

Ten-Year Report for the Burlington Housing Trust Fund 1989-1999

City of Burlington
Community and Economic Development Office

June, 2000

Acknowledgements

This report was prepared for the City of Burlington Community and Economic Development Office, the Burlington Housing Trust Fund Administrative Committee, and the Burlington City Council. The *Ten-Year Report for the Burlington Housing Trust Fund 1989-1999* was written by Elisabeth C. Warthin, who was a graduate student intern enrolled in the University of Vermont's Master of Public Administration program. The research and writing of the report was overseen by Brian Pine, Assistant Director for Housing and Neighborhood Revitalization for the Community and Economic Development Office (CEDO). Editorial services were provided by Mary Twitchell, a private consultant, and Bill Mitchell of the Mayor's Office assisted with the formatting of the final report.

Peter A. Clavelle
Mayor

Community and Economic Development Office
Michael Monte, Director

Housing and Neighborhood Revitalization Division
Brian T. Pine, Assistant Director

Table of Contents

Chapter I: Executive Summary.....
1

Chapter II: Purpose and Background.....
2

Chapter III: The Project Funding Allocations.....
12

Chapter IV: Individual Capacity Grants by Fiscal Year.....
32

Chapter V: Conclusions and Recommendations.....
36

Appendix A: Background Addenda.....
38

Appendix B: Charts of Project Disbursements by Year.....
39

Appendix C: Capacity Disbursements Charted By Year.....
50

Appendix D: Housing Tenure Ladder.....
55

Appendix E: Glossary of Abbreviations.....
56

Endnotes.....
57

Chapter I: Executive Summary

The Burlington Housing Trust Fund was created by the Community and Economic Development Office of the City of Burlington. Its purpose is to assist the City's nonprofit housing organizations in building more affordable housing.. It took four years from the inception of the idea to the formation of the Housing Trust Fund, which made its first disbursement in November of 1989.

The Housing Trust Fund monies come from a one-cent tax added to the property taxes of the

- < Creation of more than 750 units of new housing.
- < Continuous operation and occasional renovation of the Waystation, a 36-bed shelter for the homeless. More than 500 people are served through the Waystation programs every year.
- < Operation of Project HOME, a program that links people who have extra space with those who are looking for affordable housing.
- < Creation of housing alternatives for low-income residents of Burlington through the Burlington Community Land Trust: a residence for homeless women, transitional housing for single parents, community houses for the chronically mentally ill and homeless youth, 139 perpetually affordable rental apartments, 175 limited-equity cooperative units, and more than 104 affordable single-family homes and condominiums in Burlington. Programs that benefit from the Burlington Community Land Trust's affordable space include the Committee on Temporary Shelter, the Chittenden Emergency Food Shelf, and Vermont Legal Aid.¹

residents of the City of Burlington. The monies not allocated in a fiscal year are retained by the Fund to disburse the next fiscal year. This capitalization increases the affordable housing in the City of Burlington. During its ten-year existence, with a total investment of \$1,595,170 in public funds, the Trust Fund has helped accomplish the following:

- < Leverage of at least \$47,152,245 total project funding and \$7,295,798 total organizational capacity funding through both public and private sources.
- < Stabilization of a citywide infrastructure and municipal program called the Housing Tenure Ladder, which is reflected in housing policies throughout the City of Burlington.

This report explains the history of the Housing Trust Fund from its beginnings to its actual creation - including Housing Trust Fund rules and regulations for disbursement, along with the governing authority that enforces the rule or regulation. This report shows the impact of Housing Trust Fund grants. Without these grants, for example, the Committee on Temporary Shelter would not have been able to keep the Waystation open for such extended hours and the Champlain Valley Mutual Housing Federation would not have been able to start the housing cooperatives now supported by the Burlington Community Land Trust.

However, the social impact of the programs and housing created by the Housing Trust Fund lies beyond the scope of this document.

¹Burlington Community Land Trust, Proposal for Burlington Housing Trust

Chapter II: Purpose and Background

I. Purpose

This publication is a ten-year report of Burlington's Housing Trust Fund. Its goal is to present the history of the Fund and to describe the outcome of all project grants made to recipient organizations.

By admission, this report is long overdue to the taxpayers who fund the vast majority of the Trust Fund's activity. Since the data have now been gathered, the guardians of the Trust Fund – namely the Community and Economic Development Office, and the members of the Community Development Committee of the City Council – wish to educate the public about the history of the Trust Fund, from its inception in 1989 to the last complete fiscal year, 1999.

II. What Is a Housing Trust Fund?

A Housing Trust Fund is a restricted municipal account, established outside of the general budget. Created to provide grants and loans for the preservation and development of low-income housing, any assets it receives do not revert to the General Fund at the end of the fiscal year.² In cities across the country, housing trust funds are administered either by an established city agency or by an independent board of trustees. Funding for a housing trust fund can come through dedicated income streams, such as repayments of loans, property taxes, or property transfer taxes; impact fees; sale of city property, the sale of height or density bonuses, and

²Community and Economic Development Office, Preliminary Proposal for a City of Burlington Housing Trust Fund [Burlington] : [Community and Economic Development Office], n. d.).

payments in lieu of actual production of housing units through linkage programs; inclusionary zoning; or demolition/replacement programs.³

III. Why Establish a Trust Fund?

The first housing availability study in the City of Burlington took place in 1915, and the latest occurred in July of 1999.⁴ All studies to date have reported one thing resoundingly: despite increased supply, affordable housing is a scarce commodity within the city limits. On top of this shortage of affordable housing, the Burlington area has the state's largest concentration of households living in poverty. The result is an acute housing crisis. Though the median income has risen from \$18,560 in 1979 to \$35,943 in 1990, the percentage of people living below the poverty line has increased. In 1979, the citywide poverty rate was 16.2%, and for the 1990 census it was 19.3%.⁵ Though this most recent percentage comes from the 1990 census, the figures for poverty in Burlington are not expected to decrease over time.

In the early 1980's, the Federal government passed legislation that withdrew most

³Community and Economic Development Office, *ibid.*

⁴ Allen & Cable, Inc. Economic analysis of the rental housing market Burlington, Vermont for the University of Vermont. South Burlington, Vermont. July, 1998.

⁵Center for Rural Studies. "Socioeconomic Indicators for Vermont Communities." Online. 28 October 1999.

of the federal housing funds for low-income households. The idea of Community Land Trusts originated from the Massachusetts-based Institute for Community Economics.⁶ Community Land Trusts keep housing and land affordable by controlling the amount paid for their sale or rent. In 1984, the Burlington Community Land Trust was formed to create perpetually affordable owner-occupied housing. As years went by, BCLT has also created co-ops, rentals, single-room occupancies (SROs) and nonprofit community facilities. Also, in 1984, the Lake Champlain Housing Development Corporation incorporated resources from the cities of Burlington, South Burlington, Colchester, and Winooski in order to distribute Federal Rental Rehabilitation Program funds. In 1986, LCHDC began to develop, own and manage affordable housing by purchasing and renovating a building in Colchester. In 1989, Shelburne elected to become part of the Lake Champlain Housing Development Corporation.⁷

To promote the idea of more community-owned, affordable housing, the Burlington Board of Aldermen instructed the Planning Office and the Community and Economic Development Office to assemble an Affordable Housing Task Force in June 1985. Both the public and private sectors were represented on the Task Force; this coalition of conflicting interests worked together to determine

⁶ Joseph N. Belden and Robert J. Weiner. Housing in Rural America. (Thousand Oaks: Sage Publications, 1999) 185.

⁷ Amy Wright, memo of 1993 Fiscal Year proposal to John E. Davis. Lake Champlain Housing Development Corporation, Burlington, VT. 17 June, 1992.

the best course of action for the City. Members of the Task Force were:

Allen Hunt, Chair. Mr. Hunt came to the task force as both a private and public developer. He was a landlord, a Commissioner of the Burlington Housing Authority, and the Executive Director of the Vermont Housing Finance Agency.

James Ewing. Mr. Ewing represented the Northern Vermont Homebuilders Association, the local chapter of the National Association of Homebuilders. He owned and built housing in Burlington. He also served on the South Burlington Planning Commission.

Gerald C. Milot. Mr. Milot represented the development community. He lives in Burlington, and has built more than 1,000 units in the area. He resigned in September of 1985. His replacement was Mr. John Varsames.

John Varsames. Mr. Varsames came to the Task Force as the President of Northshore Development Company, and was at the time developing 258 housing units in the City of Burlington. He was also on the Board of the Northern Vermont Homebuilders Association, and was a member of Associated General Contractors of Vermont.

Michael Richardson. Mr. Richardson was Multi-family Development Officer for the Vermont Housing Finance Agency. He had also been Director of Vermont Community Development Operations, as well as Executive Director of the King Street Neighborhood Revitalization Corporation. He was the Chair of the Burlington Housing Authority from January 1984 to August 1985.

Robert Kiss. Mr. Kiss came to the Task Force as the Director of Chittenden Community Action, Member of the Board of Directors of the Committee on Temporary Shelter, (a nonprofit organization which operates the Waystation and other programs for the homeless), and Chair of the Board of the Burlington Housing Authority.

Kirby Dunn. Ms. Dunn held the position

of Assistant Director of Chittenden Community Action, a Public Health and Safety Commissioner, a Tenant Advocate with Vermont Tenants, Inc. and Board member of the Burlington Community Land Trust.

Brenda Torpy. Ms. Torpy held the position of Assistant Director for Housing in the Community and Economic Development Office. She was also Treasurer of the Burlington Community Land Trust, and a Board member of the Institute for Community Economics (a national nonprofit organization promoting community loan funds and limited equity housing). She brought to the Task Force eight years' experience as a low-income housing advocate and developer of subsidized housing in Vermont.

Mark Eldridge. Mr. Eldridge brought the experiences of Director of Planning and Zoning for the City of Burlington. He previously held the title of Redevelopment Coordinator and Assistant Planning Director for Brookline, Massachusetts, where he established the Equity Transfer Assistance Program, a homeownership program for low and moderate income tenants; also, Mr. Eldridge was past President of the New England Chapter of the American Planning Association.

Peter Clavelle. Mr. Clavelle held the title of Director of the Community and Economic Development Office. Previously, Mr. Clavelle had served as City Manager of Winooski, Vermont, and as Town Manager of Castleton, Vermont.⁸

Developers Richard Feeley, Peter Trono, John Larkin, William Hauke, Jr., and Roderick Whittier also documented the feelings of the

⁸ Affordable Housing Task Force, Report and Recommendations. Burlington, Vermont: 1986. pp. 3-5.

contractors who had built most of the housing in the city. The University of Vermont testimonials came from Dean of Students Keith Miser and Director of Residential Life Paul Olearo who articulated the feelings of the University, a main source of increased rental housing demand.⁹

There was "broad, general agreement that Burlington has a tight and expensive housing market and that this limits housing opportunities for all citizens, but especially for low- and moderate- income families and renters."¹⁰ At that time, developers felt the pinch – the city wanted more housing, but developers could not meet the need without assuming a greater portion of the risk. During the 1980's, real estate market prices for housing in Vermont took an immense leap. Incomes could not keep up with mortgages, nor could they support the rising cost of rentals.

The Task Force's findings became the basis for some citywide ordinance changes. Twenty-five recommendations were made, though not all of them were unanimous decisions. One of the main Task Force recommendations was linkages between public and private institutions for the continued positive growth of the City. Positive growth would continue with the community and financial input of the public institutions, together with the know-how and organizational ability of the private institutions. Another of these recommendations included the higher concentration of limited-equity cooperatives wherever possible. The Task Force unanimously recommended that the City create a Housing Trust Fund.

Two further actions took place which paved the way for the creation of the Housing Trust Fund. The first time that the term "Housing Trust Fund" appeared in any referendum, ordinance, or charter change was the Anti-Speculation Tax that was approved by the

⁹ibid., 5.

¹⁰ibid., 2.

voters in a referendum but rejected by the Vermont Legislature in 1986. The other important event took place March 3, 1987, when Burlington voters passed an ordinance which laid the groundwork for the Housing Trust Fund – an ordinance which regulates the conversion of rental housing to condominiums or cooperatives. The language of the ordinance mentioned a new entity that had yet to be created: the Burlington Housing Trust Fund. Section 18-300 states the purpose of the condominium conversion ordinance and reads as follows:

The intent and purpose of this ordinance is as follows;

To support the retention of rental housing in the City;

To prevent the large scale displacement of low and moderate income persons;

To mitigate the impact on tenants displaced or threatened by displacement by the conversion of rental housing to condominiums or cooperatives;

To mitigate the impact of such displacement on the City’s housing market;

To provide opportunities for tenants and/or public entities to purchase rental housing in order to maintain perpetual affordability of that housing;

To provide funds to replace low and moderate income housing lost through conversion of rental housing to condominiums and cooperatives;

To promote the rehabilitation and construction of housing for low and moderate income persons.¹¹

This condominium conversion ordinance went into effect on March 23, 1987. The most

important part of the ordinance is the commitment of the City to preserve affordable housing. A second outcome of the ordinance is that the Burlington voters approved a “trust fund [to be] established by the City Council for the promotion, retention, and creation of low and moderate income housing in the City and for the accomplishment of the goals set out in the Statement of Purpose of this ordinance.”¹² Both the referendum and the condominium conversion ordinance laid the groundwork necessary for the creation of a municipal fund for the sole purpose of supporting perpetually affordable housing.

The condominium conversion ordinance did not generate any money for the Housing Trust Fund; the impact fee was designed only as a disincentive to condominium conversion. Two months after the condominium conversion vote, in May of 1987, the Board of Aldermen instructed the Community and Economic Development Office to “research and develop a housing trust fund model which earmarks potential revenue sources and a structure of administrative and operational guidelines.”¹³

The proactive leadership of Peter Clavelle, then director of the Community and Economic Development Office, guided CEDO to complete and release to the public a fifteen-page preliminary proposal for a housing trust fund by June. Highlights of the preliminary proposal included proving that the type of restricted account necessary for the housing trust fund already existed for other purposes in Burlington. “Section 48 of the Charter dedicates all receipts from the operation or lease of the City’s parking

¹² *ibid.* 103.

¹¹City of Burlington, Ordinances and Resolutions and Results of the Vote. Burlington, Vermont: 1989, pp. 103-107.

¹³Peter Clavelle, “To Mayor Bernard Sanders and Board of Aldermen re: the Housing Trust Fund Ordinance and Resolution.” 17 March 1988.

lots and garages to ‘a separate fund which shall not at the end of any fiscal year become part of the general fund of the city’ – other than to make such repairs or other operating expenses as necessary.”¹⁴ Also mentioned in the preliminary proposal is voter approval of a charter change which would collect taxes from real estate speculators. If approved by the Vermont legislature, money collected by the speculation tax would go into a “fund established by the City Council.”¹⁵ These precedents and other recommendations in the preliminary proposal were investigated further by the three members of the Community Development Committee of the Board of Aldermen – Nancy Chioffi, Paul Sutherland, and Terry Bouricius.¹⁶n. d.

In August, public hearings were held to assess public opinion about the proposed Housing Trust Fund. Two dozen other organizations and individuals received a copy of the Preliminary Proposal for their reactions. The Housing Trust Fund concept enjoyed overwhelming support from the individuals and organizations consulted.

During the fall months, using the information gathered from the preliminary report issued by the Community and Economic Development Office, the Community Development Committee began considering ways to create a housing trust fund, based on the experiences of Boston, Chicago, Duluth, and Seattle. All were developing housing trust funds to address lack of affordable housing

for low- and moderate-income households, and the loss of remaining affordable housing due to conversions into condominiums or luxury apartments. Confronted by decreased financial support from the Federal government, these municipalities established their own housing trust funds to help finance affordable housing.¹⁷

On March 21, 1988, after many months of discussion and several rewrites, the preliminary draft of the Housing Trust Fund passed unanimously and moved from the Community Development Committee to the Ordinance Committee.¹⁸ The final version of the ordinance for the Housing Trust Fund was passed by the Board of Aldermen on June 27, 1988.¹⁹ A resolution enumerating further Council orders governing the Housing Trust Fund was approved on the same day as the ordinance vote. What follows is the Housing Trust Fund Ordinance as well as the Resolution Relating to the Housing Trust Fund.

¹⁴ Community and Economic Development Office, Preliminary Proposal for a City of Burlington Housing Trust Fund. p.1

¹⁵ *ibid.*, p. 1.

¹⁶ John E. Davis. “Notes on the History of the Burlington Housing Trust Fund.”

¹⁷ Community and Economic Development Office, Preliminary Proposal for a City of Burlington Housing Trust Fund p.3.

¹⁸ Community and Economic Development Office, Preliminary Version of the Housing Trust Fund Ordinance. Notes on p. 1.

¹⁹ City of Burlington, Ordinances and Resolutions and Results of the Vote. Burlington, Vermont: 1989, pp. 110-115.

The City of Burlington

In the Year One Thousand Nine Hundred Eighty-eight

An Ordinance in Relation to
Housing Trust Fund

It is hereby Ordained by the City Council of the City of Burlington, as follows: That Chapter 18, Housing, of the Code of Ordinances of the City of Burlington be and hereby is amended by adding Article VI, Sections 18-400 to 18-404 thereto to read as follows:

Sec. 18-400 Statement of Purpose

(1) To establish a Burlington Housing Trust Fund for the promotion, retention, and creation of long term affordable housing for very low, low, and moderate income and for the accomplishment of other public purposes set out in Article V, Section 18-300 of this chapter.

(2) To distribute gifts, grants or loans to organizations or projects that promote, retain, or create long term affordable housing for very low, low or moderate income households or that accomplish any other public purposes set in Article V, Section 18-300 of this chapter.

(3) To distribute "capacity grants" to 501 (c) (3) tax exempt, nonprofit corporations organized and operated for the purpose of creating or preserving housing for very low, low and moderate income households.

Sec. 18-401 Definitions

(1) "Affordable housing" shall mean a rental housing unit for which the monthly rent, including utilities, does not exceed thirty (30) percent of household income for a very low, low, or moderate income, adjusted for household size, or an owner-occupied or cooperative housing unit for which the monthly shelter costs, including the household's share of the mortgage, insurance, taxes and utilities does not exceed thirty-five (35) percent of household income for a very low, low, or moderate income household, adjusted for household size. A household size of 1.5 shall be used in determining whether a one-bedroom unit

is affordable housing. A household size of 3, 4.5, and 6, respectively, shall be used in determining whether a two-bedroom unit, a three-bedroom, or a four-bedroom unit is affordable housing.

(2) "Capacity grant" shall mean a gift or grant that supports the staffing, training, planning, fundraising, or ongoing operations of a nonprofit corporation, thereby increasing that corporation's capacity to create or preserve housing for very low, low and moderate income households.

(3) "Limited equity cooperative housing corporation" shall mean a Vermont corporation organized under Section 1267 of 11 V. S. A. Chapter 14.

(4) "Low income household" shall mean a household having an income not exceeding eighty (80) percent of median income for area of residence as set forth in regulations promulgated from time to time by the United States Department of Housing and Urban Development pursuant to 42 U. S. C. section 1437 et seq.

(5) "Moderate income household" shall mean a household having an income not exceeding one hundred (100) percent of median income for area of residence as set forth in regulations promulgated from time to time by the United States Department of Housing and Urban Development pursuant to 42 U. S. C. section 1437 et seq.

(6) "Very low income household" shall mean a household having an income not exceeding fifty (50) percent of median income for area of residence as set forth in regulations promulgated from time to time by the United States Department of Housing and Urban Development pursuant to 42 U. S. C. section 1437 et seq.

Sec. 18-402 Establishment of the Housing Trust Fund

(A) The City Council hereby establishes a special revenue account under the name of the "Burlington Housing Trust Fund."

(B) Into this account shall be deposited impact fees collected under Article V of this chapter. In lieu payments under Section 22(B)(2)(b)(2) of

Appendix A - Zoning, bequests and donations from public and private sources, and any other revenues specifically dedicated to the Housing Trust Fund by the City Charter, the City's Code of Ordinances, or the City Council.

(C) It is the intention of the City Council that the Housing Trust Fund be a dedicated fund for the purposes set out in Section 18-400 above. Therefore, its assets ought not properly be placed in the General Fund at the end of any fiscal year.

Sec. 18-403 Management of the Trust Fund

A committee of the City Council shall be designated by the City Council to monitor the operation and activity of the Housing Trust Fund. The Director of the Community and Economic Development Office shall serve as the Manager of the Housing Trust Fund. The responsibilities of the Manager, subject to the orders of the City Council, shall include:

- (1) Maintaining the financial and other records of the Housing Trust Fund;
- (2) Assisting prospective applicants for Housing Trust Fund support in the preparation and presentation of their applications;
- (3) Disbursing and collecting Housing Trust Fund monies;
- (4) Monitoring the use of monies distributed to successful applicants for Housing Trust Fund support to assure ongoing compliance with the purposes of the Fund and the conditions under which these monies were granted or loaned; and
- (5) Reporting periodically, but not less than every twelve (12) months, to the City Council regarding the operation and activity of the Housing Trust Fund.

Sec. 18-404 Distribution and Use of the Housing Trust Fund's Assets

(A) All distributions of principal, interest, or other assets of the Housing Trust Fund shall be
**Resolution Relating to
HOUSING TRUST FUND
CITY OF BURLINGTON**

made in furtherance of the public purposes set out in Section 18-400, including such disbursements as may be necessary to support the Housing Trust Fund's own operations.

(B) During each year, the Housing Trust Fund shall disburse as gifts, grants, or loans so much of the Housing Trust Fund's assets as the City Council in its discretion may deem appropriate in the annual budgeting resolution.

(C) These disbursements may be made to nonprofit corporations, municipal corporations, limited equity cooperative housing corporations, for-profit corporations, partnerships, or individuals.

(D) No gifts, grants or loans will be awarded by the Housing Trust Fund to corporations, partnerships or individuals who are delinquent, at the time of application, in the payment of property taxes or impact fees to the City of Burlington, who have been convicted of arson, who have been convicted of discrimination in the sale or lease of housing under Article IV of this chapter or under the fair housing laws of the State of Vermont, or who have pending violations of current City electrical, plumbing, building or housing codes or zoning ordinances.

(E) Priority in all disbursements intended for use in acquiring, constructing, rehabilitating, or financing housing units shall be given, in the following order of preference, to projects that guarantee

- (1) the perpetual affordability of these units for very low, low or moderate income households;
or
- (2) a term of affordability of these units for very low, low or moderate income households that has a duration of from ten (10) to forty (40) years together with the eventual recapture and return of these public subsidies to the Housing Trust Fund.

In the year One Thousand Nine Hundred and Eighty-eight
Resolved by the City Council of the City of Burlington, as follows:

That WHEREAS, the City Council has passed an ordinance providing for the establishment of a Housing Trust Fund; and

WHEREAS, that ordinance is set out in Chapter 18, Article VI, Sec. 18-400 to Sec. 18-404 of the Code of Ordinances; and

WHEREAS, Section 18-403 of that ordinance sets forth the responsibilities of the Manager of the Housing Trust Fund with the proviso that such Manager is “subject to the orders of the City Council”; and

WHEREAS, the City Council wishes to establish specific “orders” relative to the management of the Housing Trust Fund.

NOW, THEREFORE, BE IT RESOLVED that the following “orders” shall govern the operation and activity of the Housing Trust Fund:

1. No less than sixty (60) percent of the Housing Trust Fund’s annual distribution of gifts, grants, or loans shall go to projects that directly benefit “low income households,” as defined in Chapter 18, Article VI, Sec. 18-401(2) of the Code

Though these ordinances and resolutions were passed, the condominium conversion ordinance effectively halted further conversions of apartments to condominiums. However, no funding came into the Housing Trust Fund through this initiative. A different type of funding scheme for the Housing Trust Fund became necessary for it to have meaningful effect on housing availability. Toward that end, the idea of raising property taxes by a penny to capitalize the Fund was put before the voters on March 7, 1989.²⁰ Despite being soundly rejected in the New North End, and narrowly defeated in Ward 5,

of Ordinances. No less than twenty (20) percent of the Housing Trust Fund’s annual distribution of gifts, grants, or loans shall go to projects that directly benefit “very low income households,” as defined in Chapter 18, Article VI, Sec. 401(6) of the Code of Ordinances.

2. No more than fifteen (15) percent of the Housing Trust Fund’s annual distribution of funds may be used to cover the costs of the Housing Trust Fund’s own operations.

3. Part of every year’s distribution of gifts, grants, or loans shall be in the form of “capacity grants,” as defined in Chapter 18, Article VI, Sec. 18-401(1) of the Code of Ordinances.

4. The Community Development Committee of the Board of Aldermen shall be responsible for monitoring the operations and activity of the Housing Trust Fund.

5. Subject to the approval of the Community Development Committee, the Manager of the Housing Trust Fund shall establish written rules and procedures for evaluating requests for support and for awarding gifts, grants, and loans from the Housing Trust Fund.

overwhelming support in Wards 1, 2, 3 and 6 led to the passage of the tax by 51% of the voters. The exact wording of the question and the total results of the vote, including the turnout, appear in the table in Appendix A.

Once the manner of funding the Trust Fund was assured, rules and procedures were formulated to govern how the monies would be disbursed. CEDO staff developed the attached Rules and Procedures for Housing Trust Fund Disbursements; these were subsequently adopted by the Aldermanic Community Development Committee on September 27, 1989.

²⁰ibid., pp. 110-115.

RULES AND PROCEDURES FOR HOUSING TRUST FUND DISBURSEMENTS

Adopted by the Aldermanic Community Development Committee:

September 27, 1989

ADMINISTRATIVE RESPONSIBILITIES

The City of Burlington’s Housing Trust Fund was established by ordinance and resolution of the City Council on June 27, 1988.

Responsibility for administering the Trust Fund is shared by the Community and Economic Development Office (CEDO) and the Community Development Committee of the Board of Aldermen.

Responsibilities of CEDO

By ordinance (Article VI, Section 18-403), the Director of CEDO serves as the Manager of the Housing Trust Fund. The Manager’s responsibilities include:

- < Maintaining the Trust Fund’s financial records;
- < Assisting prospective applicants with their applications for Trust Fund support;
- < Disbursing and collecting Trust Fund monies;
- < Monitoring compliance with any conditions attached to the granting or loaning of Trust Fund monies; and
- < Reporting to the City Council on an annual basis.

By resolution, the Manager is required to “establish written rules and procedures for evaluating requests for support and for awarding gifts, grants, and loans from the Housing Trust Fund.”

Responsibilities of the CD Committee By ordinance, a committee of the City Council shall be designated by the City Council to “monitor the operation and activity of the Housing Trust Fund.”

By resolution, the Community Development

Committee of the Board of Aldermen has been so designated. Any rules and procedures established by the Manager for evaluating requests for Trust Fund support are “subject to the approval of the Community Development Committee.”

DISBURSEMENT OF FUNDS: PRIORITIES AND RULES

By ordinance, PRIORITY in all disbursements shall be given first to the housing projects that guarantee the perpetual affordability of such housing and, second, to housing projects that guarantee a term of affordability of 10-40 years together with the eventual recapture of the Trust Fund’s investment.

By resolution, the following RULES shall govern the operation and activity of the Housing Trust Fund:

- < No less than 60% of the Trust Fund’s annual disbursement shall go to projects that directly benefit households below 80% of median income;
- < No less than 20% of the Trust Fund’s annual disbursement shall go to projects that directly benefit households below 50% of median income;
- < Part of every annual disbursement shall be in the form of “capacity grants” that support the staffing, training, planning, fundraising, or ongoing operations of 501(c)(3) tax exempt, nonprofit organizations organized and operated for the purpose of creating or preserving housing for very low, low, and moderate income households; and
- < No more than 15% of the Trust Fund’s annual

disbursement shall be used to cover the costs of the Trust Fund’s own operations.

By declaration of the Fund’s Manager, three additional RULES shall govern the operation and activity of the Housing Trust Fund:

< “Capacity grants” to nonprofits shall be divided into two categories: support for the organization’s ongoing operations and support for assessing the structural and financial feasibility of new housing ventures;

< Priority in the disbursement of “capacity grants” shall go to organizations that are currently engaged in the construction of new affordable housing; and

< Priority of the disbursement of project subsidies shall go to the housing projects for which the City has already demonstrated its interest and support through the investment of CDBG funds, the provision of technical assistance, and/or the acquisition of site control.

DISBURSEMENT OF FUNDS: PROCEDURE

A. Application Form. The application form used by “nonprofit corporations, municipal corporations, limited equity cooperative housing corporations, for-profit corporations, partnerships or individuals” in applying to the Housing Trust Fund will be kept as simple as possible. The following information will be requested of all applicants:

< Project

Narrative;
< Description of Organization;
< Description of Population to be Served;
< Organizational Budget;
< Project Budget;
< and
< Plan for Long-term Affordability of Housing Units.

B. Application Process. Applications for operational “capacity grants” will be accepted two times a year: in November and May. All other applications will be accepted any time during the year.

Completed applications will be submitted to CEDO’s Assistant Director for Housing. If all required information has been provided, copies of the application will be submitted to the Trust Fund’s Administrative Committee for review. Applicants will be given an opportunity to appear in person before the Administrative Committee to describe their projects in detail.

C. Administrative Committee. A three-person committee will make all decisions regarding the disbursement of gifts, grants, and loans from the Housing Trust Fund. This committee will be composed of the CEDO Director, a member of the Aldermanic Community Development Committee, and a person appointed by the Mayor (who shall not be a CEDO employee).

Requests for proposals went out later in October. The first decisions ratified by the Housing Trust Fund Administrative Committee were publicized on November 10, 1989.

Chapter III: The Project Funding Allocations

The contents of this chapter and the following two chapters are the result of extensive research into

the proposals of the nonprofit housing organizations seeking funding from the Housing

Trust Fund. Additional information was obtained from in-person interviews and an informal questionnaire.

Over the life of the Trust Fund, the vast majority of project funding was allocated to three nonprofit organizations: the Burlington Community Land Trust (BCLT), the Champlain Valley Mutual Housing Federation (CVMHF), and the Lake Champlain Housing Development Corporation (LCHDC). In some cases, two

organizations received separate funding for different aspects of the same project. Projects that were developed as limited-equity cooperatives typically got funding for the construction, organization, and development of the cooperative corporation. Without such support, it is unlikely that any of the housing co-ops in Burlington would have been developed.

Allocations from the Housing Trust Fund for Fiscal Year 1990

Northgate Nonprofit

Northgate Apartments: Northgate Housing, Inc. received a loan of \$50,000 to defray predevelopment costs for the buyout of a 336-unit federally-subsidized housing complex. These “risk” funds were the first dollars committed to preventing Northgate – Vermont’s largest affordable housing complex – from becoming market-rate condominiums. Ultimately, \$21 million was raised to purchase and rehabilitate the property. Northgate became the nation’s first tenant-led nonprofit buyout of federally-subsidized “expiring use” housing. All 336 units will remain affordable in perpetuity, and the tenants comprise a majority of the Board of Directors for the nonprofit corporation which owns the property.²¹

Burlington Community Land Trust

The following three projects received \$10,000 each from the Housing Trust Fund.

Lake Street Condominiums: The Burlington Community Land Trust acquired six one-bedroom units and four two-bedroom units in this fifteen-unit condominium project on the Burlington waterfront. All ten BCLT units will remain perpetually affordable through standard limited-equity deed restrictions. Other funding for the project included \$400,000 from the Bank of Vermont line of credit (\$350,000 for purchase, \$50,000 for working capital), and a \$350,000 second mortgage from the seller.

Millington projects: The Burlington Community Land Trust acquired six lots of buildable land in Burlington’s New North End at \$31,000 a lot. This deal was considered a real bargain -- at that time, permitted land cost \$45,000 a lot and up.

The Burlington Community Land Trust (BCLT) financed the acquisition and construction of the project using a line of credit from Bank of Vermont, a loan from the Vermont Community Loan Fund (VCLF), and grants from the Housing Trust Fund and the Vermont Housing Conservation Board (VHCB). A private contractor built one house. The Burlington Youth Employment Program (BYEP) built two of the houses.

Two of the houses were constructed by the Burlington High School’s Vocational Education Program, which was also willing to cover debt service until the homes were sold, at which time BCLT would pay the Vocational Education Department for its debt service payments.

The final house was donated by the Burlington Fire Department, which needed to remove a house for the expansion of its fire station at Staniford Road. The house was moved a half mile, refurbished and sold, using VHFA funding on top of the Housing Trust Fund monies.

Acquisition and rehabilitation of 23 scattered projects: BCLT purchased and rehabilitated 23 scattered units throughout Burlington and Chittenden County. Sixteen of these homes were vacated by elders who moved into the Heineberg Senior Housing Project. The project units were a combination of duplexes, single-family homes, and multi-family condominiums. \$10,000 from the Housing Trust Fund helped to purchase and rehabilitate only those units within the city.

Archibald St./Queen City Park Road: \$10,000 was granted to the Burlington Community Land Trust to explore the feasibility of housing on the former Gracie Roofing Company site; ultimately twenty-four limited-equity cooperative units were built. The feasibility funds also enabled BCLT to explore a possible purchase of a nine-unit condominium project on Queen City Park Road. As a result of

²¹ Northgate Nonprofit Housing Inc. Housing Trust Fund Proposal, 1990.

this funding, the Lake Champlain Housing Development Corporation pursued the development of the property on Archibald Street, and a private developer built on the Queen City Park Road property.²²

Lake Champlain Housing Development Corporation

322/324 St. Paul Street: A small grant was given to the Lake Champlain Housing Development Corporation for an architectural and financial feasibility study of the property. The two buildings contained four one-bedroom and three two-bedroom apartments. This seven-unit project in the King Street neighborhood had been funded by a \$7,925 predevelopment grant and completed with another grant for rehabilitation. The total Housing Trust Fund grant was \$20,875 which leveraged an additional \$450,000 from a variety of private and public sources – Vermont Housing Conservation Board (VHCB), Vermont Community Loan Fund (VCLF), City Home Improvement Program, seller financing, and the King Street Neighborhood Revitalization Corporation.²³

CEDO Partnership

288 Flynn Avenue: An allocation of \$15,000 allowed CEDO to partner with the Lake Champlain Housing Development Corporation to assess the feasibility of constructing cooperative housing at this site. The Lake Champlain Housing Development Corporation acquired site control and undertook predevelopment work for the eventual development of the Flynn Avenue

Co-op.²⁴

The Committee on Temporary Shelter

Waystation equipment: The Committee on Temporary Shelter received \$2,900 for rehabilitation work and a new ventilation system for the Waystation. The new system was a necessity due to the close quarters of the nightly residents, the lack of sufficient common space and the lack of windows for natural ventilation. COTS had also secured a Federal McKinney Emergency Shelter Grant to address the problem. Housing Trust Fund monies paid for the rehab that the Emergency Shelter Grant Program (ESGP) grant would not cover.²⁵ With this work, 36 beds remained available to the homeless.

²² Burlington Community Land Trust Housing Trust Fund Proposal, 1990.

²³ Lake Champlain Housing Development Corporation, Housing Trust Fund Proposal, 1990.

²⁴ Information from the Community and Economic Development Office publicity paperwork, November 10, 1990.

²⁵ Committee on Temporary Shelter Housing Trust Fund Proposal, 1990.

Allocations from the Housing Trust Fund for Fiscal Year 1991

Burlington Community Land Trust

The Burlington Community Land Trust received \$14,700 in project grants for neighborhood projects for fiscal year 1991. The ones listed below were the highest priority projects listed on their application for funds.

58-60 North Champlain Street: The property at 58-60 North Champlain Street was renovated for people at or below 50% of median income. It was reconfigured into four units; two are three-bedroom units and two are one-bedroom units. It was made into a limited-equity cooperative who purchased the building. Funding was set aside for the project by the Vermont State Housing Authority, but requirements mandated that the household income be below 50% of median income.

Financing came from federal 312 loan funds, which leveraged \$128,000 public funds and \$40,000 from a private investor. The difference was made up with a Housing Improvement Program loan.

57-63 North Champlain Street: Money used for this project lessened the debt for financing significant renovations for five units of housing.

88 Sherman Street: Housing Trust Fund monies contributed to the renovation of this single-family home for occupancy by renters.

10-12 Decatur Street: The project included the weatherization and insulation of a duplex that was converted to a limited-equity cooperative.

Sarah Cole House (415 South Union Street): The Burlington Community Land Trust received \$15,000 for this existing rooming house at 415 South Union Street. The building was purchased and rehabilitated to become a single-room occupancy (SRO) for women only. The rehabilitation remade the property into a

twelve-unit SRO, with another unit set aside for the resident manager.

The project serves women earning less than 50% of the median income. It also includes a range of supportive services designed to help residents achieve economic and personal self-sufficiency. Case management, social services, and other programs in the community are available to residents of Sarah Cole. The residents engage in making decisions for the house, as well as taking on the responsibility of collective living. The program is such that a woman can choose to stay there permanently, or use the house as a stepping stone to more independent housing once she is comfortable in the surrounding community.

342 North Winooski Avenue Fire Site: A \$2,000 project grant was released from the Housing Trust Fund for the site of the North Winooski fire.²⁶ This grant leveraged \$20,000 in public money, and an additional \$50,000 from private sources.

Lake Champlain Housing Development Corporation

191-195 Pine Street: The Lake Champlain Housing Development Corporation received \$33,000 for the purchase and renovation of three properties to create six units of affordable housing. The rents are affordable to families below 50% of median income.

Other financial backing came from the Burlington Community Land Trust, the King

²⁶Burlington Community Land Trust, Fiscal Year 1991 Proposal to the Burlington Housing Trust Fund.

Street Neighborhood Revitalization Corporation, Vermont Community Loan Fund, Vermont Housing Conservation Board, Burlington Home Improvement Program, Bank of Vermont, and the Rental Rehabilitation Program. In total, these groups contributed the remaining \$394,000 for the project. LCHDC manages the properties, while BCLT retains ownership of the land.²⁷

The Committee on Temporary Shelter

St. John's Hall: St. John's Hall is a project owned by the Committee on Temporary Shelter. Eighteen new units were created, using \$10,000 for preliminary work, and \$21,000 for a second grant in fiscal year 1991. Four one-bedroom units were also retained. The housing was funded by HUD for the homeless, at-risk for homelessness, or disabled. The project will be perpetually affordable, predominately using HUD vouchers. COTS instituted a program in which the tenants of St. John's have a plan to make sure that they will be able to stay housed.

The project budget was around \$700,000. Resources came from seller financing, Vermont Housing and Conservation Board, Vermont Community Loan Fund, Green Mountain Fund, Community Development Block Grant, as well as a loan from the Merchants Bank. The project also received a second grant for the second round of financing, of \$21,000 more toward the development of the property.²⁸

²⁷Lake Champlain Housing Development Corporation, Proposal to the Housing Trust Fund for Fiscal Year 1991.

²⁸ Committee for Temporary Shelter. Proposal to the Housing Trust Fund for Fiscal Year 1991.

Allocations from the Housing Trust Fund for Fiscal Year 1992

Lake Champlain Housing Development Corporation

288 Flynn Avenue Cooperative: The Burlington Housing Trust Fund granted \$43,000 to the Lake Champlain Housing Development Corporation to further its partnership between the Community and Economic Development Office and the Champlain Valley Mutual Housing Federation. The LCHDC and CEDO were responsible for the development of the property, whereas the Champlain Valley Mutual Housing Federation carried out the training of the co-op members prior to the project's completion. The grant helped to leverage federal, state, and private sector financing; the project includes twenty-eight limited-equity cooperative units.²⁹

YWCA

278 Main Street: The YWCA requested \$10,000 for the renovation and expansion of their property at 278 Main Street. Housing Trust Fund money went to the first phase of this project, the renovation and accessibility modification of the existing building. The renovation also converted the property to single-room occupancy instead of two women per room, as previously designed. The overall budget for the project was \$320,000, with other funding coming from HUD and the Vermont Housing and Conservation Board.³⁰

Ohavi Zedek

Fern Hill feasibility: Ohavi Zedek

received \$2,500 to study the feasibility of expanding Fern Hill Senior Housing. Ohavi Zedek sought to build 44 new units on its North Prospect Street property. The money helped to pay for the preparation of funding applications, and it was expected that the project, if successful, would leverage \$2,440,100 in funds from the HUD 202 program. The feasibility study was funded by the Housing Trust Fund, but the project was deemed not feasible.³¹

²⁹Lake Champlain Housing Development Corporation Proposal to the Housing Trust for Fiscal Year 1992.

³⁰ YWCA. Proposal to the Housing Trust Fund Fiscal Year 1992.

³¹ Ohavi Zedek Proposal to the Housing Trust Fund, Fiscal Year 1992. Interview with Brian Pine gave the outcome, August, 1999.

Allocations from the Housing Trust Fund for Fiscal Year 1993

Burlington Community Land Trust

Sarah Cole House paint: The Burlington Housing Trust Fund paid the \$9,800 contract to paint and repair the Sarah Cole House. Repairs were made on the porch gutters. Renovation was undertaken to rid of rot the main porch deck and the supporting columns. Sections of the latticework were stabilized, and the entire exterior was painted.

ShelterPlusCare feasibility grants: The Burlington Community Land Trust received \$6,000 to study the feasibility of converting the former King Street Youth Building at 141 Maple Street, as well as the property on South Willard Street housing the Spectrum Youth and Family Services into shelters for homeless youth and adults with mental disability. This study was preliminary for the project of the same name in fiscal year 1994.³²

Lake Champlain Housing Development Corporation

Thelma Maple Cooperative: The Thelma Maple Cooperative became the centerpiece of the redevelopment of the Greater Archibald-Intervale Neighborhood. This project incorporated extensive public input in an effort to renew community cohesiveness in the area. The Federal Home Loan Bank granted half a million dollars to more than one project in the area, instead of the usual one-project criteria it had been following heretofore. The Housing Trust Fund granted \$17,300 for predevelopment costs, such as architectural services, legal costs, and permit/construction related staff costs at Lake Champlain Housing Development Corporation.

Flynn Avenue Cooperative: The Flynn Avenue Cooperative received funding from the Housing Trust Fund in the amount of

\$14,700. These funds were needed to offset the increased costs that resulted from a recently enacted impact fee ordinance. Under the ordinance, Lake Champlain Housing Development Corporation had to pay the City \$50,000. The project had to break ground in July of 1992 to meet a deadline for Section 8 assistance. Twenty-eight families waited to take up residence at the project.³³

The Committee on Temporary Shelter

Waystation rehabilitation: The Committee on Temporary Shelter received \$10,000 to refurbish the Waystation. Prior to this funding request, Emergency Shelter Grant monies paid for the most pressing needs of the Waystation renovation. A second exit and windows on the dorm floors were installed, bathrooms were added on the dorm floor and in the basement, and a ventilation system was added in the basement. Housing Trust Fund monies allowed COTS to renovate the storefront. Also, major repairs were made to the heating, plumbing, and electrical systems. The renovation addressed some accessibility issues, and improved most of the interior finishes.³⁴

Champlain Valley Mutual Housing Federation

Founded in 1990, the Champlain Valley Mutual Housing Federation brought the resources of the cities of Burlington and Winooski together

³² Information from Burlington Community Land Trust Proposal to the Housing Trust Fund, Fiscal Year 1993.

³³ Information from the Lake Champlain Housing Development Corporation Proposal to the Housing Trust Fund, Fiscal Year 1993.

³⁴ Information from the Committee for Temporary Shelter Proposal to the Housing Trust Fund for Fiscal Year 1993.

with the holdings of the Burlington Community Land Trust. With these pooled resources CVMHF created affordable cooperative housing and attracted existing tenants to cooperative formats by offering first mortgages, loans and other co-op training. The Federation monitored the ongoing health of the co-ops that they established, and exercised their power to evict those members who defaulted. CVMHF also helped other organizations establish co-ops in cities and towns around the state.

Primarily, the Champlain Valley Mutual Housing Federation taught prospective cooperative owners the finer legal points of cooperative living. Project funding capitalized the infrastructure of the cooperatives themselves, but not the staffing needs of the Federation. Without the project grants, the cooperatives could never have been created. With them, these cooperatives have been going strong with the exception of one property.

The cooperative housing process includes incorporating the residents, developing financial and operational frameworks, securing financing to purchase a building, and learning self-management techniques through weekly meetings with training personnel. Ongoing support services needed by cooperatives include the managing of capital for share loans, filling vacancies using income eligibility guidelines, maintaining a waiting list, keeping potential members updated on their status on that waiting list, helping member cooperatives with their governance and business issues, as well as helping with conflict resolutions.

Thelma Maple Cooperative: The activities required to actualize this cooperative included designing a structure in which the Low Income Housing Tax Credit would work for the project. Located on Archibald Street, this project required \$4,000 to support the marketing of the cooperative to prospective buyers. While project development was handled by the Howard Bank, the Lake Champlain Housing Development Corporation, the Burlington Community Land Trust, and Housing Vermont, the CVMHF was responsible for the startup and ongoing operation of the housing cooperative. They became the main

marketing agent for the cooperative.³⁵

³⁵Champlain Valley Mutual Housing Federation, Proposal to the Housing Trust Fund for Fiscal Year 1993.

Allocations From the Housing Trust Fund for Fiscal Year 1994

Burlington Community Land Trust

The ShelterPlusCare project: The ShelterPlusCare project developed by the Burlington Community Land Trust became a project funded for two fiscal years, fiscal 1993 for the preliminary feasibility work (\$6,000), and fiscal 1994 for the actual rehabilitation (\$10,000). The buildings involved are the former Spectrum Youth and Family Services office building located at 20 South Willard Street, and the former King Street Youth Center at 141 Maple Street. The Burlington Community Land Trust developed the housing, but the programs housed at South Willard Street are run by Howard Center for Human Services and the services offered at 141 Maple Street are provided by Spectrum Youth and Family Services.

A. 20 South Willard Street. Developed in partnership with Howard Center for Human Services, BCLT converted this building into a single-room occupancy with six units, and one resident assistant's quarters. It houses six people with a history of mental illness, and a support advisor.

B. 141 Maple Street. The former King Street Youth Center became transitional housing for emancipated teens, housing nine people in search of more permanent housing. In this ongoing program, Spectrum Youth and Family Services help homeless teens toward a lifestyle off the streets until either they find affordable housing elsewhere, or the problem is fixed so the child may return to the house of their parents or guardians.

Klinkostein Site (255-257 North Winooski Avenue): This site was the former home of Burlington Waste and Metal, which, in the course of business, contaminated the area with hazardous material. In order for the site to be viable again, the soil needed to be remediated before any housing could be built upon it. A grant of \$10,000 went to the cleanup costs.

Lead Hazard Testing: At the time of this request, the Burlington Community Land Trust owned and operated 85 rental units in 31 buildings. Housing Trust Fund dollars were used

for lead paint abatements in units that were found to have lead-based paint.³⁶

Lake Champlain Housing Development Corporation

Thelma Maple Cooperative: Built on the former Gracie Roofing Company site, this housing project involved removal of an underground storage tank, the cleanup of lead-filled soil on the site, as well as abatement of asbestos and toluene storage containers. The project created twenty units of new housing, promoting neighborhood revitalization and removing urban blight. The total development budget was \$1.8 million, with the remainder of the funding coming from the Howard Bank, Housing Vermont, VHCB, Federal Home Loan Bank of Boston, and money from Burlington's CDBG allocation. The Burlington Housing Trust Fund gave the project \$17,000 more for fiscal year 1994.³⁷

Champlain Valley Mutual Housing Federation

Archibald Street housing and marketing:

During fiscal 1994, the Champlain Valley Mutual Housing Federation sought \$8,000 to fund the development of the Archibald Street Co-op. CVMHF was instrumental in organizing and funding managerial training for twenty households to live in the buildings created by the Burlington Community Land Trust, in cooperation with Lake Champlain Housing

³⁶ Information from the Burlington Community Land Trust Proposal to the Housing Trust Fund for Fiscal Year 1994.

³⁷ Lake Champlain Housing Development Corporation, Proposal to the Housing Trust Fund for Fiscal Year 1994.

Development Corporation and Housing Vermont. These households earned 60% or less of the median area income, adjusted for household size.³⁸

Vermont Community Loan Fund

The Vermont Community Loan Fund (VCLF) received a project grant of \$5,000 to increase their permanent loan capital. These funds continue to serve as VCLF's equity and are used in perpetuity for making below market rate loans to organizations creating affordable housing starts in Burlington. The money helped leverage \$35,000 more in private gifts to expand VCLF's base of permanent capital.³⁹

³⁸ Champlain Valley Mutual Housing Federation, Proposal to the Housing Trust Fund for Fiscal 1994.

³⁹ Vermont Community Loan Fund, Proposal to the Housing Trust Fund for Fiscal Year 1994.

Allocations from the Housing Trust Fund for Fiscal Year 1995

Burlington Community Land Trust

Transitional Housing Program (54-56

North Champlain Street): This building housed the Transitional Housing Program until its closure in 1993. The program changed management, becoming part of the Committee on Temporary Shelter (COTS). The Burlington Community Land Trust owns the building, and COTS runs the program. Eight units in the building needed lead paint abatement. The Burlington Community Land Trust received \$2,000 per unit to remove the lead-based paint and rehabilitate the building. The \$16,000 helped to leverage money from the Vermont Housing Conservation Board lead abatement program, as well as funds from HOME and the U. S. Department of Housing and Urban Development.⁴⁰

Lake Champlain Housing Development Corporation

Transitional Housing Program (222 North

Street): The Lake Champlain Housing Development Corporation combined Housing Trust Fund monies with that of the Federal Home Loan Bank; the Vermont Housing and Conservation Board; HUD HOME funds; Vermont National Bank; Socially Responsible Banking Fund; HUD Rental Rehabilitation Funds; grant funds as available for the removal of lead-based paint, historic renovation, and accessibility; as well as the Low Income Housing Tax Credits to complete the predevelopment of 222 North Street, also known as the Transitional Housing Project. The Housing Trust Fund released \$17,000 toward the soft costs of the predevelopment stage of this project.⁴¹

⁴⁰Burlington Community Land Trust, Proposal to the Housing Trust Fund for Fiscal Year 1995.

⁴¹Lake Champlain Housing Development Corporation, Proposal to the Housing Trust Fund for Fiscal Year 1995.

Champlain Valley Mutual Housing Federation

Thelma Maple Cooperative: For fiscal 1995, the Champlain Valley Mutual Housing Federation completed the requirements for finding residents for the building. Groundwork was accomplished by continued marketing of the project, preparation of legal documents, and training of individuals and families for cooperative ownership. Housing Vermont, Lake Champlain Housing Development Corporation, and the Burlington Community Land Trust undertook the renovation and development portion of the formation of the co-op. The Federation became a vital organization in supporting the co-op, and the co-op became a cornerstone in the revitalization of the Greater Archibald/ Intervale Area.

Old North End cooperatives: For these eleven scattered projects, the Champlain Valley Mutual Housing Federation was close to completion on six units. The participants in these six units had been in training for over a year, learning about financing, marketing, and management. Total conversion and co-op ownership were expected in Spring 1995. The other five units in this funding request were just beginning to rehabilitate the buildings. The new residents worked on property and rehabilitation budgeting. The Federation helped in the designing the legal structures of the co-ops, including the creation of legal papers. The Federation also directed the co-ops' development, from organizational structure to policy formation, as well as promoting the eventual transition of the property to co-ops.⁴²

Spectrum Youth and Family Services

⁴² Champlain Valley Mutual Housing Federation, Proposal to the Burlington Housing Trust Fund, Fiscal Year 1995.

Spectrum Youth and Family Services received \$11,000 that helped leverage \$399,000 to purchase and renovate 169-179 Pearl Street, to be used as a youth shelter and family support drop-in center. The funds helped to convert existing apartment space into shelter space for twelve young people and overnight staff. The renovations included changing the heating system from electric to gas, insulating the ceilings, renovating the windows for greater energy-efficiency, creating a disability-friendly bedroom and bathroom, redesigning the interior to make two new bedrooms, adding another layer of roofing over the apartments, installing safety features in the apartment spaces (sprinklers, smoke detectors, safety locks, safety lighting, and alarms), laying new carpet, and painting.

The ongoing program built around this living space – called Spectrum One-Stop – houses twelve individuals between the ages of 11 to 21 a night. The space is reserved for runaways, or youth pushed out of their homes. Services are available to these young clients until they either: 1. return home or live with a relative, 2. get their own permanent living situation in either an apartment or an SRO, or 3. connect with state Social and Rehabilitation Services if the situation mandates SRS involvement.⁴³

⁴³Spectrum Youth and Family Services, Proposal to the Housing Trust Fund for Fiscal Year 1995.

Allocations from the Housing Trust Fund for Fiscal Year 1996

Burlington Community Land Trust

Rose Street Cooperative: Located at 78 Rose Street, this building once housed the National Biscuit Company. The property is nicely situated in the middle of the Old North End Enterprise Community. The Burlington Community Land Trust gained title to the property due to a charitable donation by local developer Antonio Pomerleau. The Housing Trust Fund gave BCLT \$15,000 to create twelve cooperative units, and also work space for resident artists. The idea of a cooperative was conceived after the Rose Street Neighborhood Association polled residents, finding that a cooperative was the preferred usage for the building.

Three of the twelve units are affordable to households with incomes below 50% of median income, with the remaining nine units affordable to households with incomes less than 60% of median. Two of the units are accessible to persons with disabilities.

The Housing Trust Fund monies leveraged additional funding from the Federal Home Loan Bank of Boston, Vermont Housing Conservation Board, Low Income and Historic Tax Credit Equity, and City of Burlington predevelopment funds.

Old North End revitalization project: BCLT received \$35,000 to rehabilitate and refinance nineteen units in the Old North End. As part of this refinancing, eight of the nineteen units became restricted to households with incomes below 50% of median, with the other eleven units slated for households between 50% and 80% of median income. BCLT acquired these properties in the 1980's, rehabilitating them moderately at the time of purchase. The original backing was short term, thus required the refinancing. The original rehabilitation was also insufficient to maintain these units' perpetual affordability. Funding from the Housing Trust Fund, along with VHFA, VHCB, and the Burlington HIP created quality rental units and stabilized costs for the long term.

189-195 Pine Street: These buildings had been bought by the Lake Champlain Housing Development Corporation with the help of the

Burlington Community Land Trust in 1989, in order that the open spaces of the parcel would remain as open as possible. On offering the financing to the Burlington Community Land Trust, the Bank of Vermont required that the Lake Champlain Housing Development Corporation refinance the property when the financing term concluded. The LCHDC sold the building to the BCLT during this fiscal year.

The monies requested (\$10,000) from the Housing Trust Fund were for the renovation of the property. This included the abatement of lead-based paint, restoration of the roof, and refurbishment of three of the six units. Also, the recent reappraisal of the property had resulted in a large tax increase. These costs could not be regained through rent adjustments, since the costs would exceed the amount the tenants could pay. With the help of the Burlington Housing Trust Fund money, BCLT would be able to rehabilitate the building after purchasing it from LCHDC, and reduce the rent in all units but one, at the amount of \$50 per unit.⁴⁴

Lake Champlain Housing Development Corporation

222 North Street: LCHDC received \$17,000 for the rehabilitation of seven units of housing to be used by homeless individuals with chronic mental illness. This funding was used to match financing from HUD and the Vermont Housing and Conservation Board. LCHDC partnered with the Howard Center for Human Services, who procured an \$800,000 grant from HUD to develop and operate the SRO. The Trust Fund grant leveraged more than a million dollars in other resources to get this project started.

The Housing Trust Fund was critical to the project

⁴⁴Burlington Community Land Trust and the Lake Champlain Housing Development Corporation, Proposals to the Housing Trust Fund for Fiscal Year 1996.

in two important ways: first, the funds were used to pay for architectural planning and cost estimating. No other funds were available for this purpose. Second, the Trust Fund monies allowed LCHDC to maximize the funding available from the Housing and Urban Development grant, therefore making all the necessary rehabilitation possible.⁴⁵

Champlain Valley Mutual Housing Federation

Heritage Cooperative (163-177 Intervale Avenue): Funding covered the remainder of the \$20,000 shortfall between the budgeted costs and the rehabilitation bids. Half that amount came from additional borrowing without making the units less affordable. The \$10,000 insured that one of the buildings in the cooperative received a complete overhaul without putting the cooperative in financial jeopardy.

People's Republic of Lambda IOU Coop (211 Park Street): This property had been partially renovated when BCLT acquired it in the 1980's. This grant of \$10,000 covered some of the cost of additional renovation. As it turned out, the Federation only used \$3,560. The rest was reallocated by the Burlington Housing Trust Fund committee at a later date.⁴⁶

⁴⁵Ken Sassorossi,
Executive Director of Lake
Champlain Housing
Development Corporation,
Interview with the author,
12 October 1999.

⁴⁶Champlain Valley Mutual
Housing Federation,
Proposal to the Burlington
Housing Trust Fund, Fiscal
Year 1996.

Allocations from the Housing Trust Fund for Fiscal Year 1997

Burlington Community Land Trust

Jim's Corner Store: A \$15,900 grant was the first of what turned out to be three separate allocations for this project at 299-301 North Winooski Avenue. The property has historic value, since it was originally built in 1897 as a grocery store and residence. In 1929 after the building stood vacant for a portion of the year, a barber set up shop. In 1932, a confectioner's shop shared the space with the barber. In 1933, a tobacconist replaced the baker. Since that time, the property was a diner, before reverting back to a grocery store which closed its doors in 1993.⁴⁷

BCLT anticipated that a private developer would shoulder the costs of rehabilitation. However, all private developers who expressed interest found the project economically unfeasible. BCLT stepped in to make the building a usable retail space with housing. Its prominent placement on a busy corner lot makes this project even more important. Since the King Street Youth Center had received funding to plan a YouthBuild program, which would teach youth carpentry skills using this property, they too contributed predevelopment funds for the project. The first grant covered BCLT's legal costs of gaining title to the property and securing architectural services for planning purposes.

Rose Street Cooperative: The Rose Street Cooperative received \$17,300 project funding as a contingency fund. The funds would only be used for actual cost overruns of the initial contract. Any change orders had to be approved by the Housing Trust Fund Committee.⁴⁸

⁴⁷ Eaton, Curtis. "History of Jim's Corner Store." Burlington Community Land Trust Newsletter. Summer, 1999.

⁴⁸ Burlington Community Land Trust, Proposal to the Housing Trust Fund for Fiscal Year 1997.

Lake Champlain Housing Development Corporation

South End Community Housing (336 St. Paul Street): \$10,000 of Trust Fund monies went to the predevelopment costs to rehabilitate the property at 336 St. Paul Street. Housing for people with chronic mental illness was planned for this site.

Mill View Apartments (222 Riverside Avenue): \$30,000 of Housing Trust Fund monies went to the soft costs and development fees of this project. Mill View Apartments is a newly-constructed building, not the rehabilitation of an existing building. Twelve units are under construction. When completed, there will be six one-bedroom apartments, three to be affordable to persons at 50% of median income, three affordable to those at 60% of median income. The four two-bedroom apartments will be affordable to people at 60% of median income, and the two three-bedroom apartments affordable to people at 50% of median income. Mentally or emotionally impaired individuals able to live by themselves will be the target population for the single bedroom units.⁴⁹

Champlain Valley Mutual Housing Federation

an affordable price range for prospective buyers in the low-income and the very low-income brackets. The Fund disbursed \$10,000, though it took two years.

Decatur Street Cooperative (10-12 Decatur Street): Decatur Street Co-op used the Federation to finalize their fiscal 1997 budget this fiscal year.

House of Hildegard Cooperative (14 Decatur Street): In 1997, this co-op added a third staff member. A new bookkeeper, and a new bookkeeping system developed by the Federation allowed the smaller cooperatives to function more

⁴⁹Information from the Lake Champlain Housing Development Corporation, Proposal to the Housing Trust Fund for Fiscal Year 1997.

efficiently. The members drafted a work plan to inspect the premises for lead-based contaminants, as required by the state.

People's Republic of IOU (211 Park Street): The property at 211 Park Street was finally getting some work completed in 1997. Money had been received from Champlain Valley Office of Economic Opportunity Weatherization Program, and the Vermont Housing Conservation Board's Lead Abatement Program. The Federation expedited the cooperation between the City and the Co-op. They, too, formulated an operating budget for the coming year.

Front Street Cooperative (44 Front Street): In order to find funding to make necessary repairs, the members retook responsibility for their own bookkeeping, thus saving the fees of the professional bookkeeper. The members used the aforementioned small co-op bookkeeping system formulated by the Federation.

Heritage Cooperative (163-177 Intervale Avenue): This co-op, composed of eight units, follows the methods for small co-ops mentioned in the Federation's Small Co-op Needs Assessment. Heritage has a combined operating budget, which makes capital expenditures easier to budget. The governance of the three buildings is directed by members from all three buildings, thereby spreading the responsibility of the co-op among more members.

Thelma Maple Cooperative (Archibald Street): Thelma Maple co-op members wrote job descriptions for the Co-op Board and the Board of Committees. The Federation trained the staff of the co-op further in communicating information effectively to its members. The Federation helped the co-op set standards for its members and the rules needed to keep the co-op running. The Federation also worked with the group on developing their waiting list, as well as good practices for outreach.

Another major program the Federation instituted at Thelma Maple is a Conflict Resolution Committee, to help calm some of the conflict in the Co-op. Toward that end, the Federation partnered with Michael Fernandez of the Burlington Police Department.

Flynn Avenue Co-op (Flynn Avenue): As with the Thelma Maple Co-op, the Federation

aided the members here in defining the criteria for membership in the cooperative community. New member orientation materials were also designed for Flynn Avenue. The Federation facilitated developing a program of Capital Improvements, helping to find funding for the repairs needed as a result of their building inspections.⁵⁰

⁵⁰ Champlain Valley Mutual Housing Federation, Proposal to the Burlington Housing Trust Fund, Fiscal Year 1997.

Allocations from the Housing Trust Fund for Fiscal Year 1998

Burlington Community Land Trust

Jim's Corner Store: \$25,000 from the Burlington Housing Trust Fund addressed the redevelopment costs of this critical property. The \$25,000 helped BCLT close a \$38,000 gap caused when Home Depot approved only \$2,000 of a request of \$40,000. The BCLT nominated the building to the National Register of Historic Places, making it eligible for \$30,000 in Historic Tax Credits.

Park Place Phase I: The Burlington Housing Trust Fund awarded \$50,000 to support creating twenty co-op units in this historic building across the street from City Hall Park. Park Place is a new partnership between Housing Vermont and the Burlington Community Land Trust, created after the September 1996 fire which gutted the building and left 51 households homeless. In addition to the co-op units, the redevelopment plans included returning the building to its historic facade, and 10,000 feet of renovated retail space.

Park Place serves households at less than 80% of median income, with 40% of the units targeted to households with incomes less than 50% of median. Cooperatives have become the only form of homeownership available to most low-income households.⁵¹

Burlington Housing Authority

South Square Apartments (101 College Street): The Housing Trust Fund allocated \$20,000 to the Burlington Housing Authority for the purchase of this property. The building houses sixty-five units, broken down into sixty-four subsidized units and one resident manager's unit. All sixty-four remain subsidized under the Section 8 Substantial Rehabilitation Program, which makes them available to elderly and disabled households at or below 80% of median income.

BHA began pursuing this project as the

twenty-year contract with HUD's Housing Assistance Payment program discontinued on June 24, 1997. The owner of the property considered a one-year contract extension, but also contemplated other uses for the building if the Housing Authority failed to secure acquisition funds. The rest of the funding came from a tax-credit partnership with Housing Vermont, financing from the Vermont Housing Finance Agency, and a tax-exempt bond.⁵²

Cathedral Square Corporation

McAuley Square (Mansfield Avenue): In partnership with Housing Vermont, Cathedral Square received \$121,500 from Housing Trust Fund monies that came from Inclusionary Zoning payments made by real estate developer Gerald Milot. Rather than include affordable housing in his 81-unit condominium project at College and Battery, Milot paid \$165,000 into the Housing Trust Fund as allowed by the Inclusionary Zoning ordinance. Of this, \$121,500 has been slated for this two-building project.

The "Scholars" Building consists of thirteen apartments for single-parent families enrolled in Trinity College's Community Scholar program. Participants in this innovative program are full-time Trinity students completing their education as a means to get off welfare. In exchange for full scholarships, students must provide six hours a week of community service while enrolled in school.

The Sisters of Mercy, and the Lund Family Center are also partners in this project.

Lund Building: The Lund Building is very much like the Scholars building, but the housing will be for homeless, pregnant, and parenting teens. The Lund Family Center will manage the site twenty-four hours a day, with social service staff, as well as a referral service.

⁵¹Burlington Community Land Trust, Proposal to the Housing Trust Fund for Fiscal Year 1998.

⁵²Burlington Housing Authority Proposal to the Housing Trust Fund for Fiscal Year 1998.

This building, when finished, will have six units of efficiency transitional housing, with one resident manager's apartment. The building will also have, aside from the housing, a common living room, play area, office, laundry, entry area, and porch.

The Lund Family Center will provide case management and referrals. Services from other organizations in the community will be offered along with Lund's casework services to help the young women and their children move to stable, affordable housing, and to help them remain there.

Lund Family Services plans to staff a therapeutic residential program for young mothers in a shared living situation. Individual plans will be created by the staff by holding meetings one-to-one with each of the residents, and setting a course for the young woman to become self-sufficient.

The Cathedral Square Corporation received \$15,000 from the Housing Trust Fund to begin this project, as well as the aforementioned Inclusionary Zoning funding from Gerald Milot.⁵³

⁵³Cathedral Square
Proposal to the Housing
Trust Fund for Fiscal Year
1998.

Allocations from the Housing Trust Fund for Fiscal Year 1999

Burlington Community Land Trust

92/94 Oak Street: BCLT acquired 92/94 Oak Street through foreclosure by the U. S. Department of Housing and Urban Development (HUD). Originally a duplex, the building was converted into a single-family home and purchased by the tenants. HUD sold the property to the Burlington Community Land Trust at a significantly reduced price. A Vermont Housing and Conservation Board subsidy then enabled BCLT to sell the house for \$61,565 with no down payment. A loan from the Vermont Community Loan Fund allowed BCLT to purchase the building and to rehabilitate it according to the buyers' preferences. The new owners have been Old North End residents for their entire lives, and they have become mortgage-ready through the programs at the Homeownership Center. The \$10,000 Housing Trust Fund grant helped pay for extensive rehabilitation, which included an electrical system upgrade, replacement of the heating system, carpentry, and roofing repairs. Lead paint abatement was undertaken because the buyers have young children.

211 Park Street: This property had originally been a cooperative, but was failing due to a combination of member nonpayment, loss of one bedroom due to major code violations, as well as other deteriorations of the property. Forced to close as a cooperative, BCLT decided to convert the property to rental housing. This property includes a one-bedroom unit, a two-bedroom unit, and a three-bedroom unit. The units will be restricted to households with incomes at or below 50% of median income. \$10,000 financed rehabilitation work focused on meeting life safety codes and improving energy efficiency. Other funding for this project came from the City HOME program, VHCB, and Vermont National Bank.

Park Place Phase II: The second phase of the Park Place project received two Housing Trust Fund grants totaling \$63,715.

The second phase added fourteen new cooperative units to the Burlington housing market. Four are efficiencies, and ten are one-bedroom units. All units are affordable to

households earning less than 60% of median income. Seven of them are further restricted to families earning less than 50% of median income. This project is attached to the twenty units completed in Park Place Phase I. The project received funds from the Federal Home Loan Bank of Boston's Affordable Housing program, as well as the Neighborhood Reinvestment Corporation. The Vermont Housing and Conservation Board provided \$225,400 and the City HOME program gave \$140,000 more to the project. The Historic and Low Income Housing Tax Credits brought equity equaling one million dollars.⁵⁴

The Committee on Temporary Shelter

For fiscal year 1999, a project grant totaling \$15,000 was given to the Waystation for much-needed renovations. The funding made the living area more refined for the people who use the space, especially for the women. Also slated for improvement were the safety systems, and the ability to expand the living space should the need arise in emergency situations. The shelter installed new lighting and new lockers, renovated the bathrooms, and made other repairs as needed.⁵⁵

Green Mountain Habitat for Humanity

Habitat for Humanity is a nonprofit organization which builds housing for people who would not otherwise be able to afford to buy a house. In lieu of monetary payment for labor, a qualified family donates time and five hundred hours of "sweat equity," to buy the house for the cost of land and materials.

Families are chosen with several factors in

⁵⁴Burlington Community Land Trust, Proposal to the Housing Trust Fund for Fiscal Year 1999.

⁵⁵Committee on Temporary Shelter, Proposal to the Housing Trust Fund for Fiscal Year 1999.

mind. They must currently be living in substandard housing, be overcrowded, or in an unsafe neighborhood. They must not be able to receive funding for a mortgage through conventional means. The family must earn at least 30% to 60% of median income for the surrounding community. They also must possess good character references.

A. 24 Peru Street: After sitting vacant for over a decade and rapidly deteriorating, 24 Peru Street desperately needed attention. With help from VHCB and an \$8,000 grant from the Housing Trust Fund, Habitat is undertaking their first “gut” rehabilitation project. Work includes rewiring, reinsulating the walls, installing drywall, improving the plumbing, refinishing the floors, replacing the windows, fixing and reshingling the roof.

A family of six earning less than \$25,000 annually will buy the house after putting in their 500 volunteer hours.

B. 660 North Avenue: Habitat is constructing a new duplex which will be sold to two separate families. Along with an \$8,000 Housing Trust Fund grant, the Vermont Housing and Conservation Board contributed \$18,500 toward this project. To keep the purchase price down for the buyers, Habitat applies these grant funds to the cost of land acquisition. Habitat for Humanity also holds a twenty-year no-interest mortgage which helps keep the monthly expenses for the family at an affordable level.

C. 48/52 Batchelder Street: This project was called The Oprah House (and the House Next Door). Built as part of Oprah Winfrey’s Angel Network, these houses join a network of 205 houses nationwide constructed with the help of the local NBC affiliate. The houses are two single family homes. A Housing Trust Fund amount of \$7,000 went toward the purchase of the land on which the houses were built.⁵⁶

Lake Champlain Housing Development Corporation

⁵⁶Habitat for Humanity, Proposals to the Housing Trust Fund, 1999.

South End Community Housing (336 St. Paul Street): \$10,000 of Housing Trust Fund monies went to rehabilitate and reconfigure the property at 336 St. Paul Street to become six units of affordable housing. All units are affordable to persons at 30% of median income, and the target population served will be individuals with mental or emotional impairment. The reconfiguring plans include a common meeting room and a supervisor’s office.

Mill View Apartments (222 Riverside Avenue): At this project, twelve units are under construction. When completed, there will be six one-bedroom apartments, three to be affordable to persons at 50% of median income, three which are affordable to those at 60% of median income. There will be four two-bedroom apartments, all affordable to people at 60% of median income. There are also two three-bedroom apartments affordable to people at 50% of median income. Mentally or emotionally impaired individuals able to live by themselves will be the target population for the single bedroom units. \$30,000 from the Housing Trust Fund went to the soft costs and development fees of this project.⁵⁷

⁵⁷ 57. Lake Champlain Housing Development Corporation, Proposals to the Housing Trust Fund for Fiscal Year 1999'

Chapter IV: Individual Capacity Grants by Fiscal Year

All Capacity Grants, 1989-1999

The definition of a capacity grant, according to the Housing Trust Fund Ordinance, passed on June 27, 1988, is “a gift or grant that supports the staffing, training, planning, fundraising, or ongoing operations of a nonprofit corporation, thereby increasing that corporation’s capacity to create or preserve housing for very low, low and moderate income households.”⁵⁸ The uses of these grants differed only slightly between organizations, depending on the purpose of the organization.

The Burlington Community Land Trust

The Burlington Community Land Trust has received the largest amount of capacity money of all the organizations receiving these funds. With this yearly capacity backing, BCLT has grown to become one of the largest land trusts in the country. All members are part of the organization, and four of the members of the Board are residents in Land Trust buildings. The Burlington Community Land Trust has, through support from the Housing Trust Fund, created a residence for homeless women, transitional housing for single parents, community houses for the chronically mentally ill and homeless youth, 139 perpetually affordable rental apartments, 175 limited-equity cooperative units, and over 104 affordable single-family homes and condominiums in Burlington. Programs benefitting through the Burlington Community Land Trust’s affordable building space include the Committee on Temporary Shelter, the Chittenden Emergency Food Shelf, and Vermont Legal Aid.⁵⁹

⁵⁸City of Burlington, Ordinance Concerning the Burlington Housing Trust Fund. Chapter 18, VI, Sec. 401.

⁵⁹Burlington Community Land Trust, Proposal for Burlington Housing Trust

Capacity funding allows BCLT to finish rehabilitation and other funded projects, as well as continue development of units of affordable limited-equity, single- and multi-family housing. They manage the property of their housing units. Also, with capacity funding, BCLT developed the idea of Champlain Valley Mutual Housing Federation to become its own entity. After eight years of successful separate operation, BCLT reabsorbed CVMHF, giving the Land Trust the ability to found and operate limited-equity cooperative housing.

Created through capacity funding, the Homeownership Center offers resources to low-income individuals interested in homeownership. Programs include the HOUSE program of the Vermont Housing Finance Agency, the Progress Program of the Federal Home Loan Bank, and the HOMELAND program of the Vermont Housing and Conservation Board, as well as rehabilitation funds made available through the Neighborworks.

The Burlington Community Land Trust continues to manage its growing supply of units, keeping them affordable through subsidy covenants and ground leases.

More recent projects include Park Place, both phases; conversion of a student cooperative into SRO housing for very low-income persons; and new construction projects in partnerships with WomenBuild, YouthBuild and Habitat for Humanity, for eight duplex homes in the New North End. With the help of Housing Trust Fund capacity funding, BCLT undertook refinancing and rehabilitation of the Burlington Small Cooperatives to make them more stable as well as more affordable.⁶⁰ The yearly amounts given to the Burlington Community Land Trust appear in the tables in Appendices B and C.

Fund Fiscal Year 2000.

⁶⁰ Burlington Community Land Trust, Proposal for Burlington Housing Trust Fund, Fiscal Year 2000.

Project HOME

Project HOME tackles the problem of the housing shortage in two ways. It offers opportunities for elders with extra living space to commit unused space to someone without housing in return for their help. This way, the elder or person with a disability may keep some independence and homeownership.

Project HOME accomplishes this by recruiting individuals with housing needs and pairing them with people who have space to share. Project HOME staff screens all individuals interested in obtaining housing with a person in the Project HOME system. If a match is likely to happen, the staff introduces the participants who will be paired. Project HOME also offers respite with volunteers or inexpensive nonmedical caregivers to furnish personal care at home. On average, Project HOME provides new housing for fifteen to twenty Burlingtonians each year.

The yearly amounts disbursed to Project Home are available in Appendix C.

The Committee on Temporary Shelter

The capacity funding for COTS goes to the staffing expenses at the Waystation, the entry point for homeless people on the path to affordable housing. The Waystation offers a network of services to help clients toward a new life of independent living. Every client staying in the Waystation must have a plan of action, which is regularly monitored by a COTS staff person. The first step is securing employment, and then housing. Those with incapacities are expected to work on plans that further their present goals, bringing them to the highest level of functioning. Partnerships between COTS and area businesses have broadened the base of opportunity for those people looking for work. There is also a similar network of nonprofit housing organizations plus private developers and landlords committed to increasing the opportunities for those who are searching for affordable housing.⁶¹

⁶¹Committee on Temporary Shelter, Proposal for Burlington Housing Trust Fund, Fiscal Year 2000.

Champlain Valley Mutual Housing Federation

The Champlain Valley Mutual Housing Federation matured with the help of the Burlington Housing Trust Fund. Incorporated in 1990, the Champlain Valley Mutual Housing Federation combined the resources of the cities of Burlington and Winooski with the organizational know-how of the Burlington Community Land Trust. These pooled resources facilitated the creation of affordable cooperative housing. The Federation educated existing tenants in cooperative formats and offered first mortgages, loans and other training necessary for them to form a cooperative. CVMHF then monitored the ongoing health of the cooperatives established, retaining the power to evict those members who defaulted. The CVMHF also helped other organizations establish co-ops in cities and towns around the state. The strength of the Champlain Valley Mutual Housing Federation became its infrastructure and member support programs. The practice of pooling replacements and vacancy reserves, thus spreading the resources and risks over a larger number of cooperative units, became one of its first innovations. The CVMHF instituted financial and maintenance review procedures, as well as a member referral system. The Federation helped to preserve the affordability of the units they oversaw by securing insurance and other service discounts for members. Those cooperatives which needed conflict resolution received help in that area. The institution of a share loan pool helped guarantee that the shares in the cooperatives would remain affordable.

___ In 1991, the CVMHF won recognition for best practices from the Institute for Community Economics and the national Cooperative Development Foundation, who extended its services to only a handful of other organizations that year. In these early stages, the Federation also developed and implemented a member service program. New services added were group purchasing, co-op tools and equipment.

Over the course of its lifetime, the Federation worked with other entities to facilitate cooperative housing in other areas of the state. The federative model was accepted as the method of choice for

cooperatives. The Vermont Housing and Conservation Trust Fund had already given its stamp of approval for this method of cooperative. Housing Trust Fund capacity funding also assisted in the creation of member support frameworks within the organization: group purchasing arrangements, peer counseling and support programs, maintenance and finance training, and building inspections for future cooperative properties.

Housing Trust Fund money was used to fund an education and outreach program for landlords and investors through Apartment Owners, Inc., the lending community through Community Banking Council, the realtor community through the Northwest Board of Realtors, and the tenant community through Vermont Tenant's Inc.

The Champlain Valley Mutual Housing Federation developed a revolving Share/Loan Fund. Shares cost from \$1,000 to \$2,000. The funding of the Share Loans gave the CVMHF leverage with the Vermont Community Loan Fund. Funding funneled through the Federation to the cooperative residents. The Federation joined with the Vermont Development Credit Union to create a new market rate lending initiative, by referring prospective clients to the VDCU, while also helping develop the underwriting criteria. This partnership with the VDCU increased the low- and moderate-income prospects of homeownership.

Capacity funding for the Champlain Valley Housing Federation also contributed to its line-of-credit increase of \$500,000 with the Vermont National Bank. The Federation acted as a link between the VNB and its members, relending funds lent from the bank as new mortgages. This capacity funding also allowed the Federation to employ an administrative assistant to further its organizational and operational structure. The Federation used this funding to continue its ongoing relationships with the nonprofit sector, the banks, and private-sector developers; together they have found new ways to bring investment into the Old North End.

Loss of Federal funding to pay for staffing costs endangered the existence of the Federation. Housing Trust Fund monies helped to fund an outside consultant who recommended that the

Federation seek a partnership with another local nonprofit housing organization, and that the Federation undergo a needs analysis of its duplex and triplex cooperatives. Though the Federation decided in 1997 to merge with the Burlington Community Land Trust, they still needed money for legal fees and one-time expenses during the consolidation of the two organizations. For fiscal year 1997, the Champlain Valley Mutual Housing Federation requested and received \$20,000 toward the merger with the Burlington Community Land Trust.

One of the last large projects undertaken by the Champlain Valley Mutual Housing Federation was a new twenty-seven unit cooperative, with the majority of the new cooperative owners at or below 60% of median. The Champlain Valley Mutual Housing Federation trained the new members of the co-op as the Burlington Community Land Trust builds the housing for the membership. At the time, there were currently 210 people on the waiting list for cooperative space. The member services manuals were in need of updating as well.

During the last two years of operation, Champlain Valley Mutual Housing Federation helped the Green Mountain Housing Cooperative find funding to complete its renovation. The organization completed revisions to the member services agreement to show which services come with membership, and which services will cost the cooperatives extra. Another member policies and procedures manual was completed too.

With help from the Housing Trust Fund, three days of Conflict Resolution Training was completed in nineteen of the cooperatives in November of 1997. Since that time, the staff supported six members to create a conflict resolution policies and procedures handbook. To maximize Federation efficiency, John Davis analyzed staff time to see where the greatest incomes versus expenses occurred. Both Boards of the Burlington Community Land Trust and the Federation worked to integrate the staff of the Federation into the staff at the Land Trust.

A feasibility study of the smaller cooperatives in Burlington showed that it may be worthwhile to combine some of them. Though merging would not save them money because staffing levels from

the support organization stay about the same, merging does give some of the cooperatives better financial stability, and minimizes default situations.⁶²

The Champlain Valley Mutual Housing Federation requested and received a last installment of \$10,000 to complete the merger with the Burlington Community Land Trust by December 31, 1998. This money integrated the three staff people from the Federation into the Land Trust. The combined staff continues to promote cooperative housing throughout the city, as well as aiding those in existence by refinancing them or training its members in best practices. Member services have also been redefined to reflect the new organization.

The yearly amounts disbursed to the Champlain Valley Mutual Housing Federation are available in Appendix C.

Lake Champlain Housing Development Corporation

In 1991, the Lake Champlain Housing Development Corporation received \$12,000 to work in partnership with other organizations to provide affordable housing. These partnerships with both for-profit and other nonprofit organizations secured funding for their various projects. With this funding, up to fourteen new affordable units were brought into the Burlington housing market by LCHDC.⁶³

Transitional Housing Program

The Transitional Housing Program received \$1,000 to increase its capacity for fundraising in the fiscal year ending June 30, 1990. The Transitional Housing Program hired a fundraising

consultant to apply for a five-year grant from the federal McKinney funds which serve homeless families' and individuals' transitional housing needs.⁶⁴

The Nonprofit Partnership

The nonprofit partnership hired a consultant to explore more efficient ways to promote affordable housing in the Burlington area. Toward this end, \$4,000 was put aside for the consultancy. The consultant, Dolly Fleming, worked with the Burlington Community Land Trust, Burlington Housing Authority, Cathedral Square Corporation, CEDO, the Committee on Temporary Shelter, the Lake Champlain Housing Development Corporation and Housing Vermont.

The participants discussed the scarcity of financial backing for the affordable housing market, how to maximize the connections between groups to get the most of the funding, and ways to further collaboration, cooperation and joint planning.

The nonprofit partnership spent only \$1,675 of the \$4,500 allocated. Combining the Champlain Valley Mutual Housing Federation and the Burlington Community Land Trust was the major outcome of these consultations.

⁶²Champlain Valley Mutual Housing Federation, Proposal for Burlington Housing Trust Fund 1997.

⁶³Lake Champlain Housing Development Corporation, Proposal for the Housing Trust Fund, Fiscal Year 1991.

⁶⁴The Transitional Housing Project, Proposal for the Housing Trust Fund, Fiscal Year 1991.

Chapter V: Conclusions and Recommendations

Through its tenure in the City of Burlington budget, the Housing Trust Fund has created more than 750 new units of housing. This funding has leveraged \$47,152,245 total project funding and \$7,295,798 organizational funding. The Housing Trust Fund has outlasted some of the organizations it has funded, as in the case of the Champlain Valley Mutual Housing Federation, or seen improvements through the evolution of funded organizations, as in the reorganization of the Burlington Community Land Trust to incorporate the CVMHF. The record keeping of every organization which has been funded by the Housing Trust Fund has improved over the ten years of the Housing Trust Fund's existence. The organizations in question have been allowed to learn and flourish through their municipal funding assistance. However, during this study of the Burlington Housing Trust Fund, a few ways to improve performance came to light.

1. Every new administrator of eligible programs should familiarize himself or herself with the legal documentation supporting the Housing Trust Fund's existence.

This is a necessity, due to the loss of the organizational knowledge which departs with the previous administration. People holding administrative positions for long periods of time should review the rules and regulations every three years. If policy review by the participants were assured, the process of the funding cycles of the Housing Trust Fund would be easier for all parties involved. Review of the legal documents with the recipients of Housing Trust Fund money would also make the decision process run more smoothly than it does now. Exchange of information is vital for learning organizations, and would ensure that the current process is as painless, but as informative, as possible.

2. Reports on project and organizational progress from the organizations receiving money must be collected every year.

As part of the reapplication process, the organizations who seek money for the next fiscal year do make reports of their progress for the

Housing Trust Fund committee. However, those who do not seek monies in the next fiscal year do not necessarily update the committee on their progress on previously funded projects if not complete. Without this revised information, monitoring of ongoing projects from year-to-year may be difficult.

3. Comprehensive reports to release to the general public must be conducted on a more regular basis.

More information on the Housing Trust Fund should be available to residents of the City of Burlington. Since affordable housing in the City is a hot-button issue, the new housing brought onto the market as a result of taxpayer funding would be good press in a tough housing market. When a policy study like this one is undertaken, a set time line and a strict deadline must be kept; the information is most helpful to those who will use it when it is current, not when it is a few months old. Those who make decisions using a policy document deserve to have the most current data available.

The organizations which receive funding are very willing to give what information is necessary to make these reports as up-to-date as possible. However, for this particular writing, much time was spent digging in all the nonprofit organizations' ancient files. If comprehensive reports are to be written on a more regular basis – every three to five years – it would be easier to compile the information and be less costly for the research to be completed. The data contained in this report have been reconstructed to some extent from the organizational knowledge of key people involved in the decisions that were made up to a decade ago. The one comment heard throughout this research was, "Why didn't you ask for this information sooner – it's ten years after we made the decision?" The information requested was buried in ten years' worth of files, sometimes making it impossible to find. Though by no means complete, this document holds the most comprehensive data that could be found about the projects for the last ten years.

Appendix A: Background Addenda

Results of the Vote, March 7, 1989, Capitalizing the Housing Trust Fund⁶⁵

Question Five on the Ballot of March 7, 1989

INCREASE IN TAX RATE FOR GENERAL CITY PURPOSES AUTHORIZED AND RECOMMENDED EXPENDITURE FOR AFFORDABLE HOUSING FUND

5. Shall the tax rate ceiling in Sec. 99 of the City Charter be amended by increasing it one (1) cent upon the dollar of the property grand list, from 52.76 cents to 53.76 cents, and shall the voters recommend and authorize the appropriation of such increase to be placed in a special revenue account under the name of the Burlington Housing Trust Fund, the purpose of which is to support affordable housing?

| Ward number | ONE | TWO | THREE | FOUR | FIVE | SIX | TOTAL |
|-------------|------|------|-------|------|------|------|-------|
| yes | 843 | 716 | 767 | 1209 | 883 | 856 | 5274 |
| no | 508 | 411 | 581 | 1997 | 967 | 636 | 5100 |
| total | 1351 | 1127 | 1348 | 3206 | 1850 | 1492 | 10374 |

| Ward number | ONE | TWO | THREE | FOUR | FIVE | SIX | TOTAL |
|--------------|------|------|-------|------|------|------|--------|
| Turnout | 1451 | 1225 | 1509 | 3364 | 1943 | 1621 | 11,113 |
| # registered | 4236 | 3833 | 3403 | 5938 | 3959 | 3977 | 25,346 |

⁶⁵City of Burlington, Results of Elections and Votes 1986-1990.

Appendix B: Charts of Project Disbursements by Year

Project Disbursements for Fiscal Year 1990 ⁶⁶

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units/ Beds | Tenure of Housing |
|---|----------------------------|--------------|--|--------------------------|-----------------------------------|
| Northgate Nonprofit | Northgate Apartments | \$50,000 | \$20,876,873 | 336 units | rental |
| Burlington Community Land Trust | Lake St. | \$10,000 | \$700,000 | 10 units | owner-occupied (condo) |
| | Millington | \$10,000 | \$360,000 | 6 houses | owner-occupied (single family) |
| | Scattered Rehab | \$10,000 | too scattered | 23 units | rental (apartments) |
| | Thelma Maple | \$10,000 | see Thelma Maple budgets later charts | feasibility | owner-occupied (cooperative) |
| | Queen City Pk Road | | | | |
| Lake Champlain Housing Development Corp. | 322/324 St. Paul Street | \$20,875 | \$450,000 | 7 units | rental (apartments) |
| | Flynn Ave. Co-op | \$15,000 | see fiscal year '93 | 28 units | owner-occupied (cooperative) |
| Committee on Temporary Shelter | Waystation | \$2,900 | \$900 | 40 beds | shelter |
| Totals | 9 projects | \$128,775 | \$22,387,773 | 382 units/40 beds | |

⁶⁶ All organizational figures from the respective project budgets and Housing Trust Fund records for award Fiscal Year 1990.

Project Disbursements for Fiscal Year 1991 ⁶⁷

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|------------------------------|-----------|------------------------------|--------------------|---------------------------------------|
| Burlington Community Land Trust | 58-60 North Champlain St. | \$12,000 | \$157,369 | 4 units | rental (apartments) |
| | 57-63 North Champlain St. | | \$97,210 | 4 units | rental (apartments) |
| | 88 Sherman St. | | | 1 house | rental (apartments) |
| | 10 Decatur St | \$2,700 | | 2 units | owner-occupie d (cooperative) |
| | 342 North Winooski | \$2,000 | \$70,000 | 1 house | owner-occupie d (single-family) |
| | Sarah Cole House | \$15,000 | see next year | 13 units | rental (SRO) |
| Lake Champlain Housing Development Corp. | 191-195 Pine Street | \$33,000 | \$394,000 | 6 units | rental (apartments) |
| Committee on Temporary Shelter | St. John's Hall | \$25,000 | \$700,000 | 22 units | rental (SRO) |
| Totals | 7 projects | \$79,700 | \$1,418,579 | 40 units | |

⁶⁷ All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1991.

Project Disbursements for Fiscal Year 1992⁶⁸

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|---------------------------|-----------|------------------------------|---------------------|----------------------------------|
| Burlington Community Land Trust | Sarah Cole House | \$5,000 | \$355,000 | 13 units | rental (SRO) |
| Lake Champlain Housing Development Corp. | Flynn Avenue Coop | \$43,000 | see next year | 28 units | owner-occupie d (cooperative) |
| YWCA | 278 Main St. | \$10,000 | \$310,000 | 10 units | rental (SRO) |
| Ohavi Zedek | Fern Hill | \$2,500 | feasibility | was not feasible | |
| Totals | 4 projects | \$60,500 | \$665,000 | 51 units | |

⁶⁸ All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1992.

Project Disbursements for Fiscal Year 1993⁶⁹

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|-------------------------------------|-----------|---|-------------------------|----------------------------------|
| Burlington Community Land Trust | Sarah Cole House | \$9,800 | \$9,800 | 13 units | rental (SRO) |
| | Shelter+Care | \$6,000 | see under addresses of buildings next year | 15 units | rental (SRO) |
| Lake Champlain Housing Development Corp. | Flynn Avenue Co-op | \$14,700 | \$1,550,000 | 28 units | owner-occupie d (cooperative) |
| | Thelma Maple Co-op | \$17,300 | see next year | 28 units | owner-occupie d (cooperative) |
| Committee on Temporary Shelter | Waystation rehab | \$10,000 | \$22,048 | 40 beds | shelter |
| Champlain Valley Mutual Housing Federation | Thelma Maple Co-op membership | \$4,000 | \$6,000 | N/A | N/A |
| Totals | 6 projects | \$61,800 | \$1,587,848 | 43 units/ 40 beds | |

⁶⁹All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1993.

Project Disbursements for Fiscal Year 1994⁷⁰

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|---|-----------|------------------------------|--------------------|----------------------------------|
| Burlington Community Land Trust | Klinkostein Site | \$15,000 | \$350,000 | 4 units | rental (apartments) |
| | Lead Hazard Testing | \$4,000 | scattered | 85 units | rental (apartments) |
| | 20 S. Willard | \$10,000 | \$301,111 | 15 units | rental (SRO) |
| | 141 Maple St. | | \$357,554 | | |
| VCLF | citywide | \$5,000 | \$35,000 | | |
| Lake Champlain Housing Development Corp. | Thelma Maple Coop | \$17,000 | \$1,800,000 | 28 units | owner-occupie d (cooperative) |
| Champlain Valley Mutual Housing Federation | Thelma Maple Coop Housing and Marketing | \$12,000 | \$66,533 | N/A | N/A |
| Totals | 6 projects | \$34,000 | \$2,910,198 | 132 units | |

⁷⁰All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1994.

Project Disbursements for Fiscal Year 1995⁷¹

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units/Beds | Tenure of Housing |
|--|---|-----------|------------------------------|-------------------------|-----------------------------------|
| Burlington Community Land Trust | Transitional Housing Rehab (North Champlain St.) | \$16,000 | \$83,325 | 10 units | rental (transitional) |
| Lake Champlain Housing Development Corp. | 222 North St. | \$17,000 | see next year | 7 units | rental (SRO) |
| Spectrum Youth & Family Services | 169-179 Pearl Street | \$11,000 | \$401,000 | 13 beds | shelter |
| Champlain Valley Mutual Housing Federation | 11 ONE co-op units | \$8,500 | \$19,966 | 11 units | owner-occu- pied (cooperative) |
| | Thelma Maple membership | \$3,000 | \$34,435 | N/A | owner-occu- pied (cooperative) |
| Totals | 14 projects | \$55,500 | \$538,726 | 28 units/ 13 beds | |

⁷¹All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1995.

Project Disbursements for Fiscal Year 1996⁷²

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|---------------------------|-----------|------------------------------|--------------------|------------------------------|
| Burlington Community Land Trust | Rose St. Cooperative | \$17,000 | see next year | 12 units | owner-occupied (cooperative) |
| | Scattered Rehab ONE | \$35,000 | \$1,073,560 | 19 units | rental (apartments) |
| | 189-195 Pine Street | \$10,000 | \$340,070 | 6 units | rental (apartments) |
| Lake Champlain Housing Development Corp. | 222 North St. | \$17,000 | \$288,000 | 7 units | rental (transitional) |
| Champlain Valley Mutual Housing Federation | Heritage Co-op Members | \$10,000 | \$202,469 | N/A | owner-occupied (cooperative) |
| | Lambda IOU members | \$3,560 | \$40,000 | N/A | owner-occupied (cooperative) |
| Totals | 24 projects | \$92,560 | \$1,944,099 | 44 units | |

⁷²All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1996.

Project Disbursements for Fiscal Year 1997⁷³

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|--|---------------------------|-----------|------------------------------|--------------------|------------------------------|
| Burlington Community Land Trust | Rose St. Cooperative | \$37,300 | \$1,605,055 | 12 units | owner-occupied (cooperative) |
| | Jim's Corner Store | \$10,000 | see next year | 2 units | rental (apartments) |
| Lake Champlain Housing Development Corp. | 222 Riverside Ave. | \$30,000 | see fiscal 1999 | 12 units | rental (apartments) |
| | 336 St Paul Street | \$10,000 | see fiscal 1999 | 7 units | rental (apartments) |
| Champlain Valley Mutual Housing Federation | SHARE loans | \$10,000 | \$10,000 | N/A | owner-occupied (cooperative) |
| Totals | 4 projects | \$97,300 | \$1,615,055 | 33 units | |

⁷³All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1997.

Project Disbursements for Fiscal 1998⁷⁴

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units | Tenure of Housing |
|---------------------------------------|---------------------------|-----------|------------------------------|--------------------|------------------------------|
| Burlington Community Land Trust | Park Place Phase I | \$55,000 | \$2,827,349 | 20 units | owner-occupied (cooperative) |
| | Jim's Corner Store | \$25,000 | \$244,636 | 2 units | rental (apartments) |
| Burlington Housing Authority | South Square | \$20,000 | \$2,575,100 | 65 units | rental (apartments) |
| Cathedral Square Corp. | Scholars | \$121,000 | \$311,487 | 13 units | rental (apartments) |
| | Lund | \$15,000 | \$837,500 | 6 units | rental (apartments) |
| Totals | 5 projects | \$236,000 | \$6,796,072 | 106 units | |

⁷⁴All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1998.

Project Disbursements for Fiscal Year 1999⁷⁵

| Organization | Location/ Project Name | HTF Money | Total Development Cost | Number of Units/Beds | Tenure of Housing |
|--|---------------------------|-----------|--|-------------------------|--------------------------------|
| Burlington Community Land Trust | Park Place Phase II | \$63,715 | \$2,145,386 | 14 units | owner-occupied (cooperative) |
| | 92 Oak St | \$10,000 | \$88,065 | 1 unit | owner-occupied (single-family) |
| | 211 Park St. | \$10,000 | \$131,609 | 3 units | rental (apartments) |
| Committee on Temporary Shelter | Waystation | \$15,000 | \$89,000 | 36 beds | shelter |
| Green Mtn. Habitat for Humanity | 48/52 Batchelder St. | \$7,000 | \$164,986 | 2 houses | owner-occupied (single-family) |
| | 660 North Avenue | \$16,000 | project still under construction | 2 houses | owner-occupied (single-family) |
| | 24 Peru Street | \$8,000 | project still under construction | 1 house | owner-occupied (single-family) |
| Lake Champlain Housing Development Corp. | 222 Riverside Ave. | \$30,000 | \$1,265,369 | 12 units | rental (apartments) |
| | 336 St. Paul St. | \$10,000 | \$754,000 | 6 units | rental (apartments) |
| Totals | 9 projects | \$169,715 | \$4,638,415 | 41 units/36 beds | |

⁷⁵ All organizational figures from project budgets and Housing Trust Fund records for award Fiscal Year 1999.

Project Allocation 1989-1999 b

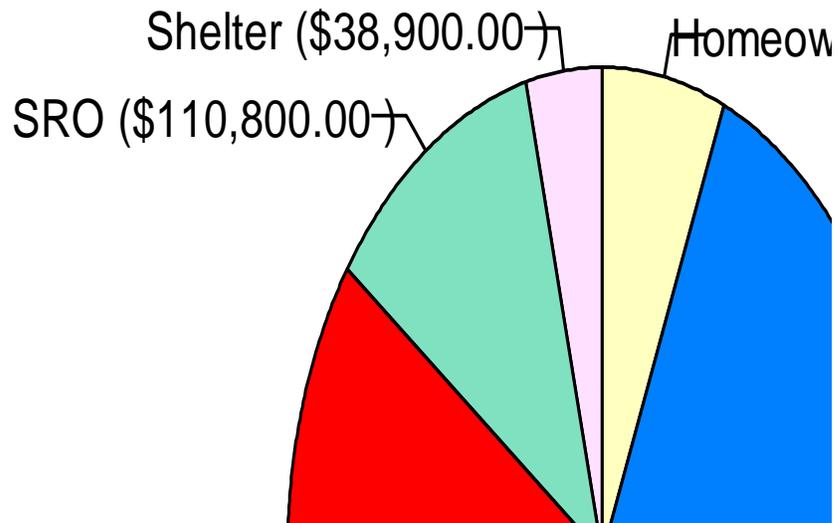


Figure 1 Project Allocations by Housing Type and Dollar Amount

Appendix C: Capacity Disbursements Charted By Year⁷⁶

Capacity Funding for Fiscal Year 1990

⁷⁶All organizational figures from organization budgets and Housing Trust Fund records for award Fiscal Year 1990.

| Organization | Amount | Total Organizational Budget |
|---|----------|---|
| Burlington Community Land Trust | \$20,000 | \$251,520 |
| Project HOME | \$6,000 | \$102,270 |
| Cooperative Housing Project (CVMHF precursor) | \$4,880 | \$251,520 (they used BCLT's budget in their proposal) |
| Total | \$30,880 | \$605,310 |

Capacity Funding for Fiscal Year 1991⁷⁷

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$23,000 | \$276,066 |
| Project HOME | \$10,000 | \$113,740 |
| Committee on Temporary Shelter | \$6,600 | \$132,005 |
| Champlain Valley Mutual Housing Federation | \$8,000 | \$30,060 |
| Lake Champlain Housing Development Corporation | \$12,000 | \$189,400 |
| Total | \$59,600 | \$741,271 |

⁷⁷All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1991.

Capacity Funding for Fiscal Year 1992⁷⁸

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$24,900 | \$489,196 |
| Project HOME | \$8,000 | \$122,217 |
| Committee on Temporary Shelter | \$6,000 | \$142,065 |
| Champlain Valley Mutual Housing Federation | \$8,000 | \$69,787 |
| Total | \$46,900 | \$823,265 |

Capacity Funding for Fiscal Year 1993⁷⁹

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$18,600 | \$238,873 |
| Project HOME | \$8,000 | \$118,716 |
| Committee on Temporary Shelter | \$6,600 | \$124,091 |
| Champlain Valley Mutual Housing Federation | \$8,000 | \$89,755 |
| Total | \$41,200 | \$571,435 |

Capacity Funding for Fiscal Year 1994⁸⁰

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$18,500 | \$238,873 |
| Project HOME | \$12,000 | \$109,543 |
| Committee on Temporary Shelter | \$6,500 | \$133,306 |
| Champlain Valley Mutual Housing Federation | \$5,000 | \$134,685 |
| Total | \$42,000 | \$616,407 |

⁷⁸All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1992.

⁷⁹ All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1993.

⁸⁰ All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1994.

Capacity Funding for Fiscal Year 1995⁸¹

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$18,500 | \$238,873 |
| Project HOME | \$13,500 | \$99,753 |
| Committee on Temporary Shelter | \$7,500 | \$158,012 |
| Champlain Valley Mutual Housing Federation | \$5,000 | \$177,407 |
| Total | \$44,500 | \$674,045 |

Capacity Funding for Fiscal Year 1996⁸²

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$20,000 | \$401,116 |
| Project HOME | \$13,500 | \$112,919 |
| Committee on Temporary Shelter | \$8,000 | \$162,528 |
| Champlain Valley Mutual Housing Federation | \$12,500 | \$256,528 |
| Total | \$54,000 | \$933,091 |

Capacity Funding for Fiscal Year 1997⁸³

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$20,000 | \$351,076 |
| Project HOME | \$14,800 | \$168,229 |
| Committee on Temporary Shelter | \$7,500 | \$162,528 |
| Champlain Valley Mutual Housing Federation | \$20,000 | \$175,480 |
| Total | \$62,300 | \$857,313 |

⁸¹All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1995.

⁸²All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1996.

⁸³All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1997.

Capacity Grants for Fiscal Year 1998⁸⁴

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$20,000 | \$432,192 |
| Project HOME | \$15,000 | \$150,703 |
| Committee on Temporary Shelter | \$7,500 | \$145,224 |
| Champlain Valley Mutual Housing Federation | \$20,000 | \$153,289 |
| Total | \$62,500 | \$881,408 |

Capacity Grants for Fiscal Year 1999⁸⁵

| Organization | Amount | Total Organizational Budget |
|--|----------|-----------------------------|
| Burlington Community Land Trust | \$30,000 | \$204,699 |
| Project HOME | \$15,000 | \$159,155 |
| Committee on Temporary Shelter | \$7,500 | \$140,155 |
| Champlain Valley Mutual Housing Federation | \$10,000 | \$88,244 |
| Total | \$62,500 | \$592,253 |

⁸⁴All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1998.

⁸⁵All organizational figures from organizational budgets and Housing Trust Fund records for award Fiscal Year 1999.

Capacity Fiscal Years

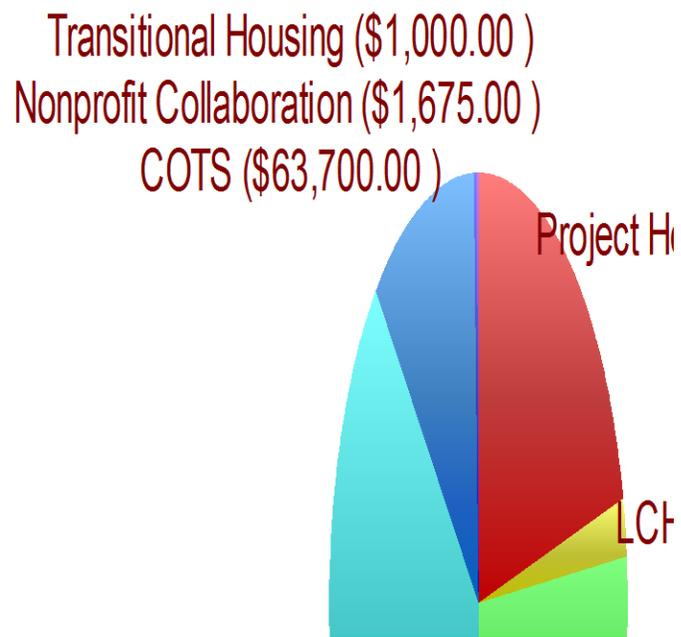


Figure 2. Total Capacity Grants in Actual Dollar Amounts for Fiscal Years 1990-1999

Appendix D: Housing Tenure Ladder

Housing Tenure Ladder⁸⁶

- Fee Simple Ownership
- Community Land Trust Ownership
- Limited Equity Ownership
- Condominium
- Limited Equity
- Condo Cooperative
- Limited Equity Cooperative
- Resident Controlled Non-Profit Rental
- Non-Profit Rental
- For-Profit Rental
- Rental with Support Services
- Transitional Housing
- Shelter Housing

This is the Housing Tenure Ladder – the top rung is the Fee Simple Ownership, the bottom is Shelter Housing. The Housing Tenure Ladder makes the City of Burlington housing policy easy to follow. Housing Trust Fund monies go to organizations which support all rungs of the ladder. This policy also makes use of the well-established non-profit housing organizations which have flourished with the help of the Housing Trust Fund.

⁸⁶ Peter A.Clavelle and Rita Markley, et al. City of Burlington Housing Policy, 1997. Burlington, VT: 1996.

Appendix E: Glossary of Abbreviations

BCLT: Burlington Community Land Trust
BHA: Burlington Housing Authority
BYEP: Burlington Youth Employment Program
CEDO: Community and Economic Development Office
COTS: Committee on Temporary Shelter
CVMHF: Champlain Valley Mutual Housing Federation
ESPG: Emergency Shelter Program Grant
GMF: Green Mountain Fund
HIP: Home Improvement Program
LCHDC: Lake Champlain Housing Development Corporation.
SRO: Single-Room Occupancy
VCLF: Vermont Community Loan Fund
VHCB: Vermont Housing and Conservation Board
VHFA: Vermont Housing Finance Agency

Endnotes