

TO: CITY MANAGER **DATE:** 2020 June 30

FROM: DIRECTOR PLANNING AND BUILDING **FILE:** 16000 20

SUBJECT: CITY LANDS PROGRAM – SELECTION OF NON-PROFIT HOUSING PARTNERS TO DEVELOP NON-MARKET HOUSING ON CITY SITES

PURPOSE: To provide results of the Request for Proposals (RFP) process for four City-owned non-market housing partnership sites and recommend non-profit housing providers for each City site based on RFP evaluation criteria.

RECOMMENDATIONS:

1. **THAT** Council approve the non-profit housing providers selected through the Request for Proposals (RFP) process for the four non-market housing partnership sites, as outlined in *Section 4.0* of this report.
2. **THAT** correspondence be sent to all RFP respondents to provide an update on the status of the selection process.
3. **THAT** correspondence be sent to BC Housing advising on the selected non-profit housing operators.
4. **THAT** this report be released to the open Council meeting.

REPORT**1.0 INTRODUCTION**

On 2019 December 16, Council authorized staff to issue a Request for Proposals (RFP) to identify non-profit housing providers to develop and operate the following five City-owned sites:

- Site #1 - 6857-6875 Royal Oak Avenue;
- Site #2 - 5912-5988 Sunset Street and 5907-5989 Kincaid Street;
- Site #3 - 6488 Byrnespark Drive;
- Site #4 - 7510-7536 Kingsway, 7390-7398 16th Avenue, and 7411 15th Avenue; and,
- Site #5 - 7285 Kitchener Street.

On 2020 February 10, following a Public Hearing where residents expressed concerns about environmental considerations of Site #5, an assessment of the site was undertaken by an environmental consultant and it was determined that the site should not be advanced at this time. Staff advised Council of the availability of an alternate site nearby suitable for the potential development of non-market housing. As a result, Council abandoned Rezoning Bylaw, Amendment Bylaw No. 45/19, Bylaw

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14101 to pre-zone 7285 Kitchener Street for non-market housing development, and the Kitchener site was removed from the RFP.

On 2020 February 14, the RFP to seek potential non-profit partners to develop and operate four City-owned sites was posted on the provincial procurement website, BC Bid. The RFP was originally posted for a three week period, but due to the COVID-19 pandemic, the deadline was extended an additional eight weeks to 2020 May 5 to provide non-profit organizations additional time to complete their submissions. This report brings forward the results of the RFP, in addition to recommendations for the selection of suitable non-profit housing operators based on the evaluation criteria established in the RFP.

2.0 POLICY CONTEXT

The *Mayor's Task Force on Community Housing (MTFCH) Final Report* recommends that the City “pursue partnerships that leverage the contributions of the City, BC Housing, non-profit societies, and private developers to provide more non-market and below-market rental housing” (Quick Start #6).

A partnership approach to developing affordable housing is also supported by other City policies, including the *Official Community Plan (OCP)*, *Burnaby Economic Development Strategy*, *Burnaby Social Sustainability Strategy*, as well as the following goals and sub-goals of the *Corporate Strategic Plan*:

- ***A Connected Community***
 - Partnership – Work collaboratively with businesses, educational institutions, associations, other communities, and governments
 - Social Connection – Enhance social connections throughout Burnaby
- ***An Inclusive Community***
 - Create a sense of community – Provide opportunities that encourage and welcome all community members and create a sense of belonging
- ***A Healthy Community***
 - Healthy life – Encourage opportunities for healthy living and well-being
 - Community involvement – Encourage residents and businesses to give back to and invest in the community
- ***A Dynamic Community***
 - Community development - Manage change by balancing economic development with environmental protection and maintaining a sense of belonging

3.0 BACKGROUND

3.1 Partnership Framework

On 2019 October 28, Council authorized staff to enter into an Memorandum of Understanding (MOU) with BC Housing to define a partnership approach to developing non-market housing. Under the terms of the executed MOU, the City and BC Housing would seek partnerships to develop affordable housing on six City-owned sites and a seventh site owned by the federal government. Four of the six City-owned sites are the subject of the RFP, while the City-owned site on Bevan Street is currently being explored for a partnership with adjacent land owner, Mosaic Homes, to develop the sites concurrently.

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The remaining federally-owned site on Sussex Avenue is encouraged to be developed through a separate partnership. The MOU originally included the Kitchener site, as noted, which has since been removed based on Council direction. Overall, the six sites are anticipated to facilitate over 1,150 non-market housing units in partnership with senior government.

For the four sites identified in the RFP, the City will provide a 99-year lease, as well as expedited processing. Council has also approved, in principle, Housing Fund contributions for permitting and servicing costs. A report seeking specific Council approval for these costs is expected to be advanced shortly. In addition, the City has secured \$50,000 in Canada Mortgage and Housing Corporation (CMHC) Seed Funding for each site to conduct preliminary site investigations to help advance the projects. Additional Seed Funding for each project may be available to the non-profit once the lease agreement is signed and full project details are determined, subject to application and approval by CMHC. BC Housing has committed to provide funding and financing opportunities through their RFP process, as well as long-term oversight of project maintenance, operations, and affordability. As per the MOU, both the City and BC Housing will participate in the selection of the non-profit housing providers through a competitive RFP process, led by the City.

3.2 Request for Proposals (RFP) Process and Guidelines

On 2019 December 16, Council approved the issuance of an RFP to identify suitable non-profit housing providers for the partnership sites. As part of that report, recommended criteria for the RFP, including eligibility, affordability, development concept, methodology, operational model, and site-specific development standards, were specified to ensure project submissions meet the City's identified objectives, are sustainable over time, fit well within their local settings, and prioritize the non-market housing needs of the community. In addition, the guidelines reflect both City and BC Housing requirements, as well as the guidelines for the *Building BC: Community Housing Fund (CHF)* and the *National Housing Co-Investment Fund*, to maximize success for funding and help expedite projects through City and BC Housing approvals.

As mentioned, the RFP package was issued electronically through the BC Bid website on 2020 February 14, where interested parties were able to download the RFP documents directly. After the RFP closed on 2020 May 5, an evaluation team of City staff reviewed the proposals in-depth, based on the established evaluation criteria, and for certain sites, requested additional information from respondents to clarify their submissions. BC Housing has also been consulted as part of the evaluation process, with a primary role of checking references and financial capacity of the respondents. The following section outlines the results of the RFP and proposes a potential non-profit housing operator for each of the four sites.

4.0 REQUEST FOR PROPOSALS (RFP) RESULTS

In total, the City received 24 submissions from 12 respondents. For each site, the number of submissions is as follows:

- Site #1 – Royal Oak – 6 submissions;
- Site #2 – Sunset/Kincaid – 5 submissions;
- Site #3 – Byrnepark – 5 submissions; and,
- Site #4 – Kingsway – 8 submissions.

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In line with the MTFCH Quick Start #7, which recommends the City “adopt a portfolio approach to the existing City lands program for non-market housing,” the City permitted respondents to apply for multiple sites to deliver potential efficiencies through a portfolio approach. Overall, the quality of submissions was high, with the City receiving detailed submissions from experienced non-profit housing operators, including operators with the organizational capacity and development experience to deliver multiple projects at the same time. Although the specifics of each submission are confidential, most proposals met all eligibility guidelines, expectations for affordability, and site-specific development guidelines. The evaluation criteria and associated value for the RFP are as follows:

Evaluation Criteria	Maximum Score
Development Concept, Methodology, Operational Model, Project Schedule, Project Risk & Project Communication	50 points
Qualifications and Experience	25 points
Organizational Capacity	20 points
Value Added Offerings	5 points

4.1 Results of Site #1 – Royal Oak

Six submissions were received for 6857-6875 Royal Oak Avenue, which envisions an apartment form up to six-storeys, with commercial uses on the ground floor. The affordability for the site is to be a mix of incomes, as per CHF requirements, with the client group being the general population.

Based on the thorough review of the submissions, **Catalyst Community Developments Society** (Catalyst) emerged as the lead proponent for this site. The proposal submitted by Catalyst distinguishes itself through the following features:

- **Development Concept:** Catalyst proposes a strong development concept for a six-storey, 128-unit mixed-income rental informed by initial site analysis and conceptual designs. While the density and unit count of the proposed development is less than envisioned in the site-specific development guidelines, Catalyst was the only respondent to validate their development concept with detailed conceptual drawings to understand existing site constraints. The proposed development includes a mix of studio, one-bedroom, two-bedroom, and three-bedroom units to support a mixed-income project, including 51 units (40%) appropriate for families. The project further proposes 20% of units to be wheelchair accessible, high energy efficiency elements, including compliance with BC Energy Step Code 4, and a large indoor and outdoor amenity space. Catalyst’s previous experience developing and leasing community and commercial spaces in non-market developments further helped it emerge as a strong proponent for this site, the only mixed-use site of the four partnership sites.
- **Methodology:** Catalyst utilizes different teams within its organization to lead different phases of development, from initial project generation to project delivery and operations. The centralization of activities within Catalyst helps to minimize potential project risks, and further streamlines the delivery of the project.

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- *Operational Model:* Catalyst would be the main operator of the development, offering rent levels as per CHF requirements (20% shelter rate, 50% rent geared to income, and 30% low to moderate income). The proposed project would seek CHF capital funding and preferred financing from CMHC, but Catalyst anticipates minimal need for operating funding from BC Housing. Catalyst is further prepared to invest its own equity into the project – through the use of their capital reserves or through raising of “social equity” from foundations and private individuals – to help offset gaps in the project’s financial feasibility and potentially deliver deeper affordability over time. Catalyst has further indicated that it may still be able to proceed with the project, in the absence of senior government funding, provided the affordability levels were amended slightly.

Catalyst is proposing to partner with posAbilities Association of BC (posAbilities), a Burnaby-based community living service provider, to provide supported independent living to people with developmental disabilities in the accessible units, in addition to affordable commercial space in the building. The affordable commercial space could potentially allow the co-location of posAbilities with two other non-profit organizations, PLAN (Planned Lifetime Advocacy Network) and Inclusion BC, to bring together resources to advance advocacy for the rights and opportunities of people with developmental disabilities in Burnaby.

- *Qualifications and Experience:* Catalyst is a non-profit real estate developer and operator with extensive real estate development expertise and capacity. While a relatively new non-profit organization established in 2013, Catalyst has successfully partnered with municipalities, community organizations, non-profits, and market developers on 16 projects representing over 1,100 below-market rental homes and over 76,000 square feet of community and commercial space. Of the over 1,100 below-market rental homes developed by Catalyst, the organization directly operates approximately 880 units. Catalyst is also often utilized by other non-profit organizations to assess real estate assets and provide development expertise, making it a recognized leader in the community housing sector for affordable housing project management and delivery. Catalyst has extensive experience in community consultation, leading projects through municipal development approvals processes, and successfully securing funding and financing from senior levels of government. Robert Brown, Founder and Vice President of Project Generation for Catalyst, presented to the MTFCH as an expert in non-profit housing development.
- *Organizational Capacity:* Catalyst has an experienced staff team and board of directors with significant real estate development experience and non-profit housing management and operations.
- *Value Added Offerings:* One of the main benefits of partnering with Catalyst is the organization’s ability to raise and utilize “social equity” to contribute to the financial viability of projects. Through this investment, Catalyst secures a long-term vested interest in the success of its projects. Catalyst is also a recognized leader in the community housing sector and known for its ability to lead projects from conception to operation within ambitious timelines.

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4.2 Results of Site #2 – Sunset/Kincaid

Five respondents submitted proposals for Site #2 at 5912-5988 Sunset Street and 5907-5989 Kincaid Street. This is a large site at approximately 109,000 square feet and based on the site-specific development guidelines could accommodate a six-storey apartment at a maximum Floor Area Ratio (FAR) of 1.9. The target population for this site is seniors.

Following a rigorous review of the submissions, it is recommended that **Vancouver Native Housing Society (VNHS)** be selected as the successful proponent for this site. The proposal submitted by VNHS features the following:

- *Development Concept:* VNHS is proposing 287 affordable rental units for low-income Indigenous and non-Indigenous seniors in two six-storey, wood frame buildings. In the proposal, VNHS effectively communicates the need for affordable rental housing for both seniors and urban Indigenous renters in Burnaby, and points to this project as a potential demonstration of the City's commitment to Truth and Reconciliation. The majority of units (259) would be one-bedroom, while 29 units would be two-bedroom to accommodate seniors with dependents, a unique consideration not considered by other respondents for this site. A total of 5% of units would be constructed as fully accessible units, while the remaining units would meet universal barrier-free design to support aging in place. In addition, an important element for the proposed development is a large 30,000 square foot programmable amenity space for communal gathering, dining, spiritual practise, and health and wellness services and activities. VNHS strives to create a culturally supportive environment, where all tenants are welcomed to practice their cultural ceremonies, in addition to the use of local Indigenous artwork, design, and architectural features to reflect Indigenous culture.
- *Methodology:* While VNHS is the lead proponent for this site, VNHS is partnering with M'akola Housing Society (MHS), M'akola Development Services (MDS), TL Housing Solutions (TL) and IBI Group (IBI). This partnership brings together strong collaborators with the resources and expertise to support the development and operation of the project, with MDS, TL, and IBI providing guidance on project and stakeholder management, construction management, and building and site design, respectively. VNHS and MHS are both well-established non-profit housing operators, with projects throughout British Columbia. One of the additional benefits of this proposal is TL's capability to provide financial assistance in the early feasibility and pre-development phases to support advancement of the project.
- *Operational Model:* VNHS would be the main operator of the development, delivering affordable independent living for Indigenous and non-Indigenous seniors to age in place. The rent levels of the project will be as per CHF requirements. The proposed project would seek CHF capital funding, a minimal operating subsidy under CHF, in addition to funding through the *National Housing Co-Investment Fund*. As an Indigenous-serving organization, VNHS may be eligible for other BC Housing funding, such as the *Building BC: Indigenous Housing Fund*.
- *Qualifications and Experience:* The team for this project has significant experience in all aspects of project development, development approvals, construction, and non-market housing operation. VNHS currently manages 20 buildings with approximately 900 units, while MHS is

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the largest Indigenous property manager and social housing developer in British Columbia with over 1,600 units, including 300 units currently under development in Metro Vancouver. MDS has extensive experience in project management, including public engagement and stakeholder management, while TL has constructed approximately 550 non-market units in nine projects to date. TL, as part of Townline, a development company with over 35 years experience, has further access to resources and pricing discounts derived from greater economies of scale.

- *Organizational Capacity:* The project team has strong organizational capacity, with VNHS itself having 100 staff. VNHS was founded in 1984 and is currently led by an all-Indigenous board of directors. VNHS has experience operating units with a range of rental frameworks, and has collaborated with municipalities and community partners to deliver affordable housing targeted to Indigenous and non-Indigenous populations.
- *Value Added Offerings:* The project proposed by VNHS and its partners would support the City's actions on Truth and Reconciliation, notably by providing access to safe, adequate, affordable, and secure housing to urban Indigenous seniors, in addition to non-Indigenous seniors. In addition, this project would increase the visibility of Indigenous peoples in Burnaby, in addition to supporting employment opportunities for Indigenous individuals through the hiring practices of VNHS.

4.3 Results of Site #3 – Byrnepark

Five submissions were received for Site #3 at 6488 Byrnepark Drive, located in the Edmonds Town Centre. A maximum of 1.9 FAR is permitted for this site, with the anticipated building form being a six-storey apartment. The targeted population group for this site is general.

From the submissions received, **M'akola Housing Society (MHS)** emerged as the successful proponent for this site, based on the following features:

- *Development Concept:* MHS is proposing to construct a six-storey wood-frame building with 204 rental units for low to moderate income Indigenous and non-Indigenous households. A mix of studios, one-bedroom, two-bedroom, and three-bedroom units are proposed, with two- and three-bedroom family-sized units making up 67% of the overall units. 5% of units would be fully accessible, while the remaining units would meet universal barrier-free design to support aging in place. In addition, the development would feature indoor and outdoor amenity spaces for tenants to gather and socialize, including space for families with children. As an Indigenous-serving organization, MHS seeks to primarily serve the City's urban Indigenous population with culturally safe and inclusive housing.
- *Methodology:* Similar to Site #2, the partnership between MHS, VNHS, MDS, TL, and IBI brings together the required resources and expertise to develop and operate this project in the timeline outlined by the RFP. By selecting MHS for this site, this would be an opportunity for a portfolio of two City-owned sites to be provided to an Indigenous-led partnership, advancing the City's actions of Truth and Reconciliation, while further expediting the housing projects under a coordinated approach through the development and construction phases.

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- *Operational Model:* MHS would be the non-profit housing operator of Site #3, delivering affordability to both Indigenous and non-Indigenous individuals and families. MHS proposes to exceed CHF target rents by providing greater affordability for low to moderate income renters by adding a target of 80% of median market rents as an additional affordability category for 15% of the units. Overall, the rent structure would be as follows – 20% shelter rate, 50% rent geared to income, 15% at 80% median market rent, and 15% low and moderate income (based on CMHC average rent). Similar to Site #2, the project would seek CHF capital funding, a minimal operating subsidy under CHF, and additional funding through the *National Housing Co-Investment Fund*. As an Indigenous-serving organization, MHS may further qualify for other BC Housing funding, such as the *Building BC: Indigenous Housing Fund*.
- *Qualifications and Experience:* MHS is the largest Indigenous property manager and social housing developer in British Columbia with over 1,600 units. For the majority of MHS projects, MHS has developed and maintained the buildings, of which some are now almost 20 years old. MHS has experience operating units for BC Housing, as well as selecting tenants through the BC Housing Registry and abiding by various operating agreements.
- *Organizational Capacity:* MHS notes ample organizational capacity to ensure successful delivery of this project from a development, construction, and operational perspective. With over 35 years experience, MHS has a reputation in the community housing sector as a trusted housing provider and strong partner in building and managing affordable housing. In addition to MHS's experience, the larger partnership is well qualified to deliver upon this project.
- *Value Added Offerings:* Similar to Site #2, the main value added offering for this project would be support for the City's actions on Truth and Reconciliation, in addition to increasing the visibility of Indigenous peoples in Burnaby and support employment opportunities for Indigenous individuals. Another value added offering would be the portfolio approach and the potential economies of scales achieved by having one partnership deliver two projects.

4.4 Results of Site #4 – Kingsway

Eight respondents submitted proposals for Site #4, which is located at 7510-7536 Kingsway, 7390-7398 16th Avenue, and 7411 15th Avenue. The site is approximately 48,000 square feet, including the lane closure area, and permits an overall density of 3.15 FAR in a six-storey apartment form. The population group anticipated in this project is general, with a mix of incomes to reflect BC Housing CHF requirements.

From the submissions received, **Catalyst Community Developments Society** (Catalyst) emerged as the successful proponent for this site, based on these distinguishing features:

- *Development Concept:* Catalyst proposes a six-storey, 163-unit mixed-income rental for this site, informed by considerable site analysis and conceptual designs, including the contemplation of the scale of the building in relation to adjacent single-family and multi-family residential buildings. The proposed development includes a mix of studio, one-bedroom, two-bedroom, and three-bedroom units, with 40% of units earmarked for families. This proposed development proposes a lower amount of family-oriented units when compared to other submissions, but the unit mix was determined based on consideration of the location of the site

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on Kingsway, which is not immediately proximate to schools or other family-oriented amenities, and may in fact be better suited for individuals and smaller working households. The project further proposes 20% of units to be wheelchair accessible, high energy efficiency elements, including compliance with BC Energy Step Code 4, and a large indoor and outdoor amenity space.

- *Methodology:* As outlined for Site #1, Catalyst utilizes different teams within its organization to lead different phases of development and provide comprehensive services in-house. Catalyst has also retained Integra Architecture to develop early concept drawings, which has helped to reveal site constraints, neighbourhood context, and the appropriate scale of development.
- *Operational Model:* Catalyst would be the main operator of the development, offering rent levels as per CHF requirements. The proposed project would seek CHF capital funding and preferred financing from CMHC, but Catalyst anticipates minimal need for operating funding from BC Housing. Again, Catalyst has access to “social equity” that can be injected into the project, if needed, to help strengthen the financial viability of the project. Similar to Site #1, the accessible units will be provided to posAbilities to provide housing to people with developmental disabilities.
- *Qualifications and Experience:* In addition to Catalyst’s experience detailed under Site #1, Catalyst has experience working on multiple projects, at similar scales as the partnership sites, in larger municipalities, including for the City of Vancouver via the Vancouver Affordable Housing Agency (VAHA).
- *Organizational Capacity:* Catalyst has an experienced staff team and board of directors with significant real estate development experience. In its detailed timeline, Catalyst confirms that the organization can deliver both partnership sites concurrently, and that additional staff would be retained, if needed, to ensure delivery of the projects in the proposed timeframe.
- *Value Added Offerings:* As mentioned above, Catalyst’s unique ability to access “social equity” allows Catalyst to bridge gaps in the financial feasibility of projects, which provides greater assurance to the delivery of these partnership sites. In addition, similar to the recommendation of granting Site #2 and #3 as a portfolio, the granting of Site #1 and #4 together to Catalyst would encourage economies of scales, in addition to potentially expediting the projects through a coordinated approach.

Notification to RFP Respondents

Upon Council confirmation of the non-profit housing operator for each site, staff recommend notifying all RFP respondents on the status of the selection process. In addition, in light of the rigorous review conducted by City and BC Housing staff, it is recommended that in the event a selected proponent decides not to move forward with this partnership with the City, that staff select the second ranked proponent from this RFP process to minimize any potential delays in applying for senior government funding. Should this situation occur, staff would bring forward a further report informing the selection of the second proponent.

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5.0 NEXT STEPS

Once Council confirms the selection of the successful non-profit housing operators, staff will work with proponents to meet the milestones and timeframe outlined in the RFP to apply for senior government funding and commence site-specific rezoning. As noted previously, this timeline has been amended as a result of the RFP deadline being extended due to COVID-19.

On 2020 May 21, BC Housing announced that a new RFP for *CHF* would begin accepting applications on 2020 May 27. Announced in 2018 as part of the Province's 10-year housing plan, *CHF* is an investment of \$1.9 billion to build more than 14,000 mixed-income rental homes for low- and moderate-income families and individuals in British Columbia. The RFP is open until January 2021; however, organizations with "construction-ready" projects are encouraged to apply early by 2020 September 4. Considering the City's efforts to pre-zone the sites, the City will work with the non-profit housing operators to apply for the earlier deadline.

6.0 CONCLUSION

The RFP process confirmed significant interest in the development and operation of non-market housing in Burnaby. The City, in consultation with BC Housing, issued a competitive RFP process with the aim to receive submissions that demonstrate the respondent's ability to deliver non-market projects in an expedited timeframe, in addition to the expertise in successfully operating affordable housing units for low- and moderate-income households. Based on the rigorous review of the submissions received against established evaluation criteria outlined in the RFP, staff have brought forward a suitable proponent for each City-owned site who is believed to have the experience, qualifications, organizational capacity, and partnerships in place to meet the City's goals of developing new non-market units in partnership with senior government and community housing sector under an expedited timeframe. Council is requested to approve the selection of the non-profit operators, and that the non-profit operators and BC Housing be notified accordingly.



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