



## **REQUEST FOR PROPOSALS RFP #2026-003**

**for**

### **BONUS DENSITY AND INCLUSIONARY ZONING FINANCIAL FEASIBILITY ANALYSIS**

**Issue Date:** February 11, 2026  
**Town Hall Address:** 2440 Sidney Ave  
Sidney BC V8L 1Y7

**Closing Date and Time:** Proposals must be received at Town Hall by postal mail, or e-mailed to [tenders@sidney.ca](mailto:tenders@sidney.ca), **before 4:00 pm (16:00) PDT, March 13, 2026**

**Inquiries during the proposal period should be directed to:**

Corey Newcomb  
Director of Community Planning  
Email: [cnewcomb@sidney.ca](mailto:cnewcomb@sidney.ca)

**IMPORTANT:** To receive any possible addendums to this Request for Proposals, please register your company and contact name with the Town by emailing [cnewcomb@sidney.ca](mailto:cnewcomb@sidney.ca).

## **Request for Proposals**

**February 11, 2026**

### **Town of Sidney Bonus Density and Inclusionary Zoning Financial Feasibility Analysis**

#### **1. Project Overview**

The Town of Sidney is seeking proposals from qualified consultants to complete a financial analysis of existing bonus density requirements in the Town's Zoning Bylaw, as well as a financial feasibility assessment of the possible future implementation of an affordable housing/inclusionary zoning requirement, as required by recent amendments to the *Local Government Act*.

#### **2. Purpose**

The Town of Sidney's Zoning Bylaw No. 2275 currently includes an existing bonus density framework, which applies to Multi-Unit Residential Zones, the C1 and NC2 Commercial Zones, the M3 Industrial Zone, as well as some Comprehensive Development Zones. This framework allows applicants to access additional permitted density in exchange for the provision of amenities. The value of these amenities is based on the additional constructed floor area of the building, payable at \$200 per net additional square metre, minus any permitted exemptions.

Density bonus regulations in existing Zoning Bylaws must be updated by June 30, 2026, when all density bonus bylaws must comply with the new legislative requirements, which include the completion of a financial feasibility analysis, consultation with stakeholders, and the identification of any required conditions when requiring the provision of affordable housing units (i.e. inclusionary zoning).

In addition, the Town's Official Community Plan (OCP) includes policies to consider using regulatory tools, such as density bonusing and inclusionary zoning, to encourage the provision of affordable housing in Sidney. Although the Town currently has the aforementioned bonus density framework built into its Zoning Bylaw, it does not currently have an affordable housing/inclusionary zoning component in place.

Recent amendments to the density bonusing and inclusionary zoning provisions of the LGA could allow the Town to (1) collect cash-in-lieu of affordable housing units and amenities or agree for affordable housing units to be located on a different site through density bonusing and (2) to require affordable housing in new residential developments through inclusionary zoning without the need for a rezoning.

The main purpose of the financial feasibility analysis is to ensure development project viability by determining if the value created by bonus density can offset the delivery of required amenities or affordable housing. It should identify whether the

existing level of permitted bonus density is sufficient to offset the required amenity contributions and ensure that a potential affordable housing requirement (or equivalent cash-in-lieu) is viable at a given total project density.

To implement these tools, the Town must undertake financial feasibility analysis that considers specific requirements set out in the *Local Government Act*, including but not limited to:

- the conditions of the local housing market;
- the costs of residential construction;
- the degree to which different factors of meeting the proposed bylaw requirements affect project feasibility;
- the amount of density required to offset the costs of the required contributions and ensure the feasibility of constructing affordable housing units (to not deter development);
- any other prescribed matters or information.

The successful proponent will be able to demonstrate past experience in conducting similar financial feasibility analyses, a thorough understanding of development finance and related local government regulations and financial structures, as well as a comprehensive understanding of the current construction, land, and development-related services that influence the overall costs of delivering both private and non-market development projects.

The financial feasibility analysis is intended to evaluate the implications of utilizing density bonusing and inclusionary zoning regulatory tools on a range of development types under local conditions. This analysis will ultimately inform an update to density bonusing regulations and the potential development of new inclusionary zoning regulations within the Town's Zoning Bylaw. A thorough examination of available tools, economic data, and community priorities will aid in the development of an approach that will be grounded in market realities and provide clear and predictable directions on priorities, processes, and anticipated levels of contributions.

### **3. Resources/Supporting Documents**

Relevant sections of the following material should be reviewed by the consultant upon engagement by the Town:

- Local Government Act
- Community Charter
- Zoning Bylaw No. 2275
- Official Community Plan Bylaw No. 2240
- West Side Local Area Plan (Schedule B in OCP Bylaw No. 2240)
- Bonus Density & Community Amenity Contributions Policy DV-013
- Town of Sidney Interim Housing Needs Report, 2024
- Off-Street Parking and Loading Bylaw No. 2140
- Subdivision and Development Bylaw No. 1390

- Capital Regional District Saanich Peninsula Water and Wastewater Development Cost Charges Bylaw No. 1
- Draft DCC and ACC programs and calculations for Sidney (2025)
- Service Connection Fees and Charges Bylaw No. 2158
- Building Regulations Bylaw No. 2016

#### **4. Project Scope and Considerations**

Key tasks and activities for the Town that the successful proponent shall address in the scope of work are listed below. This is not necessarily a comprehensive list, and the proponent is encouraged to add any additional details or information that may further interest the Town within the scope of work and available budget.

- Project initiation meeting with Town staff, including agenda and notes.
- Ongoing project coordination and communication with Town staff.
- Conduct a review of all relevant documents and reports to inform the financial feasibility analysis.
- Collect and summarize data on the current and past conditions of the local development market for affected zones and construction costs. Review recent developments in the downtown commercial and multi-unit residential areas.
- Identify the potential types of residential and mixed-used projects that would be subject to inclusionary zoning and density bonusing regulations.
- Analyze and test the financial feasibility of development models using existing bonus density regulations, as well as potential affordable housing/inclusionary zoning scenarios, with different assumptions in respect to use and density, tenure, unit size, and building types. The analysis must include a review and assessment of current bonus density requirements, as well as testing a minimum of three potential affordable housing/inclusionary zoning development models through a pro forma analysis, including an evaluation of the feasibility of the affordability measures contained in section 482.7 of the *Local Government Act*. The model, feasibility analysis, and recommendations should be framed within the context of likely development scenarios within the Town of Sidney. The financial feasibility analysis must take into consideration the stacking effect of all development-related costs.
- Analyze and test the financial feasibility of density bonusing and inclusionary zoning tools in combination with both local and regional Development Cost Charges.
- Review current density bonusing provisions and determine if the framework requires revision based on the financial feasibility analysis and, if necessary, identify how much additional density would be needed to achieve viable development scenarios, or vice-versa.

- Provide specific recommendations within the Town's context on approaches to update existing policies and regulations in regard to density bonusing and inclusionary zoning as identified in section 482.7 of the *Local Government Act*, such as on the number, type, and 'extent' (quantity in area) of amenities that are required in exchange for additional building density.
- Provide recommendations of cash-in-lieu fees for residential and mixed-use development based on the local housing market, providing cash per square metre cash-in-lieu fee options for consideration. Identify options to adjust fees as required to account for future changes in construction costs and housing market conditions.
- Provide an option to present the findings of the study to Council at a future Committee of the Whole meeting.

## 5. Deliverables

Key deliverables for this assignment are expected to include (at a minimum):

- The submission of a detailed Work Plan for the project.
- The preparation of a financial feasibility analysis in the form of a written report that addresses the considerations and legal requirements in sections 482.2 and 482.9 of the *Local Government Act*.
- The **Draft Report** (80% completion) detailing the analysis undertaken, supporting background information, methods and calculations, a pro forma model, conclusions drawn, and options considered and evaluated, along with proposed recommendations and refinements to be pursued for completion of the **Draft Final Report**. All information compiled from research, policy analysis, and other sources used to inform the analysis should be included as appendices.
- Presentation of a summary of the findings to Town staff. Staff will then review the draft report and recommendations and provide any feedback to be addressed and/or incorporated.
- The preparation and presentation of the **Draft Final Report**. The **Draft Final Report** must consider and include all those elements proposed to properly address the project scope of work and considerations and fully support the final recommendations. The final report and recommendations submitted by the consultant will incorporate feedback from Town staff.
- Upon satisfactory review by the Town, copies of the **Final Report** (100% completion) should be submitted in digital format, including a file format that allows for future document editing by the Town.
- The consultant team will present a summary of the **Financial Feasibility Analysis** findings and recommendations at a future Committee-of-the-Whole meeting at the Town of Sidney Town Hall.

The deliverables should be submitted in the following file formats:

Document Type	File Format
Written Documents	Microsoft Word, PDF
Spreadsheets	Microsoft Excel
Non-Technical Graphics	.png, .jpg, .jpeg
Drawings, Maps, and Spatial Data	ESRI ArcGIS shape files

All digital data are to be delivered on media compatible with the Town's computer equipment.

**Invoicing and Financial Information.** The consultant shall submit invoices and supporting documentation in accordance with the following requirements:

- a) Submit an invoice for up to 10% of the project budget upon submission of the Work Plan to the Town;
  - b) Submit an invoice for up to 60% of the project budget upon submission of the Draft Report (80% completion) to the Town;
  - c) Submit an invoice for up to 20% of the project budget upon submission of the Final Report (100% completion) to the Town; and
  - d) Submit an invoice for the remainder (10%) of approved expenditures of the project budget upon acceptance of the Final Report by the Town.
- Invoices are to be directed as follows:

Attention: Corey Newcomb  
Director of Community Planning  
Town of Sidney  
2440 Sidney Avenue  
Sidney BC V8L 1Y7

A detailed expense report for the project is required by the Town when submitting each of the four invoices showing that the costs to-date are equal to or exceed the invoiced amount. The time charged on the invoices is to be supported by the timesheet summary for each individual, showing for each day the time spent on the project for each of the applicable tasks.

## **6. Project Budget**

The total budget for this project is **\$20,000**. This budget shall include all applicable consultants, sub-consultants, contingency allowances, fees, and disbursements.

## **7. Project Schedule**

Study milestone dates are projected to be as follows:

Proposed Milestones	Date
RFP issued	February 13, 2026
RFP closed	March 13, 2026
Award of Study Contract	March 20, 2026
Submission of Consultant's Detailed Work Plan	April 2, 2026
Submission of Draft Report (80%)	May 8, 2026
Town of Sidney Review of Draft Report	May 15, 2026
Submission of Draft Final Report	May 29, 2026
Town of Sidney Review of Draft Final Report	June 5, 2026
Submission of Final Report (100%)	June 12, 2026
Presentation of Final Report to Committee-of-the-Whole	June 15, 2026

The Town's completion date is no later than June 30, 2026.

## **8. Proposal Submission Requirements**

### **a. Company Profile, Project Team Experience and Qualifications**

The Town is seeking a qualified consultant or consultant team with expertise in land development economics and land use planning. The successful proponent is expected to provide a multi-disciplinary team with the following attributes and characteristics:

- Demonstrated competency in the following areas: valuation, market analysis, land development economics, land value analysis, prototypical development modelling, engagement and outreach, writing, editing, and document production;
- Experience in developing and/or reviewing density bonus zoning and/or inclusionary housing (inclusionary zoning) programs for local governments;
- Prior experience related to developing regulations, policies, and processes tied to negotiating and securing public benefit amenities and community contributions.

Proposals shall include but are not limited to providing the following:

- Company profile and project experience specifically as it relates to the subject work in comparably sized communities. Applicants should highlight their experience with local governments and conducting affordable housing financial analyses.
- The proposed project team's experience including recent and current relevant projects, that clearly demonstrates the proponent's ability to

undertake the roles and deliverables and that the proponent has the capacity, reputation and experience required to successfully carry out the services anticipated by this RFP. Proponents are encouraged to provide information on a minimum of three and a maximum of six relevant projects. For each project, provide information on the project (e.g. scope, schedule and budget), the proponent's specific role(s) on the project, and the name of a reference to confirm satisfactory performance on the project.

- A Summary of Experience that clearly identifies each individual team member's expected role in providing the services anticipated in this RFP and summarizes their recent relevant project team experience with the company and knowledge, skills and abilities to perform that role in the delivery of these services. The Summary of Experience for each team member should not exceed two pages.

The successful Proponent will only use the proposed team members, including any sub-contractors listed in the Proposal. Any changes during the term of the Contract must have prior written approval by the Town.

#### **b. Organization and Quality Management**

Proposals shall provide the following:

- An organizational chart for the project and a description of the proponent's proposed Project organization, indicating key members/firms that will make up the Project team, their roles and responsibilities and reporting relationships. One person must be clearly nominated as the team lead. The team lead will be the proponent's primary liaison with the Town and will lead the planning and delivery of the Review.
- A description of the proponent team's quality management processes for this assignment.

#### **c. Understanding of Assignment and Methodology**

Proposals shall provide the following:

- A summary of the proponent's understanding of the assignment, identifying challenges that are likely to affect the satisfactory performance of their expected roles and delivery of the project scope. Include an explanatory narrative of how the proponent's cited qualifications and experience are particularly suitable to address those issues and service delivery considerations. The Understanding of Assignment should not exceed two (2) pages.
- A brief work plan that addresses all scope elements identified in the Project Scope and Considerations section and describes the proponent's proposed methodology for undertaking the assignment.



**d. Schedule**

Submissions shall include a project schedule in table format to describe the steps that will be undertaken to complete the deliverables (Gantt chart or Excel format) and identify resources (including sub-consultants) required to undertake the work.

The Town wishes to obtain these deliverables on an expedited timeframe. The Town's completion date is no later than June 30, 2026.

**e. Price**

Submissions must include the overall price to complete the deliverables (excluding GST), which will be compared to the project budget.

**f. Fee Schedule**

The proponent's fee schedule for the Project shall include the following tabulated information:

- The names and classification for all staff that would be assigned to this project. Those working for the consultant and those working for sub-consultants should be identified along with the type of tasks to be undertaken by the individuals. Hourly rates for all staff to be included in the proposal.
- Hours assigned to each staff member and sub-consultant for each of the identified list of tasks.
- Disbursements.
- Any other anticipated costs.

The Town reserves the right to request and negotiate changes to any part of this RFP and any part of the proponent's submission including hourly rates. The Town further reserves the right to select any proposal that is deemed to be in the best interest of the Town or, conversely, to reject any or all proposals that are deemed not to be in the best interest of the Town. Costs incurred by any proponent in association with the submission of a proposal in response to this RFP will not be reimbursed by the Town.

**g. Submission Format**

The following format, sequence, and instructions should be followed in order to provide consistency in the proponent response and ensure each proposal receives full consideration. All pages should be consecutively numbered.

- a) Table of contents including page numbers.
- b) A short (one or two page) summary of the key features of the proposal.
- c) The body of the proposal, including pricing, i.e. the "Proponent Response".

By submission of a clear and detailed written notice, the proponent may amend or withdraw its proposal prior to the closing time.

## **h. Proposal Delivery Format**

Electronic submission of responses is supported and encouraged. Submissions should be in the form of a single .pdf file. Maximum file size is 20MB. Should the submission exceed 20MB multiple email submissions can be sent.

Submissions should be sent by email to [tenders@sidney.ca](mailto:tenders@sidney.ca).

Submissions shall be deemed to be successfully received when displayed as new email in the in-box of the Town email address. The Town will not be liable for any delay for any reason including technological issues and the Town will not be liable for any damages associated with submissions not received.

Hard copy proposals are also accepted and should be clearly marked with the name and address of the Proponent and labelled “**Proposal – Bonus Density and Inclusionary Zoning Financial Feasibility Analysis**”. Hard copy submissions should include an electronic copy of all proposal files on a USB drive. The sealed envelope containing the proposal should be addressed to the following:

**Town of Sidney  
2440 Sidney Avenue  
Sidney BC V8L 1Y7  
Attention: Corey Newcomb, Director of Community Planning**

Proposals are to be received **no later than 4:00 pm. March 13, 2026.**

## **i. Contact Person**

All enquiries related to this RFP, including any requests for information and clarification, are to be directed, in writing, to Corey Newcomb (email [cnewcomb@sidney.ca](mailto:cnewcomb@sidney.ca)) who will respond if time permits. Enquiries and any responses will be recorded and may be distributed to all prospective proponents at the Town of Sidney’s option. In person and telephone queries will not be accepted.

## **9. Proposal Evaluation**

This section details all of the mandatory and desirable criteria against which proposals will be evaluated. Proponents should ensure that they fully respond to all criteria in order to receive full consideration during evaluation. Evaluation of proposals will be conducted by an Evaluation Committee of senior Town staff.

The Evaluation Committee will check proposals against the Mandatory Criteria listed in this RFP. Any proposal that fails to substantially comply with any of the Mandatory Criteria will, at the sole discretion of the Evaluation Committee, be subject to disqualification from further consideration as a valid proposal.

Proposals not disqualified by the Committee for non-compliance with the Mandatory Criteria will be assessed against the Desirable Criteria in this RFP.

**Mandatory Criteria.** Proposals not clearly demonstrating that they meet the following mandatory criteria will be excluded from further consideration during the evaluation process.

<b>Mandatory Criteria</b>	<b>Scoring</b>
1. The proposal must be received at the closing location by the specified closing date and time.	Yes/ No
2. The proposal must be in good English and must not be sent by facsimile.	Yes/No
3. If submitting by hardcopy only, four copies of the proposal must be submitted.	Yes/ No

**Desirable Criteria.** Proposals meeting all of the mandatory criteria will be further assessed against desirable criteria.

<b>Desirable Criteria</b>	<b>Weight</b>
1. Company Profile, Project Team Experience and Qualifications	25
2. Organization & Quality Management	15
3. Project Understanding & Methodology	25
4. Schedule	20
5. Price	15
<b>Total Points Available to Earn</b>	<b>100</b>

## 10. Study Contract

### a. Acceptance of Proposal and Study Contract

This RFP shall not be construed as an agreement to purchase goods or services. The Town of Sidney is not obligated to enter into a contract with the proponent who submits the lowest priced or highest rated proposal, or with any proponent. By submission of a proposal, the proponent agrees that should it be identified as the preferred proponent, the proponent is willing to enter into a contract on the terms set out in this RFP.

### b. Form of Contract

The Contract may be drafted by the Town of Sidney, or on behalf of the Town, subject to the Town's approval of the content, terms and conditions therein, and may include parts of this RFP and parts of the proponent's proposal, including any clarifications, rectifications, and negotiated changes. Where any part of the proponent's proposal contradicts or conflicts with the RFP or any other part of the contract, the RFP or other part of the contract shall prevail.