

Housing Needs Assessment City of Saskatoon Phase 1

**Prepared By:
Planning & Development Department (June 2023)**

Introduction

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Introduction

The Housing Needs Assessment provides an analysis on the current and future housing needs of Saskatoon. This report:

- Identifies the number and percentage of households in core housing need and severe core housing need;
- Identifies key areas of housing need across the entire housing spectrum; and
- Identifies the total number of housing units required (by dwelling size and type) to meet current and anticipated housing needs across the entire housing spectrum for at least the next five years.

The goal of this assessment is establishing a housing data baseline, show overall trends across the entire housing continuum, and identifying where gaps are occurring. It is intended that this data can be used both as a starting point for a phase two Housing Needs Assessment to inform the development of the City of Saskatoon's new Housing Strategy as well as any future housing-related reports.

Development of phase two of the Housing Needs Assessment will begin in the coming months and will also include a qualitative component to the assessment. During this work, if these data sources have not been updated with 2021 census data, forecasts and estimates will have to be used -- based on the 2016 baseline data -- to inform and determine the latest housing data.

Housing Needs Assessment Review

This Housing Needs Assessment will be completed in two phases:

- Phase 1 (this document) includes a complete quantitative review of data to determine housing needs.
- Phase 2, which will be completed by late 2023, will include interviews with stakeholders, housing providers and individuals with lived experience. This phase will be completed as a component of the development of the City of Saskatoon's Housing Strategy. If data is released in time, this phase will also include updating existing baseline data to 2021 Census numbers.

Following completion of phase 2, the Housing Needs Assessment will be reviewed;

- Every 2 years to update the quantitative data which may require forecasting in the absence of updated data. These reviews will be aligned with budget planning to inform Administration on current needs; and
- Every 5 years to update the qualitative review which includes interviews with stakeholders, housing providers and individuals with lived experience.

Additional reviews may be completed as directed by City Council.

Housing Needs Assessment Data

Several data sets were used to develop the Housing Needs Assessment as follows:

- HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need;
- CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data);
- CMHC Rental Market Report (2023);
- Statistics Canada, 2021 Census of Population;
- Government of Canada Statistics, Table 14-10-0353-01 Homeless shelter capacity, bed and shelter counts for emergency shelters, transitional housing, and domestic violence shelters for Canada;
- Saskatoon Housing Initiatives Partnership (SHIP), Affordable Housing Inventory and Needs Report - June 2021; and
- City of Saskatoon and Saskatoon Census Metropolitan Area Population Projection 2021 to 2041.

Data Limitations

This section outlines some of the data limitations that were experienced writing the current Housing Needs Assessment.

This analysis uses data from various sources, including Housing Assessment Resource Tools (HART) developed by the University of British Columbia, 2021 Statistics Canada data, along with 2016 Census-based data through CMHC's Housing Market Information Portal. This data has been disaggregated to quantify trends related to household sizes, tenures, and inclusion in priority populations.

This report used 2016 Census data as its primary source for determining the number of households experiencing core housing need. Although some core housing need census data has been released for 2021, this data is not broken down by income, age, or household size, and therefore was not able to be used in determining where the needs in the population are occurring.

Both the HART methodology and the CMHC Housing Market Information Portal are based on 2016 Census data. Neither of these data sources have been updated to the latest 2021 Census data. Note that there were also limitations in the HART data set related to owner versus rental households in core housing need as referenced above. Once these data sources have been updated with 2021 Census data, this report will be adjusted to reflect the latest figures. It should be noted that based on differences in data sets used, some totals may not match.

Income Analysis: Categories, Costs, and Core Housing Need

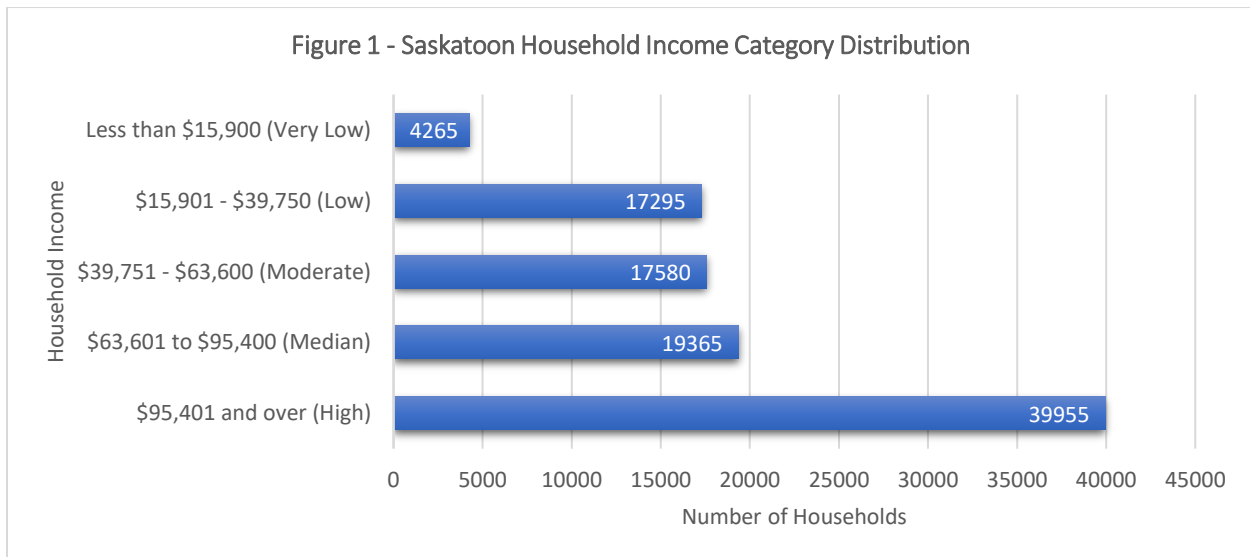
This section shows income categories to better understand housing need at various income and maximum rent/cost points. Income quintiles, in accordance with the HART methodology, have been used to categorize household incomes. Area Median Income (AMI) has been used as the primary basis for calculating income categories and target housing costs. Saskatoon's Area Median Income was \$79,210 in 2016 which was higher than the Canadian national median of \$70,336.

Five income categories were used as a percentage of AMI: Very low income (less than 20% of Saskatoon's AMI, or shelter allowance for a single person household on benefits – whichever is lower; low income (30% - 49% of AMI); moderate income (50%-79% of AMI); average income (80%-119% of AMI); and higher income (more than 120% of AMI).

Table 1 – Area Median Household Income (AMHI) Categories and Shelter Costs

Median Household Gross Income		\$79,210	
% Threshold	Income Category	Household Income	Maximum Monthly Rent or Housing Cost
=<20%	Very Low	Less than \$15,900	<=\$398
21% – 50%	Low	\$15,901 - \$39,750	\$399 - \$994
51% - 80%	Moderate	\$39,751 - \$63,600	\$995 - \$1,590
81% - 120%	Median	\$63,601 to \$95,400	\$1,591 - \$2,385
>120%	High	\$95,401 and over	>=\$2,386

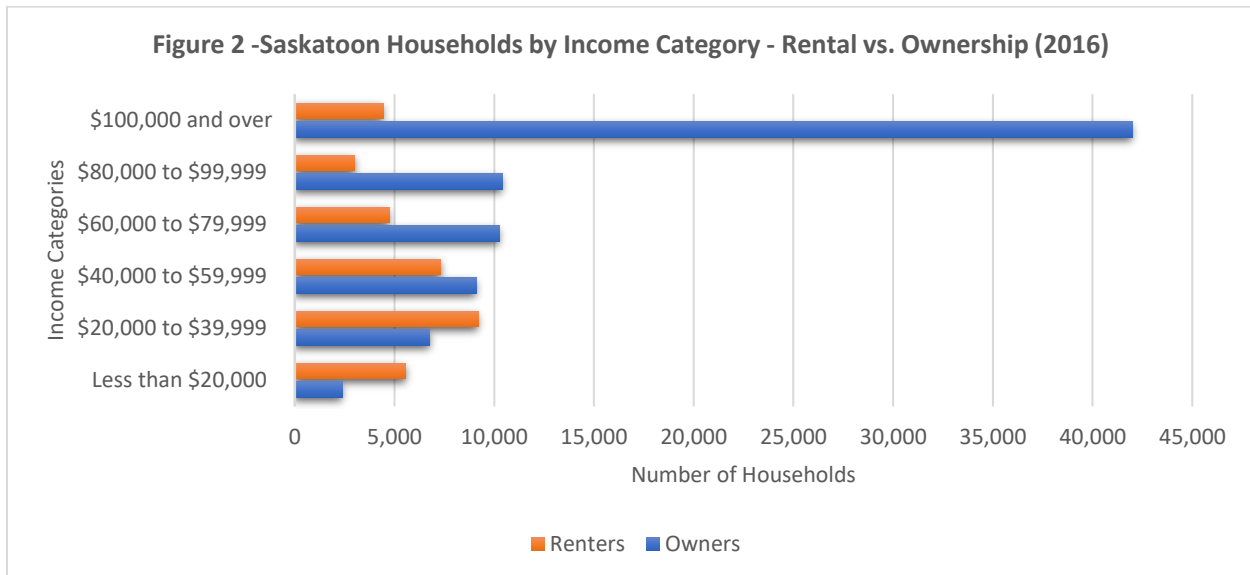
Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need



Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

Overall, Saskatoon has a lower proportion of very low-income households and a slightly higher proportion of low-income households than the Canadian average. Nationally, slightly less than 6% of total households are in the very-low-income category while in Saskatoon, only 4.33% of households fall into this income category. Across Canada, almost 16% of households earn between \$15,000 and \$45,000, while in Saskatoon, the percentage is 18%. At the other end of the income spectrum, 40% of Saskatoon households would be considered high-income, earning \$95,401 and over.

Next, the differences between income categories and the number of rental and ownership households are reviewed. Note, that due to data limitations found in the HART custom data set, the CMHC Housing Market Information Portal (2016 census based) was used which sets income categories differently than what was found previously.



Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Saskatoon has a high proportion of homeowners who are making over \$100,000 as a household (40.3% of all owner households). More renters than homeowners are found in the two lowest income categories with 16.2% of all renter households making less than \$20,000 and 26.8% making between \$20,000 and \$39,999.

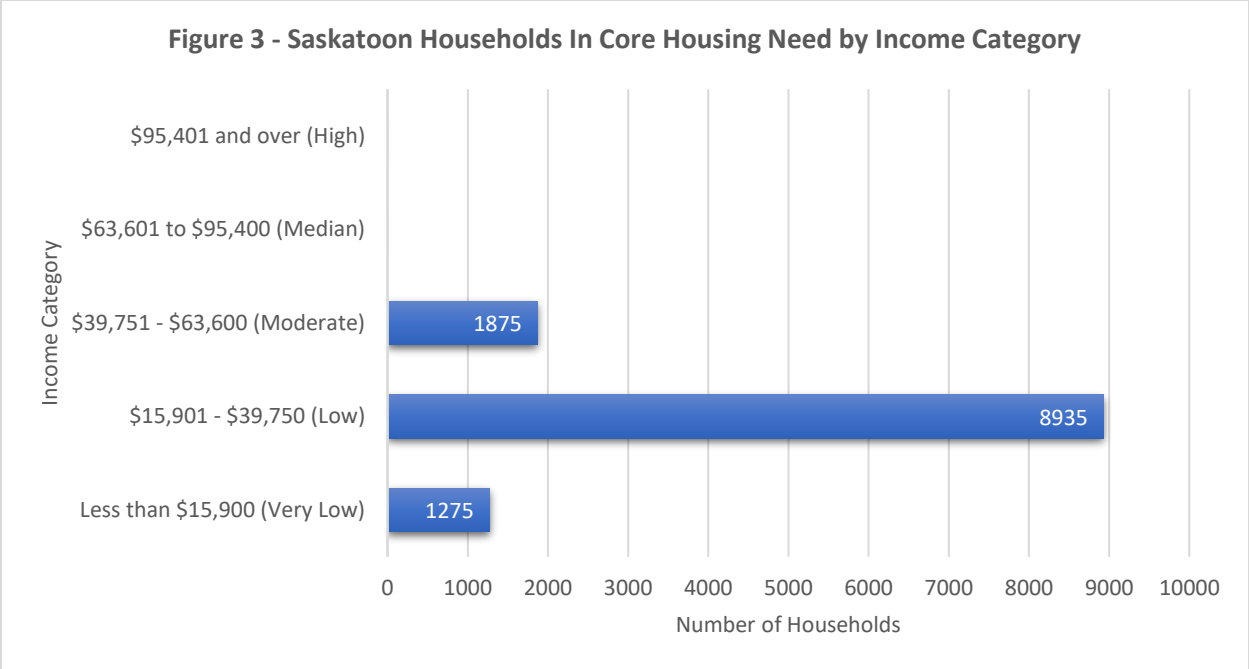
Core Housing Need – By the Numbers

Core housing need, which recognizes households that are living in housing that is unaffordable and/or falls below an acceptable housing standard, is discussed in the next section. CMHC defines a household in core housing need if it meets 2 criteria:

- 1) A household is below one or more of the adequacy, suitability, and affordability standards. CMHC defines these standards as follows:
 - a. Adequate Housing: Housing is considered adequate when it isn't in need of major repairs.
 - b. Suitable Housing: Housing is considered suitable when there are enough bedrooms for the size and make-up of resident households.
 - c. Affordable Housing: Housing is affordable when housing costs less than 30% of before-tax household income.

- 2) The household would have to spend 30% or more of its before-tax household income to access local housing that meets all three standards.

Figure 3 shows the total number of households in core housing need by income category. The overwhelming majority of households (8,935) in core-housing need are those in the \$15,901 - \$39,750 (Low) income category. Note that the Median and High-income categories do not contain any individuals in core housing need.



Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

Due to data limitations, the HART custom data set does not contain the data to delineate renters from owners by core housing need. To present this information, the CMHC Housing Market Information Portal data will be used to determine percentages of ownership versus rental. Note, that this estimation does not perfectly align with the above income categories and should be used as a rough estimate only.

Table 2: Ownership and Rental Percentage Based on Household Income

Household Income	Ownership Rate (%)	Rental Rate (%)
Less than \$20,000	26.6%	73.4%
\$20,000 to \$39,999	39.2%	60.8%
\$40,000 to \$59,999	52.7%	47.3%

Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

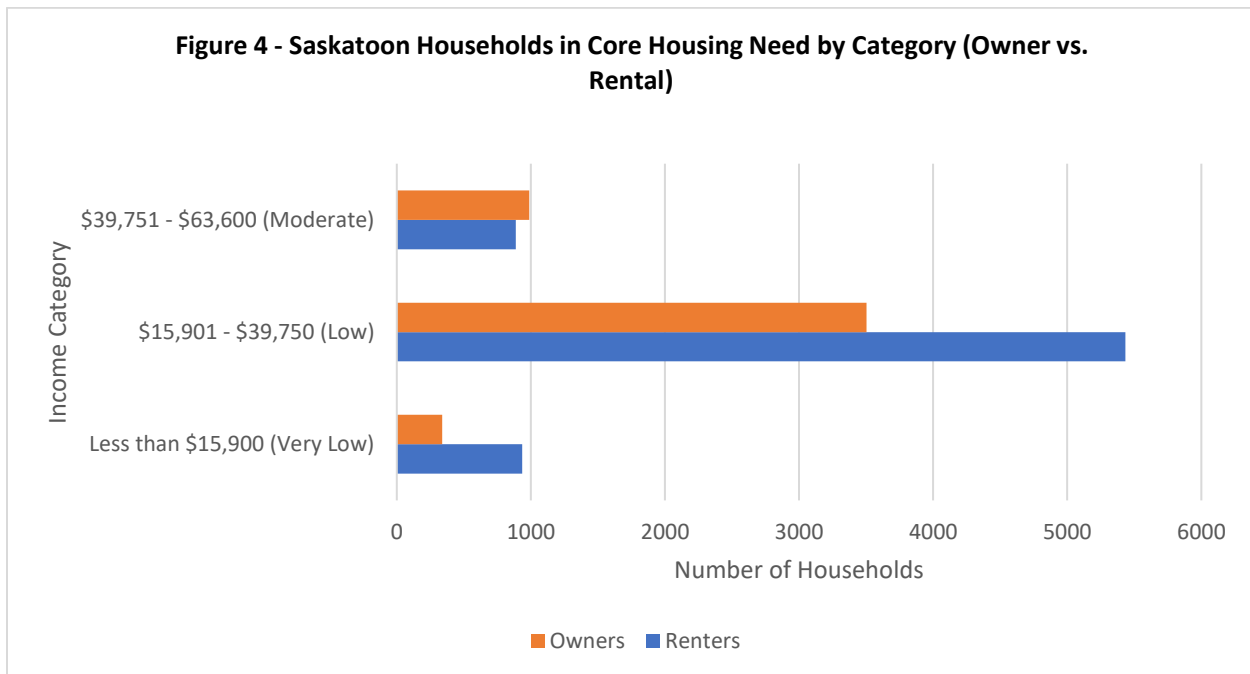
Table 3 outlines the number of rental and owner households in each category that are in core housing need. The above table percentages were used to separate rental from ownership data.

Table 3: Rate and Count of Renter and Owner Households in Core Housing Need

Household Income Category	Maximum Affordable Rents	# of Households in Income Category	# of Households in Core Housing Need	# of Households in Core Housing Need (Ownership)	Rate of Core Housing Needs (Ownership %)	# of Households in Core Housing Need (Rental)	Rate of Core Housing Needs (Rental %)
Less than \$15,900 (Very Low)	\$398	4,265	1,275	339	26.6%	936	73.4%
\$15,901 - \$39,750 (Low)	\$399 - \$994	17,295	8,935	3,502	39.2%	5,433	60.8%
\$39,751 - \$63,600 (Moderate)	\$995 - \$1,590	17,580	1,875	988	52.7%	887	47.3%

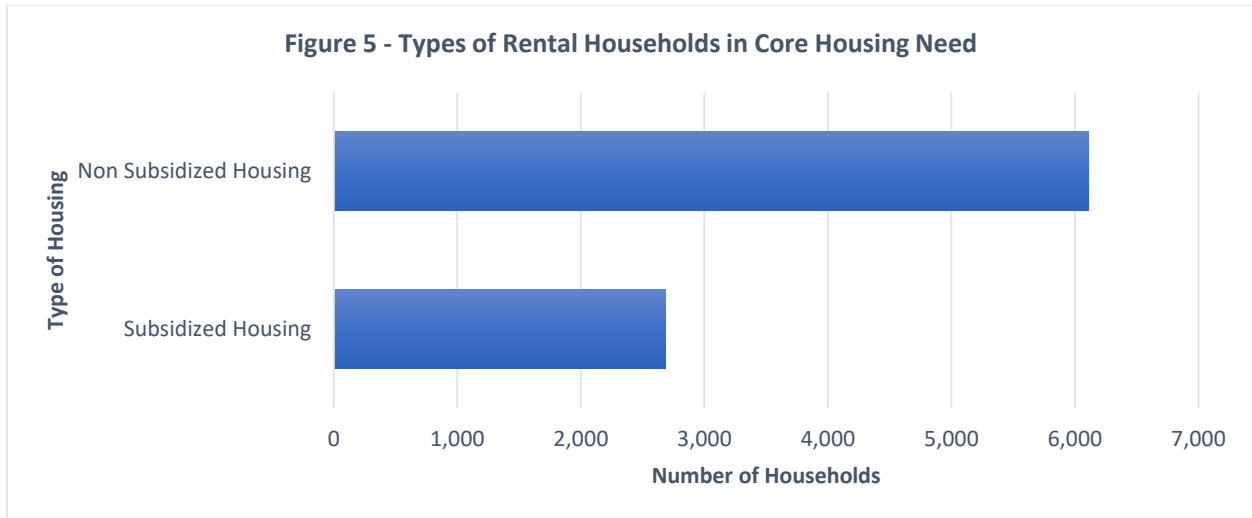
Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

Figure 4 shows the total number of both owner and rental households that are in core housing need. The rate of core housing need is shown to be larger in the population that rents. The largest number of households found in core housing need are in the \$15,901 - \$39,750 Low income category (5,433 rental households versus 3,502 owner households).



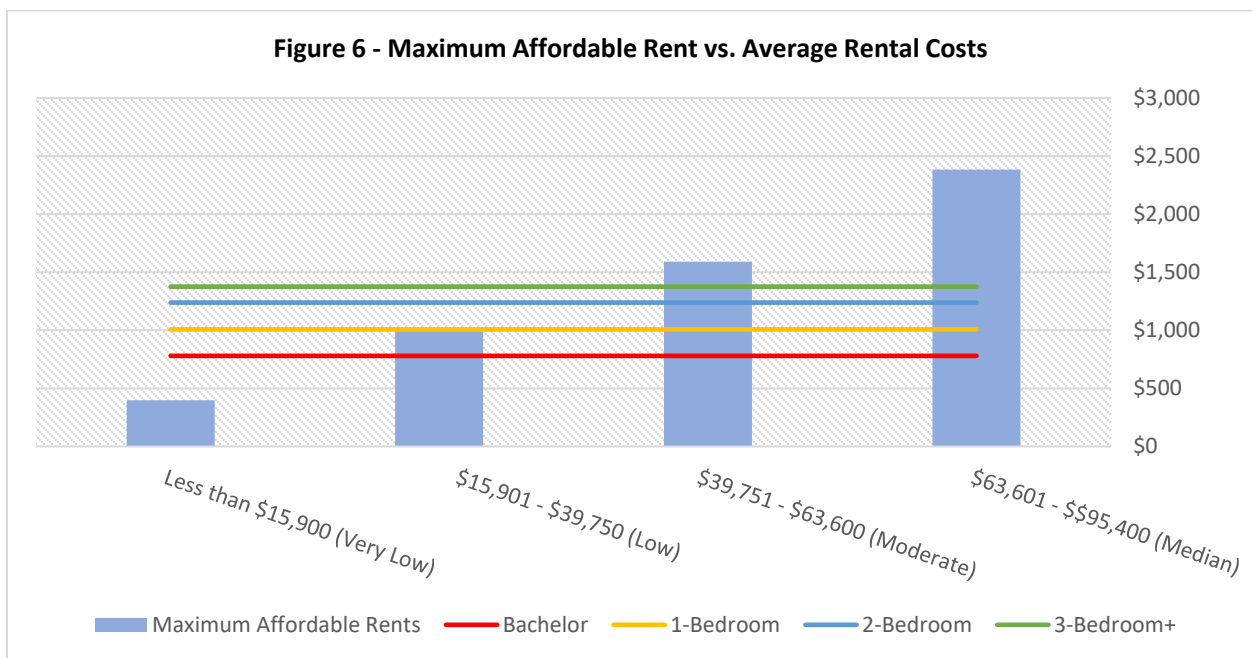
Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data) and HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need.

Figure 5 shows the number of rental households in core housing need that are living in subsidized compared to non-subsidized units. 68% of rental households that are in core housing need are living in non-subsidized housing. A large portion of those living in subsidized housing (32%) still find themselves in core housing need.



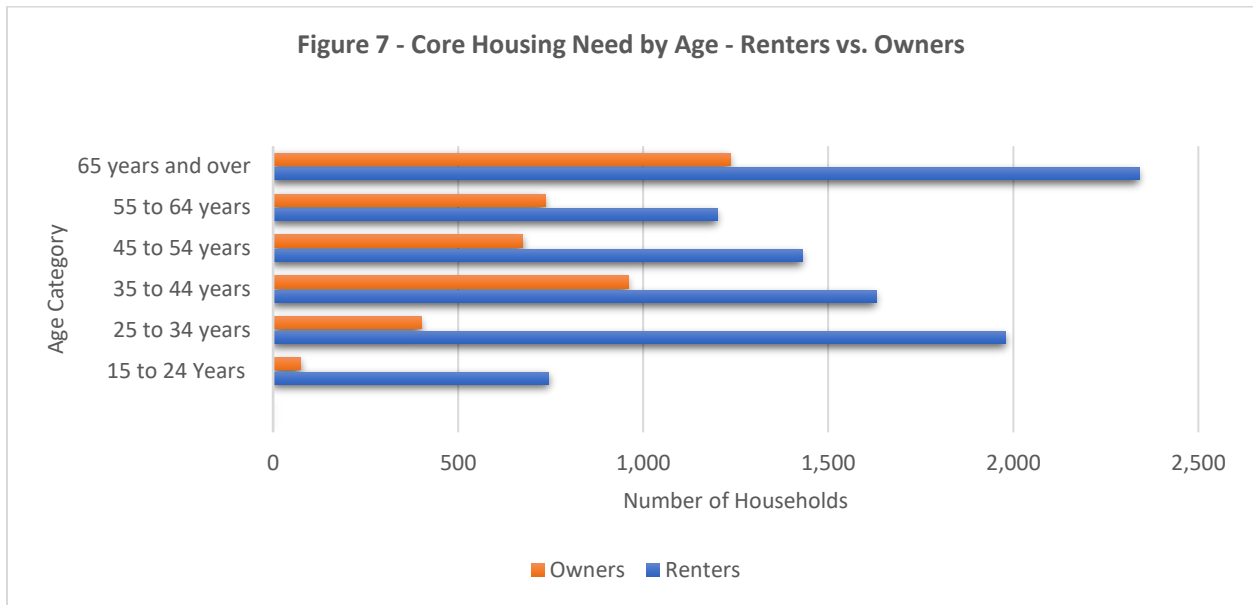
Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

Figure 6 shows the lowest four income categories in relation to average rents and the proportion of what households in each income category can afford. The vertical blue bar signifies the maximum affordable rent an income category can afford. Each line represents the average market cost of a 1-bedroom, 2-bedroom, and 3-bedroom apartment respectively. The Very Low income category (less than \$15,900) cannot afford any of the average apartment rents. The Low income category (\$15,901 - \$39,750) can afford a bachelor and a 1 bedroom market apartment but is unable to afford average 2-bedroom or 3-bedroom apartment rents.



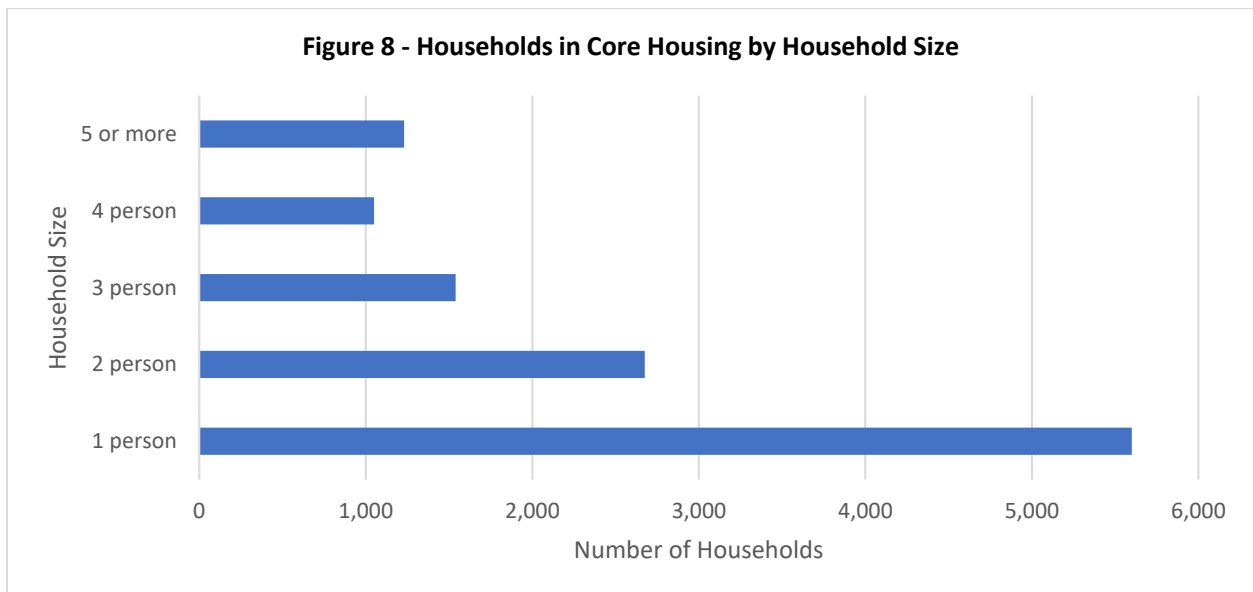
Source: CMHC Rental Market Report (2023)

Figure 7 shows core housing need by age (renters versus owners). In every age group, renters are more often in core housing need. Renters in the 65 years and over age group (25% of renters) lead the way of those in core housing need, followed by those aged 25 to 34 years at 21.2%.



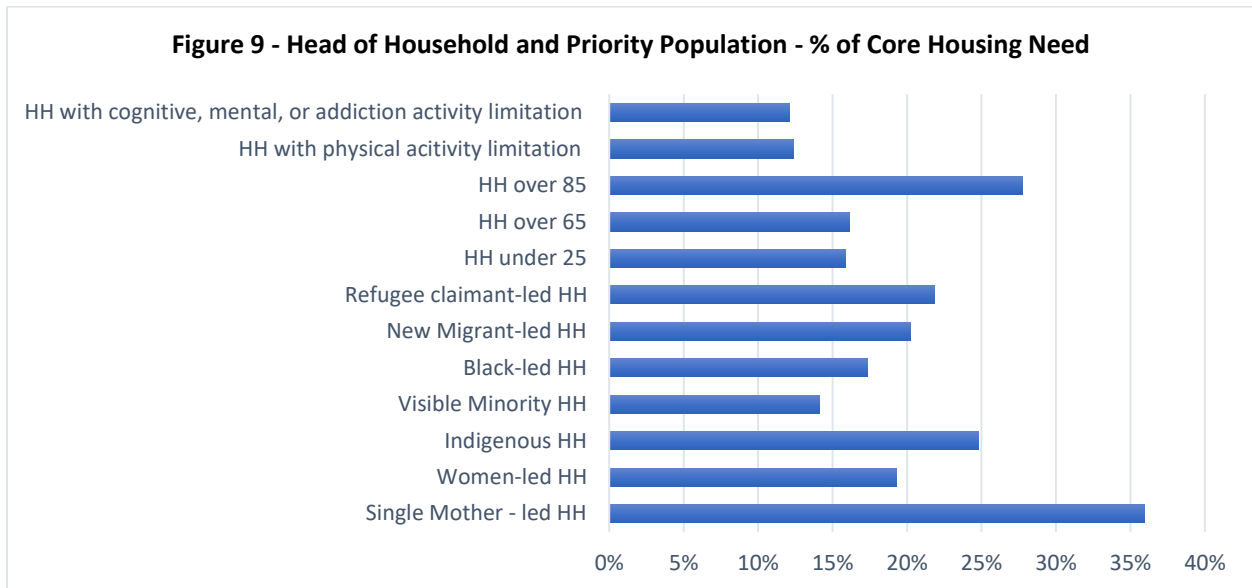
Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Figure 8 shows core housing need by household size. The majority of those experiencing core housing need are 1-person households at 46.2%. 2-person households are next at 22.1%.



Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

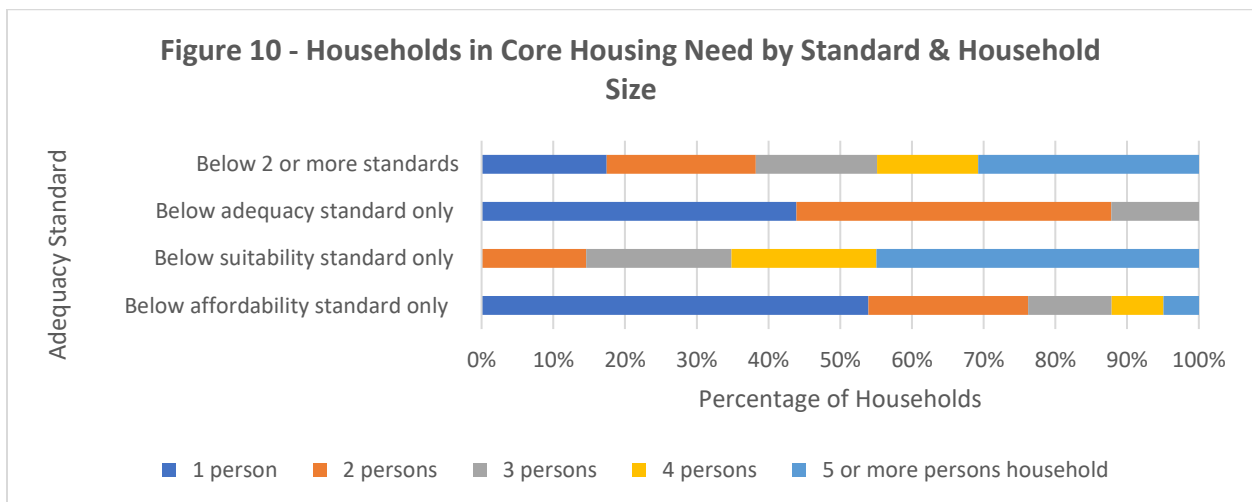
Figure 9 shows the percentage of households in core housing need by priority population. Single mothers lead the way with 35.91% being in core housing need. Those over 85 are next highest at 27.77%. Indigenous households are next highest at 24.80%.



Source: HART 2016 Census of Canada – Selected Characteristics of Census Households for Housing Need

Figure 10 shows households in core housing need by acceptable housing standard and size. Suitable housing is when there are enough bedrooms for the size and composition of resident households (usually maximum two people per bedroom). Adequacy is defined as homes that don't need major repairs such as defective plumbing or electrical wiring, or structural repairs to walls, floors, or ceilings. Affordable housing is considered housing costs less than 30% of before-tax household income.

Single person households make up most of the below affordability standard only (54%). They also make up 40% of the below adequacy standard only. 5-person households lead the way in both the below suitability standard only (44.9%) and the below two or more standards at 30.7%.



Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Housing Supply Analysis

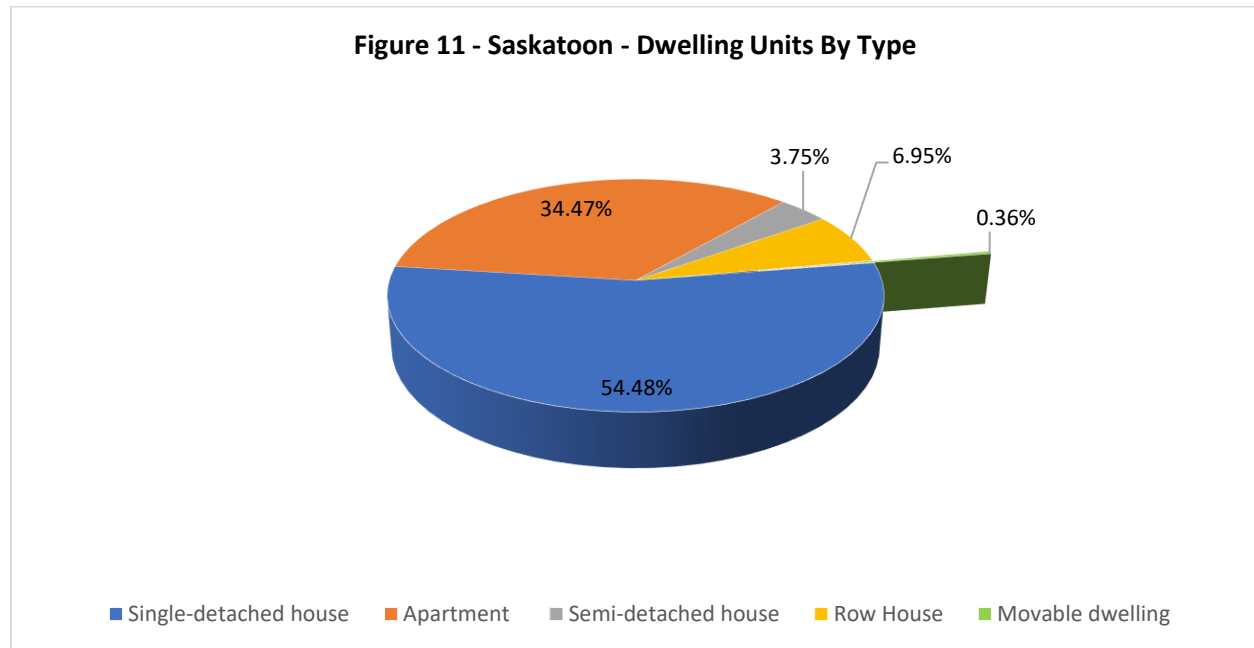
The available housing options in a community are used to calculate the housing supply. Examining recent housing starts, the tenure and conditions of dwellings, and the supply of housing for individuals and groups with specific needs at affordable prices are some of the major considerations in assessing housing supply.

This housing supply analysis will examine how well housing supply matches housing needs at various price ranges, as well as identify any gaps in housing supply that may exist.

Overall Housing Supply

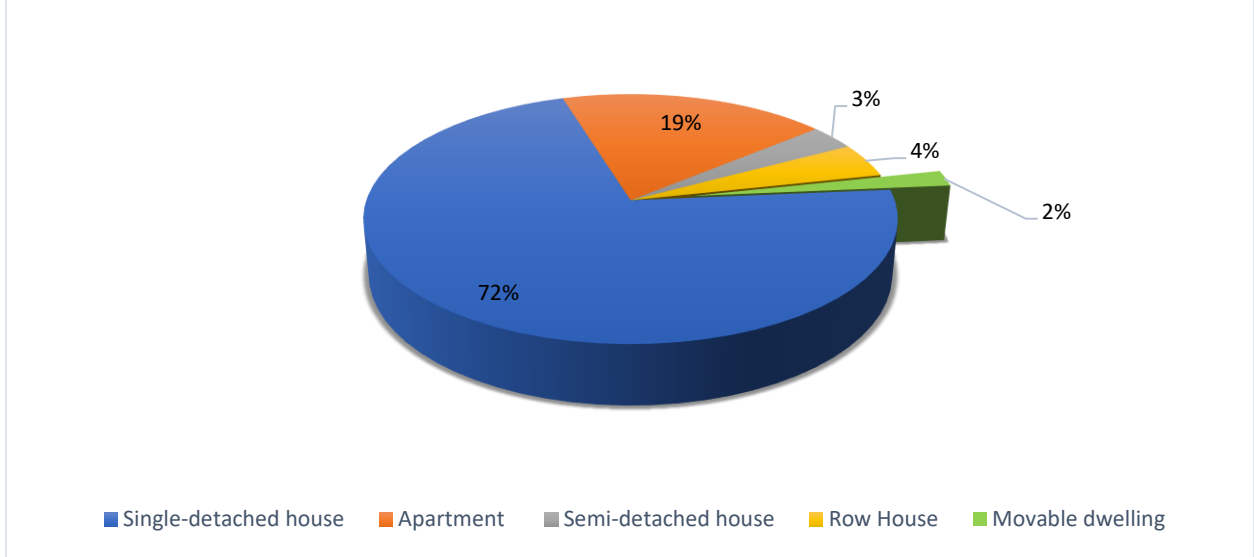
Saskatoon, based on a City of Saskatoon dwelling unit count at the end of 2022, has 121,195 habitable dwelling units. This dwelling count was used as the baseline data in the Housing Accelerator Fund (HAF) application. The annual building permit report data was used to forecast future years building upon the baseline dwelling unit count data in the HAF application.

Based on the 2021 Census, Saskatoon has 107,050 private dwellings which is an increase of 8.6% from 98,565 recorded in the 2016 data. Single detached dwellings make up most of all dwellings at 54.5% in Saskatoon, which is lower than the 71.6% in the Province of Saskatchewan as a whole. Apartments make up 34.5% of the overall housing supply in Saskatoon whereas this is only 18.7% for the Province of Saskatchewan. Other attached buildings comprise 0.23% of the housing stock in both Saskatoon and Saskatchewan. Movable dwellings are less than 1% of the overall housing stock in Saskatoon and 2.02% province-wide.



Source: Statistics Canada, 2021 Census of Population

Figure 12 - Saskatchewan - Dwelling Units By Type

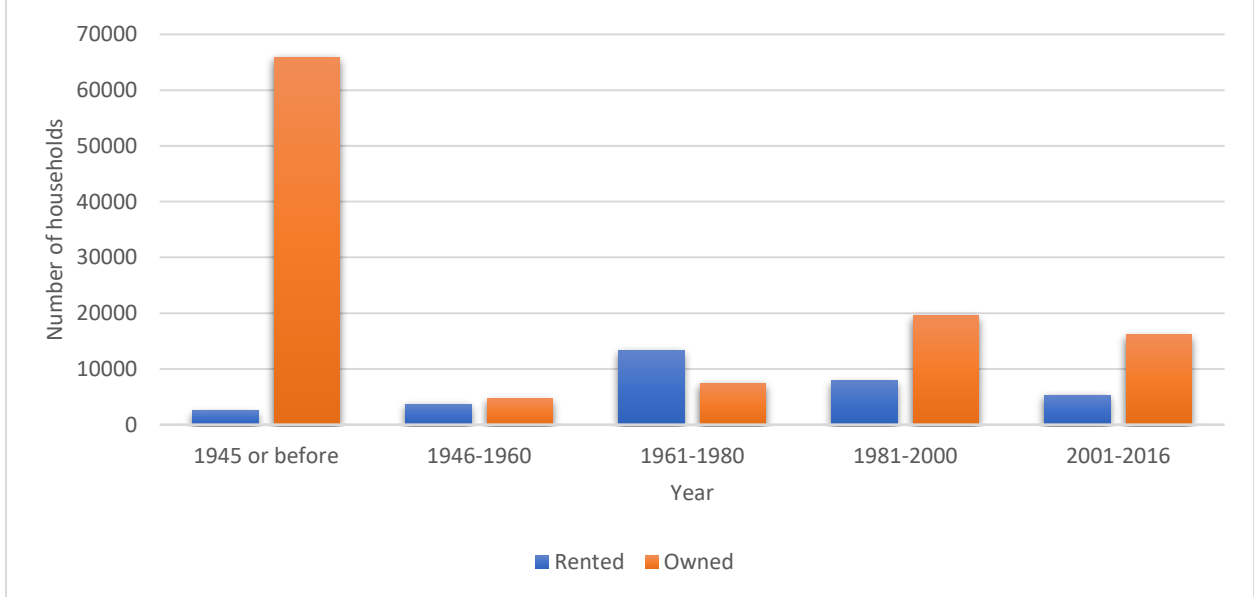


Source: Statistics Canada, 2021 Census of Population

Most dwellings in Saskatoon (66.8%) are owner-occupied, and just over half of dwellings (52%) were constructed prior to 1981. In comparison, 58.3% of all dwellings in the Province of Saskatchewan were built before 1981.

According to the CMHC historical housing starts by intended market, most new homes added since 2001 are owned homes, accounting for 77.4% of the total new supply. Only 16.2% of new dwellings were purpose-built rental dwellings. At this time, 27.4% of Saskatoon households rent.

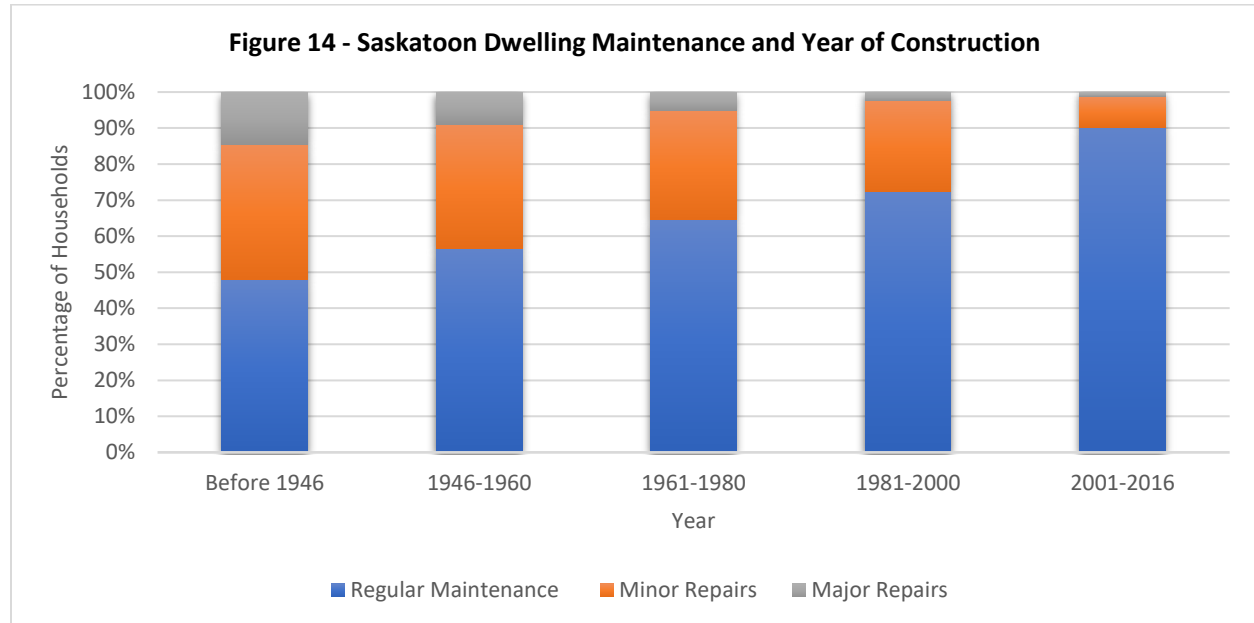
Figure 13 - Tenure and Period of Construction of Saskatoon-CMA Housing Stock



Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Conditions of Dwellings

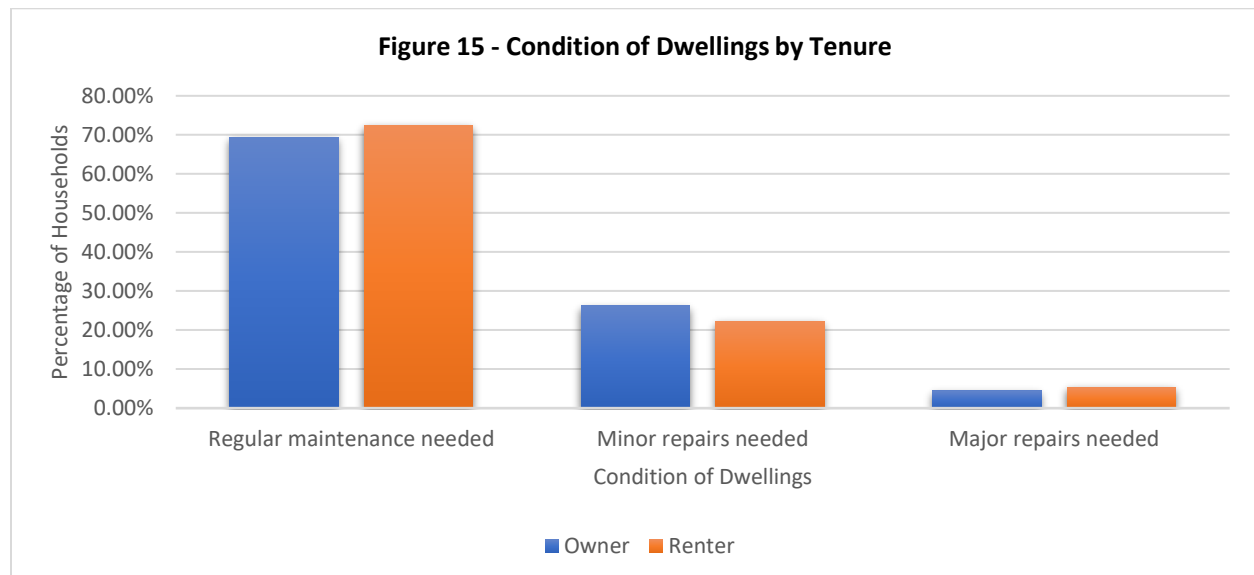
Dwelling condition refers to whether the dwelling needs repairs. This excludes remodeling or additions. There is a correlation between the adequacy standard of a dwelling and core housing needs. Older homes are more likely to require major repairs than modern homes.



Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Condition of Dwellings by Tenure

In general, owned dwellings are in better condition compared to rented dwellings. In Saskatoon, 5.3% of all rented dwellings required major repairs compared to 4.4% of all owned dwellings. In comparison, 7.7% of all rented dwellings and 7.4% of all owned dwellings in Saskatchewan required major repairs.



Source: CMHC Housing Market Information Portal (2016 census-based and NHS-based housing indicators and data)

Of all occupied dwellings in Saskatoon, 4,625 require major repairs. Of these dwellings, approximately 2,890 are owned.

Non-Market Housing Supply

Affordable housing that is owned or subsidized by the government or a non-profit organization and is not exclusively based on the market is known as non-market rental housing. It primarily serves low- to moderate-income households that meet the eligibility income thresholds and households that also meet the other eligibility standards. Non-market rental housing also includes various forms of housing with support for people who need assistance with daily tasks. This type of housing can include a variety of different housing options, such as co-operative housing, non-market rental housing (also known as social housing or affordable housing), as well as long-term transitional and supportive housing.

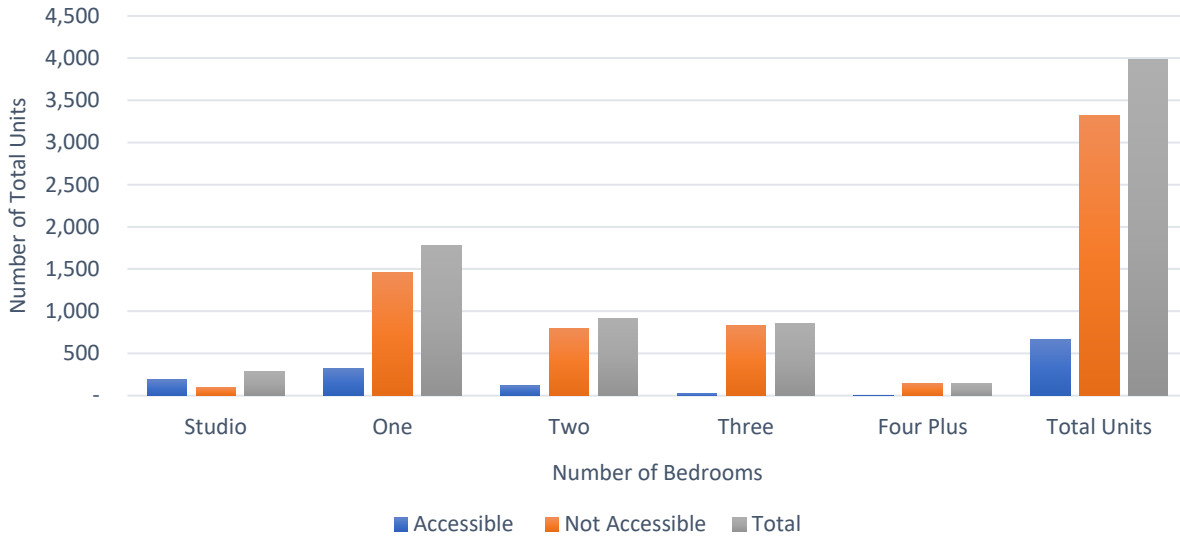
THE HOUSING CONTINUUM



Source: CMHC: The Housing Continuum

The Saskatoon Housing Initiatives Partnership (SHIP) conducted an Affordable Housing Inventory and Needs Report in June of 2021 detailing the number of affordable units provided in Saskatoon. As of June 2021, Saskatoon had 4,500 affordable housing units, which is a sizeable total resource that benefits the community. In Saskatoon, the supply of affordable housing units has a replacement value of at least \$1 billion and make up about 4% of the total housing stock.

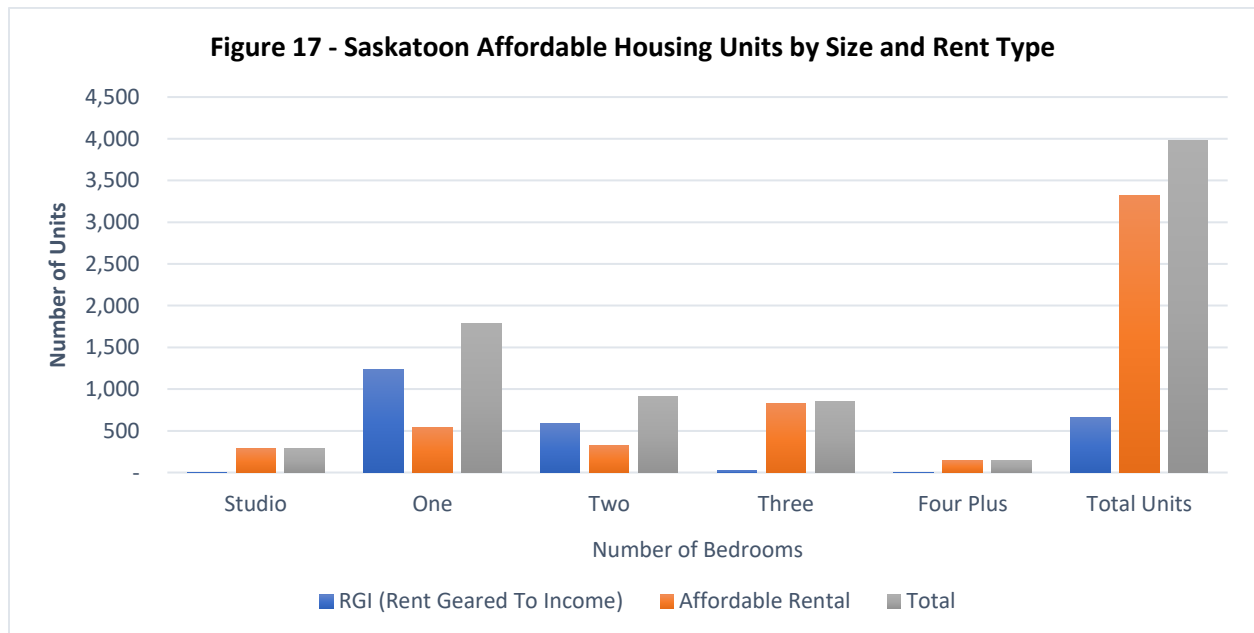
Figure 16 - Saskatoon Affordable/Non-Market Housing Units by Size and Accessibility



Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

Rent Geared to Income is financial assistance provided to eligible households under legislated eligibility requirements to reduce the amount the household must otherwise pay to occupy a unit in a housing project. Normally, the monthly rent falls about 20% below average market level rents. Approximately 661 affordable units were deemed to fall under the Rent Geared to Income category. The average rent for affordable studio units in Saskatoon in 2021 was \$610 and one-bedroom was \$820. On the other hand, the average affordable rental rates weighted for 2-bedroom and 3+-bedroom units were at \$947 and \$1,042 respectively for the same period.

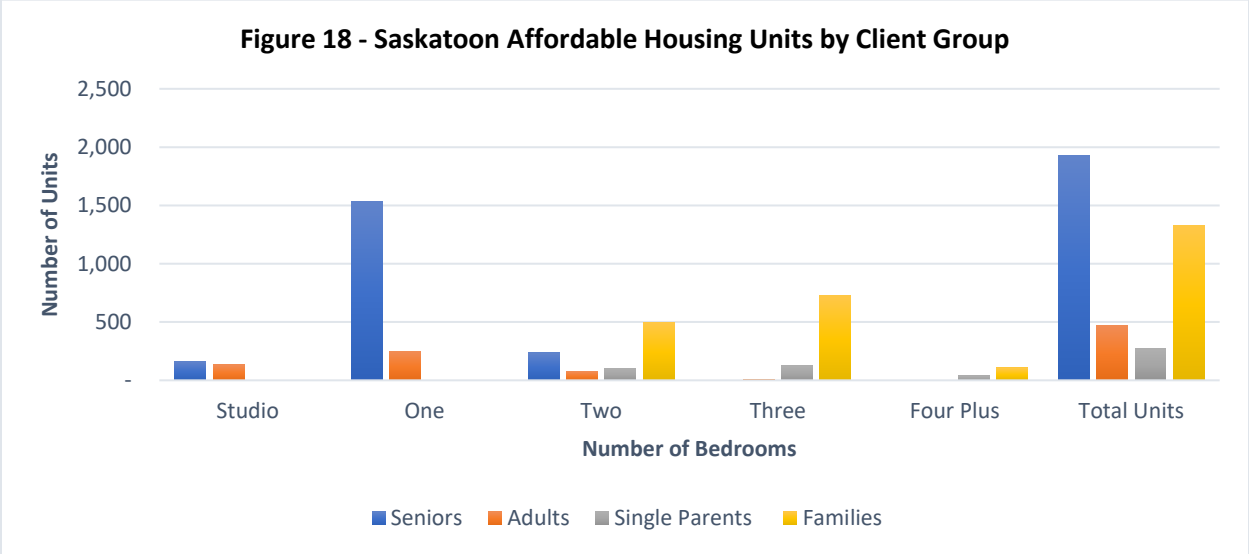
Figure 17 - Saskatoon Affordable Housing Units by Size and Rent Type



Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

Even with Rent Geared to Income, which sets rent at 30% of the household’s income, the average rent for these units is still out of range for most of the households in core housing need.

Saskatoon’s social housing portfolio represents most of the deeply subsidized housing available to those with the lowest incomes in Saskatoon. The Saskatoon Housing Authority (SHA), an agency of the Saskatchewan Housing Corporation, administers and manages the Social Housing Program. The housing is targeted at households whose income is too low to be able to find housing on the private market without paying more than 30% of household income on housing costs. This program has eligibility requirements to be able to access these housing units. According to Saskatchewan Housing Corporation policies, placement priorities are established based on needs assessments.



Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

Temporary Housing Accommodation

The National Housing Strategy defines the following:

- **Emergency Shelter:** Facilities providing temporary, short-term accommodation for homeless individuals and families. This may or may not include other services such as food, clothing, or counselling. Emergency housing is short-term accommodation for people who are homeless or in crisis.
- **Transitional Housing:** Housing that is intended to offer a supportive living environment for its residents, including offering them the experience, tools, knowledge, and opportunities for social and skill development to become more independent. It is considered an intermediate step between emergency shelter and supportive housing and has limits on how long an individual or family can stay. Stays are typically between three months and three years.

Table 4 identifies the number of temporary housing units in Saskatoon:

Table 4: 2021 Temporary Housing Unit Counts

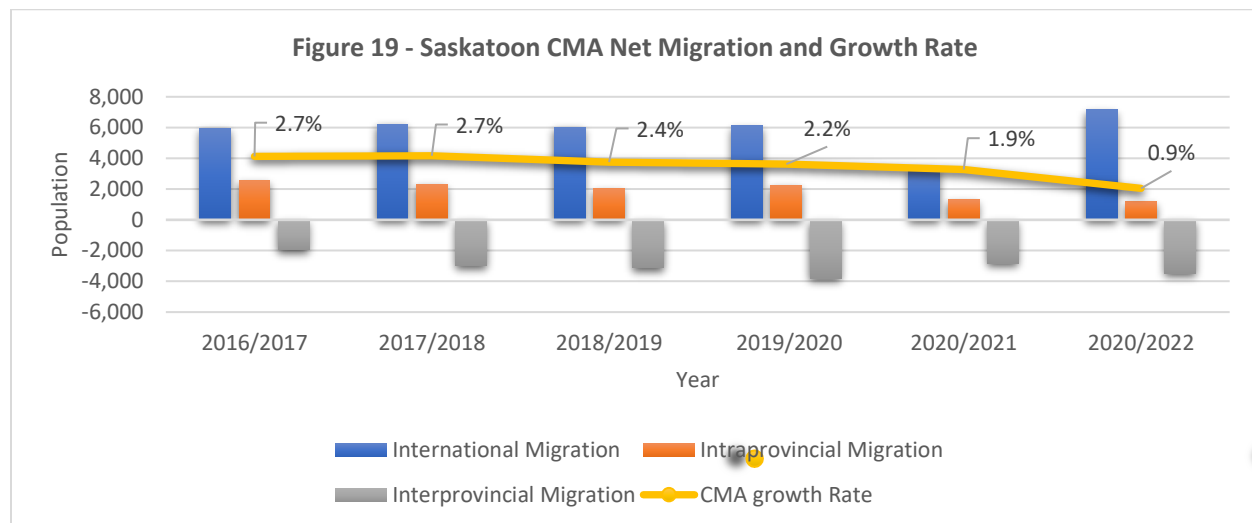
Type of shelter	Target population	Statistic	2021
Emergency Shelter	General - all genders	Number of shelters	1
		Number of beds	30
	General - men	Number of shelters	2
		Number of beds	75
	General - women	Number of shelters	1
		Number of beds	8
	Youth	Number of shelters	1
		Number of beds	5
Family	Number of shelters	1	
	Number of beds	30	
	Total, target population	Total Number of shelters	6
		Total Number of beds	148
Transitional Housing	General - all genders	Number of shelters	3
		Number of beds	30
	General - men	Number of shelters	3
		Number of beds	31
	General - women	Number of shelters	0
		Number of beds	0
	Youth	Number of shelters	7
		Number of beds	51
Family	Number of shelters	3	
	Number of beds	46	
	Total, target population	Total Number of shelters	16
		Total Number of beds	158
Domestic Violence Shelter	General - women	Number of shelters	0
		Number of beds	0
	Family	Number of shelters	2
		Number of beds	60
	Total, target population	Total Number of shelters	2
		Total Number of beds	60

Source: Government of Canada Statistics, Table 14-10-0353-01 Homeless shelter capacity, bed and shelter counts for emergency shelters, transitional housing, and domestic violence shelters for Canada

Note: Shelter and transitional housing inventory in Saskatoon experienced changes in 2022 and 2023 that are not yet captured in the above data.

Population Growth and Projections

Net positive international migration is the driving force behind population growth and the age distribution of the population. In Saskatoon and the Saskatoon CMA, migrants tend to be in the working age and adult age groups. Migration characterized by this demographic not only adds directly to population in the year of migration, but also adds to future population growth through family formation and childbearing. During the 2016 to 2021 period, the Saskatoon CMA population grew by almost 40,169. Net migration accounted for 71% of growth. Although the annual natural increase (live births minus deaths) has remained steady around 1,000, starting at the onset of the COVID pandemic, the natural increase dropped to an annual average of 776 with deaths increasing and births decreasing.



Source: City of Saskatoon and Saskatoon Census Metropolitan Area Population Projection 2021 to 2041

According to the Saskatoon Housing Initiatives Partnership (SHIP), Affordable Housing Inventory and Needs Report, in 2020, there was one affordable housing unit per every 63 people in Saskatoon. The following number of new units would need to be built to address future population growth (note that these estimates are based on the City of Saskatoon and Saskatoon Census Metropolitan Area Population Projection 2015 to 2035 which has slightly different growth rates than the newest population forecast). To maintain this current ratio of affordable housing units to population, the following number of new units would need to be built.

Table 5: 2021 Affordable Housing Units Needed to Address Population Growth

Population Growth Rate	2020 Housing Stock	2025	2030	2035	Annual Build Requirement
Low Growth Rate 1.5%	4,500	4,720	5,100	5,447	63 units per year
Medium Growth 2.0%	4,500	4,948	5,512	6,022	101 units per year
High Growth 2.5%	4,500	5,186	5,953	6,658	144 units per year

Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

The senior's population is expected to grow at a more rapid rate than the rest of the population over the coming years. The following projections show the increase in the senior's population expected in the coming years.

Table 6: Population Growth Scenarios For Persons Over 65 Years In Saskatoon

Population Growth Rate	2025	2030	2035
Low Growth Rate 1.5%	44,171	47,771	52,155
Medium Growth 2.0%	45,331	49,183	53,846
High Growth 2.5%	46,525	50,820	56,038

Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

In 2020, there were approximately 2,100 affordable housing units for seniors in Saskatoon or one unit for every 19 senior citizens. To maintain this current ratio of affordable housing units to the projected population of seniors, the following number of new units will need to be built.

Table 7: Senior's Housing Units Needs to Address Population Growth

Population Growth Rate	2020 (housing stock)	2025	2030	2035	Annual Build Requirement
Low Growth Rate 1.5%	2,100	2,325	2,514	2,745	43 units per year
Medium Growth 2.0%	2,100	2,386	2,589	2,834	49 units per year
High Growth 2.5%	2,100	2,449	2,675	2,949	57 units per year

Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

The following shows the population growth scenarios for children in Saskatoon.

Table 8: Population Growth Scenarios of Children in Saskatoon

Population Growth Rate	2020	2025	2030	2035
Low Growth Rate 1.5%	69,539	74,513	82,731	86,049
Medium Growth 2.0%	71,636	79,793	91,487	97,161
High Growth 2.5%	75,235	83,641	100,860	109,239

Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021

In 2020, there were approximately 1,800 affordable family housing units in Saskatoon or one unit for every 39 children and youth in the city. To maintain the current ratio of affordable housing units to the projected population of children and youth, the following number of new family units would need to be built.

Table 9: Family Housing Units Needed to Address Population Growth

Population Growth Rate	2020 (housing stock)	2025	2030	2035	Annual Build Requirement
Low Growth Rate 1.5%	1,800	1,910	2,121	2,206	27 units per year
Medium Growth 2.0%	1,800	2,045	2,358	2,491	46 units per year
High Growth 2.5%	1,800	2,145	2,586	2,801	67 units per year

Source: Saskatoon Housing Initiatives Partnership, Affordable Housing Inventory and Needs Report - June 2021