



Burnaby Housing Authority

What We Heard Report

Executive Summary

Overview

The City of Burnaby is proposing to create a municipal housing corporation as a new approach to increase housing diversity and affordability in Burnaby.

This corporation, named the Burnaby Housing Authority (BHA), would give the City the ability to streamline decision-making and project development processes, accelerate housing projects, and capitalize on opportunities. It would also act as a centralized hub to develop and manage non-market housing for public benefit and contribute to the larger housing ecosystem through collaboration and partnerships. The affordability and tenure focus on the BHA would include:

- non-market rental units;
- non-market ownership units; and
- market rental units.

Over the course of summer 2023, key stakeholders, community groups, service providers, developers, the public, and City staff and representatives from CUPE 23 were engaged to gather input on key elements of the Burnaby Housing Authority, including scope, model, market, and operations.

The engagement approach was designed to achieve the following objectives:

1. To provide education about current housing challenges and the need for bold, nimble, and innovative solutions.
2. To introduce the concept of the BHA and obtain feedback for consideration related to key elements such as structure, governance, mandate, scope, tools, partnerships, and more.

Key Insights

Key insights emerged across all engagement sessions in terms of how the Burnaby Housing Authority should approach its mandate. They are:

1. **Work collaboratively, not in competition.**

Competition was one of the most common concerns for participants in the engagement sessions. They highlighted the need for the BHA to work with and support existing initiatives and development that is already underway. Service providers and developers suggested areas of the development and housing operations process where an entity such as a BHA could be highly beneficial, if deployed thoughtfully.

Engagement Approach

From August 1 to 24, 2023, a series of in-person and virtual engagement sessions were held, supplemented with one-on-one interviews with representatives from the following groups:

- Private Sector Developers
- Non-Profit Housing Providers
- Non-Profit Service Providers
- Urban Indigenous Organizations
- Other Key Stakeholders
- General Public

2. Reduce red tape and streamline funding.

All groups expressed frustration with the existing processes for funding, development approvals, and Request for Proposals (RFPs) to select partners. One of the primary concerns was that the BHA would add further layers of bureaucracy in building and operating new developments. Many participants felt that this could be an opportunity for the BHA to reduce red tape and serve as a bridge for funding streams provided by other levels of government to expedite new development.

3. Address needs along the housing continuum.

Several key market segments in need of housing were identified by each group, but service providers and stakeholders emphasized the growing need across the housing spectrum, from shelter rate housing up to below-market rental and ownership. Participants highlighted the necessity of tailoring development to meet the unique needs of a broad range of groups in need of affordable housing.

4. Ensure the Board for the BHA includes diverse representation from the housing sector.

The governance of the Burnaby Housing Authority was a major topic of discussion throughout the engagement. Although there were some conflicting perspectives on who should be represented on the Board and how members should be selected, all groups that were engaged shared the belief that the Board should have diverse representation, independence from City Council, and should be selected in a way that mitigates bias or potential conflicts of interest.

Contents

Executive Summary	2
Background	5
Engagement Approach	6
What We Heard	8
Key Insights	8
Challenges	9
Opportunities	10
Governance.....	11
Target Markets	12
Mandate	16
Partnerships	17
Next Steps	19
Appendices.....	20
Appendix A: Stakeholder Participants	21
Appendix B: Developer Engagement Session Summary	22
Appendix C: Service Provider Engagement Session Summary.....	26
Appendix D: Mixed Stakeholder Engagement Session Summary.....	34
Appendix E: Public Engagement Session Summary	38
Appendix F: Staff Engagement Session Summary	43

Background

Affordability is the most significant housing challenge in Burnaby. According to the City's 2021 Housing Needs Report, nearly 20% of Burnaby households are experiencing core housing need, meaning they live in dwellings considered unsuitable, inadequate, or unaffordable and cannot afford any available alternatives in the City.

Additionally, Burnaby's primary rental vacancy rate has declined significantly in recent years. As of 2019, rental vacancy rates ranged between 1.3% to 1.7% depending on the size of the unit. A healthy rental vacancy rate is generally considered to be between 3% and 5%.

The City of Burnaby is proposing to create a municipal housing corporation to help increase housing diversity and affordability in Burnaby. This corporation, named the Burnaby Housing Authority (BHA), would give the City the ability to:

- Streamline decision-making and project development processes;
- Accelerate housing projects and capitalize on opportunities;
- Act as a centralized hub to develop and manage non-market housing for public benefit; and
- Contribute to the larger housing ecosystem through collaboration, not competition.

The Burnaby Housing Authority will help achieve Burnaby's vision of being a place where everyone can find a home, afford a home, and feel at home.

Engagement Approach

Over the course of summer 2023, key stakeholders, community groups, service providers, developers, the public, and City staff and union were engaged to gather input on key elements of the Burnaby Housing Authority, including scope, model, market, operations, and opportunities for partnerships and collaboration.

Engagement Objectives

The engagement approach was designed to achieve the following objectives:

1. To provide education about current housing challenges and the need for bold, nimble, and innovative solutions.
2. To introduce the concept of the BHA and obtain feedback for consideration related to key elements such as structure, governance, mandate, scope, tools, and more.

Who We Heard From

Targeted engagement was undertaken to reach and gather input from the following groups.

A full list of organizations that participated in the engagement sessions is included in **Appendix A**.

- City of Burnaby staff
- Canadian Union of Public Employees (CUPE) Local 23
- Private Sector Developers
- Non-Profit Housing Providers & Landlords
- Urban Indigenous Organizations
- General Public
- Metro Vancouver communities
- Housing Funders
- Service Providers

How We Engaged

Engagement took place through a series of stakeholder workshops, which were supplemented by one-on-one interviews. Opportunities to participate in engagement were promoted in various ways:

- Workshop invitations for developers, service providers, and funders were sent via email. Those who could not attend a group session were invited to engage in one-on-one interviews if preferred.
- The public was invited to attend the virtual information session through news media, social media, the City's website (project page and latest news), the BurnabyConnect App, and the City Connect eNewsletter. Advertisements were also purchased in the local Burnaby Now news publication.
- Engagement opportunities for City staff and union employees were sent through direct internal email invites and internal staff newsletter (StaffConnect).

Across all the engagement sessions, the following high-level questions were asked:

- What do you think of this idea?
- What types of development opportunities do you see for the Burnaby Housing Authority?
- Which segment of the market would be most appropriate for the BHA to focus?
- What type of collaboration would you like to see with the BHA?
- What types of things should the City be thinking about as it relates to collaboration and joint ventures?
- What would get in the way of meaningful collaboration?

Stakeholder Workshops

A series of meeting and workshops were held to gather feedback from specific groups:

- July 20, 2023: CUPE Local 23
- August 1, 2023: Urban Indigenous Organizations
- August 1, 2023: Developers and Private Housing Operators (e.g. landlords)
- August 2, 2023: Non-Profit Housing Operators, Service Providers and Funders
- August 15, 2023: General Public
- August 16, 2023: Community Organizations (session was attended by the groups listed above who were invited to the sessions on August 1st and 2nd)
- August 23, 2023: City Staff
- August 24, 2023: City Staff

One-on-one Interviews

One-on-one interviews were held with stakeholders and interested parties who were not able to attend an in-person or virtual session. In total, three individuals were interviewed.

What We Heard

The feedback gathered through the sessions with each group and one-on-one interviews have been summarized into key elements for consideration in the establishment of the Burnaby Housing Authority:

- Challenges
- Opportunities
- Governance
- Target Markets
- Mandate
- Partnerships

These high-level themes that emerged from each of the audiences engaged have been included in each category to allow for comparison and contrast between the various perspectives and considerations related to the Burnaby Housing Authority.

Summaries of each of the engagement sessions with detailed comments related to each of the themes identified below are included in **Appendices B, C, D, E and F**.

Key Insights

Across all engagement sessions and from every engaged group, several key topics of interest emerged with high-level recommendations for the Burnaby Housing Authority:

1. **Work collaboratively, not in competition.**

Competition was one of the most common concerns for participants in the engagement sessions. They highlighted the need for the BHA to work with and support existing initiatives and development that is already underway. Service providers and developers suggested areas of the development and housing operations process where an entity such as a BHA could be highly beneficial, if deployed thoughtfully.

2. **Reduce red tape and streamline funding.**

All groups expressed frustration with the existing processes for funding, development approvals, and Request for Proposals (RFPs) to select partners. One of the primary concerns was that the BHA would add further layers of bureaucracy in building and operating new developments. Many participants felt that this could be an opportunity for the BHA to reduce red tape and serve as a bridge for funding streams provided by other levels of government to expedite new development.

3. **Address needs along the housing continuum.**

Several key market segments in need of housing were identified by each group, but service providers and stakeholders emphasized the growing need across the housing

spectrum, from shelter rate housing up to below-market rental and ownership. Participants highlighted the necessity of tailoring development to meet the unique needs of a broad range of groups in need of affordable housing.

4. Ensure the board includes diverse representation from the housing sector.

The governance of the Burnaby Housing Authority was a major topic of discussion throughout the engagement. Although there were some conflicting perspectives on who should be represented on the Board and how members should be selected, all groups that were engaged shared the belief that the Board should have diverse representation, independence from City Council, and should be selected in a way that mitigates bias or potential conflicts of interest.

Challenges

The primary challenges facing the Burnaby Housing Authority were identified as:

- **Competition**
 - Non-profit service providers expressed that the BHA is at risk of operating in competition to their existing operations. Particular concerns included competing for the same funding from other levels of government and taking on roles that service providers already do well, including development and operations of non-market housing.
 - Many comments emphasized the need for the BHA to act in a facilitator and supporter role in the community rather than competing as an operator of affordable housing.
- **Duplication of Efforts**
 - Developers, service providers and Urban Indigenous organizations raised concerns that the BHA would be a duplication of existing work in the community, and suggested care be taken in the strategy planning process to prevent this from happening.
 - Some participants thought that rather than developing a new municipal corporation, resources would be better allocated to supporting projects that are already underway and streamlining the development approval process for all non-market housing.
- **Bureaucracy**
 - Many participants, particularly service providers and developers, identified existing City bureaucracy as a challenge to achieving development approvals and building projects efficiently.
 - As a City corporation, many participants felt that although the BHA will operate independently, there will still be bureaucratic influences that will impact the ability to operate nimbly and respond to needs quickly.

- **Increasing Demand**
 - Service providers indicated that the demand for affordable housing has grown significantly in recent years, and that housing along the entire spectrum is greatly needed.
 - Discussion in the public session pointed out that a lack of updated statistics related to need and demand for affordable housing makes it difficult to understand the scale of development the BHA will need to undertake.
 - Some of the key stakeholder organizations also expressed concern that during the time it will take to establish the BHA, demand will have grown even more.
- **Community Acceptance**
 - Service providers reported high levels of NIMBYism in Burnaby, which has made it challenging to find suitable locations for affordable housing and integrate into the community.

Opportunities

Potential opportunities that the Burnaby Housing Authority could explore, as identified by participants in the engagement sessions, included:

- **Exploring Innovative and Flexible Housing Models**
 - The BHA could pilot new policies or building models to test the feasibility for non-profit and private developers. For example, when the Leadership in Energy and Environmental Design (LEED) framework for construction of new buildings was first introduced, it was piloted by the public sector then adopted by the private sector.
 - Explore opportunities to partner with property owners developing new housing forms such as laneway housing. The BHA could serve as a property manager to take the burden of tenant management away from property owners.
 - Develop a more flexible model for market ownership to allow tenants to move along the continuum within the neighbourhood they live in.
- **Providing Wraparound Supports**
 - Providing wraparound supports, services and amenities is crucial for people in vulnerable circumstances. Key supports include: mental health and addiction services, domestic violence counselling, trauma-informed services, welcome centres, childcare, and cultural supports.
- **Supporting Mixed-Use Development**
 - Support development on top or adjacent to existing municipal properties such as schools, fire halls, libraries, and recreation centres.

- This approach would help integrate housing into community services, providing residents with access to amenities and improving safety.
- Creating entrepreneurial opportunities for marginalized communities in BHA properties would also support integration into the community and social cohesion.
- **Facilitating Social Impact Investing**
 - There are philanthropists with trusts that are looking to invest in non-market rental housing and have minimal expectation on return. The BHA could act as a bridge between these trusts and development opportunities.
- **Entering Joint Ventures**
 - Service providers are more interested in entering into joint ventures or agreements with equity positions, rather than operating units that are developed and owned by the BHA.

Governance

The composition of the Board of Directors and how Board members are going to be selected was a common discussion topic across all engagement sessions. The most common feedback from each group included:

Developers	<ul style="list-style-type: none"> ● The private sector may not apply to be on the Board if they think they will be outvoted every time. ● The BHA will not be truly independent if the board is populated by City Council and staff. ● Having Councillors on the board may offer important learning to those members about the development process, which will then inform their approach and work as a Councillor as it relates to development.
Non-Profit Service Providers	<ul style="list-style-type: none"> ● The board should be community governed. ● The board should be de-politicized to avoid influence of NIMBYism. ● The BHA will need to establish a framework, length of terms, and mandate to see progress over time.

<p>Key Stakeholders</p> <p>(Including representatives from healthcare providers, provincial and other municipal governments, Simon Fraser University, and additional developers and non-profits)</p>	<ul style="list-style-type: none"> • The board needs to be diverse, with people who understand development, non-profit politics, and social services. • It should also include representation from a number of sectors and people living in the housing market. • Having Councillors on the Board of Directors will help provide them with more education on the importance of development and help influence policy decisions. • There should be no more than 4 to 5 Councillors on the Board.
<p>General Public</p>	<ul style="list-style-type: none"> • Taxpayers need to be reassured that there won't be collusion or favoritism between City Council and development companies. • Developers on the board should be disqualified from developing housing in Burnaby during their tenure to avoid conflicts of interest. • The Board should be semi-autonomous, not completely autonomous, and report regularly to the City of Burnaby.
<p>Staff</p>	<ul style="list-style-type: none"> • It's not common for a housing authority to have Council or City staff make up the majority of board members. • As the sole shareholder, the City will already have some control over the BHA but it needs to be a suitable level so the BHA can focus on its mandate. • A potential approach could be to have voting members and non-voting members on the board, so the City could be at the table but voting members would have autonomy. • The Board Terms of Reference could also outline which decisions can only be made by Council.

Target Markets

The key takeaway from all discussions related to key market segments in need of affordable housing was that there is growing need across all income levels and groups. Service providers stressed the need for the Burnaby Housing Authority to support development along the housing continuum to serve different needs.

The primary markets in need of affordable housing are identified below, including any key considerations that were identified in each engagement session. **Table A** shows a breakdown of which stakeholders identified each group as key areas to focus on in the engagement sessions.

- **Seniors**
 - *Developers:* Developers stated that seniors would be a more palatable clientele for non-market housing integrated within market units, and developing units for seniors may alleviate other bottlenecks in the system. Some participants also noted that there's a gap between affordable housing and assisted living since many people that can't take care of themselves can't afford to live in a care home.
 - *Other Stakeholders:* Some stakeholder organizations noted that seniors tend to be more isolated and at higher risk of losing their housing as they are often on restricted incomes.
- **Women and Children**
 - *Service Providers:* Several service providers shared examples of women with children trying to escape violence at home who have been unable to find suitable affordable housing units, since many are studio or one-bedroom units.
- **People with Disabilities**
- **Workforce Housing**
 - *Service Providers:* if non-profit services providers could provide housing for staff it would help address recruitment issues.
- **Unsheltered Community**
 - *Urban Indigenous:* Urban Indigenous organizations highlighted the unique support needs of people who were living on the street and in the process of moving from camps to shelters.
- **Newcomers**
 - *Service Providers:* Service providers noted that newcomers to Burnaby often live in significantly overcrowded housing and need a high level of support within the first few weeks of arriving. Additionally, newcomers often have large families with several children, which makes it difficult to find units with enough bedrooms for the entire family.
- **Large Families**
 - *Service Providers:* Service providers have found that families who need affordable housing are having difficulty finding places to live, especially homes with access to schools.
 - *Urban Indigenous:* Family dynamics and cultural values for Indigenous families are not always accommodated in affordable housing. It's common for children to live with their grandparents, and there's a lack of larger units available for families.

- **Youth Aging out of Care**
 - *Service Providers:* Youth aging out of care need unique supports, especially transgender and gender diverse youth, who are at higher risk.
- **Students**
 - *Stakeholders:* There's a high need amongst students for affordable housing, especially those from outside the Lower Mainland.
- **Single People**
 - *Stakeholders:* People who are single and have moderate incomes don't have access to subsidy supports but are still in significant need, especially as cost-of-living increases.
- **Hidden Homeless**
 - *Urban Indigenous:* It's difficult to estimate the level of hidden homeless who couch surf and don't access any services or supports. The only way to identify these individuals is by leveraging the community's internal networks.

Table A: Matrix of market segments identified by each stakeholder group

	Urban Indigenous Organizations	Non-Profit Service Providers	General Public	Developers	Stakeholders
Seniors				X	X
Women and Children					
People with Disabilities		X			
Workforce Housing		X			
Unsheltered Community	X	X			
Newcomers		X			
Large families	X	X	X		X
Youth aging out of care		X			
Workforce			X		X
Students					X
Single People					X
Hidden Homeless	X				

Mandate

In each engagement session, participants suggested various priorities and areas of focus for the Burnaby Housing Authority.

The primary areas that stakeholders and organizations felt would be valuable to include in the Burnaby Housing Authority's mandate include:

Developers

- **Speed up** approvals processes for development projects.
- Update **building codes** to support innovation and speed up development, such as including modular housing.
- Clarify **inclusionary zoning requirements**, including exploring opportunities for the BHA to manage inclusionary rental units.
- **Accelerate** a wider variety of housing.
- Review the **Tenant Assistance Policy** to ensure that people who are most at need have access to new units by introducing income testing.
- **Pilot new approaches** to test the feasibility for other developers.
- Serve as a **vehicle for investment** into new rental development, with the ability to own the asset once completed.
- Serve as a **bridge for funding streams** between BC Housing, the federal government, and the City of Burnaby.
- Act in an **interim lending** role to cover early costs before development financing is in place.

Urban Indigenous Organizations

- Manage **market level units** to subsidize more affordable housing units.
- Improve **speed and efficiency** of development approvals through pre-zoning land, expediting permitting processes, and reducing costs.
- Foster a **relationship-based approach** rather than the typical government institutional approach.

Non-Profit Service Providers

- Expedite **funding** and **approvals** for housing and operating agreements.
- Strategically **acquire land** based on long-term planning and development.
- Provide development support to non-profits, including navigating zoning bylaw requirements.

- Offer **developmental grants and capacity funding** to support collaboration and innovation.
- Act as a facilitator by **investing in gaps** that currently make developments unfeasible.
- Serve in an **advocacy role** to shift the narrative and combat stigmas about affordable housing within Burnaby.

Stakeholders

- Support **community integration** of affordable housing by creating entrepreneurial opportunities and incentives for marginalized groups.
- Convert **underutilized properties and assets** such as office spaces, retail properties, underdeveloped land, and brownfield into housing.
- **Purchase and protect land** in key areas for future development.

Staff

- **Build supportive housing** and **partner with non-profits** and health authorities to operate the units.
- **Take over management of City services** that would be better suited to the BHA through a partnership agreement.

Partnerships

With collaboration being a key focus for the Burnaby Housing Authority, participants in the engagement sessions were asked to provide their opinions on what organizations and agencies would be important partners, how the Burnaby Housing Authority could collaborate with them, and what may prevent effective collaboration.

Areas for Collaboration

- **Land acquisition:** the Burnaby Housing Authority could purchase land and lease it to non-profits, which would speed projects up significantly, especially for co-operative housing.
- **Streamlining approvals:** serve as a bridge between the City of Burnaby and non-profit developers to streamline approvals.
- **Streamlining funding:** assist in accessing funding from multiple sources from the start to the end of projects, including working with BC Housing and CMHC to reduce conflicting funding requirements (this comment was heard from both development sector and non-profit housing sector).
- **Facilitate matchmaking:** match service providers with the interest and capacity to manage inclusionary housing built by developers with suitable units.

- **Consult non-profits early:** early and upfront consultation can prevent delays in the process and help foster knowledge and expertise sharing related to developing units that meet client needs.
- **Connect developers and non-profit operators:** bridge the gap between developers and non-profit operators to increase non-profit operation of non-market units in new developments.
- **Integrate with City processes:** find synergies and efficiencies within City departments to expedite projects and ensure efficient project delivery.

Barriers to Collaboration

- **Lack of relationships with Indigenous Nations:** historically, there haven't been strong connections between service providers and land-based nations, leading to gaps in the system.
- **RFP requirements:** the structure of RFPs has fostered competition in the non-profit sector and created additional strain on organizations with limited capacity to respond.
- **Competition:** competition between the Burnaby Housing Authority and the non-profit sector could drive service providers to other communities.
- **Political direction:** change in political will has impacted the progress of other affordable housing projects, and future City direction may impact relationships with developers and operators.
- **Government requirements:** affordable housing projects require funding from all levels of government, which often have conflicting requirements and processes.
- **Limited timelines:** addressing the need for affordable housing requires a long-term initiative. Short term expectations will prevent the effectiveness of the Burnaby Housing Authority.

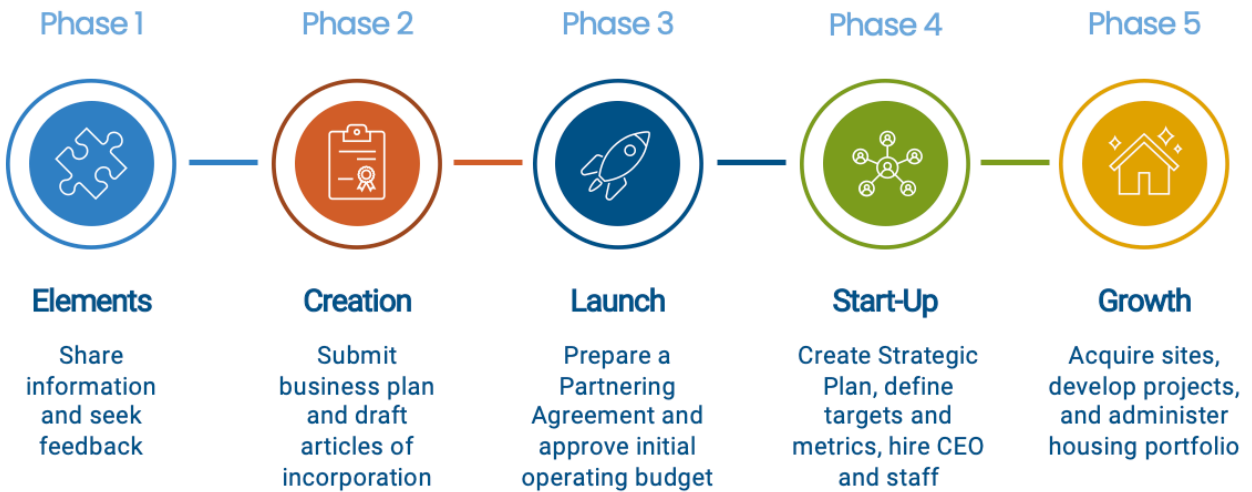
Key Partners

Stakeholders in the engagement sessions identified the following groups as important partners for the Burnaby Housing Authority:

- BC Housing
- Canadian Mortgage and Housing Corporation
- Developers
- Non-Profit Service Providers
- Resident Associations
- Health Authorities
- Media
- Post-Secondary Institutions
- School Districts
- First Nation Housing Authorities
- Accessibility Consultants
- Community Groups
- Ridesharing and bikesharing companies
- Utility Providers

Next Steps

Five phases are contemplated as the City moves forward with establishing the Burnaby Housing Authority. The City of Burnaby will present the results of the engagement to Council in fall 2023, which will close out the activities of Phase 1. Phases 2 and 3 are anticipated to occur in late fall with movement towards hiring and establishing the strategic direction for the corporation in the early parts of 2024.



Appendices

Appendix A: Stakeholder Participants

Developers	
<ul style="list-style-type: none"> • Anthem Properties • Belford Properties • Co:Here Developments Society • Keltic Development • Sandhill Development Ltd • Solterra Development • Small Housing BC • Starlight Investment 	
Urban Indigenous Organizations	
<ul style="list-style-type: none"> • Aboriginal Housing Management Association • Luna Housing 	
Non-Profit Service Providers and other Stakeholder Organizations	
<ul style="list-style-type: none"> • Burnaby Association for Community Inclusion • BCIT Student Association • BC Non-Profit Housing Association • Burnaby Board of Trade • Burnaby Primary Care Networks/ Burnaby Division of Family Practice • Burnaby Rent Bank • Burnaby Neighbourhood House • Canada Mortgage and Housing Corporation • Charlford House Society for Woman • Citi Trust • Community Living Society • Dixon Transition Society • Durable Solutions • Elizabeth Fry Society of Greater Vancouver • Field & Marten Associates • Fraser Burnaby Population and Public Health • Fraser Health - Toxic Drug Response and Priority Populations 	<ul style="list-style-type: none"> • George Derby Care Society/Derby Manor Independent Living • Habitat for Humanity Greater Vancouver • Landlord BC • Lookout Housing + Health Society • Metro Vancouver • Ministry of Housing • MOSAIC • New Vista Society • Progressive Housing Society • Salvation Army • Seton Villa Retirement Centre • S.U.C.C.E.S.S. • Simon Fraser University • Society to End Homelessness in Burnaby • S.U.C.C.E.S.S • The Geller Group • Tikva Housing Society • YWCA Vancouver

Appendix B: Developer Engagement Session Summary

Challenges

Redundancy

- The BHA business model of building market rental housing sounds redundant to what developers do already
- It may be more effective to work with developers to bring affordable rental housing to market faster.

Opportunities

Need for Investment

- BHA could act as a vehicle for investment into rentals the private sector is delivering and own the asset at the end

Governance

Board Composition

- The private sector may not apply if they think they will be outvoted every time
- The BHA will not be truly independent if the board is populated by City Council and staff
- Having Councillors on the board may give BHA the opportunity to dive more into the details of the project with Councillors before going to public hearings

Target Market

Seniors

- Seniors would be a more palatable clientele for market units
- Development for seniors would free up bottlenecks
- There's a gap between affordable housing and assisted living; many people who can't take care of themselves can't afford to live in a care home

Mandate

Financing

- Debt to coverage ratio and debt value ratio has increased so much that the loan to value ratio isn't evening out
- The gap has to be filled on the equity side; money or land from the City of Burnaby could be used to invest in the start-up costs of a project

Bridge Funding Streams

- Use the BHA as a vehicle for investment into rentals with the potential to own the asset at the end
- Getting financing from the government is difficult because requirements for BC Housing and CHMC contradict

Interim Lending

- Perhaps the BHA could act as an interim lender prior to the provincial government stepping in
- Funding may not dictate developers moving forward, but could impact non-profits
- If developers are looking to offload or sell to non-profits, access to cash could be important
- Could BHA have a fund that acts as an internal lender to fund smaller projects similar to CMHC? Lend at a discounted rate
- Could model Preliminary Development Funding (PDF) from BC Housing where the money is a grant to fund early costs before development financing is in place

Land Acquisition

- Use rental protection fund from province to acquire lands
- Developers could buy more density at higher rates with cheaper land and then use that money to fund the BHA (e.g., density bank)
- Land banking in strategic areas, such as near transit stations

Government Funding

- BC Housing and CMHC could funnel funding to the BHA to avoid tension between requirements from each entity
- There would need to be a set of requirements that satisfy both BC Housing and CMHC

Social Impact Investing

- Philanthropists form trusts and some are looking to invest in non-market rental housing. These are for-profit but have minimal expectation on returns
- The City is the sole shareholder but there could be a vehicle for investment through a separate fund
- Setting an exit time of 5 years to get paid out is when some housing is sold or refinanced. Rents will always increase, which could be a 2-3% return.

Reallocate/Reprioritize Allocation

- The Province has \$20M protection, which could be used to fix buildings up and house people not in the spectrum

Structure

Authority

- The BHA will need to have the authority to approve decisions and operate autonomously

Entrepreneurial Mindset

- BHA needs to operate with an entrepreneurial mindset and not follow government processes

Partnerships

Collaboration

- Partnership with developers: developers build on land BHA owns, BHA operates
- If the BHA is successful and the demand for housing is being met, the 20% requirement under the City's Rental Use Zoning Policy should be changed
- Joint ventures would be an opportunity to build strata and use the money to increase the below market units in the BHA portion of the building

Rental Taxes

- The BHA could lobby the federal government to get rid of GST because it doesn't make sense when building rental housing and losing thousands

Rent to Own

- People tend to get stuck in subsidized housing. The BHA could explore a rent to own model to help people move through the BC Housing rental portfolio.
- Private developers can't offer a gradual moving up scheme through their building portfolio

Pilot New Approaches

- The BHA could be used to pilot new policies or building models to test the feasibility
- For example, LEED building system was piloted by public sector in Metro Vancouver
- Allowed construction companies and organizations to become familiar with the standard and provided case studies

Barriers to Collaboration

Delays in Approvals

- Financing charges developers daily, so speed is an important factor in cost
- Could BHA play a role in fast-tracking projects, such as supporting developers in Council or creating an expedited program

Outdated Building Codes

- Building codes haven't caught up to more innovative housing forms, such as modular housing
- Mass timber
- Prefabrication
- There could be pre-approved designs for smaller housing or missing middle housing with 4-8 units

Unclear Zoning Requirements

- For most developers, to meet the City's inclusionary zoning requirements, they will use air space parcel or a separate building to meet the 20% obligation
- Who will own air space – BHA?

Subsidy Requirements

- Deep subsidy housing could be an issue because it's not in the for-profit developers best interest to put a deep subsidy into luxury condos
- Lots of developers will meet the CMHC requirements by definition and have talked to non-profits about whatever they build that has a deep discount subsidized by BC Housing
- Another example would be to have a City housing grant fund for inclusionary or rental replacement units

Density Discounts

- The Vancouver affordable housing agency provides discounts against amenity contributions
- There is awkwardness between the City purchasing units if they give a density discount bonus to developers
- The bonus may not be an issue if you are solving the issue and building the housing that's needed

Programs that don't serve people most in need

- There are lots of people getting help who don't need it
- Lots of people wouldn't even qualify for the replacement housing they get
- There's no income testing in the rental replacement program, its only income tested if it's an inclusionary unit
- This means that people in the community who need those units more can't get in

Appendix C: Service Provider Engagement Session Summary

Level of Support

- This initiative is overdue
- It seems like a solution to fill in the gaps in housing
- Local government needs to move housing strategy forward

Challenges

Shortage of Industrial Lands

Increasing Demand

- Demand has increased since the COVID-19 pandemic began
- Transition homes and second stage housing is key
- A mix of housing under current rents at the income assistance level is important
- Higher market rent is needed to make up deep subsidies
- Vulnerable people need housing but also need acceptance in the community
- Stigma and NIMBYism against vulnerable people can be a challenge in housing development

Community Connection

- Burnaby has the lowest social connectiveness in the Fraser Health Authority region
- High-rises may not help build connectiveness
- New housing development should be built at a scale for connection

Issues in the Approval Processes

- Some housing locations shouldn't be publicized, for example, transition shelters for people who have experienced domestic violence, but the development process can unintentionally publicize development locations.

Opportunities

Streamline Funding

- BHA could play a role in leveraging resources from BC Housing and the federal government
- Serve as an incubator for non-profit developments; clear roadblocks, facilitate agreements, invest in projects to make them more attractive

Public Transit

- SkyTrain expansion will require adequate density along the route
- The BHA could invest in land along the future route for future development as demand increases

Housing Forms

- The common approach is to build high-rises, but many clients feel claustrophobic in that environment
- Buildings need to be designed with big open outdoor spaces to meet client needs
- Buildings need to be accessible or disability friendly
- National occupancy standards can be limiting; some families need to be able to put more than two children in a bedroom
- Focus on different needs for long-term housing with little resident turnover vs short-term housing for populations with increased turnover such as students

Mixed Use Development

- Building on top of municipal properties such as schools and fire halls have been very successful
- Integrating housing into community services such as daycares and recreation centres provides residents with access to amenities, services and transit
- Calls to police have gone down in housing integrated with other services
- Connect or add on to other facilities that are currently being built, such as libraries, fire halls, City Hall.

Flexibility

- People shouldn't be penalized for improving their economic situation; there should be flexibility to stay in their building or unit
- A model could allow for market ownership within other parts of the model to allow for families to move without having to change schools
- Allow for people to move along the continuum within a neighbourhood
- Build in mentorship and stewardship of tenure

Social Purpose Housing

- It is difficult to get funding for treatment centre
- Building from a social purpose housing perspective helps develop sober living housing and second stage housing
- Partnerships with settlement service organizations could provide wraparound services such as education, employment, writing and language training

- Partnerships with health authorities could also provide services at offices or on site

Governance

- Board should be community governed
- De-politicize the board to avoid influence of NIMBYism
- Establish a framework, length of terms, and mandate to see progress over time

Target Market

- Newcomer families
- Street-entrenched population
- Women and children
 - Women and children escaping violence need suitable units to live in, not just one bed or bachelor units
- Employee Recruitment
 - Providing housing for staff could make it easier for non-profits to recruit
- Women and Children Fleeing Violence
- People with Disabilities
- Workforce Housing
- Unsheltered Community
- Newcomers
 - Often live in significantly overcrowded housing
 - Need a lot of housing within the first few weeks of arriving
 - Have larger families, often larger than 5 people
- Families with multiple children
 - Families are finding it difficult to find places to live
 - They stay in a location where they don't have to move for schools
- Youth Aging out of Care
 - Trans and gender diverse youth are especially at risk

Mandate

Expedited Funding

- To meet demand there needs to be expedited funding and approvals for housing agreements and operating agreements

Land Acquisition

- Be strategic with what land is purchased and how it may be used in the future
- Purchase land around future SkyTrain development since it increases land costs and reduces affordability
- Early and ongoing land acquisition

Zoning Bylaw

- The BHA could play a role in providing development support and assistance navigating bylaws to non-profits

Funding

- Provide developmental grants and capacity funding to support collaboration and innovation
- Provide pre-planning funds and in house expertise to support development projects for priority populations
- BHA could act as a facilitator to build more units; by investing to fill in gaps that currently make developments unfeasible

Education

- Educate housing providers about what the BHA is looking for in applications and proposals

Establish Processes

- Transparent processes for how partnerships are created
- Develop a pre-approved list of vendors that can work collaboratively to determine which type of projects make sense for the particular type of development

Reduce Red Tape

- Navigate the bureaucratic City process
- Have a specialized team at the City who can work with the BHA and non-profits to expedite developments and create supportive policy. For example, the density bonusing project for single women and children that only created bachelor/one bedroom units.
- If the BHA creates more red tape for non-profits, they will leave Burnaby and focus their resources in other Metro Vancouver municipalities
- There are significant delays within the City's current processes

Advocacy

- Shift the narrative within the City on behalf of the broader non-profit sector
- Manage public communications and engagement

Structure

Equity Positions/Joint Ventures

- Service providers are not interested in operating units developed and owned by the BHA
- The operations role would require equity positions in the units for the non-profits
- A good auditing system within the BHA will help ensure the right people are in the right units and combat abuse of affordable rental units
- Establish an income and property verification process prior to entering the units
- Outline expectations of tenants in the units ahead of time
- Establish reasonable income limits, don't make the regulations so restrictive that families are forced to move frequently

Partnerships

Collaboration between Service Providers and Developers

- The Burnaby Housing Authority could explore how to foster partnerships between housing providers, settlement organizations and developers

Developers

- Developers could provide units to non-profits, but non-profits need to build capacity as well
- BHA could expedite development approvals

Wraparound Supports

- Provide key services, supports and amenities nearby for people in vulnerable circumstances:
 - Mental Health support
 - Addictions
 - Domestic violence counselling
 - Trauma-informed services
 - Welcome centres for immigrants and refugees
 - Daycares

- Daytime shelters

Resident Associations

- There is significant NIMBYism in Burnaby
- Housing providers need to ensure units are spread around Burnaby
- Partnerships could help address community resistance to new affordable housing types

Fraser Health Authority

- Has more influence and a larger platform

Media

- Media could help address NIMBYism by supporting anti-stigma campaigns

City of Burnaby

- Funding, operating subsidy generated by market rent
- Land swapping, City can sit on land longer than a non-profit

Non-Profits

- Work with non-profits who have land but isn't in an ideal location

First Nation Housing Authorities

Post-Secondary Institutions

- Provide off-campus housing
- They have a limitation on how much debt they can take on and limits on available land

School District

- Address capacity challenges within the school system
- Attach schools to developments

Alternative or New Housing Type Property Owners

- Individual landlords with laneway housing rentals or other rental properties don't want to manage the rentals, so the BHA could be the tenure manager with agreement

Sharing Economy

- Partnerships with ridesharing and bike sharing groups to provide services

Utility Providers

- Enerpro to monitor usage of energy and water in the buildings to manage operating costs

- Group rates with internet providers to help with affordability, or provide free Wi-Fi in the building

Barriers to Collaboration

RFP Process

- RFP process creates competition amongst the non-profit sector
- RFPs should be structured in a way that fosters competition
- Set reasonable timelines for non-profits to respond
- Build in preliminary discussions that foster collaboration
- Transparency with funding and budgets
- Reasonable expectations about non-profit capacity in terms of developing proposals
- Avoid pitting large organizations against small organizations
- RFPs need to include an equity position for non-profits
- Burnaby's current approach to RFPs makes it difficult to get funding from senior levels of government, because City lands contributed to projects are subject to rezoning, which creates uncertainty

Competition

- The Housing Authority should not compete with the non-profit sector
- The focus should be land acquisition and facilitation of approvals and funding.

Social Acceptance

- Resistance from community can pose a challenge to development
- Units need to be distributed throughout the community and still be near transit/amenities
- Proactive approaches should be taken to help prevent community backlash on affordable housing, such as public education and pre-zoning

Timelines

- A short-term initiative will not be helpful
- There needs to be a 50-year mandate

Political Will

- Change in political will has impacted the progress of other affordable housing projects
- Removing barriers to get projects through the system faster would help

Bureaucracy

- Projects require funding from all three levels of government, which adds requirements and time
- Approvals within the City run into challenges with internal conflict between departments

Appendix D: Mixed Stakeholder Engagement Session Summary

Level of Support

Purpose

- There needs to be a clear purpose for the BHA
- Be clear about the gaps that need to be filled

Challenges

Competition

- Surrey's development corporation was restricted because it was competing too much
- BHA should facilitate non-profits to build or provide housing rather than competing with them
- The BHA has the potential to knock non-profits out of competition

Redundancy

- This seems like it's reinventing the wheel and at risk of competing with non-profits and non-market developers

Bureaucracy

- Housing Authority with City oversight is ultimately run by government
- There will be political, bureaucratic influence
- It will be difficult to be nimble

Opportunities

New Housing Models

- Laneway housing; could lend to owners to develop alternatives

Conversion of underutilized assets

- Office spaces, retail properties, underdeveloped land and brownfield

Integration into Broader Community

- Create entrepreneurial opportunities and incentives for marginalized spaces connected to BHA properties
- This can support integration into the community through employment and community cohesion

Governance

Composition of Board

- You need the right people on the board to be successful
- The board needs to be diverse, with people who understand development, non-profit politics, social services, senior staff, and no more than 4 to 5 councillors
- Include representation from a number of sectors and people living in the housing market
- Having Councillors on the Board of Directors will help provide them with more education on the importance of development and help influence policy decisions

Target Market

Continuum

- Include a variety of income levels
- Consider affordable ownership as well

Seniors

- Seniors tend to be isolated or at risk of losing their housing

Families

Workforce Housing

Single people with moderate income

- Don't have access to subsidy supports but are still in significant need

Students

- High need for affordable housing, especially those from outside the lower mainland

Mandate

Protection of Land

Development that serves a range of segments

Building Considerations

- Accessibility, adaptable or accessible units
- Variety of locations and unit sizes to serve different needs, including families and mothers with children
- Access to transportation and green spaces
- Ensure key amenities are nearby such as daycare, shopping, and schools

- Build in strategic locations where developers are building
- Cultural preservation through design

Flexibility

- Develop a rent-to-own model to help tenants move along housing spectrum

Collaboration with developers

- Co-invest with developers to take over some stock from the development rental portfolio

Partnerships

Land Acquisition

- BHA could purchase land and lease it to non-profits
- This could speed up projects quickly and would work well for co-operative housing

Streamlining Processes/Approvals

- Provide non-profits with guidance in navigating the permit and development process
- BHA can serve as a bridge between the City of Burnaby and non-profit developers
- Ensure funding is available throughout the project to make it viable

Non-Profit Operators

- Non-profits can maintain waitlists, establish regulations, provide supports
- Increase transparency between service providers and provide a space for them to advocate for clients

Inclusionary Housing Policy

- Facilitate matchmaking between developers required to provide inclusionary units and non-profits who have an interest in these units
- There are a lot of housing providers with capacity and interest, but need to be matched up with it

Aboriginal Land Trust

BC Housing

New/Smaller Non-Profits

- There are opportunities for partnership with smaller and newer community organizations that don't have as much capacity

Early and Upfront Consultation

- Engage with non-profit providers early to avoid delays in the process

- There's a wealth of expertise in the non-profit sector that can be drawn on

Developers

- Capture non-market units from development to bridge the gap between developer units and non-profit operators

Accessibility Consultants

- Include accessibility consultants at each stage of property development so the physical space does not increase barriers to accessing housing

Barriers to Collaboration

Indigenous Collaboration

- There hasn't been strong connections between service providers and land-based Nations
- We need to validate what outreach has taken place with Indigenous housing services providers and Indigenous Nations
- It's important to understand who plays what role in the system and build on that foundation

Duplication of Services

- Concern about duplication between BHA and City services

Cultural Considerations

- Cultural sensitivity needs to be incorporated into partnerships with Indigenous Nations and organizations

Competition

- There's significant competition for land because it's so scarce

RFP Process

- Requirements for funding need to meet organizational abilities and capacity

Appendix E: Public Engagement Session Summary

Housing Models

How will the BHA look at innovative ways to provide housing?

- This engagement with the community will inform the initial structure of how the housing authority will operate. The more specific details and innovation will be left to the CEO and staff. Innovations will be identified in the strategic planning process and partnering with other organizations.

Seniors only get around 1600 per month for their CPP and there are no units available at 30% of this income.

- The lack of deeply affordable units and lack of housing appropriate for seniors has been identified in the City's work.

Does the City have any say in how SFU has developed their housing? There's little to no reduced pricing for students in their condo developments on site.

- We have engaged with post-secondary institutions through this process and there is a desire for the BHA to partner with post-secondary institutions to explore how it can provide that kind of housing.

Are any of the developers in Brentwood required to provide a mix of market and non-market housing? And if they did, can somebody find out what buildings have non-market options?

- The City's Rental Use Zoning pPolicy requires 20% of units in all new developments in town centres to be rented at 20% below the Canada Mortgage and Housing Corporation median rents.
- The tenant assistance policy also applies, which requires tenants to receive top ups while they are displaced from existing rental units and then be given a unit in the new building that is approximately the same rent as what they were paying before.

Eventually, I would like to see the housing authority consider market housing such as tiny homes and land lifts. I don't want the Housing Authority to be restricted to only non-market and rental housing.

- This might be considered once the Housing Authority gets off the ground.

Have tiny homes being considered as a stopgap measure to provide immediate housing for certain Burnaby residents?

- Burnaby is exploring all types of density in the community and recognizes that small homes are part of the missing middle housing that may be beneficial for the community.

Will the majority of this housing be strata based? Based on my experience, strata fees have been going up exponentially and would be a significant barrier to certain income constrained groups.

- This is something that will be considered under non-market housing. A variety of different types of management structures will be considered and reviewed in terms of the affordability of those models.

Will the City of Burnaby be able to fast-track non-market housing?

- The BHA is one of the ways the City can support the development of non-market housing and fast track approvals.

What types of non-market housing are we looking at developing with the Burnaby Housing Authority?

- The intent is to look at non-market rental, non-market ownership and some market rental to subsidize deeper affordability for non-market rental units.
- The specifics around unit mix will be worked out in the strategic planning phase with the CEO, staff and board of directors.

When fourplexes are allowed on single family lots, will those be eligible for homeowners to use as rentals? Then the Housing Authority could act as the landlord to save the homeowner the headaches of tenancy.

- This is an innovative way for homeowners to provide units to the Housing Authority that will be investigated further once the Housing Authority has been created.

Co-op Housing

Will the BHA provide more support for co-ops?

- As a member in a co-op there's a difference in how management interacts which has an effect on quality of life. This will be considered in how the housing authority interacts with tenants and will take best practices from co-ops to ensure a positive experience for tenants.
- Co-op housing will be considered as a form of non-market housing by the BHA.

I second other forms of housing like co-ops.

- That is something that has been noted throughout this process and the City is looking to address missing middle density on the policy side.

Community Partnerships

Will the Housing Authority support existing non-profits that are already working to provide below-market housing in Burnaby?

- The intent is for the Burnaby Housing Authority to be a partner in the community and be strategic about how and where it provides services. The intent is to be additive rather than competitive with existing service providers.

Will the Burnaby Housing Authority still have a kind of partnership with BC housing or fully operate independently?

- The Housing Authority will partner with other levels of government to access funding or support the development of units. The BHA may also enter into partnerships or joint ventures with BC Housing or other levels of government.

Will the Burnaby Housing Authority coordinate or work with non-profits or land trusts?

- The Housing Authority will be set up to partner with existing organizations in the community to support the great work they are already doing.

Hearing what the other stakeholders had to say would be helpful to advance our thinking around this.

- The process will be provided through a What We Heard report that summarizes the commentary from stakeholders and the public.

Board of Directors

How can Burnaby taxpayers be sure that no collusion of favoritism will occur with City council and property development companies who may have donated large sums of money for re-election campaigns?

- The benefit of having a separate municipal corporation is that the board of directors are bound to act in the best interest of the corporation. This means taking care of the interests and goals of the corporation and not their personal interests or interests as a Councillor. There will also be other members of the community on the board of directors to provide checks and balances and make sure the strategic plan is being followed.

How will the board be chosen?

- Every effort is going to be made to have a non-political process. That is part of having a separate municipal corporation, which is set up as a separate business from the City.

What's the plan around stepping up the Burnaby Housing Authority and seeking out and screening candidates?

- This specific process is part of the business planning that's underway right now. As a starting point, a leader for the BHA as CEO is needed and then likely one or two other staff to serve as development managers. City and council members will also be permitted to sit on the board.

If you select developers for the board, they should be disqualified from developing housing in Burnaby during their tenure on the board to avoid conflict of interest around development and their activities on the board.

- The composition of the board is part of the business planning process that is underway right now. We will evaluate the requirements for board members to provide effective strategic direction to the BHA.

How will board members be selected? Will for profit real estate industry individuals be excluded from consideration?

- One of the considerations in selecting board members is getting subject matter experts. The four functions of the Housing Authority will be unit and land acquisition, development, operations and administration. We're weighing the pros and cons of whether any people should be excluded or if it should be open to all.

How was the decision to have the majority of board from Council made?

- That decision was made by City Council and was based on a review of how other boards are composed in BC for organizations that have a housing mandate or general development mandate.
- There will be significant City assets including capital funding and land going to the Authority so that was a major consideration in terms of Council being on the board, at least in the initial period.

How many board members will be Councillors?

- This is still under consideration. We are still looking at different models and we are not sure how many board members there will be, but the majority will be City Council and Staff.

The board should be semi-autonomous, not completely autonomous. They should report at least annually to the City of Burnaby.

- The need for an entity to operate independently from the City and be accountable to the residents of the community is being considered in the design of the corporation.
- The City of Burnaby will be the sole shareholder of the Burnaby Housing Authority. As a municipal corporation, it needs to get approval of the provincial inspector of municipalities and follow requirements from the province, including the requirement that municipal corporations have an annual general meeting that is open to the public.

Market

For someone who is living with their mother and is being told to seek individual units for eligibility purposes as opposed to living as a family, how will the BHA approach these situations?

- The BHA is going to be accommodating as possible to the community.

Will renters who lose their homes to development and qualify for TAP be housed by the housing authority?

- That level of detail is yet to be determined.

Are there any reports on Burnaby's need for workforce housing?

- The Housing Needs Report takes workforce housing into account but the Housing Authority will likely not be solely focused on workforce housing.

Structure

Is the Burnaby Housing Authority going to be modeled after others such as the Whistler Housing Authority?

- The Whistler Housing Authority is a good model for what the BHA could look like, but the WHA focuses on providing workforce housing. The BHA mandate will be broader around non-market rentals, non-market ownership and market rental housing.

The Burnaby Housing Authority is only in phase one and is still trying to get caught up from 2016 stats to 2021, and much has changed since 2021. How will reality come up to speed with the need going forward?

- The City is updating statistics at the same time as moving forward with the Housing Authority.

Funding and Start-up Costs

Will the City use land they already hold to reduce costs?

- Yes, the City is looking at providing land to the BHA to develop to move forward with development as quickly as they can. The City is also working to update its Official Community Plan (OCP), which will help inform the strategic direction of City lands as well.

Why wasn't the housing authority started years ago when land prices, labour, building materials and interest rates were lower?

- The market is constantly changing and the need for non-market housing is going to grow going forward. The opportunity is to act now regardless of cost and interest rates.
- The City has also been working on setting policy and housing strategy over the past few years, which has led to the development of the BHA.

How much money is the Housing Authority going to need to get things going? What happens if the City reserve fund runs dry?

- The idea is for the housing authority to be self-sustaining over time and leverage the capital funding the City provides through partnerships.

The City of Burnaby owns a large amount of land which affords citizens lower costs, such as property tax. Will this continue or will property tax be increasing?

- The initial model for the Burnaby Housing Authority is that it's not taxpayer funded. All the funding is coming from housing reserve funds that the City has already required so it's not anticipated that there will be a rise in property taxes.

Appendix F: Staff Engagement Session Summary

Challenges

- Potential conflict of interests

Opportunities

- Explore successful housing authority structures in other jurisdictions

Governance

- The BHA will have a small number of staff and will need to rely on connections and networks of the board

Interaction with City Departments

- There should be synergies and efficiencies between the BHA and City departments
- Some services may be better suited to BHA than City staff; these could be defined and delegated in a partnering agreement
- City-owned lands that may be considered for development by the authority may be more marginalized or environmentally sensitive. The OCP should identify lands for conservation, not just housing.
- The transition will need to be as smooth as possible to avoid rushing departments, making mistakes, and ensure efficient project delivery.
- The BHA board will determine if the authority should take on any existing housing assets.
- City staff will need to help expedite projects.

Autonomy

- There needs to be a balance between autonomy and having the City as a sole shareholder
- There needs to be a suitable level of control for the City

Board Composition

- It's important to have some connection with Council or senior staff, but it's not common for a housing authority to have Council or City staff make up the majority of the board members
- It may be important to have representation from the constituencies the organization serves
- As the sole shareholder, the City will have control but it needs to be a suitable level of control

- The BHA should be independent and focused on its own mandate
- There could be voting members and non-voting members on the board, which is a common practice on other boards.
- This way the City could be at the table, but voting members would have autonomy
- Articles can outline which decisions can only be made by Council

Funding

- The City will provide start up funding and financial support for capital development and housing operations.
- The BHA would seek funding from other levels of government once established for the construction of new housing and fund its operations through its own income.

Mandate

- The BHA could build supportive housing, but would partner with non-profits and health authorities to operate it
- The BHA will collaborate rather than compete with non-profit operators