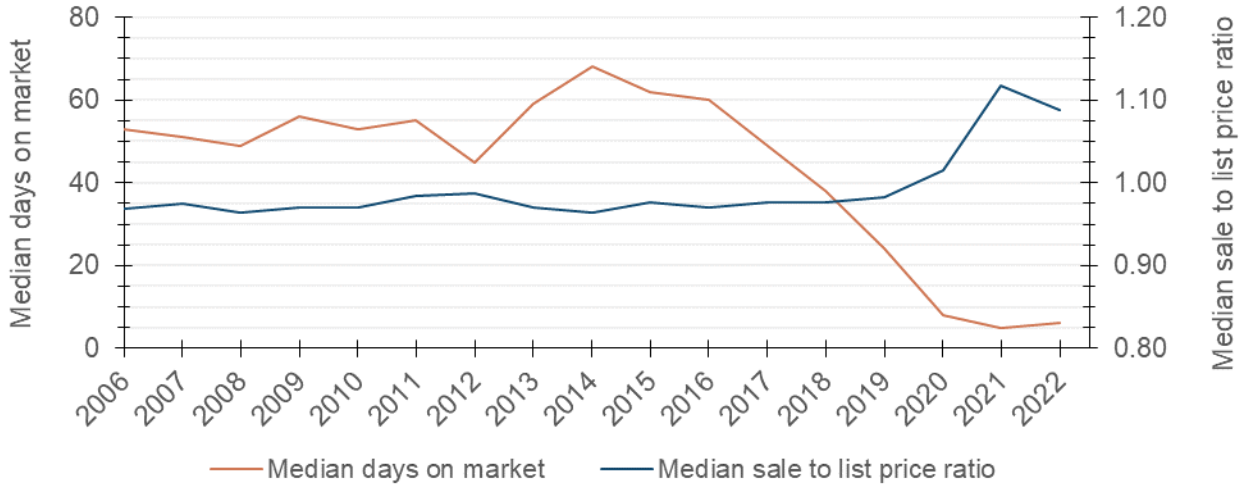
*Source: NSAR MLS®*

An overwhelming increase in demand coupled with low stock of housing supply led to the price increases. Figure 5.1 illustrates the sale-to-list-price ratio compared to the

median days a dwelling was on the market. The number of days on market is a general indicator of market demand (fewer days means more interest from buyers and more days means less interest). As the number of days on market decreases, there is generally a rise in sale prices (and sale to list price ratios).

As of 2019, the median sale price exceeded its listing price, an inversion of a historical trend of homes normally being sold for slightly less than what they were asking. The number of days a dwelling was on the market plummeted and the real sale price exceeded the list price by a high of 10% through 2021.

*Figure 5.1: Historical Median Days on Market v. Median Sales / List Price Ratio, HRM*




*Source: NSAR MLS®*

The shift in demand leading to faster home sales is largely attributed to substantial population growth over recent years. This growth has been fuelled by both interprovincial and international in-migration, in a market where housing supply growth is not keeping up with the increased pace. Since 2016, about 64% of Nova Scotia's 31,870 newcomers settled in the HRM.

### 5.1.2 Homeownership Affordability

Table 5-2 details the percentage share of households, separated by household types, that could afford a home, based on their respective income levels versus the median sale prices from 2022. The affordability threshold is the same used by Statistics Canada and CMHC – 30% of before-tax household income spent on shelter costs. Shelter cost calculations include the direct and indirect costs related to shelter. More detail is provided in the **Provincial Report**.

Lone parents and single persons are least likely to have income levels necessary to afford owning a home. Semi-detached homes and apartments are the most attainable types of dwellings based on value, but at least 91% of lone-parent households and 97% of single-person households fall below the income necessary to afford them.

*Table 5-2: Estimate of Sales Affordability by Income Level (All Households), HRM*

| | | 2022 median sale price: | | | $528,275 | $405,000 | $486,100 | $410,000 |
|---|---|---|---|---|---|---|---|---|
| | | % of HHs below income level | | | Single Detached Dwelling | Semi Detached | Row | Apt |
| Income level | Attainable sales price | Couples | Lone parents | Single persons | | | | |
| $30,000 | $89,500 | 2% | 11% | 32% | no | no | no | no |
| $40,000 | $119,500 | 5% | 20% | 46% | no | no | no | no |
| $50,000 | $149,500 | 9% | 33% | 60% | no | no | no | no |
| $60,000 | $179,500 | 15% | 46% | 70% | no | no | no | no |
| $70,000 | $209,500 | 21% | 56% | 79% | no | no | no | no |
| $80,000 | $239,000 | 28% | 65% | 85% | no | no | no | no |
| $90,000 | $269,000 | 35% | 73% | 89% | no | no | no | no |
| $100,000 | $299,000 | 42% | 80% | 93% | no | no | no | no |
| $110,000 | $329,000 | 49% | 85% | 95% | no | no | no | no |
| $120,000 | $359,000 | 55% | 89% | 96% | no | no | no | no |
| $130,000 | $388,500 | 61% | 91% | 97% | no | no | no | no |
| $140,000 | $418,500 | 66% | 93% | 98% | no | yes | no | yes |
| $150,000 | $448,500 | 71% | 95% | 98% | no | yes | no | yes |

| Homeownership | Total Dwelling | Single Detached | Semi Detached | Row | Apt |
|---|---|---|---|---|---|
| Est'd income needed to buy median home | $161,900 | $176,700 | $135,500 | $162,600 | $137,100 |
| ***% of total households below income*** | **82%** | **82%** | **77%** | **82%** | **77%** |

*Source: derived from Statistics Canada tables (see provincial report), Bank of Canada, NSAR MLS®*

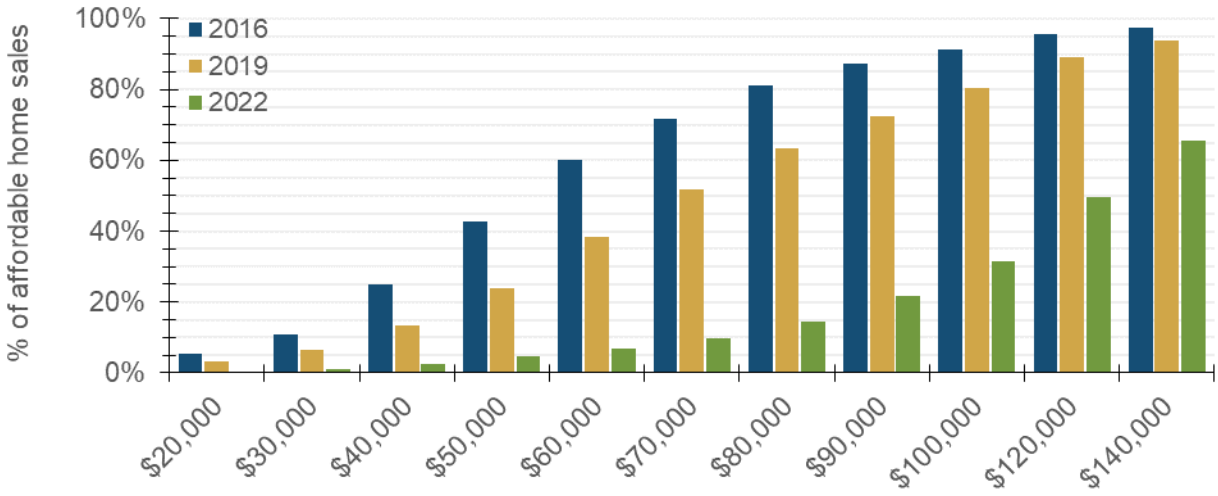
About 81% of all local households earned an income below what would be needed (around $148,900) to purchase the median home in 2022. This highlights the importance of housing interventions to address the shortage identified above in order to reduce typical housing prices to reasonably affordable levels.

Figure 5.2 presents the levels of affordability for respective household income bracket between 2016 and 2022. It illustrates the percentage of home sales in each year that would be affordable (30% of household income) at a given income level.

While there were already signs of decreasing affordability from 2016 to 2019, the municipality suffered a significant shock from 2019 to 2022. For instance, a $70,000 income could afford 52% of home sales in 2019. In 2022, this fell to 10% (a 42% drop). The rapid change is a symptom of significant incoming demand from out-of-province

to the main economic hub of Nova Scotia, parallel with the slower than needed increases to supply.

*Figure 5.2: Share of Affordable Home Sales by Upper Limit of Income Bracket, HRM*




*Source: derived from Statistics Canada Custom Census 2021 tables), Bank of Canada, NSAR MLS®*

## 5.2 Rental Market

### 5.2.1 Market Activity

Table 5-3 reports rental data for HRM. The overall median rent in 2022, per CMHC data, was $1,295/month. This is an increase of 26% from 2019. There has been a 20% increase in studio unit rental rates, a 21% increase in 1-bedroom unit rates, a 26% increase in 2-bedroom unit rates, and a 18% increase in 3+ bedroom unit rates.

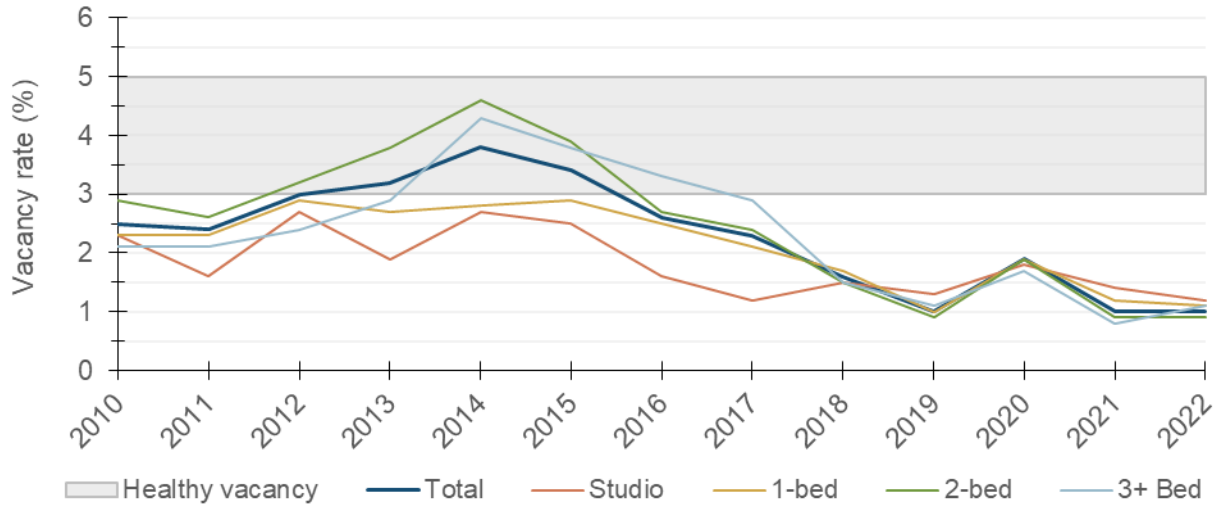
*Table 5-3: Median Rents by Unit Size & Select Years, HRM*

| | Price | | | | Percent Change | | |
|---|---|---|---|---|---|---|---|
| | 2010 | 2016 | 2019 | 2022 | '10-'16 | '16-'19 | '19-'22 |
| Total | $775 | $900 | $1,025 | $1,295 | +16% | +14% | +26% |
| Studio | $640 | $795 | $803 | $965 | +24% | +1% | +20% |
| 1-bed | $685 | $795 | $910 | $1,100 | +16% | +14% | +21% |
| 2-bed | $830 | $975 | $1,130 | $1,425 | +17% | +16% | +26% |
| 3+ bed | $1,070 | $1,250 | $1,375 | $1,623 | +17% | +10% | +18% |

*Source: CMHC Rental Market Survey*

Figure 5.3 illustrates the HRM's vacancy rate (the share of rental units not occupied) over the last decade. Generally, a healthy rental market has a vacancy rate between 3% to 5%. Since 2016, the overall vacancy rate has been below 3%, decreasing from 2.7% to 1% in 2022.

*Figure 5.3: Historical Vacancy Rates by Unit Size, HRM*




*Source: CMHC Rental Market Survey*

### 5.2.2 Rental Affordability

Table 5-4 details the percentage share of **renter** households, divided by household type and income levels, that can afford 2022 median rent for various unit types.

As with ownership, lone-parent and single person households face the highest income barrier to affordability. About 54% of lone-parent households and 73% of single person households fall below the income level required to afford the median rent for a studio apartment in 2022. It should be noted that the affordability is reported based on the ability to afford the rent for the entire unit, not split between tenants. Furthermore, the affordability threshold is the same used by Statistics Canada and CMHC – 30% of before-tax household income spent on shelter costs. Shelter cost calculations include the direct and indirect costs related to shelter. More detail is in the **Provincial Report**.

*Table 5-4: Estimate of Rent Affordability by Income Level (Renter Households), HRM*

| | | 2022 median rent: | | | $965 | $1,100 | $1,425 | $1,623 |
|---|---|---|---|---|---|---|---|---|
| | | % of HHs below income level | | | Studio | 1-bed | 2-bed | 3+ bed |
| Income level | Attainable rent | Couples | Lone parents | Single persons | | | | |
| $40,000 | $670 | 11% | 29% | 54% | no | no | no | no |
| $45,000 | $750 | 14% | 38% | 61% | no | no | no | no |
| $50,000 | $840 | 18% | 47% | 68% | no | no | no | no |
| $55,000 | $920 | 23% | 54% | 73% | no | no | no | no |
| $60,000 | $1,000 | 28% | 62% | 78% | yes | no | no | no |
| $65,000 | $1,090 | 34% | 68% | 82% | yes | no | no | no |
| $70,000 | $1,170 | 39% | 73% | 85% | yes | yes | no | no |
| $75,000 | $1,260 | 44% | 77% | 88% | yes | yes | no | no |
| $80,000 | $1,340 | 49% | 81% | 90% | yes | yes | no | no |
| $85,000 | $1,420 | 55% | 84% | 92% | yes | yes | no | no |
| $90,000 | $1,510 | 59% | 87% | 94% | yes | yes | yes | no |
| $95,000 | $1,590 | 64% | 89% | 95% | yes | yes | yes | no |
| $100,000 | $1,670 | 68% | 91% | 96% | yes | yes | yes | yes |

| Renting | Median | Studio | 1-bed | 2-bed | 3+ bed |
|---|---|---|---|---|---|
| Est'd income needed to rent median unit | $77,300 | $57,600 | $65,700 | $85,100 | $96,900 |
| Est'd total renter households below income | 54,520 | 39,415 | 47,595 | 60,590 | 65,230 |
| ***% of renter households below income*** | **67%** | **49%** | **59%** | **75%** | **81%** |

*Source: derived from Statistics Canada Custom Census 2021 tables), CMHC Rental Market Survey*

Approximately 67% of local renter households earned an income below what would be needed (about $77,300) to afford the median rental unit. Readers will notice that the financial barriers to own appear to be significantly higher than to rent. While this may be the case, it is important to recognize the data source impacts this discussion.

Sales data for homeownership only considers asking prices, not the existing mortgages held by homeowners at the same time. Rental data includes both asking and occupied rents, meaning that the rents reported underrepresent what households would pay changing units. For example, supplementary CMHC rental market data indicates that the percent difference between turned over unit (those occupied by a new tenant instead of an existing one) and non-turned over unit rents was almost 28% in 2022, compared to 13% in 2021.

# 6 Housing Need

Three housing indicators are used to evaluate housing need: adequacy (housing condition), suitability (enough space), and affordability. Core housing need is a specific condition of housing where a household falls under one of the aforementioned indicators and cannot find reasonable housing without spending 30% or more of their before-tax income.

Deep unaffordability (also known as "severe" unaffordability) is when a household is spending 50% or more of their before-tax income on housing.

Generally, housing indicators and Core Housing Need data demonstrate the number and share of households particularly impacted by precarious living conditions. These are the households that increased supply or non-market interventions would positively impact most, as many might not have the means or supports to escape these conditions without intervention.

> *"The non-profit housing sector in HRM is small compared to other cities. It absolutely needs to grow."*
>
> *"Housing is needed at all levels. We need expensive condos because people will buy them. But we really need to focus on those in need. There's a lack of housing for seniors, a lack of student housing. It is impacting just about everyone."*

## 6.1 Housing Need by Tenure & Indigenous Identity

Table 6-1 shows the share of households currently living in conditions that meet the three housing criteria, separated by tenure and Indigenous identity.

In the HRM, overall households (renters and owners) living in unaffordable dwellings decreased by 1% between 2016 and 2021. However, this overall decrease masks significant differences between household types. There was an increase of 3% among renter households living in unaffordable conditions, compared to a drop of 10% in homeowners.

Additionally, there was a significant increase in the number of renter households living in unsuitable (overcrowded) conditions – a 64% increase since 2016.

*Table 6-1: Housing Need Criteria by Tenure & Indigenous Identity, 2021, HRM*

| | | Total | Owner | Renter | Indigenous |
|---|---|---|---|---|---|
| Total Households: | | 184,850 | 108,065 | 76,790 | 10,540 |
| Households living in **inadequate** conditions | Total households | 11,770 | 5,820 | 5,955 | 970 |
| | *Change since 2016* | +8% | +2% | +14% | +3% |
| | Share of households | 6% | 5% | 8% | 9% |
| Households living in **unsuitable** conditions | Total households | 8,210 | 1,750 | 6,455 | 540 |
| | *Change since 2016* | +50% | +13% | +64% | +14% |
| | Share of households | 4% | 2% | 8% | 5% |
| Households living in **unaffordable** conditions | Total households | 36,055 | 10,465 | 25,590 | 1,920 |
| | *Change since 2016* | -1% | -10% | +3% | -7% |
| | Share of households | 20% | 10% | 33% | 18% |

*Source: Statistics Canada Custom Census 2016 & 2021 Tables*

Table 6-2 shows the HRM's households currently meeting the conditions of Core Housing Need and those in deep unaffordability, as well as the changes in those categories between 2016 and 2021. Since 2016, there has been a 1% decrease in overall Core Housing Need, with decreases across the tenure and Indigenous Identity. Notwithstanding, 12% of all households faced core need in 2021.

Since 2016 there has been an overall decrease of 13% to households living in deep unaffordability, but 10% of all renters remain in these conditions.

*Table 6-2: Core Housing Need & Deep Unaffordability by Tenure & Indigenous Identity, HRM*

| | | Total | Owner | Renter | Indigenous |
|---|---|---|---|---|---|
| Total Households: | | 184,850 | 108,065 | 76,790 | 10,540 |
| Households living in **Core Housing Need** | Total households | 22,540 | 5,360 | 17,175 | 1,310 |
| | *Change since 2016* | -1% | -3% | -1% | -7% |
| | Share of households | 12% | 5% | 22% | 12% |
| Households living in **deep unaffordability** | Total households | 10,785 | 2,785 | 8,000 | 580 |
| | *Change since 2016* | -13% | -12% | -13% | -20% |
| | Share of households | 6% | 3% | 10% | 6% |

*Source: Statistics Canada Custom Census 2016 & 2021 Tables*

## 6.2 Housing Need by Household Type

Table 6-3 and Table 6-4 present information related to housing indicators and Core Housing Need, respectively, by household type.

Generally, renter and single person / roommate households experience parallel issues when it comes to housing. About 34% of these households faced financial challenges related to shelter in 2021. Furthermore, the number of single person / roommate households in unaffordable housing increased 6% from 2016 to 2021.

Lone parents also faced considerable housing challenges, reporting the highest rate of inadequacy (11%) and unsuitability (8%), and the second highest rate of unaffordability (26%).

*Table 6-3: Housing Need Criteria by Household Type, 2021, HRM*

| | | Couple w/o child(ren) | Couple w/ child(ren) | Lone parent | Single / roommates |
|---|---|---|---|---|---|
| Total Households: | | 50,925 | 42,615 | 15,170 | 66,395 |
| Households living in **inadequate** conditions | Total households | 2,155 | 2,095 | 1,740 | 5,030 |
| | *Change since 2016* | -4% | -1% | +19% | +16% |
| | Share of households | 4% | 5% | 11% | 8% |
| Households living in **unsuitable** conditions | Total households | 125 | 2,325 | 1,275 | 2,665 |
| | *Change since 2016* | +178% | +72% | +21% | +88% |
| | Share of households | 0% | 5% | 8% | 4% |
| Households living in **unaffordable** conditions | Total households | 5,130 | 3,585 | 3,965 | 22,675 |
| | *Change since 2016* | -3% | -9% | -20% | +6% |
| | Share of households | 10% | 8% | 26% | 34% |

*Source: Statistics Canada Custom Census 2016 & 2021 Tables*

Since 2016, single persons / roommate households living in Core Housing Need increased 8%. Even with an improvement since 2016, lone parents reported the greatest prevalence of core need (25%) in 2021.

*Table 6-4: Core Housing Need & Deep Unaffordability by Household Type, 2021, HRM*

| | | Couple w/o child(ren) | Couple w/ child(ren) | Lone parent | Single / roommates |
|---|---|---|---|---|---|
| Total Households: | | 50,925 | 42,615 | 15,170 | 66,395 |
| Households living in **Core Housing Need** | Total households | 2,015 | 2,010 | 3,720 | 14,245 |
| | *Change since 2016* | -5% | -10% | -15% | +8% |
| | Share of households | 4% | 5% | 25% | 21% |
| Households living in **deep unaffordability** | Total households | 1,010 | 880 | 995 | 7,745 |
| | *Change since 2016* | -26% | -20% | -43% | -3% |
| | Share of households | 2% | 2% | 7% | 12% |

*Source: Statistics Canada Custom Census 2016 & 2021 Tables*

# 7 Demographic Profile

## 7.1 Population

### 7.1.1 Current Population

According to FTB estimates from February 2023 (which uses Statistics Canada's annual estimates data), the HRM's total 2022 population was about 480,525 people – up 14% over the last five years. Table 7-1 below illustrates the municipality's population change across age cohorts.

The municipality grew across all defined age cohorts between 2017 and 2022, with particularly strong growth among 25- to 44-year-old persons, largely due to net positive migration trends. This has led to an influx of demand to the municipality among younger age cohorts that might also come with or may eventually have a family.

*Table 7-1: Total Population by Age Cohort (2022) and Five-Year Percent Change, HRM*

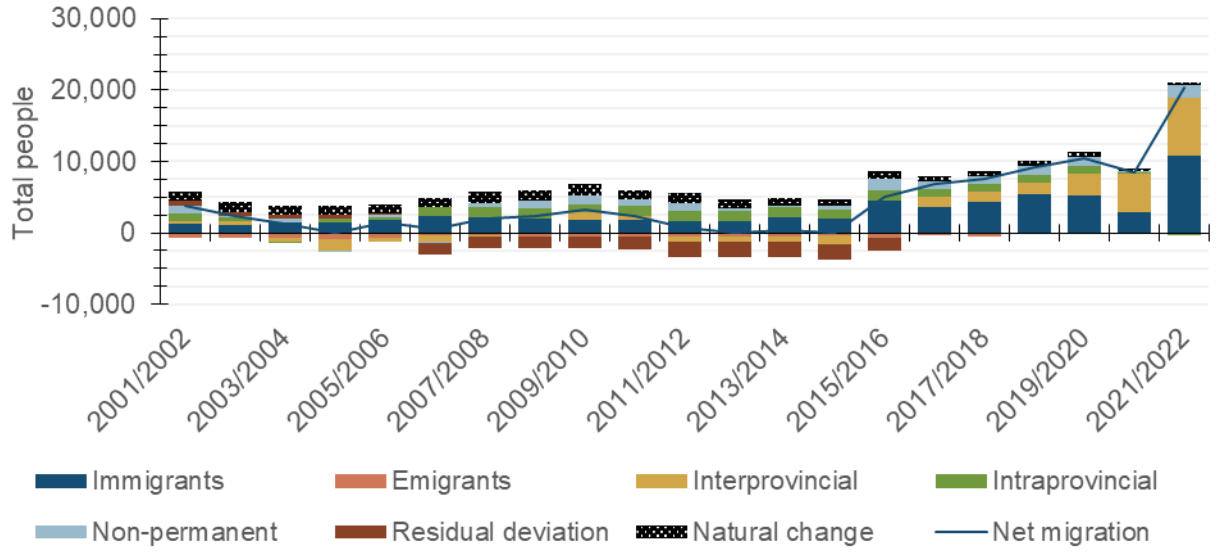
| | | 0 to 14 | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|---|
| HRM 2022 | Total | 66,940 | 60,160 | 152,465 | 120,790 | 72,075 | 8,090 | 480,525 |
| | Share | 14% | 13% | 32% | 25% | 15% | 2% | 100% |
| | 5yr %Δ | +8% | +10% | +27% | +1% | +24% | +10% | +14% |

*Source: Department of Finance & Treasury Board February 2023*

### 7.1.2 Migration

Shown in Figure 7.1 is migration data for the HRM between 2001/02 and 2021/22, inclusive of totals for intra-provincial and international migration, as well as emigration.

*Figure 7.1: Historical Components of Migration*




*Source: Statistics Canada Table 17-10-0140*

Between 2016 and 2021, HRM's net-migration steadily increased to a two-decade high in 2021/2022 with a total of 20,344 migrants. For comparison, Nova Scotia's total net-migration total was 31,870 between those same years – the HRM contributed 64% to the province's migration.

### 7.1.3 Anticipated Population

FTB projections from February 2023 suggest that the HRM total population may increase 14% between 2022 and 2027. All defined age cohorts below should increase during that time except for those aged 15 to 24. Notably growth could occur for total 25- to 44-year olds (29%) and a continuously expanding senior cohort.

*Table 7-2: Anticipated Total Population by Age Cohort and Five-Year Percent Change, HRM*

| | | 0 to 14 | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|---|
| HRM 2027 | Total | 75,050 | 58,350 | 196,020 | 123,525 | 87,210 | 9,850 | 550,005 |
| | Share | 14% | 11% | 36% | 22% | 16% | 2% | 100% |
| | 5yr %Δ | +12% | -3% | +29% | +2% | +21% | +22% | +14% |

| | | 0 to 14 | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|---|
| HRM 2032 | Total | 82,245 | 61,080 | 216,105 | 129,560 | 97,575 | 13,595 | 600,160 |
| | Share | 14% | 10% | 36% | 22% | 16% | 2% | 100% |
| | 5yr %Δ | +10% | +5% | +10% | +5% | +12% | +38% | +9% |

*Source: Department of Finance & Treasury Board February 2023*

Much of this increase likely follows an anticipation that recent migration trends will continue over the short-term. Growth from 2027 to 2032 may be of lesser magnitude compared to the half decade prior. Growth should occur across all age cohorts, but the greatest relative change could be among total elderly (85+) persons. This demonstrates a broad need for appropriate housing in the HRM, with a particular focus on the needs of seniors.

## 7.2 Households

### 7.2.1 Current Households

Table 7-3 illustrates the various characteristics of households in the HRM. The tables show tenure splits for maintainers by age cohort, household types, and household sizes respectively, as well as the 5-year percent change in those populations.

Between 2016 and 2021, there was an overall increase of 10% in households, and tenure split into 58% owners and 42% renters – versus 67% owners and 33% renters, respectively for Nova Scotia. Table 3-3 illustrated that more renter households lived in

the municipality in 2021 versus 2016 – the tenure split in 2016 was about 40/60, indicating that there are increasingly more renters living in the HRM compared to homeowners.

The primary household maintainer is the person within a household who pays the rent, mortgage, taxes, or other major expenses for the dwelling. Similar to changes in population, older maintainers represented an increasing share of all age groups, followed by growth in the 15-44 maintainer age cohort.

*Table 7-3: Households by Tenure & Characteristics (2021) and Five-Year Percent Change, HRM*

| | | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|
| Household Maintainer Age | Total | 8,950 | 65,080 | 68,760 | 42,720 | 4,895 | 190,400 |
| | Owner | 8% | 46% | 69% | 66% | 58% | 58% |
| | Renter | 92% | 54% | 31% | 34% | 42% | 42% |
| | 5yr %Δ | -1% | +15% | +1% | +21% | +28% | +10% |

| | | Couple w/o Child | Couple w/ Child | Lone Parent | Non-census* | Other** | Total |
|---|---|---|---|---|---|---|---|
| Household Type | Total | 51,365 | 43,230 | 15,695 | 70,335 | 9,775 | 190,400 |
| | Owner | 69% | 80% | 48% | 35% | 70% | 58% |
| | Renter | 31% | 20% | 52% | 65% | 30% | 42% |
| | 5yr %Δ | +10% | +6% | +6% | +13% | +12% | +10% |

| | | 1-person | 2-person | 3-person | 4-person | 5+ person | Total |
|---|---|---|---|---|---|---|---|
| Household Size | Total | 56,905 | 71,060 | 29,105 | 22,755 | 10,580 | 190,400 |
| | Owner | 38% | 60% | 67% | 78% | 72% | 58% |
| | Renter | 62% | 40% | 33% | 22% | 28% | 42% |
| | 5yr %Δ | +11% | +11% | +7% | +9% | +12% | +10% |

** Non-census means single persons or persons living with a roommate*
*** Other households are one-census-family households with additional persons or multiple-family households*
*Source: Statistics Canada Custom Census 2016 & 2021 Tables*

For household structure, couples without children experienced a greater increase than those with children. The latter overwhelmingly own their homes. Total non-census families (single people or roommates) grew by the largest magnitude. These households mostly rent.

### 7.2.2 Anticipated Households

Applying 2016 headship rates (the ratio of households by age cohort divided by the total persons in that cohort) to FTB base-scenario projections results in the below table. Projections suggest that the HRM's total households may increase 16% from 2022 to 2027 (32,195 total). All defined primary maintainer age cohorts should increase, except for households led by a 15- to 24-year-old (mirroring anticipated population trends over the same period).

*Table 7-4: Anticipated Households by Maintainer Age and Five-Year Percent Change, HRM*

| | | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|
| HRM 2027 | Total | 9,865 | 102,220 | 72,585 | 48,600 | 4,650 | 237,920 |
| | Share | 4% | 43% | 31% | 20% | 2% | 100% |
| | 5yr %Δ | -11% | +29% | +2% | +19% | +27% | +16% |

| | | 15 to 24 | 25 to 44 | 45 to 64 | 65 to 84 | 85+ | Total |
|---|---|---|---|---|---|---|---|
| HRM 2032 | Total | 10,175 | 113,730 | 75,965 | 53,390 | 6,675 | 259,935 |
| | Share | 4% | 44% | 29% | 21% | 3% | 100% |
| | 5yr %Δ | +3% | +11% | +5% | +10% | +44% | +9% |

*Source: derived from Statistics Canada 2016 Census, Department of Finance & Treasury Board February 2023*

Growth may continue from 2027 to 2032, but of lesser magnitude. With migration trends influencing the growth of total 25- to 44-year old persons living in the municipality, so too does it impact the growth of households led by residents within the same age group. This household age group may grow 29% from 2022 to 2027, or 44% from 2022 to 2032. Relatedly, growth in 25- to 44-year old maintainers between 2022 and 2027 should continue to impact growth among children as this maintainer age cohort is most likely to start a family.

Senior-led households could continue to be a considerable contributor to the growth. Over the next decade, about 15,645 new senior-led households may exist (a 35% increase). This further reinforces the need for senior appropriate or accessible housing over the foreseeable future.

# 8 Conclusion

The above information provides context for the Halifax Regional Municipality's housing conditions. Significantly increased demand brought on by a surge of in-migration that is expected to continue (only somewhat abated) has led to a prolonged period of extremely low vacancy rates. With higher-than-expected prices in the rental market and skyrocketing prices for the housing ownership market, only substantial increases to the housing supply can quickly force down prices.

The current estimated unit shortage in the HRM is 17,500. Demand, including the shortage, is estimated to increase to 52,050 by 2027. Using recent construction trends, 4,210 new units are estimated to be introduced into the market annually over the next 5 years, leaving a gap of 31,000 units by 2027.

Unless completions significantly exceeding this estimated annual rate can be implemented, ongoing trends within both rental and ownership markets can be expected to continue.