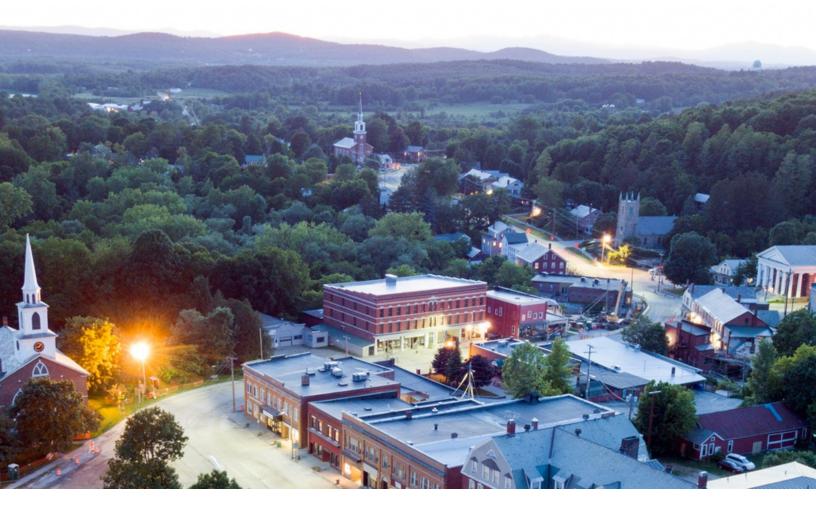


AGENCY OF COMMERCE & COMMUNITY DEVELOPMENT DEPARTMENT OF HOUSING & COMMUNITY DEVELOPMENT

2022 VERMONT HOUSING BUDGET AND INVESTMENT REPORT



Agency of Commerce and Community Development Department of Housing and Community Development January 15, 2023

2022 Vermont Housing Budget and Investment Report

Vermont Department of Housing and Community Development January 15, 2023

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Acknowledgments: This report was developed by the Department of Housing and Community Development (DHCD), with input from the Vermont Agency of Human Services (AHS), Vermont Housing and Conservation Board (VHCB), Vermont Housing Finance Agency (VHFA), Vermont State Housing Authority (VSHA), and DHCD's Vermont Community Development Program

The Vermont Housing Council, which the departments or agencies listed above are also members of, was consulted in the preparation of this report. Established by Executive Order, the Vermont Housing Council coordinates and oversees implementation of the State's housing policy, evaluates housing services and initiatives, and serves as a resource to housing providers in their efforts to supply decent and affordable housing to Vermonters.

I. Introduction

24 V.S.A. §4498, Housing Budget and Housing Investment Reports, directs the Commissioner of the Department of Housing and Community Development (DHCD) to:

(1) Create a **Vermont housing budget** designed to assure efficient expenditure of State funds appropriated for housing development, to encourage and enhance cooperation among housing organizations, to eliminate overlap and redundancy in housing development efforts, and to ensure appropriate geographic distribution of housing funds. The Vermont housing budget shall include any State funds of \$50,000.00 or more awarded or appropriated for housing. The Vermont housing budget and appropriation recommendations shall be submitted to the General Assembly annually on or before January 15. The provisions of 2 V.S.A. § 20(d) (expiration of required reports) shall not apply to the recommendations to be made under this subdivision, and the report shall include the amounts and purposes of funds appropriated for or awarded to the following:

(A) The Vermont Housing and Conservation Trust Fund.

(B) The Agency of Human Services.

(C) The Agency of Commerce and Community Development.

(D) Any other entity that fits the funding criteria.

(2) Annually, develop a **Vermont housing investment plan** in consultation with the Vermont Housing Council. The housing investment plan shall be consistent with the Vermont consolidated plan for housing, in order to coordinate the investment of State, federal and other resources, such as State appropriations, tax credits, rental assistance, and mortgage revenue bonds, to increase the availability and improve the quality of Vermont's housing stock. The housing investment plan shall be submitted to the General Assembly, annually on January 15. The provisions of 2 V.S.A. § 20(d) (expiration of required reports) shall not apply to the plan to be made under this subdivision, and the plan shall:

(A) target investments at single-family housing, mobile homes, multi-family housing, and housing for homeless persons and people with special needs;

(B) recommend approaches that maximize the use of available State and federal resources;

(C) identify areas of the state that face the greatest housing shortages; and

(D) recommend strategies to improve coordination among State, local, and regional offices in order to remedy identified housing shortages.

This report includes:

- ✓ The Vermont Housing Budget: State and federal funds exceeding \$50,000 awarded or appropriated for housing development in 2022, and combined State and federal funds for housing development, housing assistance and subsidies.
- The Vermont Housing Investment plan which considers areas of the state that face the greatest housing shortages and describes planned investments in single-family housing, manufactured homes, multi-family housing, housing for homeless persons, and housing for persons with special needs.

- Recommendations for approaches that maximize the use of available State and federal resources and strategies to improve coordination among State, local and regional housing providers to address identified housing shortages; and
- ✓ Organizational chart of state housing agencies in Vermont.

The DHCD is committed to having a lead role in coordinating housing policy in the state, which is accomplished primarily through the Vermont Housing Council and the development of the HUD Consolidated Plan. While DHCD has direct administrative oversight of some funding programs that have housing components, such as the Community Development Block Grant program (CDBG), its role in directing other sources of housing funding is limited by statute and federal regulations and relies on its strong working relationships with the other housing organizations in the state to assure the efficient expenditure of State and federal funds provided for affordable housing.

The Vermont Housing Council

The Vermont Housing Council¹ was originally established by Executive Order in 1995 to coordinate and oversee implementation of the State's housing policy, to evaluate housing services and initiatives, and to be a resource to housing providers in their efforts to supply decent and affordable housing for Vermonters. The current membership of the Housing Council was established in Executive Order 08-11.

DHCD provides staff support and facilitates the Housing Council's bi-monthly meetings.

The standing members of the Housing Council are:

The Department of Housing and Community Development; Vermont State Housing Authority; Vermont Housing Finance Agency; Vermont Housing and Conservation Board; Agency of Human Services; Vermont Association of Public Housing Directors; USDA Rural Development; U.S. Department of Housing and Urban Development (HUD); Fire Safety Division of the Department of Public Safety; and the Division for Historic Preservation. In addition, the Governor appoints representatives of a statewide non-profit housing developer, a regional non-profit housing provider, a private sector housing provider, and a low-income advocate for two-year terms.

II. Vermont Housing Budget

In 2022, Vermont saw an unprecedented 300% increase in its housing development budget from \$69 million to \$212 million by and large due to a one-time \$100 million State general fund investment in VHCB and more than \$65 million in private equity from bonds issued by VHFA.

Typically, the majority of Vermont's housing budget has come from federal resources, including rental assistance programs, and private equity from housing tax credits. State funding for housing helps secure these federal resources and direct them to Vermont needs and priorities. In 2022, State funds supported \$125.5 million of the combined total of \$308.5 million of funding (Table III and IV) for affordable housing in Vermont. Appropriations of the State's

¹ <u>https://governor.vermont.gov/boards-commissions</u> 2022 Vermont Housing Budget & Investment Report

property transfer tax revenue, general funds, capital funds, and equity from State housing tax credits supported \$110.9 million of the state's \$212.4 million investment in housing development (Table III).

Consistent with the 2021 Housing Budget and Investment Report, this report does not include the federal COVID-19 ARPA housing assistance funds that were awarded to Vermont in FY2022. However, the results of those investments are summarized in the narrative.

These resources reside primarily in five agencies: The Department of Housing and Community Development (DHCD) of the Agency of Commerce and Community Development, the Vermont Housing and Conservation Board (VHCB), the Agency of Human Services (AHS), the Vermont Housing Finance Agency (VHFA) and the Vermont State Housing Authority (VSHA). In addition to these statewide organizations, affordable housing projects and services in Vermont are largely provided by a decentralized group of local, regional, and state affordable housing developers and non-profit community-based organizations that cover the entire state.

As shown in Table III on page 11, combined State and federal funding and private equity for affordable housing development administered by VHCB, DHCD, and VHFA totaled approximately \$212.4 million. The majority of that came from \$100 million of one-time State General Funds and \$65 million from bond credit equity. Tax credit equity, leveraged by approximately \$4.4 million in federal and State Housing Tax Credits, provided another \$31.7 million of this amount.

As shown on Table IV on page 12, combined State and federal funding for housing assistance and subsidies, and support services that help people stay housed, totaled \$96.1 million.² More than two-thirds of this coming from \$68.8 million of federal project and tenant-based rental assistance through VSHA (Section 8). State general funds provided another \$14.58 million supporting programs through AHS.

State funding for housing development agencies totaled approximately \$107.9 million including the unprecedented investment of \$100 million of one-time General Funds. The balance of State funding primarily consisted of property transfer tax revenue, and capital bill funds appropriated to VHCB, plus \$1,325,000 in State housing tax credits. (Table I on page 9) Federal funding for housing development agencies totaled approximately \$11.65 million awarded to VHCB and DHCD. (Table II on page 10)

The largest source of funding for affordable rental housing projects has typically come from federal Low-Income Housing Tax Credits administered by VHFA in accordance with the State's Qualified Allocation Plan (QAP). Vermont's allocation of federal credits in 2022 was \$3.03 million, which is expected to generate approximately \$25.8 million in equity. In addition, VHFA awarded another \$7.7 million in "bond credits" which are issued in conjunction with VHFA taxexempt bonds, which will generate approximately \$65.3 million in private equity. (Table III on page 11)

 ² \$147.6 million when VT Rental Subsidy (\$495,395), Harbor Place (\$550,020), and Temporary Housing/General Assistance/Emergency Assistance (\$50,472,269) funded using all COVID money are included.
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Federal Funding for Housing Development

Tax credit equity of \$91 million generated by the federal Low-Income Housing Tax Credits (described above) is the largest source of funds for housing development supported by federal dollars. Other federal resources brought to projects include the Department of Housing and Urban Development (HUD) Home Investment Partnership Program (HOME) and National Housing Trust Fund which are administered by VHCB, and the Community Development Block Grant (CDBG) administered by DHCD's Vermont Community Development Program (VCDP). Together, these totaled approximately \$11.5 million. (Table II on page 10)

Grants of CDBG funds are available to all municipalities in the state except Burlington. Burlington is Vermont's only "Entitlement Community" and receives CDBG and HOME funds directly from HUD. In FY 2021, the City of Burlington was awarded \$733,713 in CDBG and \$460,912 in HOME funding.

Other federal resources which are targeted to specific housing types include HUD 202 (housing for the elderly), Rural Development 515 (multi-family rental housing production), HUD's Lead-Based Paint Hazard Control (LHC), Emergency Solutions Grant (ESG) and HOPWA (Housing Opportunities for Persons with AIDS) grant programs. Another resource in many affordable housing projects is the Federal Home Loan Bank of Boston's Affordable Housing Program. Funding levels for these programs has varied substantially in recent years.

State Funding for Housing Development

The primary State resource for housing development comes from a portion of the property transfer tax which by statute³ is dedicated to VHCB. In FY 2022, VHCB received \$6.4 million in dedicated funds to support housing development from the property transfer tax and the capital bill. This is the only direct and ongoing State funding that supports the costs of building affordable housing homes. (Table I on page 9). VHCB was also appropriated an additional one-time \$100 million of state general funds to assist in meeting the current housing shortage. VHCB has already awarded \$57 million of the appropriation, the remaining funds will be awarded to projects during FY 2023.

In FY 2022, the federal Low-Income Housing Tax Credits were supplemented with an allocation of \$1,325,000 of 5-year state Housing Tax Credits which will generate a total of approximately \$6 million in equity. Of these state Housing Tax Credits, VHFA awarded \$400,000, generating approximately \$1.8 million in private equity, to support loans for multi-family housing projects in conjunction with the allocation of federal Housing Tax Credits.

VHFA awarded the other \$925,000, which will generate approximate \$4.2 million in private equity, to support funding programs for homeownership opportunities supporting mobile home replacements, down payment assistance for new and rehabilitated homes, and to eligible first-time homebuyers (Table III on page 11). This includes an increase of \$250,000 in 2022, which is reserved for energy efficient manufactured home replacement.

³ https://legislature.vermont.gov/statutes/section/10/015/00312

²⁰²² Vermont Housing Budget & Investment Report

Two programs administered by DHCD that offer less direct funding for affordable housing are the Charitable Housing Investment Tax Credit and the Downtown and Village Center tax credit for historic façade and code improvements, which is frequently used for upper floor housing. DHCD also administers the federal Historic Tax Credit, which can be a sizable source of funding for some multi-family affordable housing projects in historically significance properties.

Federal Funding for Housing Assistance

VSHA administered almost \$69 million of project and tenant-based rental assistance throughout the state. This diverse program includes the Section 8 Housing Choice Voucher program with an assortment of incentives and housing alternatives such as Family Self-Sufficiency, Homeownership, Family Unification, Mainstream Housing Opportunities, Veterans Affairs Supportive Housing and Project-Based Initiatives.

VSHA also administers a Section 8 Moderate Rehabilitation program, the rental assistance component of a Housing Opportunities for Persons with Aids (HOPWA) grant provided to VHCB, and the Housing Subsidy and Care program for the Vermont Department of Mental Health, and the Bridge to HOPWA program for the Vermont Department of Health. VSHA, in conjunction with VHFA, is HUD's Contract Administrator on project-based Section 8 units constructed or rehabilitated by private developers and/or non-profits and is the state's largest administrator of Continuum of Care Homeless funds.

Many affordable housing developments have at least some federally funded rental assistance either through the USDA's Rural Rental Assistance program or HUD Section 8 contracts administered by VSHA. The rental assistance allows families to pay approximately 30% of their income toward the rent. USDA's Rural Rental Assistance program provides an additional source of support for families in Rural Rental Housing (Section 515) or Farm Labor Housing (Section 514) projects.

State Funding for Housing Assistance

Approximately \$14.5 million in State General Fund dollars and \$8.3 million in Medicaid funds supported programs of the departments of AHS to assist in supporting their clients' housing needs. The largest of these include General Assistance Emergency Housing, Corrections Transitional Housing, the Support and Services at Home (SASH) Program, and Housing Opportunity Program (HOP) grants.

AHS's programs serve the lowest income, most vulnerable Vermonters. Should these families and individuals not be able to access housing in their community that is affordable to them, the alternative in many cases would be institutionalization or homelessness.

Cooperation among Housing Organizations

The statewide housing agencies play unique and well-defined roles in the production, rehabilitation, financing, and subsidy of housing for a broad spectrum of low- and moderateincome Vermonters. These agencies work together with federal housing agencies including HUD and USDA Rural Development, and with departments of Vermont's AHS, to create a delivery system that leverages federal dollars available to Vermont and ensures that State and federal resources are used efficiently and effectively.

In response to the COVID-19 public health emergency, the housing agencies (AHS/DCF, VHCB, VSHA, VHFA, and DHCD) established a Housing Recovery Working Group to coordinate the strategic use of housing resources to help keep people safe during the pandemic and help Vermonters and their communities recover.

Coordination among the statewide housing agencies is enhanced by cross membership on boards and committees: The DHCD Commissioner sits on the board of VHFA as the designee for the Secretary of ACCD, and the Executive Directors of VHFA and VHCB sit on each other's boards. The Secretary of AHS is a member of VHCB. In addition, VHFA, VHCB, AHS, and VSHA are represented on DHCD's Consolidated Plan Advisory Board, and the Executive Director of VHFA is also currently an appointed member of the Vermont Community Development Board.

In addition, the statewide housing agencies, along with a representative of the Governor's office, comprise the Joint Committee on Tax Credits which makes recommendations to the VHFA Board on the Qualified Allocation Plan (QAP). The VHFA Board considers the recommendations and then forwards the QAP to the Governor for their adoption.

The agencies also comprise, along with representatives of USDA Rural Development and HUD, the Vermont Preservation Council which serves as a clearinghouse for preservation related policy work and developing solutions for troubled projects. This ensures non-duplication of effort, effective communication, multiple perspectives in policy decisions and consistency in priorities across the State's housing agencies.

To streamline the application process, DHCD, VHFA, and VHCB, developed and use a common application for housing funds and share common underwriting guidelines and coordinate inspections. The common application can be accessed by all three agencies ensuring that they have consistent information which helps to coordinate and expedite the application review.

Since most housing projects being developed use multiple funding sources, project developers are strongly encouraged to schedule a site visit and meeting with all the potential funders as early as possible in the project development. These "all players" project meetings allow for the project developer(s) to hear the myriad of questions/issues from the funding agencies at one time and provide critical information regarding the timing and readiness of a project.

Geographic Distribution

As stated in Vermont's HUD <u>Consolidated Plan</u> the State has not targeted its housing resources based on location to any specific area(s). Rather, projects are prioritized based demonstrated need. For housing projects to receive funding the developer must be able to demonstrate with a market study that the project meets local or regional housing needs to help ensure that projects are located appropriately. (The state's Qualified Allocation Plan (QAP) must consider

location and gives marks to projects located in designated downtowns and villages, neighborhood development areas, and growth centers.)

In preparation for the 2020-2024 Consolidated Plan, DHCD contracted with the Vermont Housing Finance Agency (VHFA) to conduct a statewide <u>Housing Needs Assessment</u> (HNA) including county level data.⁴ VHFA's assessment was used in the development of the Consolidated Plan and as a resource to help distribute funding where it is needed most.

Although VHFA's assessment identified a significant need for housing throughout Vermont, the county level reports have been a valuable tool for policy makers as well as affordable housing developers and funders in determining where the greatest needs are within the state supplementing the specific market studies for each project.

To give policy makers ready access to the latest data at the town, county, and state level, VHFA operates and maintains Community Profiles on the Vermont Housing Data⁵ website. The profiles show the most recent data pertaining to the relative needs for housing assistance by resident age group, income, geographic location, and housing type.

The Housing Need Assessment continued to identify a lack of available affordable housing throughout VT. However, it clearly identified an abundance of available housing stock in poor condition in many regions of the state. With over 19,000 units of substandard, poor quality housing identified in the Housing Needs Assessment, strategies to address this issue should be undertaken.

In addition, in 2020, VHFA, DHCD and VHCB conducted an Affordable Housing Development Cost Study⁶. Recommendation from that study should be pursued, as VT has seen a faster rise in affordable housing development costs when compared to our New England Region. Recommendations include increasing competition in the Affordable Housing Development Community, coordinating and reducing the timing between funding decisions, and rewarding developers that reduce costs or reduce utilization of scarce public resources.

Housing Budget Tables

The tables on the following pages make up the "Housing Budget" for 2022:

- TABLE I: State Funding for Housing Agencies for Development
- TABLE II: Federal Funding for Housing Agencies for Development
- TABLE III:
 State and Federal Funds and Private Equity for Housing Development
- TABLE IV: State and Federal Funds for Housing Assistance and Subsidies

⁴ Vermont Housing Finance Agency "Vermont Housing Needs Assessment: 2020-2024". February 2020 <u>http://accd.vermont.gov/housing/plans-data-rules/needs-assessment</u>

⁵ <u>http://www.housingdata.org/</u>

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2022 State Funding for Housing Agencies for Housing Development					
SOURCES	VHCB	VHFA	DHCD	TOTALS	
State Appropriation of Property Transfer					
Tax and Capital Bill Funds	\$6,424,408			\$6,424,408	
State One-time General Funds	\$100,000,000			\$100,000,000	
Loan Repayments	\$29,685			\$29,685	
Interest on Fund	\$30,687			\$30,687	
State Housing Tax Credits		\$1,325,000		\$1,325,000	
State General Funds	\$0		\$160,671	\$160,671	
TOTAL SOURCES	\$106,484,780	\$1,325,000	\$160,671	\$107,970,451	
USES					
Operations*	\$1,517,778		\$160,671	\$1,678,449	
Grants / Loans - State Appropriation	\$4,967,002			\$4,967,002	
Grants/Loans - Housing Projects**	\$100,000,000			\$100,000,000	
Multi-family rental housing		\$400,000		\$400,000	
Down payment assistance for new homes					
and mobile home replacements		\$675,000		\$675,000	
Down payment assistance for first-time					
home buyers		\$250,000		\$250,000	
TOTAL USES	\$106,484,780	\$1,325,000	\$160,671	\$107,970,451	
*VHCB is housing portion only, DHCD is based	d on 50% of VCDP oper	ating expenses			

TABLE I: State Funding for Housing Agencies for Development

*VHCB is housing portion only, DHCD is based on 50% of VCDP operating expenses ** Amount available for development,see Sources on Table III. As of 6/30/22 VHCB had awarded \$53 million of this one-time appropriation, with the balance of \$47 million being used for FY23 awards.

2022 Federal Funding for Housing Agencies for Housing Development					
SOURCES	VHCB	DHCD	TOTALS		
HOME Program	\$2,955,000		\$2,955,000		
HUD Lead Paint Program / Healthy Homes	\$1,142,857		\$1,142,857		
National Housing Trust Fund	\$3,000,000		\$3,000,000		
CDBG - RHP (included in CDBG)			\$0		
CDBG		\$4,552,975	\$4,552,975		
TOTAL SOURCES	\$7,097,857	\$4,552,975	\$11,650,832		
USES					
Operations*	\$951,309	\$225,996	\$1,177,305		
Grants/Loans/Direct Program**	\$6,146,548	\$4,326,979	\$10,473,527		
TOTAL USES \$7,097,857 \$4,552,975 \$11,650,8					
*VHCB is housing portion only, DHCD is based on 50% of VCDP operating expenses **Amount available for development,see Sources on Table III					

TABLE II: Federal Funding for Housing Agencies for Development

2022 State and Federal Funds and Private Equity Combined for Housing Development (Amounts Do Not Include Administrative Overhead / Operations)						
SOURCES	VERMONT HOUSING AND CONSERVATION BOARD	DEPT OF HOUSING AND COMMUNITY DEVELOPMENT	VERMONT HOUSING FINANCE AGENCY	TOTALS		
State Appropriation	\$4,967,002			\$4,967,002		
State One-time General Funds	\$100,000,000			\$100,000,000		
Federal Housing Program Revenue	\$6,146,548	\$4,326,979		\$10,473,527		
Private Equity Generated by Federal Housing Credit*			\$25,758,885	\$25,758,885		
Private Equity Generated by Federal Bond Credit**			\$65,274,220	\$65,274,220		
Private Equity Generated by State Housing Tax Credit***			\$5,962,500	\$5,962,500		
TOTAL SOURCES	\$111,113,550	\$4,326,979	\$96,995,605	\$212,436,134		
USES						
Multi-family Rental Housing using Equity from State Housing Tax Credit			\$1,800,000	\$1,800,000		
Down Payments for New Energy Efficient Manufactured Homes using Equity from State Housing Tax Credit			\$1,125,000	\$1,125,000		
Down Payment Assistance for New Homes using Equity from State Housing				· · · ·		
Tax Credit			\$1,912,500	\$1,912,500		
Down Payment Assistance for First Time Homeowners using Equity from State						
Housing Tax Credit			\$1,125,000	\$1,125,000		
Programs providing grants/loans for			. , , , ,	. , ,		
affordable housing development projects	\$111,113,550	\$4,326,979	\$91,033,105	\$206,473,634		
TOTAL USES	\$111,113,550	\$4,326,979	\$96,995,605	\$212,436,134		

TABLE III: State and Federal Funds and Private Equity for Housing Development

Estimated based on \$7.7 million in federal 10-year bond credits provided in 2022 and average prices paid by investors in recent years. *Estimated based on 2022 allocation of \$1.375 million in state 5-year credits and an average of prices paid by investors in recent years.

2022 State and Federal Funds Combined for Housing Assistance/Subsidies							
SOURCES		GENCY OF HUMAN ERVICES	ŀ	VERMONT STATE HOUSING JTHORITY		VERMONT OUSING AND DNSERVATION BOARD	TOTALS
State of Vermont General Fund	\$	14,580,192					\$ 14,580,192
Federal Funds	\$	3,701,297					\$ 3,701,297
Medicaid	\$	8,328,332					\$ 8,328,332
Federal Rental Assistance Program (Project Based)			\$	31,715,300			\$ 31,715,300
Federal Rental Assistance Program (Tenant Based)			\$	37,129,781			\$ 37,129,781
HOPWA Program (Federal and Ryan White)	\$	200,000			\$	478,000	\$ 678,000
TOTAL SOURCES	\$	26,809,821	\$	68,845,081	\$	478,000	\$ 96,132,902
USES							
Programs providing housing assistance to individuals and rental assistance/supportive housing			\$	68,845,081	\$	478,000	\$ 69,323,081
VT Rental Subsidy Program **							\$ -
Harbor Place **							\$ -
Reach-Up Housing	\$	502,505					\$ 502,505
Housing Opportunity Grant Program (HOP)	\$	11,290,513					\$ 11,290,513
Family Supportive Housing	\$	1,584,855					\$ 1,584,855
Correction Transitional	\$	5,494,062					\$ 5,494,062
Housing Assistance for HIV/AIDS	\$	200,000					\$ 200,000
ADAP Transitional - Sober Housing	\$	660,736					\$ 660,736
Youth Housing Development Program Housing Subsidies	\$	81,693					\$ 81,693
Temporary Housing/General Assistance / Emergency Assistance **							\$ -
Homeshare	\$	280,000					\$ 280,000
Support and Services at Home (SASH)	\$	974,023					\$ 974,023
CRT Housing Support Fund	\$	906,399					\$ 906,399
DMH Housing Subsidy and Care	\$	1,040,000					\$ 1,040,000
Homeless outreach for severely mentally ill (PATH)	\$	443,418					\$ 443,418
Housing First	\$	3,351,617					\$ 3,351,617
TOTAL USES	\$	26,809,821	\$	68,845,081	¢	478,000	\$ 96,132,902

TABLE IV: State and Federal Funds for Housing Assistance and Subsidies

III. Housing Investment Plan

Consolidated Plan Funding

The delivery of funding for affordable housing in Vermont is directed by the HUD Consolidated Plan for Housing & Community Development. The Consolidated Plan covers a period of five years and is updated annually by DHCD with input from the Consolidated Plan Advisory Board which represents a broad spectrum of the housing, economic development, and human service communities. The State's current five-year Consolidated Plan covers program years 2020-2024.

The housing needs outlined in the plan were based on the Vermont Housing Finance Agency's Housing Needs Assessment, community outreach meetings, and a comprehensive and widely distributed survey. For many years Consolidated Plan priorities have closely mirrored the priorities set in state statute for VHCB for spending Trust Fund dollars on affordable housing developments and VHFA for allocating the federal and State Housing Tax Credits.

Vermont's Consolidated Plan guides the investment of approximately \$11 million the State receives from HUD annually for three grant programs: CDBG, HOME, and ESG. This money leverages substantially greater amounts in public and private funds. In recent years, the priority for Vermont's plan has been to direct resources toward economic development and housing activities. Funding received by the State from the National Housing Trust Fund is allocated pursuant to the Vermont National Housing Trust Fund Allocation Plan, which is only partly incorporated into the Consolidated Plan.

Vermont Community Development Program

CBDG funding is administered by the Vermont Community Development Program (VCDP) within DHCD. In FY 2022, VCDP awarded grants of approximately \$4.3 million for affordable housing development and another \$1.2 million in Recovery Housing funds to three projects serving Vermonter's recovering from substance use. Projects that support affordable housing, job creation and retention, public facilities and public services are eligible and encouraged to apply for CDBG funding. The highest priorities are creating affordable housing and employment opportunities for low- and moderate- income individuals, with preference for facilitating development and growth in Designated Downtowns and Village Centers.

Only Vermont municipalities are eligible to apply for VCDP funding through a competitive, needs based application process. Funding levels, maximum and minimum grant requests, selection criteria, State priorities, and application assistance can be found in the Consolidated Plan itself and at the VCDP website⁷.

⁷ <u>http://accd.vermont.gov/community-development/funding-incentives/vcdp</u>

The VCDP must expend at least 70% of its HUD Award over a period of three program years to fund activities that principally benefit persons of low and moderate income. In FY22, VCDP awarded 4 new housing grants for 142 units, including 117 LMI, or 82%. Grants for activities which aid in the prevention or elimination of slums and blight or that are designed to meet urgent community development needs do not necessarily provide a direct benefit to persons with low and moderate incomes and must be drawn from the remaining 30% of the CDBG award over a period of three program years.

Municipalities receiving CDBG awards must provide matching funds, which may be cash or inkind, as follows:

Housing, public facilities and services,	10% match for all CDBG grants
economic development	

National Housing Trust Fund

Vermont receives the small state minimum of \$3 million annually of National Housing Trust Fund funds (HTF), which are administered by the Vermont Housing and Conservation Board as the "State Designated Agency" in accordance with Vermont's National Housing Trust Fund Allocation Plan. Per the Allocation Plan, each year, VHCB awards \$2.7 million of these funds to eligible developers of affordable rental housing. The remaining 10% are used for administration of the HTF as allowed per the approved Allocation Plan.

HTF funds are used for projects that include the creation or preservation of rental housing which: 1) remain affordable in perpetuity, 2) address at least one of the State's Consolidated Plan housing priorities, and 3) will be ready to proceed within 18 months.

HTF assisted units must be occupied by and affordable to households with incomes at or below 30% of area median income or 30% of poverty level, whichever is lower. Funding preference is given to projects that 1) include the creation of permanent supportive housing (PSH) with rental assistance and support services for persons who are homeless or at risk of homelessness; 2) are in State designated downtowns, village centers, neighborhood development areas, or other "Smart Growth" locations; and/or 3) create new units or preserve affordable subsidized units in properties acquired from private owners.

HOME Investment Partnerships Program

Home Investment Partnerships (HOME) funds are administered by VHCB that has been designated to administer HOME on behalf of DHCD. Vermont receives the small state minimum of approximately \$3 million in HOME funds. Vermont receives the small state minimum of approximately \$3 million in HOME funds.

HOME funds are used for the following:

1. Acquisition and Rehabilitation Program, to be used for acquisition and rehabilitation of conventional rental properties to make them affordable to low-income households and/or convert them to cooperative properties, and to preserve existing affordable rental properties.

2. New Construction Program, to be used for production of conventional rental properties that serve an area or market where existing housing stock is limited and/or to provide housing for households/individuals with documented special needs. Units created under this program must be affordable to low-income households; and

3. Refinancing existing debt, multi-family projects developed by locally based housing organizations that receive HOME funds for rehabilitation may utilize HOME funds to refinance existing debt if there is significant rehabilitation of the property proposed in addition to the refinancing.

A minimum of 15% of the State's HOME allocation is reserved for rental projects developed, owned, or sponsored by qualified Community Housing Development Organizations (CHDOs). Up to 5% of the State's HOME allocation may be used for general operating assistance for qualified CHDOs who are expected to receive CHDO project funds within 24 months. The State of Vermont has an extensive track record in working with CHDOs and other non-profit organizations, through the support of the VHCB and VHFA.

The following match requirements also apply:

Affordable rental housing	25% for rehabilitation and new construction
	activities

Emergency Solutions Grant

Federal Emergency Solutions Grants (ESG) are administered by AHS Office of Economic Opportunity (OEO) to help non-profit organizations, including community and faith-based organizations; provide emergency overnight and day shelter; offer supportive services for homeless families and individuals; and implement effective homeless prevention and rapid rehousing initiatives within the local continuum of care. Vermont's ESG funds of approximately \$690,000 are blended with State, and other federal, funds to create the consolidated Housing and Opportunity Program (HOP).

The following match requirements also apply:

Housing and services for homeless families	100% (1:1)
and/or individuals	

Areas with Greatest Housing Shortages

The funding priorities outlined in the Consolidated Plan are not targeted to specific areas of the state but are based on the strength of the applications received and local needs. Available data underscores that there is significant need for housing throughout Vermont. A housing market is typically considered balanced when the rental vacancy rate is around 5%. Chittenden County's rental vacancy rate was estimated at just 0.4% in June, 2022⁸, underscoring the severe lack of housing options.

One symptom of the limited housing availability is the large number of households who are spending an unaffordable amount on their housing costs. A household is considered housing cost burdened when more than 30% of household income is spent on housing cost, and severely cost burdened when housing costs consume 50% or more of household income. Per VHFA's Vermont Housing Data Community Profiles, 89,900 households in Vermont (34%) are cost burdened including 37,800 (15%) households with severe cost burdened. Half of all renter households are cost burdened, and one in four are severely cost burdened. The greatest incidence of severe cost burden among renter households was in Orleans County (33%), Grand Isle County (32%), and Chittenden County (29%), and Lamoille County (28%).

Homebuyers are also feeling the impact of unaffordable home prices and limited availability. The median Vermont non-vacation home sold for \$270,000 in 2021, a 10.2% increase from the 2020, and a 19% overall increase from prices in 2019, before the pandemic⁹. This is the largest single year home price increase seen since 2005. Caledonia and Essex Counties have seen unusually high price growth during the pandemic (35% and 31%, respectively); however, Chittenden County still has by far the highest home prices, with the median primary home selling for \$385,000 in 2021.

Homelessness continues to be a major challenge in Vermont. The 2022 Point in Time count conducted in January enumerated 2,780 Vermonters (668 in Chittenden County and 2,112 in the Balance of State) experiencing homelessness. This was a 7% increase from the prior year, although there has been a 150% increase in homelessness throughout the pandemic. Although economic conditions have continued to improve, clearly, the economic disruption caused by the pandemic has substantially increased the number of Vermonters experiencing and at risk of homelessness.

Vermont's low vacancy rates and subsequent high levels of unaffordability are due in part to a long-standing decline in its rate of housing construction. According to the most recent comprehensive count from the US Decennial Census, Vermont's year-round (non-vacation) housing stock grew by an estimated 0.6% per year, compared to 1.81% per year from 1980 to

⁸ Source: Allen, Brooks & Minor report, 2022. Recent, statistically reliable statewide data is not available.

⁹ Source: Vermont Property Transfer Tax (PTT) records.

1990. In 2021, Vermont built 2,319 new homes¹⁰, the most in any year over the past decade, but still well below the number constructed annually before the Great Recession.

Targeting Investments

The State's key objectives to address these housing needs as outlined in the Consolidated Plan are preserving existing affordable housing and developing new housing units or programs that are cost effective and sustainable.

These priorities are further guided by the State's preference for development and growth in Designated Downtowns and Village Centers and in other areas which incorporate "Smart Growth" principles, and the overarching priority of striving to achieve perpetual affordability in affordable housing projects that use public funds.

The goals relating to housing in the 2020-2024 Consolidated Plan are; 1) to increase the supply and quality of affordable housing, and, 2) decrease the number of people experiencing homelessness using the following strategies:

- 1) Increase the Supply and Quality of Affordable Housing
- House lower income families and individuals, with special preference to projects housing extremely low income families and individuals at or below 30% of area median income.
- Produce affordable, accessible rental units, especially in regions where a market analysis identifies a shortage of elderly housing affordable to lower income seniors.
- Provide service enriched housing that allows seniors the opportunity to age in place, and for persons with disabilities.
- Locate affordable rental housing near public transportation services with access to employment centers, services, recreational opportunities, and schools.
- Increase the supply of affordable rental housing through the acquisition and/or rehabilitation of existing units especially in communities where there are tight housing markets, very low vacancy rates or there is a high incidence of distressed housing.
- Increase the supply of affordable rental housing through the construction of new units especially in communities where there are tight housing markets, very low vacancy rates or there is a high incidence of distressed housing.
- Promote mixed income developments to create integrated and inclusive communities.
- Promote the development of new rental housing and home owner units designed and built to a level of energy efficiency that meets or exceeds the levels required to qualify for the Energy Star label.
- Identify and remove barriers to increasing the supply of rental housing.
- Support increasing housing supply to address impediments to fair housing and inclusivity of communities.

¹⁰ Source: U.S Building Permits Survey, 2021.

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- Preserve existing affordable housing projects including mobile home parks, in a manner consistent with prudent investment criteria.
- Redevelop existing properties with consideration given for projects that leverage other resources specific to the preservation of historic structures.
- Address habitability and infrastructure problems in mobile home parks.
- Preserve existing mobile home parks, and relocate families and individuals displaced by mobile home park closure.
- Develop, replace, or relocate mobile home parks and lots that are in flood hazard areas.
- Support the network of scattered site rehabilitation programs.
- Redevelop foreclosed properties for affordable rental housing.
- Address barriers to rehabilitation of the existing supply of rental housing that serves extremely low, low- and moderate-income families and individuals.
- Provide accessible or adaptable housing for persons with disabilities, including homeownership opportunities.
- Address the current and potential need for accessibility modifications and adaptable units to serve Vermonters with physical disabilities.
- Improve access to affordable mortgages and counseling-based lending for lower income families and individuals seeking to become homeowners.
- Increase programs for homeowner education and counseling.
- Maximize the use of the Section 8 homeownership option by public housing authorities.
- Support projects with employer assisted home ownership programs.
- Redevelop foreclosed properties for home ownership.
- Promote the development of home-ownership units that include a shared equity appreciation covenant.
- Encourage utilization of Private Activity Bond Cap with the potential of "4%" Low Income Housing Tax Credits
- Consider per-unit development costs for requests for public funding
- Work with stakeholder groups and the Agency of Agriculture to identify methods of investing in the rehabilitation or replacement of housing for agricultural workers to improve worker health and farm sustainability.

2) Decrease the number of people experiencing homelessness

- Support Emergency Shelter Operations, including day shelters, year-round overnight shelters, warming shelters, and motel stays when other shelter is not available
- Provide Essential Services to individuals and families in emergency shelter
- Rapidly Rehouse households with Rental Assistance (up to 24 months) and services

In addition to these Consolidated Plan priorities, Vermont has adopted a statewide framework to reduce child and family homelessness in Vermont. This three-part plan includes:

1) Adopting the national "Family Connection" framework, developed by the U.S. Interagency Council on Homelessness, to ensure that local communities have a coordinated system for

assessing families' housing needs and connecting them to the appropriate benefits, employment, and evidence-based interventions,

 2) Bringing together rental subsidy programs with intensive services for people who are homeless so that families can get into housing faster and local providers can spend less time coordinating resources and more time resolving the root causes that led to homelessness; and,
 3) Increasing the number of apartments that are accessible and affordable to Vermonters with extremely low incomes to create homes and opportunity for families experiencing homelessness today, as well as stabilize families who are housed but struggling under rents that are out of step with their income.

Finally, the QAP addresses the high priority needs of Vermont's homeless population by including two types of incentives to encourage developers to set aside either 10% or 25% of their Tax Credit units for people who are homeless.

Results of Investments

These are some of the results of the combined efforts of Vermont's state housing agencies utilizing the funds awarded or appropriated for housing:

DHCD

- From July 2021 to June 2022, the VCDP awarded new grants to 4 municipalities for housing projects totaling over \$2.7 million in CDBG funding, leveraging \$37.8 million in other resources which will create or preserve 142 units of affordable housing.
- The VCDP also awarded three Recovery Housing Program grants totaling \$1.2 million creating 13 units of transitional housing for Vermont's recovering from substance use that will serve 50 people.

VHCB

- Since the onset of the pandemic VHCB has, with our partners (VHFA, DHCD, AHS and VSHA), participated in the Housing Recovery Working Group to co-ordinate and best utilize new resources from Vermont's General fund, ARPA, Home ARP, and the programs covered by this plan. The results include tripling housing production, consistent statewide use of the coordinated entry system and moving 2800 households experiencing homelessness into permanent housing.
- At VHCB this year resources will result in starting or completing more than 1000 homes, Over the course of the pandemic more than 1300 new homes have been funded to date (with 550 set aside for Vermonters experiencing homelessness). In addition, 450 shelter beds have received funding for rehab and enhanced safety or are being added at both existing and new facilities.
- VHCB funding will support four new Recovery Residences being established in the state.
- A new program to improve/rehab housing for farmworkers has been launched.

- Funding for the Vermont Center for Independent Living's Home Access Program for households with mobility impairments has been doubled for two consecutive years to reduce and hopefully eliminate their waiting list.
- Due in large part to the one-time \$100 million appropriation of General Funds in FY22, VHCB was able to support housing projects throughout the state resulting in more than 1,000 affordable homes for Vermonters. While \$57.3 million of the appropriation was awarded in FY22, the remaining balance will have been awarded by the end of FY2023.
- While outside the scope of this report; in FY22 VHCB awarded \$61.6 million of \$89 million of American Rescue Plan Act (ARPA) funds creating 710 affordable homes. An additional \$25 million of ARPA funds will have been awarded by January of 2023. VHCB is also administering \$9.6 million in HOME ARP funds and in FY22, provided \$3 million of those funds to four projects comprising an additional 154 units to respond to the urgent need to create more housing in response to the pandemic.
- In FY22, HOME funds supported six (6) affordable housing projects creating 149 new units and rehabilitated 18 units, for a total of 167 affordable homes.
- In FY22 National Housing Trust Fund dollars funded three (3) affordable housing projects that created 111 new units and rehabilitated 13 units.
- The VHCB Healthy & Lead Safe Homes program provides assistance to control lead paint hazards in owner-occupied homes and private rental units occupied by low-income families. VHCB is currently administering a \$4 million HUD Lead Hazard Control grant awarded in early 2020. In 2022, HUD awarded a subsequent \$4.2 million, 4-year, grant to VHCB to continue this work.

VHFA

- In FY 2022, 187 households received assistance from VHFA in the form of low-interest mortgages, income tax-saving mortgage credit certificates, and down payment assistance. Loans made through VHFA to these households totaled \$36 million.
- In 2022, VHFA awarded state tax credits to Champlain Housing Trust's Manufactured Home Down Payment Assistance program for energy efficient manufactured homes, which served 28 households.
- In January 2022, in partnership with the Agency of Commerce and Community Development, VHFA developed and launched the Vermont Homeowner Assistance Program (VHAP) to assist Vermont homeowners who had been financially impacted by the pandemic. The program was funded by \$50 million from the federal American Rescue Plan Act (ARPA). The program provides up to \$30,000 per household towards overdue mortgage payments, utility bills, property taxes, and property association charges, paid directly to the service provider. As of early December 2022, the program served paid \$20.4 million in grants to 4,528 Vermont households. The program will run until all available funding is allocated, which is currently expected to be sometime in Spring 2023.

AHS

• In 20221, through AHS investments in Independent Living housing programs:

- 104 people secured affordable housing through the Home Share program.
- 4,685 people received home-based wellness services through the Support and Services at Home program (SASH).
- 57 youth received rental assistance through the Youth Development Program (YDP).
 65 youth received independent living stipends through one-time federal supplemental funding. A total of 133 youth accessed housing supports through the Youth Development Program.
- In 2022, through AHS investments in Emergency Shelter programs:
 - 4,203 unduplicated households were served in the General Assistance Emergency housing program. Emergency Housing was supported by one-time COVID related funding.
 - 2,648 people utilized emergency shelter funded by the Housing Opportunity Grant Program.
- In 2022, through AHS investments in Affordable Housing programs:
 - More than 300 people's housing was stabilized with CRT Housing Support Funds.
 - Approximately 18 unique people were housed each month through the Bridge to HOPWA program in partnership with VSHA
- In FY 2022, through AHS investments in Supportive Housing programs:
 - 374 formerly homeless families (adults and children) received housing retention support through Family Supportive Housing.
 - Over 122 people were housed through the Department of Mental Health's Housing Subsidy & Care program which helps people experiencing homelessness to exit from mental health acute care beds.
- In 2022, through AHS investments in Homelessness Prevention and Rapid Re-Housing programs:
 - o 836 households were stabilized through the Housing Opportunity Program.
 - o 86 households were stabilized in housing with a Vermont Rental Subsidy.
 - 1,982 households receiving Reach Up were supported with Emergency Rental Assistance (one-time Covid-related funding).
- In 2022, through AHS investments in Transitional Housing programs:
 - 379 individuals who were formerly incarcerated were housed through the DOC Transitional Housing program.
 - 205 households were housed through the Vermont Department of Health, Division of Substance Use Programs Recovery Housing programs.

While outside the scope of this report, AHS also expanded investments in housing with covidrelated one-time funding through initiatives like Reach Up Emergency Rental Assistance (included above), Independent Living Stipends (included above) as well as Housing Stability Services grants to community organizations (in partnership with the Department for Housing & Community Development), the CARES Housing Voucher Program and the Rapid Resolution Housing Initiative.

- 3,184 households received legal support or outreach to prevent eviction (supported by Emergency Rental Assistance Housing Stability Services)
- 1,156 households received help to find or maintain housing (supported by Emergency Rental Assistance Housing Stability Services)
- 607 landlords received assistance in accessing rental assistance for tenants or mediation services (supported by Emergency Rental Assistance Housing Stability Services)
- 4,130 households received help to apply for rental assistance (supported by Emergency Rental Assistance Housing Stability Services)
- 1,151 households experiencing homelessness received flexible financial assistance to help them exit homelessness rapidly into safe housing (Rapid Resolution Housing Initiative supported by Coronavirus Relief Funds and one-time General Fund)
- 272 households experiencing homelessness were re-housed with rental assistance and services through the CARES Housing Voucher Program (one-time Coronavirus Relief Funds and Emergency Solutions Grant CV)

VSHA

Over the past year, VSHA has continued to expand rental assistance opportunities for Vermont's most vulnerable while creatively addressing housing needs in partnership with others.

		Authorized Units 12/31/21	Program Components (targeted funding) 12/31/22	Authorized Units 12/31/22	Program Components (targeted funding) 12/31/22
Section 8 Emergency Housing Vouchers		99			
Section 8 Housing Choice Voucher Program		4378		4425	
	Project based		1074		1140
	811 Mainstream		398]	428
	Non-elderly]		1	
	disabled				
	HUD VASH		213		213
	Family Unification		359		359

Foster Youth to		20
Independence		
Tenant	84	98
Protection		
Homeownership	65	65

During calendar year 2021, VSHA committed an additional forty-one (41) Section 8 projectbased vouchers to units designated for unhoused individuals and families – bringing the total to 190 units statewide.

Under the terms of two grant agreements with the Agency of Administration totaling \$192 million dollars, administered the rental assistance component of ERA1 and ERA2, commonly known as the Vermont Emergency Rental Assistance Program.

The Vermont Emergency Rental Assistance Program (VERAP) was a short-term initiative, funded by an award from US Treasury to keep Vermont renters stably housed after being economically impacted by the COVID-19 public health emergency.

VERAP was launched in April 2021, on the heels of a prior program funded by the federal CARES ACT funds. These programs have provided millions of dollars to Vermonters for rent arrearage, rent assistance, eviction prevention, and other expenses related to housing.

Based upon initial U.S. Treasury Guidance, VERAP was budgeted to last through 2023. In late March 2022, US Treasury issued guidance that dramatically upended our plan for spending this money. We had no choice but to quickly pivot the program, which changed our timeline and original goals — and required us to ramp up our spending to preserve the remaining emergency rental assistance funds earmarked for Vermont, and as a result more Vermonters received benefits and remained stably housed.

What we've learned from this program will inform long-term planning and future policy,

Statewide

The state's housing agencies have also been successful in securing federal resources that are subject to competitive applications. These include the Federal Home Loan Bank's Affordable Housing Program, which provides low interest loans or grants for affordable housing; USDA's Rural Development 515 program, which provides low interest loans for multi-family housing; HUD's 202 program, which provides capital grants and operating subsidies for housing for the elderly; HUD's McKinney housing for the homeless programs; HUD's Lead Paint Hazard Control Grant Program, which provides money to reduce lead based paint hazards in privately owned multi-family and single-family housing; HUD's Healthy Homes program, HUD's Housing

Opportunities for Persons with AIDS (HOPWA) program, and the Commission on National and Community Service's AmeriCorps and VISTA programs, which have been used in Vermont to provide direct service to residents of State funded affordable housing, to help lower income Vermonters become homeowners and to help homeless Vermonters find housing.

IV. Recommendations

As shown, this year, Vermont's Housing Budget provided nearly \$212.5 million in combined State and federal funds and private equity for affordable housing development and down payment assistance. In addition, State and federal funds provided \$96.2 million in housing assistance and subsidies, mostly through Federal Project and Tenant Based Rental Assistance.

These funds are primarily targeted to multi-family rental housing, including housing for the elderly, and/or extremely- low-income households. They also help fund single family homes and manufactured homes. They additionally serve housing for people who are homeless and people with special needs, in accordance with the Consolidated Plan.

A strong partnership exists between Vermont's housing agencies. Each brings a unique perspective and ongoing collaboration ensures the effective and efficient use of State and federal resources. These efforts should continue to maximize the use of housing resources and the outcomes and benefits. Important policy decisions are coordinated at the highest levels through DHCD's HUD Consolidated Plan and the Qualified Allocation Plan (QAP) for federal Housing Tax Credits and cross memberships on the boards of all statewide housing organizations and ongoing formal and informal collaboration.

According to data tracked by the Vermont Housing Finance Agency, half of Vermont's renter households and approximately 30% of its owner households remain cost-burdened, and there continues to be a gap in the supply of housing. Nearly a quarter of renters spend as much or more than 50% of their income on housing.

Several strategies for increasing the availability and improving the quality of Vermont's housing include:

1) Supporting the development of more rental housing due to very low vacancy rates, with an emphasis on multi-family units affordable to extremely low income (<30%) and middle income (95%-120%) households, and one- and two-bedroom units.

2) Supporting the development of housing suitable and desirable to an aging population and programs enabling seniors to age in place due to projected household growth among the senior age groups (55+, 65+).

3) Supporting first time homebuyer and home rehabilitation programs for middle income households to move into homeownership and afford necessary home rehabilitation projects on aged stock).

4) Supporting affordable housing programs to develop or maintain affordable rental housing due to the current gap in the supply of rental units available to low-income households and low vacancy rates.

5) Supporting home repair programs, particularly accessibility modifications for seniors to remain in their homes longer, due to the age and condition of the existing housing stock, including assistance for repair and maintenance and weatherization.

6) Encouraging local governments to provide pre-development activities such as land banks, site prep and infrastructure, or market research and data, to attract developers to build affordable housing.

7) Continue support for VHFA's Community Profiles data collection and presentation to allow for public and community access to important information on housing needs and resources in Vermont.

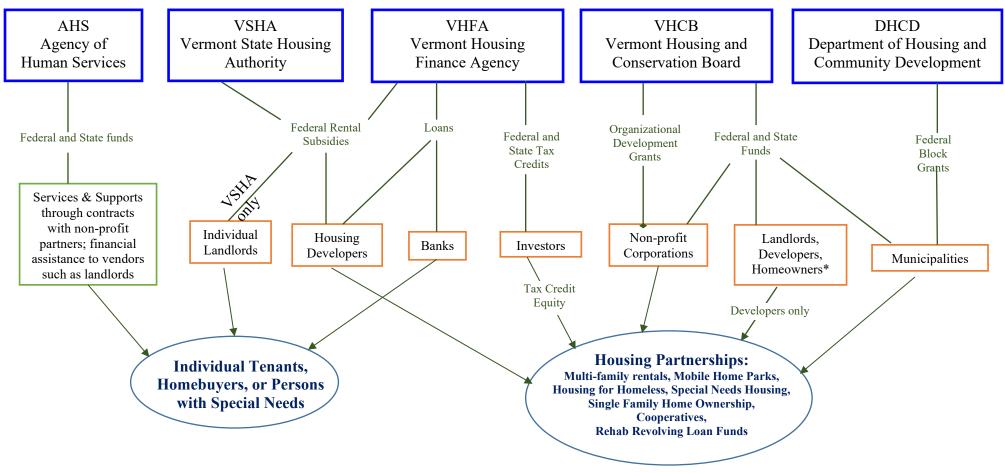
8) Enhancing funding and capacity for shelter and service providers to assist those experiencing homelessness or to ensure housing stability.

9) Support statutory changes and incentives to municipalities to address barriers to housing development in smart growth areas.

These recommendations are reflected in numerous state and regional plans and continue to be analyzed and implemented. They are regularly discussed with state and local housing organizations as well as municipal leaders, realtors, homebuilders, the federal congressional delegation, and others.

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State Housing Agencies in Vermont



* Federal Lead-based Paint Hazard Control and HOME Programs