



## ADMINISTRATIVE REPORT

Report Date: September 25, 2017  
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RTS No.: 12232  
VanRIMS No.: 08-2000-20  
Meeting Date: October 4, 2017

TO: Standing Committee on Policy and Strategic Priorities  
FROM: General Manager of Community Services and Chief Purchasing Official  
SUBJECT: Temporary Modular Housing Contract Approval

### **RECOMMENDATION**

- A. THAT Council authorize the Chief Executive Officer of the Vancouver Affordable Housing Agency ("VAHA") to negotiate an agreement or agreements (collectively, the "Construction Agreements") with Horizon North Camp and Catering Partnership ("Horizon North") for the design and construction of up to 600 units of temporary modular housing on sites to be selected by the General Manager of Community Services, all as further described herein;
- B. THAT, following execution of the Construction Agreements, Council authorize that all such agreements be assigned to the BC Housing Management Commission ("BC Housing") prior to any costs being incurred by the City pursuant to the agreements;
- C. THAT the Director of Legal Services, Chief Purchasing Official and the Chief Executive Officer of VAHA be authorized to execute on behalf of the City: (i) the Construction Agreements; and (ii) any assignment and assumption agreements necessary to give effect to Recommendation B; and
- D. THAT no legal rights or obligations will be created by Council's adoption of Recommendations A through C above unless and until the applicable agreements are executed by the authorized signatories of all relevant parties.

## **REPORT SUMMARY**

Housing homeless people continues to be the City of Vancouver's top priority. As part of the Council report back on the new *Housing Vancouver* strategy in July, Staff indicated the intention to pursue 600 Housing First Temporary Modular (HF-TM) homes as a potential solution. This report sets out key next steps to enable delivery of these 600 homes in Vancouver before the end of Winter 2017/2018.

The City issued Request for Proposals ("RFP") PSVAHA2017-06 - Supplier for Housing First Temporary Modular Housing Strategy on July 13, 2017 to modular housing suppliers which were previously pre-qualified under the public Request for Pre-Qualifications No. PSVAHA2016-01. The RFP was sent directly to five pre-qualified firms and the work was called in accordance with the terms and conditions of the City's Procurement Policy AF-015-01. VAHA staff on the RFP evaluation committee, under stewardship of Supply Chain Management have considered the responses received and, on that basis, recommend that the City enter into a contract as described above with Horizon North.

A Memorandum of Understanding (MOU) between the City of Vancouver and BC Housing has been drafted for the HF-TM Program to clarify roles and responsibilities. BC Housing as agreed, pursuant to the MOU, is to assume responsibility for any agreements the City enters into with Horizon North for the design and construction of the temporary modular housing units via an assignment of those agreements. The execution and subsequent assignment to BC Housing of the design and construction agreements will allow BC Housing leverage the City's RFP process in order to meet the contemplated timelines for delivery of the modular units. BC Housing has just confirmed funding for the HF-TM Program.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

Addressing the housing & wellness needs of the homeless and lower income Vancouverites has been a key focus for the City in the implementation of:

- Housing and Homelessness Strategy 2012-2021 (2011)
- Mayor's Task Force on Housing Affordability (2012)
- Healthy City Strategy (2014)
- Mayor's Task Force on Mental Health and Addictions, Caring for All: Priority Actions to Address Mental Health and Addictions (2014)
- Creation of Housing Authority (RTS: 10659)

Council recently approved amendments to the Zoning and Development By-law, delegating discretionary power to the Director of Planning or the Development Permit Board to relax provision of the Zoning and Development By-Law for proposed developments where a minimum of 70% of all dwelling units provide low cost housing for people receiving assistance, such as Temporary Modular Housing. In the same report Council also approved the revised Temporary Modular Housing and Design Guidelines which replace the Temporary Modular Housing and Design Guidelines previously approved in principle by Council on October 25, 2016 (Public Hearing, September 19<sup>th</sup>, 2017).

## **REPORT**

### **Background/Context**

Vancouver is experiencing an unprecedented housing crisis; the resulting growth in the number of homelessness people over the past few years requires urgent and immediate solutions. While shelters provide important and life-saving services, there is a need for more affordable housing with on-site support services for individuals experiencing homelessness. Staff indicated to Council in July, the intention to pursue 600 HF-TM homes as a potential solution by the end of winter 2017/2018. In anticipation of a potential partnership with BC Housing to deliver 600 homes with such an aggressive timeline, VAHA, on behalf of the City of Vancouver issued an RFP in July to begin the process to find a partner to design, supply and deliver these homes and to determine whether there was capacity to meet the ambitious number of homes and timeline, in this industry.

BC Housing has now just confirmed \$66 million towards 600 HF-TM homes in the City of Vancouver. They have confirmed that the announcement and funding of this program is in direct response to the urgent homelessness crisis, and is in addition to the City's annual partnership with BC Housing for winter shelter provision. The construction of 600 HF-TM homes will provide fast access to appropriate supportive housing.

### **City of Vancouver & BC Housing MOU (see Appendix A) - Roles and Responsibilities**

The City will recommend appropriate sites for the HF-TM homes in line with the site selection criteria (below), and will liaise with private owners or government agencies to lease/licence sites if required. Staff anticipate that all required leases/licenses will fall within the scope of existing standing authorities. The lease/licence will ultimately be held by BC Housing. Approximately 10 to 12 sites will be required for up to 600 HF-TM homes that are vacant or underutilized and allow for temporary use of five to ten years before permanent development begins. As sites are confirmed, a site specific community dialogue process with an expanded notification area will be implemented. Site selection criteria:

- Land Ownership considerations;
- Current land-use/zoning;
- Environmental issues with the land;
- Development potential & timing;
- Timeline for alternative use & development;
- Lease & legal considerations;
- Access to transit;
- Access to health services;
- Site access & servicing;
- BC Hydro considerations; and
- Financial considerations.

VAHA on behalf of the City, will assist BC Housing in securing all permits and approvals required for the Developments, including zoning and building bylaw approvals and community notification and dialogue. All partners are committed to working closely with communities to listen to their interests and priorities. BC Housing will secure all

permits, provide capital & operating funding, construct and identify non-profit housing operators for the HF-TM homes.

BC Housing will provide sufficient operating funding that enables all the homes to be offered at the shelter welfare rate, along with the appropriate on-site support services including a 24/7 staffing model, a meal program and non-clinical supports. In partnership with Vancouver Coastal Health (VCH) Community Services, wrap-around health and support services will be delivered through coordinated neighborhood health services with dedicated workers in the clinics who will prioritize HF-TM referrals.

There will be a thoughtful and coordinated process for selecting and moving tenants conducted by BC Housing in partnership with the City and the non-profit housing providers, to ensure their smooth transition and successful integration into their new homes and the wider community. Longer term BC Housing will support the tenants to transition to more permanent homes.

### *Strategic Analysis*

The RFP for modular homes was issued in accordance with City's Procurement Policy AF-015-01.

The City received Proposals from the following pre-qualified contractors:

1. Horizon North Camp and Catering Partnership (Horizon North)
2. Ladacor Ltd./Atira Women's Resource Society Partnership (Ladacor/Atira)
3. Triple M Modular Ltd DBA Britco Commercial (Britco)

The bids were evaluated by representatives from VAHA and managed by Supply Chain Management to ascertain if the bids offered good overall value to the City.

The successful Proponent submitted the only proposal that met VAHA's requirements for delivery of 600 homes in the requested timescale.

The City of Vancouver and BC Housing have established a MOU that clarifies roles and responsibilities. It states that the City will assign to BC Housing any contracts associated with the provision of up to 600 HF-TM homes. This contract, if Council approves its award, will be assigned to BC Housing to maintain and implement prior to any costs being incurred by the City pursuant to the agreements.

### *Implications/Related Issues/Risk (if applicable)*

#### *Financial*

**Capital:** BC Housing will fund the estimated \$66 million construction cost for delivery of 600 HF-TM homes. To expedite the process, the City will finance certain site related costs including surveys, environmental, and servicing, which will vary according to the site selection, and will be recovered from BC Housing as part of project costs.

**Operating:** BC Housing will provide all operating funding for non-profit operators that enables all the homes to be offered at the shelter welfare rate, along with the appropriate on-site support services including a 24/7 staffing model, a meal program and non-clinical supports. In partnership with VCH Community Services, wrap-around health and support services will be delivered through coordinated neighborhood health services with dedicated workers in the clinics who will prioritize HF-TM referrals.

All partners are committed to working closely with communities to listen to their interests and priorities and the City will fund the co-ordination of the site specific community dialogue process from the Community Services Budget.

### ***CONCLUSION***

In summary, because housing homeless people continues to be our top priority, City staff recommends that the City of Vancouver enter into a contract with Horizon North, for the design, supply, delivery and construction. Further, that the City assign this contract/s to BC Housing, our partners in this initiative.

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## MEMORANDUM OF UNDERSTANDING

September, 2017

Between the British Columbia Housing Management Commission (“BC Housing”) and the City of Vancouver (the “City”) and for an initiative (“Initiative”) to design, construct and operate 600 Housing First Temporary Modular (“HF-TM”) homes (the “Developments”) to house with supports, homeless residents on sites across the City of Vancouver until more permanent social/supportive housing is delivered.

The purpose of this Memorandum of Understanding (“MOU”) is to set out the desired basic business terms and conditions upon which BC Housing and the City intend to proceed with discussions and negotiations for the construction and operation of the Developments. While this MOU is not intended to create legally binding rights or obligations, the parties wish to confirm their intent to work together in a cooperative and collaborative manner to negotiate and finalize, with all reasonable due diligence and timeliness, the arrangements, transactions and agreements contemplated in this MOU.

Both parties acknowledges that any other agreements arising from or contemplated under this MOU and all rights and obligations of BC Housing will be subject to approvals by BC Housing’s Executive Committee and Board of Commissioners as required; and all rights and obligations of the City of Vancouver will be subject to approvals by the city’s Corporate Management Team and Council, as required.

### 1.0 BACKGROUND & DESCRIPTION

Homelessness in the City of Vancouver is on the rise and shelter providers are experiencing significant pressure from high occupancy rates and the increasingly complex mental and physical health and/or substance use issues experienced by clients. While shelters provide an important service, there is a need for more stable supportive housing in order to transition individuals into stable, long-term housing. This Initiative is intended to respond to the current homelessness crisis by providing immediate access to appropriate supportive housing.

### 2.0 ROLES & RESPONSIBILITIES

#### 2.1 The City’s Responsibilities

The City will provide access to the sites selected in accordance with the criteria set out herein, at the City’s own cost for sites owned by the City, provide leases, licenses or sub-licences, as applicable, at no cost to BC Housing for all chosen sites, and will designate its Community Services department as the lead department overseeing the City’s involvement in the Initiative.

The specific responsibilities to be carried out by Community Services will be as follows:

- coordinate the activities of all relevant City departments including but not limited to the Vancouver Affordable Housing Agency Ltd. (“VAHA”), Corporate Communications, Engineering Services, Planning, Urban Design & Sustainability (“PDS”), City Development, Building and Licensing (DBL), Real Estate and Facility

Management (“REFM”), Legal Services, Finance, Risk and Supply Chain Management (“FRSC”) and the City Manager’s Office;

- identify potential sites and liaise with private owners or government agencies to lease/licence sites, at the City’s costs, if required;
- lead any public consultation processes associated with development applications;
- support PDS in its regulatory approval role; and
- support BC Housing in obtaining all permits and approvals required for the Developments.

In addition to the foregoing, the City will make available to BC Housing the Vancouver Affordable Housing Agency Ltd. (“VAHA”) for any project management services that BC Housing may require for the Initiative. If BC Housing wishes to engage VAHA for such services, BC Housing and VAHA will negotiate the scope of service and enter into any required agreements.

## 2.2 BC Housing’s Responsibilities

BC Housing will, at its own cost, fund, construct and operate the Developments, all as further described herein and will designate its Development and Asset Strategies department as the lead department overseeing BC Housing’s involvement in the Initiative.

The specific responsibilities to be carried out by Development and Asset Strategies will be as follows:

- obtain all permits and approvals required for the Developments, including zoning and building bylaw approvals, with the assistance of the City’s Community Services department;
- construct the Developments in accordance with the terms of the Design-Build Agreement (as further described in Section 2.3 below);
- ongoing housing operations, tenants and tenant relocation, and future decommissioning and relocation of the units that make up the Developments (the “Units”);
- coordinate the activities of all relevant departments within BC Housing, including but not limited to Operations, Communications, Corporate Services and the Executive Office;
- provide the City with written confirmation of capital and operating funding for the design, construction, operation, maintenance, future decommissioning and tenant relocation of the Developments;
- coordinate the negotiation of leases or licenses, as applicable, between PRHC and the City for City-owned sites, or sub-leases or sub-licenses, as applicable, between PRHC and the City for privately owned or other Government Agency sites (unless such agreement is assigned to or entered into directly by PRHC and the owners of such privately owned or Government Agency owned sites), in a form to be agreed upon between the parties;
- provide written commitments to the City to cover any agreed capital costs required prior to commencement of construction (ie. site specific costs including application fees and design work) or provide up-front pre-

development funding to cover costs incurred by the City in an effort to meet critical path expectations;

- lead the selection of non-profit operators to operate the Developments, in consultation with the City, prior to site specific community dialogue sessions, including executing Operating Agreements and providing operating funding to the non-profit operators;
- lead the initial and ongoing tenant selection process through BC Housing's Coordinated Access program in consultation with the City;
- in partnership with the non-profit operators, coordinate the delivery of health services for tenants with Vancouver Coastal Health ("VCH"); and
- comply with all Development Permit conditions regarding HF-TM uses that allow for a temporary location for *up to* five years, with an option to extend for another five years. Any moves within this time-frame must be within the City of Vancouver, unless otherwise agreed by both parties.

### 2.3 Contracting Structure for Project Delivery:

- As of the date hereof, VAHA and the City have undertaken a procurement process (as further described in Appendix 4) and VAHA has entered into a Service Agreement with Horizon North Logistics Inc. ("Horizon North") dated August 17, 2017, for the provision of preliminary design services and preparation of permit applications for the Initiative (the "Service Agreement").
- Once BC Housing has confirmed funding for the Initiative, VAHA will assign and BC Housing will assume the Service Agreement including all of VAHA's obligations under the Service Agreement and BC Housing will reimburse VAHA or the City (as applicable) in full for all costs incurred by VAHA or the City, as reviewed and approved by BC Housing, pursuant to same.
- City staff will, bring to Council for approval a proposal for the City to enter into design-build agreements with Horizon North for each site selected for the Initiative under which Horizon North will complete detailed designs for and construct a Development on each such site (each, a "Design-Build Agreement").
- Following approval of Council of the foregoing, the City will enter into the Design-Build Agreements with Horizon North, which will be based on the CCDC 14 form of design-build agreement with BC Housing's standard Supplemental General Conditions for a CCDC 14 agreement incorporated (subject to City review) and any other terms and conditions the City reasonably considers are necessary to affect a subsequent assignment of the agreements to BC Housing.
- Following execution of each Design-Build Agreement, the City will assign and BC Housing will assume the Design-Build Agreement and BC Housing will carry out the obligations of the owner under each such agreement;
- The City will enter into leases or licenses with BC Housing for all City-owned sites selected for the Initiative at nominal rent.
- The sites selected for the Initiative that are owned by a third party: (i) the City will, at its cost, enter into a lease or license for the applicable site and at nominal rent sub-lease or sub-license such site to BC Housing, or assign such lease or license to BC Housing for nominal consideration, with the payment of the rent or license fee remaining the responsibility of the City unless otherwise agreed to by BC Housing; The parties will work together to determine which of the foregoing is appropriate for each site and will enter into the resulting agreements on terms to be agreed upon between the parties, each acting reasonably.



In connection with this Initiative, and unless mutually agreed otherwise, the City and BC Housing agree to the following principles:

### 3.0 UNIT SPECIFICATION

- The maximum number of units on any site will be determined on a project to project basis.
- Designed in line with the City's design guidelines for temporary modular housing (due to be considered by Council in September 2017).
- Amenity Space to include a medical room, program space with communal kitchen and attached dining areas, client interaction space.
- Office space for building manager and for tenant support worker (tenant worker office can also function as the client interaction space).
- Comprehensive security measures which include design features, security cameras and exterior lighting.
- Building specifications based on BC Housing guidelines for a hardened population.
- Accessible units on main floor of buildings.
- Temporary Modular buildings exceeding 5 floors require elevators.
- Units must be self-contained dwellings with private bathroom and cooking facilities.
- The self-contained Units will be 250 - 350 sq ft and will be designed and comply with BC Housing guidelines for projects that cater to a homeless at risk population.
- Cost is estimated at \$75-145K per Unit, subject to confirmation through the procurement process;
  - Temporary Modular Housing Units
    - 600 self-contained Units (300 Units at \$75K<sup>1</sup>/Unit and 300 Units at \$145K/Unit)
- Units will be owned by the Provincial Rental Housing Corporation (PRHC) and located temporarily on Development Site provided by the City or other partners.
- Total operating subsidy for 24/7 staffing and support services based on a 50 Unit project is estimated to cost, \$1.5m annually, subject to confirmation by BC Housing based on comparable operations and service levels of other BC Housing led housing projects.

### 4.0 OPERATING MODEL

- BC Housing will provide support services appropriate for a homeless & at risk of homelessness tenant population. These supports will include a 24 / 7 staffing model, a meal program and non-clinical supports.
- Health Care will be provided in collaboration with VCH Community Services.
- Wrap-around service to be delivered through coordinated neighborhood health services with dedicated workers in the clinics who will prioritize referrals to serve this highly vulnerable population.
- Each Development will have an agreed Operations Management Plan that will be shared with the surrounding community, prior to occupancy.

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<sup>1</sup> \$75K per unit assumes exact spec and design for 220 Terminal.

## 5.0 TENANTING MODEL

See Appendix 3 for details.

## 6.0 SITES, PERMITTING & APPROVALS

### 6.1 Permitting & Approvals

- HF-TM uses are clearly defined and allow for a temporary location for *up to* five years, with an option to extend for another five years.
- VAHA will work closely with BC Housing in assisting BC Housing for applying and securing all required permits.
- General Manager of PDS intends to request that Council, following a public hearing, delegate authority to the GM of PDS to consider relaxations to the requirements of the Zoning & Development By-law for the Developments, provided that they provide low-cost housing for persons receiving income assistance in the city. Public Hearing Date is on Tuesday, September 19<sup>th</sup> 2017.

### 6.2 Site Criteria

In order to determine the site feasibility for the Developments, the following criteria were used to evaluate a particular site:

- Land Ownership considerations;
- Current land-use/zoning;
- Environmental issues with the land;
- Development potential & timing;
- Timeline for alternative use & development;
- Lease & legal considerations;
- Access to transit;
- Access to health services;
- Site access & servicing;
- BC Hydro considerations; and
- Financial considerations.

### 6.3 Proposed Development Sites

- An estimated 10-12 sites, across multiple neighbourhoods will be recommended by a joint Working Group, made up of individuals from BC Housing and the City
- Working Group to meet weekly to refine site list by all criteria (see 5.2 above).
- The sites being considered will be underutilized/vacant sites owned by the City, other government agencies or private partners.
- Report back to joint Leadership Group, made up of individuals from BC Housing and the City, to determine final site list.
- The City Manager, along with the General Manager of PDS and the General Manager of Community Services will take the lead on engaging Government agencies & private owners of suitable land.

## 7.0 NEXT STEPS

## 7.1 Communication Plan

- The Community Services (CS) Department at the City in conjunction with BC Housing's Communications Department will co-lead the creation and implementation of a Communication Plan, including a Community Dialogue Strategy.
- CS intends to hire a consultant (Big Ideas Space), to provide assistance with the planned community dialogue sessions (similar to the Winter Shelter Strategy).
- BC Housing will procure and engage non-profit Operators prior to start of site specific community dialogue sessions.
- CS will be supported by the City's Communications Team and will work closely with BCH, VCH and the non-profit Operators.
- Following the confirmation of sites, it is the intention to hold both City-wide discussions beginning in September 2017 and site-specific dialogue sessions beginning in October 2017.

## 7.2 Additional Government Partnerships and Alignment

- All parties agree to further seek out Metro-Vancouver and Federal Government capital and operating support for this partnership, in order to effectively leverage the investments committed here.

## 8.0 CRITICAL PATH DATES -

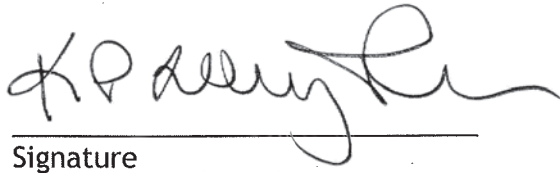
The aim of all parties is to deliver 600 HF-TM units by the end of Winter 2017/18, subject to timelines for confirmation of funding, unit manufacturing, and site feasibility. Agreed timelines for development will be included in any lease/sub-licence agreements between the City and BC Housing, with the intention of meeting the overall timelines set out here.

## 9.0 TERMINATION OF MOU

This MOU is not legally binding and does not create any legal obligations unless and until agreements are entered into by the parties. The parties each acknowledge that it is a condition of this MOU that if the Initiative is not viable and either the City or BC Housing is not able to fund, operate or manage the Initiative, this MOU will automatically terminate.

27 day of SEPTEMBER, 2017.

City of Vancouver  
by its authorized signatory:

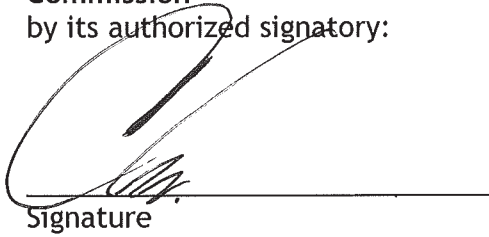


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KATHLEEN LLEWELLYN-THOMAS  
GENERAL MANAGER, COMMUNITY SERVICES.

Name and Title

British Columbia Housing Management  
Commission  
by its authorized signatory:



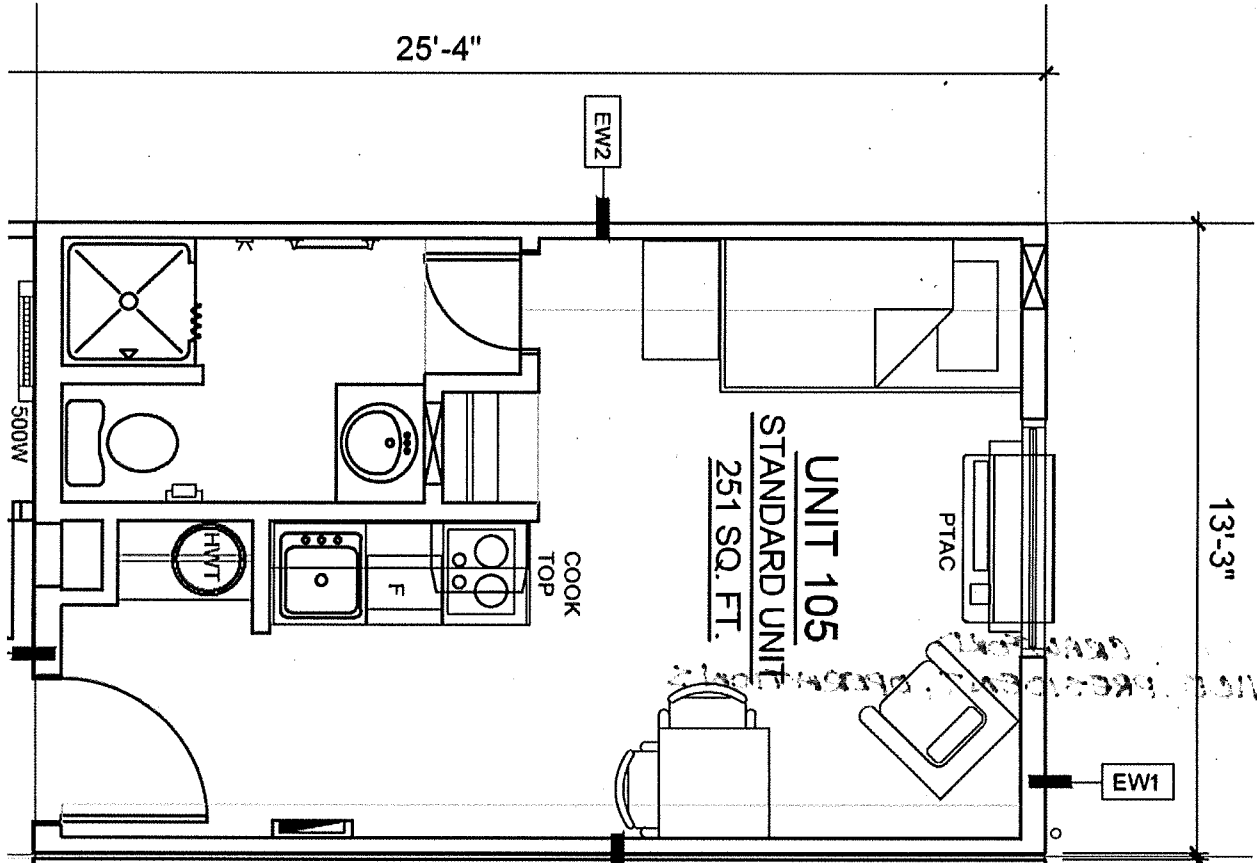
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CRAIG CRAWFORD  
VICE PRESIDENT, OPERATIONS

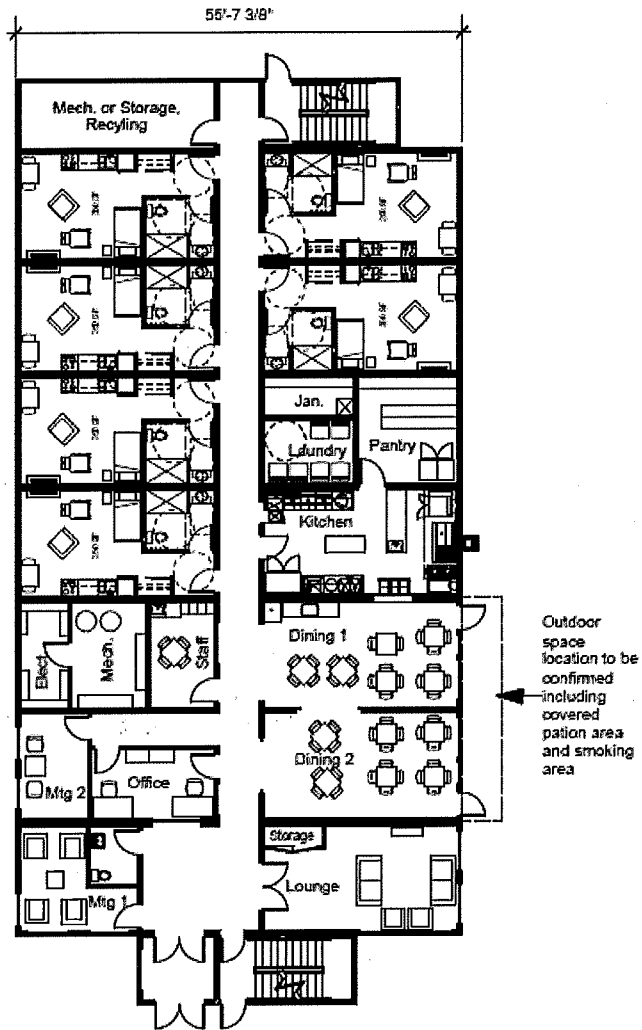
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APPENDICES

Appendix 1. Example of modular unit layout  
220 Terminal (1500 Main) at Main & Terminal - 250 Sq Ft



Appendix 2. Example of modular unit layout and full amenity floor plan  
350 sq ft units



**GROUND FLOOR PLAN**  
6 units

# Appendix 3 - TEMPORARY MODULAR HOUSING FIRST (TM - HF) TENANTING MODEL

## OVERVIEW

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The City of Vancouver is committed to reducing homelessness. Many successful initiatives have assisted homeless individuals into housing, including the City 'MOU' sites, Winter Response Shelters, Quality Inn project, and the Balmoral Hotel tenant evacuation and relocation, however the issue of homelessness remains a serious challenge. The 2017 City of Vancouver Homeless Count found 537 sleeping outside, and an additional estimated 400 people slept in temporary shelters during count night. Historical counts demonstrate that a pronounced number of street homeless have been homeless for 6 or more months, meeting the definition "chronically homeless" put forth by the Homelessness Partnering Strategy.<sup>2</sup> This population is characterized, in general, to have challenges with substance use and mental health issues.

A new proposal for 600 units of temporary modular housing operating in a Housing First model of service delivery calls for a tenanting and service plan that will offer wrap around health and social services to people who predominately sleep outside in Vancouver. This housing will be located on City of Vancouver-owned property in various locations in Vancouver, will be delivered by BC Housing (BCH), and operated by non-profit service providers under contract to BCH.

The success of this housing project requires collaborative partnerships between BC Housing, City of Vancouver Outreach (formerly Carnegie Outreach) and Vancouver Coastal Health (VCH), and will employ the approach used during the MOU tenanting and refined for the chronically homeless population during the tenanting of the Quality Inn.

## TENANT MIX DETERMINATION

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Tenant mix will be determined using 3 criteria:

1. An individuals' level of vulnerability and need.
2. The service level mix required to meet the residents needs in each building.  
Since each building will have specific support services, a successful tenant mix should not exceed the services available.
3. The demographics of those identified in the 2017 homeless count.  
An attempt will be made to create housing that can best serve the needs of the large proportion of Aboriginal, Senior, Women and Youth citizens who currently are known to be homeless.

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<sup>2</sup> Chronic homelessness: Has been homeless for 6 months or more in the past year (i.e., has spent more than 180 cumulative nights in a shelter or place not fit for human habitation). National Homelessness Partnering Strategy.

## TOOLS

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There are two measures that are used to identify the right tenant mix for sites to ensure optimal opportunity for successful housing. The *Vulnerability Assessment Tool (VAT)* is intended to identify a person's vulnerability if they continue to be homeless. The *Support Service Level Designation* aids in achieving the right balance of tenants and their required level of support within a specific housing site. Support Service Level Designation in combination with VAT score, provides the best potential for successful housing.

### Vulnerability Assessment Tool (VAT)

Vulnerability Assessment Tool (VAT) score is a measure of a person's level of vulnerability in 10 areas outlined below. Originating in Seattle and introduced to Vancouver in 2013, the VAT helps provide a consistent and fair way of identifying adults who could most benefit from supportive housing and different approaches to handling their cases.<sup>3</sup> The tool can also help prevent people from falling through the cracks in the system by coordinating services among agencies.

The VAT assesses a person's level of vulnerability in 10 areas:

- a) Survival skills
- b) Basic needs
- c) Indicated mortality risks
- d) Medical risks
- e) Organization/Orientation
- f) Mental health
- g) Substance use
- h) Communication
- i) Social behaviors
- j) Homelessness

The Health Services team at BCH Orange Hall primarily use the VAT to assess appropriateness for placement in the BCH Supported Housing system. A series of structured questions are used in an interview with the individual and the responses are subsequently scored. VAT scoring falls into 3 categories from Low to High Needs.

The VAT score alone is not an accurate predictor of support need for a tenant. The VAT score predicts the vulnerability of the interviewee should they remain homeless. It is a very useful tool when allotting housing resources, but does not predict who will succeed in that housing.

The VAT interview is used in combination with a *Service Level Designation* to determine possible tenant placement in supportive housing.

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<sup>3</sup> Vulnerability Assessment Tool for Determining Eligibility and Allocating Services and Housing for Adults Experiencing Homelessness. Available at: <http://homelesshub.ca/resource/vulnerability-assessment-tool-determining-eligibility-and-allocating-services-and-housing>



## Service Level Designation

Service Level Designation is an indicator of the support a person needs to live communally and with support. The Service Level Designation is identified through an examination of the history of a prospective tenant, given input from the VAT interview, BCH information and VCH health information. Service Levels are categorized into 3 levels designated from Low (1) to High (3).

The group of prospective tenants who are sleeping outside and/or chronically homeless may be categorized in three levels.

1. **Service Level 1 - LOW Needs** - able to live independently with minimal supports.
  - a) Has a service plan and working towards a goal
  - b) Adequate personal care
  - c) Can solve problems with neighbors and staff
  - d) Good landlord references
  - e) History of continuous adherence with treatment
  - f) No evidence of problematic behaviors
  
2. **Service Level 2 - MEDIUM Needs** - mostly able to live independently, needs some prompts around basic needs such as cleaning and hygiene.
  - a) May require support to develop a plan or goal
  - b) Occasional problematic behavior due to substance use
  - c) Low to moderate involvement with criminal justice system
  - d) May require assistance in structuring daily activities and/or keeping appointments
  - e) Some social support system
  - f) May be vulnerable to victimization
  
3. **Service Level 3 - MEDIUM/HIGH Needs** - (these tenants will move between level 2 and 3) At times, properly designed supports can have an impact on maintaining tenancy when concerns around behavior, hoarding, addiction and untreated mental health develop.
  - a) Non-engagement with treatment and support services
  - b) Poor housekeeping, hoarding, and hygiene
  - c) Extensive criminal history indicating high risk to re-offend
  - d) Can create security problems through aggressive and intimidating behavior
  - e) Episodic dramatic presentation, manipulative, demanding or intrusive behavior, inability to sustain personal relationships
  - f) Frequent conflict with others, poor communication skills  
History of property damage

## COORDINATED ACCESS AND ASSESSMENT

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Coordinated Access and Assessment (CAA) is the centralized approach BCH Health Services uses to fill vacancies within some Supported Housing Registration Service (SHRS) units.

The purpose of CAA is to ensure that people experiencing homelessness have fair and equitable access to appropriate housing. The system aims to provide a common assessment and a single point of entry for people who experience homelessness.

The Coordinated Access and Assessment team is made up of BC Housing Health Services staff.

## THE PREFERRED TENANTING PLAN

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The SHRS application will be utilized in this project in combination with a request for consents given to access income assistance and health information. Applications will be held by the COV Outreach team for organizational reasons and all brought forward for consideration to the Coordinated Access team.

Tenants will be selected based on level of vulnerability, service level designation and demographic priority and will be drawn from all applications. For this (as was done in the Quality Inn process) the applications will be brought forward by a non-profit service provider or outreach team who will act as liaison with the client when it is time to move into a modular home. This recognizes that the relationships with homeless people are held by different organizations and their commitment to the process will provide meaningful support in the transition.

Both the RFP and BCH contracts with non-profit housing providers will use clear wording on the expectation that the tenanting will be done in this way and that the housing provider will be expected to house a minimum of 20% of the most vulnerable homeless individuals who will fit into a service level 3 category. The housing provider will be required to maintain this support level mix for their building when vacancies become available.

### Tenanting and Service Plan Steps

#### Pre-tenanting

1. Develop application process in partnership with BCH.
2. Gather partners including non-profit service providers in contact with homeless people, other outreach teams supported by BCH and non-profit housing providers to explain the data gathering plan, client consents and process for supporting clients through the application process.
3. Similar to the Quality Inn (QI) tenanting process, the application form will be sent to service organizations performing outreach to people sleeping outside.
4. Identification and Assessment of Tenants:
  - *Phase 1.* Partners will pre-identify individuals sleeping outside through early morning (6am) and late night (11pm) outreach, recording names and identifiers and performing initial assessment for tenancy.
  - Partners will apply VAT interviews to prospective tenants for a period of months to all who are able to participate. This work should begin in the late summer to accommodate an early 2018 tenanting.
  - *Phase 2.* Once the number of street homeless who are willing to move into housing are found and assessed, sheltered homeless individuals will be identified by shelter operators and outreach staff for a VAT interview and, depending on their level of need, will be added to the list of applicants for this housing.

- *Phase 3.* When shelter occupants with high levels of vulnerability are served, *and* if there is a need for further applicants, *and* if there are individuals with high VAT scores living in BC Housing Supportive Housing buildings who would be better served in a self-contained home then they will be added to the applicant list.
5. All applications will be brought forward to BCH Coordinated Access to begin the process of assigning a Service Level Designation.
  6. A plan will be created for, each Modular Housing building's tenant complement and mix, in partnership with the BCH contracted non-profit housing provider for that building.
  7. VCH will offer consultation on the needs of tenants who are known to them as part of the tenancing process. Outreach workers will request consent forms to allow this type of exchange of information to facilitate the pre-tenancing work, and will allow for tenants to move in with potential supports identified.

#### **Post-tenancing**

8. The tenants who already have service plans and are VCH clients will have their files updated and transferred to the nearest clinic for ongoing service once they are accepted into a new home.
9. VCH will designate a staff person who can work with the COV Homelessness Services Outreach team and with the non-profit housing providers to establish protocols for referrals.
10. Tenants who are not currently connected to health supports but are seen to need support, and who are willing to do so, will be assessed by a health professional in the local clinic or community health centre serving the building where they have taken up residence using Pathways to Health Care Protocols.
11. Tenants who need higher level of supports than those offered in individual buildings will be referred to appropriate supported housing operated with intensive VCH supports.

## Appendix 4 - DRAFT - HOUSING FIRST - TEMPORARY MODULAR (HF-TM) PROCUREMENT PROCESS

The steps below outline the process undertaken to contract with Horizon North to design, manufacture and construct the HF-TM homes;

### Step 1 - RFQ for shortlist of supply partners

- A Request For Qualification (RFQ) titled “Selecting partners for a pre-qualification shortlist to supply prefabricated modular housing” was posted publicly on January 29<sup>th</sup>, 2016 and closed February 19<sup>th</sup>, 2016.
- 22 responses were received.
- Responses were evaluated by VAHA staff and COV Supply Chain Management staff
- Responses were evaluated using the following criteria and weightings;
  - Review of financial statements - 10%
  - Key personnel experience - 10%
  - Company’s experience in supply, construction, installation - 15%
  - Capacity to take on large projects - 10%
  - Proposed methodology - 10%
  - Evaluation of a pro-forma exercise for two different project types - 35%
    - Project Type 1 - Temporary Interim Housing of 30-40 units
    - Project Type 2 - Interim Longer Term Housing up to 500 units
- Top 5 proponents were selected for the shortlist (in no order);
  - Atira/Ladacor
  - Britco
  - Horizon North
  - Stack Modular/Kindred/Dialog
  - Atco

### Step 2 - Housing First - Temporary Modular RFP

- A Request For Proposals (RFP) titled “Modular housing supplier for housing first strategy” was issued to the above shortlist on July 14<sup>th</sup>, 2017 and closed July 21<sup>st</sup>, 2017.
- 3 responses were received.
- Responses were evaluated by VAHA staff and COV Supply Chain Management staff
- Responses were evaluated using the following criteria and weightings;
  - Proposed methodology - 10%
  - Proponent’s ability to meet the schedule - 60%
  - Proponent’s relocation abilities - 20%
  - Value-add and innovation - 5.0%
  - Sustainability - 5.0%
- Horizon North was the highest scoring proponent and was thereby selected as the lead proponent.
- Discussion with BC Housing that other proponents could be contacted for further supply (if required) - This has not been discussed with proponents.