

# ***2023 Action Plan for Housing & Community Development***

## ***City of Burlington, Vermont***



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# Executive Summary

## AP-05 Executive Summary - 24 CFR 91.200(c), 91.220(b)

### 1. Introduction

The 2023 Action Plan explains how the City plans to spend the Community Development Block Grant (CDBG) and HOME Investment Partnership Act (HOME) funds that the City receives from the U.S. Department of Housing & Urban Development (HUD), together with other leveraged resources, during the upcoming program year beginning on July 1, 2023. The national CDBG program is a principal revenue source to grow local communities and improve the quality of lives for low- and moderate- income residents. The HOME program is designed to create affordable housing for low-income households through building, buying, and/or rehabilitating housing for rent or homeownership.

The overall goal of these community planning and development programs is to develop viable communities by providing decent housing, expanded economic opportunities, and a suitable living environment, principally for low- and moderate-income persons. HUD administers these programs on a national basis and awards grants to entitlement communities and participating jurisdictions – including the City of Burlington – each year on a formula basis. The City in turn awards grants and loans to local nonprofits as well as providing direct services to residents and businesses through several CDBG-funded programs.

### 2. Summarize the objectives and outcomes identified in the Plan

Affordable housing continues to be the City's highest overall priority under this Consolidated Plan. Cost of housing, age of the housing stock, and a low vacancy rate are three significant factors that contribute to the need for affordable housing in Burlington. The following initiatives are on the City's housing agenda during this 5-year Consolidated Plan: preserving as many affordable units as possible; creating new affordable units, renovating rental and owner-occupied affordable housing, and promoting homeownership among income-qualified households. The City views investment of CDBG funds into activities that help residents to become and/or remain housed and living independently as an effective investment.

Economic opportunity is the City's next highest priority. As the state's largest city, Burlington must continue to be an economic engine for the region and state. The City uses CDBG funding to focus on job creation and retention through technical assistance for businesses, and to support low-income residents in business ownership through entrepreneurial training and loans. These effective and cost-efficient uses of CDBG resources create and retain businesses

and jobs, leverage other resources, increase tax revenues to support City services, support local ownership, and revitalize neighborhoods.

The City has also historically used CDBG to address barriers to economic opportunity. Access to affordable, quality early child care is one example; this is an identified community priority and an activity with multiple long-term impacts including: the ability of parents to get and keep a job, children's success in school, reduction of public safety costs, and ultimately the quality of the local workforce. In addition, low income persons need assistance in filing tax returns and developing financial literacy. The City chooses to be flexible in its funding choices in this area in order to respond to shifting needs and resources, emerging opportunities and crises, and changing economic conditions.

A suitable living environment is the City's third priority overall. The City has a limited capacity to fund social services out of municipal resources, and has historically used the maximum (15%) available CDBG resources to support the provision of social services by local nonprofits. The City also uses CDBG to support public facilities and infrastructure, as well as nonprofit facilities, where there is support for the project and no other resources.

### **3. Evaluation of past performance**

The City continues to focus its CDBG and HOME dollars on high priority activities, primarily comprised of housing, economic development, and suitable living environment projects. Burlington continues to focus essentially all expenditures to assist low and moderate-income persons, as a result approximately 99% of CDBG beneficiaries fall in the low to moderate income category.

Below are the City's most recent highlights of past performance that contributed to the selection and focus of this year's goals and projects.

#### **Highlights of Outcomes**

**The City's highest priority under its Consolidated Plan is affordable housing. Highlights include:**

- In January 2021, the City of Burlington's Lead Program received \$3,566,466.80 in lead hazard control funds and \$530,000 in healthy homes supplemental funding to reduce other health hazards such as asbestos, tripping, and inoperable windows found in homes. During the reporting period of July 1, 2021 – June 30, 2022, the Lead Program completed testing for Lead-Based Paint hazards in 51 housing units, performed Lead Hazard Control activities in 10 rental housing unit, performed Healthy Home

interventions in 10 rental housing units, trained 99 individuals on the VT Essential Maintenance Practices Lead Law (EMP), trained 5 individuals on the EPA Renovate, Repair and Painting (RRP) Rule, and conducted 12 Outreach and Education events that reached over 460 individuals.

- HOME projects were completed during the program year, with 33 new or preserved affordable housing units.
- Pathways Vermont served 42 individuals experiencing homelessness by providing a variety of housing support services including service coordination, housing location services, retention supports, benefits coordination, and mental health and substance use services.
- Through CDBG-funded partners, 9 households achieved the goal of homeownership.
- Rehabilitation of 2 owner-occupied units was completed enabling low income households to stay in their homes.

**Economic opportunity is the City's next overall priority. Highlights include:**

- CEDO and CDBG funded partners provided technical assistance to 97 microenterprises.
- In order meet the needs of working families, early childhood services were provided at three sites. The ECHO Early Learning Center site served 96 persons, while the Lund Early Childhood Program served 39, and the Sara Holbrook Center Elementary After School Program served 63.
- The Volunteer Income Tax Assistance (VITA) program served 659 Burlington residents, providing tax preparation and other income tax related assistance.
- CDBG-funded partner, ReSOURCE of Burlington provided job training assistance for 7 low- income Burlington residents.

**A suitable living environment is the City's third priority. Highlights include:**

- CDBG-funded agency Steps to End Domestic Violence, provided emergency shelter and services to over 299 homeless residents.
- Development work, including site work and construction, continued at the Moran – FRAME project.

#### **4. Summary of Citizen Participation Process and consultation process**

The Community & Economic Development Office is the lead agency responsible for overseeing the development of the Action Plan and for administering the CDBG and HOME programs. The Citizen Participation Plan was followed for the development of this Plan. A Public hearing was held on May 15<sup>th</sup> 2023 at a City Council meeting. The hearing was published in a local paper. Organizations were consulted, including the Continuum of Care.

The most meaningful way in which Burlington residents participate in the Action Plan process is their involvement in the nuts and bolts of spending decisions. Each of the City's eight wards (Neighborhood Planning Assemblies) elects a representative to the CDBG Advisory Board; and collectively, those residents have a majority voice in making recommendations to the Mayor about how to spend the City's CDBG funding each year. The NPAs are grassroots associations, created by City Charter, which exist in each of the City's wards and meet monthly as organized, democratic forums where neighbors can learn about public issues that affect them and advise city government of their concerns and needs. The Board's recommendations have traditionally been adopted without change by the Mayor and City Council.

The City engaged in alternative public involvement techniques during the development of this Plan. The Plan was posted on the City's website and citizens were invited to comment via social media and email lists.

The public comment period will begin on April 26<sup>th</sup>, 2023 and end on June 5<sup>th</sup>, 2023.

#### **5. Summary of public comments**

*See summary of public comments attachment*

#### **6. Summary of comments or views not accepted and the reasons for not accepting them**

All comments were accepted.

#### **7. Summary**

To summarize, the following document represents the housing, community and economic development needs and priorities as well as the chosen projects and activities to implement for the City of Burlington's 2023 Action Plan.

**PR-05 Lead & Responsible Agencies – 91.200(b)**

**1. Agency/entity responsible for preparing/administering the Consolidated Plan**

Describe the agency/entity responsible for preparing the Consolidated Plan and those responsible for administration of each grant program and funding source.

<b>Agency Role</b>	<b>Name</b>	<b>Department/Agency</b>
CDBG Administrator	Burlington, VT	Community & Economic Development Office
HOME Administrator	Burlington, VT	Community & Economic Development Office

**Table 1 – Responsible Agencies**

**Narrative (optional)**

The Community & Economic Development Office (CEDO) is a department of the City of Burlington. The department engages our community to build an equitable, healthy, safe, and vibrant city with opportunities for all. CEDO staff members and programs seek to foster economic vitality; preserve and enhance neighborhoods, quality of life, and the environment; and promote equity and opportunity for all residents of Burlington. In support of its mission, CEDO works in partnership with citizens, the public and private sector, and other City departments to: strengthen the quality of life in Burlington's neighborhoods; preserve and develop decent, safe and affordable housing opportunities; maintain and improve the vitality of Downtown, the Pine Street area and neighborhood business districts; encourage a thriving business sector; foster job growth and employment opportunities; increase civic engagement and citizen participation; support the delivery of human services; and revitalize Burlington's waterfront.

CEDO is funded through various grant and municipal sources, including Federal and State grants, the Housing Trust Fund and a portion of General Fund dollars. CEDO divisions include: Grants and Finance, Community Works, Initiative to End Homelessness, Opportunities and Engagement, and the Community Justice Center. In addition, CEDO has administrative/fiscal staff.

## **Consolidated Plan Public Contact Information**

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## **AP-10 Consultation – 91.100, 91.200(b), 91.215(I)**

### **1. Introduction**

Since 1983, the City has dedicated much of its housing and community development resources to supporting a network of nonprofit organizations to act as partners in producing & preserving affordable housing and protecting the City's most vulnerable residents. This nonprofit infrastructure functions as the principal housing & social services delivery system to help the City move towards its housing goals and alleviating poverty.

Collaboration begins with a focus on assembling the right people or agencies at the table, clearly defining roles and responsibilities, sharing a common mission, and developing good communication. This basic collective impact model has been effective for current collaborations.

### **Provide a concise summary of the jurisdiction's activities to enhance coordination between public and assisted housing providers and private and governmental health, mental health and service agencies (91.215(I))**

The City of Burlington consults with numerous organizations in the development of the 5 Year Consolidated Plan, the Assessment of Fair Housing, and the Action Plan. The process includes formal and informal meetings, surveys, discussions, and focus groups. The process of developing the Assessment of Fair Housing began in 2017 with a housing and neighborhood survey; the City received over 700 responses. The City also met with over 23 agencies, all of the Neighborhood Planning Assemblies, service beneficiaries, and residents in Burlington Housing Authority units. Over 2,400 postcards, in 3 different languages, were mailed to all residents of Burlington Housing Authority. This extensive outreach informed the strategic goals of both the Assessment of Fair Housing and the current 5-year Con Plan (2018-2023).

The Chittenden County Homeless Alliance (CCHA) continues to develop a common agenda and embrace several best practices including using a common assessment tool for Coordinated Entry, prioritizing those units for the most vulnerable, implementing a community wait list, and using a shared information management system with the Balance of State. Burlington's homelessness and non-profit housing providers continue to meet monthly with stakeholders including Champlain Housing Trust, Agency of Human

Services, Community Health Centers of Burlington (CHCB), Howard Center, Steps to End Domestic Violence, Spectrum, and Veterans organizations to coordinate housing and supportive services for those experiencing homelessness and other low-income residents.

Collaboration between the City and Burlington's non-profit and government partners, already robust, expanded significantly in response to the COVID-19 pandemic and that collaboration continues into 2023. The City is currently supporting a Burlington Aging Council, which was established to create an Action Plan for an Age-Friendly City and to provide policy input to the Burlington administration.

**Describe coordination with the Continuum of Care and efforts to address the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans, and unaccompanied youth) and persons at risk of homelessness.**

Chittenden County Homeless Alliance (CCHA) consists of a consortium of nonprofit organizations, local businesses, and local/state/federal agencies in the greater Burlington metropolitan area, with the City of Burlington's Community & Economic Development Office (CEDO) serving as the Collaborative Applicant, Co-Chair of the Steering Committee, Strategic Planning, Point-in-Time (PIT) count, Data Quality, and Membership and Outreach Committees. Each Committee of the Alliance holds monthly meetings of its steering committee and sub-committees and supports coordination of services for families, youth, and single adults who are experiencing homelessness. Coordination between the agencies is enhanced with member participation on both the steering committee and sub-committee levels.

The Continuum of Care (CoC) coordinates the implementation of a housing and service system (from outreach to housing to services) that meet the needs of individuals and families experiencing homelessness. Street outreach teams, Vermont 211, and daytime shelter all serve to connect with those experiencing homelessness and identify services/needs, including housing placement. Housing providers work to rapidly re-house, stabilize, or provide housing as quickly as possible, while supportive service agencies provide case management and additional services. Providers serve the chronically homeless, families with children, veterans, unaccompanied youth, and those at risk of homelessness.

Member agencies work together to meet the needs of those chronically homeless, and recent efforts include an improved system of outreach, prioritization of resources, and coordinated entry along with increased permanent supportive housing options for chronic homeless and support services. An emphasis includes housing retention (with services and case management) due to a low vacancy rate in this jurisdiction. Agencies work with local landlords to reduce the barriers of renting to those chronically homeless.

The CoC providers work to identify, move into stable housing, and provide essential services for households with children experiencing homelessness as well as develops partnerships with private and public housing providers to ensure access to housing units. Each CoC program that serves children has children's advocates or specially trained staff to ensure that the children's need for safety, nurturing, education, and stability are met.

The CoC partners with local, state, and federal organizations to combat homelessness among veterans and continues to prioritize bringing veterans homelessness to functional zero through coordinated entry. Outreach has increased to veterans at shelters. Previously un-identified veterans were enrolled in VA care and many are now housed through VA housing programs.

A continuum partner provides emergency services to youth ages 16-22 who have run away, are homeless, or at risk of homelessness. Supported housing includes emergency shelter and transitional housing for youth who have left foster care and are homeless. Youth are provided with individual/family counseling, mental health/substance abuse assessment and treatment, case management, medical services, educational planning, employment support, life skills, jobs training, and mentoring. Another local program provides job and life skills training to at-risk youth while helping them complete their high school education.

CDBG funds have been targeted to address emerging needs identified through the CoC. Public Service funds were used to fund housing navigation for permanent supportive housing programs.

The CoC works in consultation with Built for Zero, a national initiative to support communities with achieving Functional Zero through improved systems coordination, reliance on quality data, and learning from other communities with racial equity at the center of this work.

**Describe consultation with the Continuum(s) of Care that serves the jurisdiction's area in determining how to allocate ESG funds, develop performance standards for and evaluate outcomes of projects and activities assisted by ESG funds, and develop funding, policies and procedures for the operation and administration of HMIS**

ESG funding allocations are made by the State of Vermont. Several state offices, including the Office of Economic Opportunity which administers ESG participate actively in the CoC and its numerous committees, including strategic planning and coordinated entry. VT's Emergency Solutions Grant funds are blended with state funds and administered under the Housing Opportunity Grant Program. Funding decisions are based on thorough knowledge of this Continuum’s operations and priorities, with an emphasis on how best to realize value for investment. The State solicits specific feedback from the CoCs and stakeholders through presentations, discussions, and surveys regarding priorities and how to allocate ESG funds to eligible activities as well provide an annual review of funding priorities and performance.

The Chittenden County Homeless Alliance has developed a single HMIS with the Vermont Balance of State including joint governance, policies and procedures. One of our CoC-funded projects supports the HMIS lead of the Institute of Community Alliances. The Alliance members use BitFocus/Clarity HMIS and the CoC will utilize reports and information for strategic planning.

**2. Describe Agencies, groups, organizations and others who participated in the process and describe the jurisdiction’s consultations with housing, social service agencies and other entities**

Table 2 – Agencies, groups, organizations who participated

1	<b>Agency/Group/Organization</b>	CHAMPLAIN VALLEY OFFICE OF ECONOMIC OPPORTUNITY
	<b>Agency/Group/Organization Type</b>	Services - Housing Services-homeless Services-Health Services-Education Service-Fair Housing

	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Anti-poverty Strategy Fair Housing
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This Agency was consulted on needs, progress, and upcoming goals.
2	<b>Agency/Group/Organization</b>	COMMITTEE ON TEMPORARY SHELTER
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This agency was consulted on needs, progress, and upcoming goals.
3	<b>Agency/Group/Organization</b>	CHAMPLAIN HOUSING TRUST
	<b>Agency/Group/Organization Type</b>	Housing
	<b>What section of the Plan was addressed by Consultation?</b>	Housing Need Assessment
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	This agency was consulted on needs, progress, and upcoming goals.
4	<b>Agency/Group/Organization</b>	Vermont Agency of Human Services

	<b>Agency/Group/Organization Type</b>	Other government - State
	<b>What section of the Plan was addressed by Consultation?</b>	Homelessness Strategy coordination of funds and services
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	The agency was involved in the review of potential CDBG projects and consulted on upcoming goals and strategies.
5	<b>Agency/Group/Organization</b>	Continuum of Care
	<b>Agency/Group/Organization Type</b>	Services-homeless
	<b>What section of the Plan was addressed by Consultation?</b>	Homeless Needs - Chronically homeless Homeless Needs - Families with children Homelessness Needs - Veterans Homelessness Needs - Unaccompanied youth Homelessness Strategy
	<b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b>	Members of the Continuum were consulted to update homeless progress, strategies, and goals. They were also consulted to review and comment on the Plan.
6	<b>Agency/Group/Organization</b>	BURLINGTON HOUSING AUTHORITY
	<b>Agency/Group/Organization Type</b>	PHA
	<b>What section of the Plan was addressed by Consultation?</b>	Public Housing Needs HOPWA Strategy

<p><b>Briefly describe how the Agency/Group/Organization was consulted. What are the anticipated outcomes of the consultation or areas for improved coordination?</b></p>	<p>This agency was consulted for the needs assessment, market analysis, and status of public housing programs.</p>
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**Identify any Agency Types not consulted and provide rationale for not consulting**

There were no agencies not consulted in our process.

**Other local/regional/state/federal planning efforts considered when preparing the Plan**

Name of Plan	Lead Organization	How do the goals of your Strategic Plan overlap with the goals of each plan?
Continuum of Care	CEDO	The goals to prevent homelessness, rapidly re-house the homeless, provide for basic needs, increase permanent housing overlap with our Strategic Plan goals to preserve affordable housing units, increase permanent supportive housing beds, protect the vulnerable through public services to the homeless and anti-poverty strategies.
planBTV	City of Burlington- Planning Department	The goals of economic development and increasing housing options overlap with planBTV's goals and recommendations for the City of Burlington and the downtown/waterfront areas.
ECOS	Chittenden Regional Planning Commission	There is a coordination with regional transportation and CEDS (Comprehensive Economic Development Strategy) for the City and then the County as a whole.
Housing Action Plan	CEDO	The goals of the Housing Action Plan are incorporated in the strategic plans for affordable housing and addressing the barriers to housing across the economic spectrum.

**Table 3 – Other local / regional / federal planning efforts**

**Narrative (optional)**

Continuum partners include agencies representing health which include the University of Vermont Medical Center and Community Health Centers of Burlington; agencies representing mental health and youth facilities (Howard Center and Spectrum); economic services, temporary assistance and food stamps (AHS – Economic Services). Other divisions within City Government include victim services, lead program, and housing services. Additionally, the private sector enhances the City's community development and housing efforts. Architects, engineers and attorneys assist nonprofit developers by providing skills and services to implement housing projects. Burlington's banks have responded to a changing market and changing obligations under the federal Community Reinvestment Act by finding a number of innovative ways of support new housing models, housing organizations, and approaches to affordable housing production. Local lenders also support neighborhood revitalization and small business development, financial education, and free tax preparation services for low-income taxpayers. The Burlington business community has been actively represented on most community advisory committees. They have provided resources and opportunities for residents to improve their quality of life.



## **AP-12 Participation – 91.105, 91.200(c)**

### **1. Summary of citizen participation process/Efforts made to broaden citizen participation Summarize citizen participation process and how it impacted goal-setting**

A public hearing was held in September 2022 to review the achievements published in the Consolidated Annual Performance and Evaluation Report (CAPER) and also hear any citizen input on housing and community development needs for the City. A notice about the availability of funds was published online and in Seven Days in the beginning of December of 2022 and a direct email notice provided to over 100 nonprofits, City departments and residents about the funding. An informational workshop was held for applicants. All applications are published online on the City of Burlington's website. The CDBG Advisory Board held three meetings in January 2023 – March 2023 to review all applications; the Board is comprised of representatives from the local Neighborhood Planning Assemblies, Mayoral selections, and representatives of state agencies. These citizens make the recommendations on how to spend CDBG funds locally, and these recommendations are conveyed to the Mayor and City Council. These recommendations are the foundation for the Action Plan. The recommendations of the Advisory Board are published online along with the draft Action Plan. An advertised public hearing was held on May 15<sup>th</sup>, 2023 on housing and community development needs in the City, the Advisory Board recommendations, and the draft 2023 Action Plan. The Plan was available for public comment for 30 days with outreach on social media (Facebook and Twitter) and the City of Burlington's website. These numerous efforts were made to broaden citizen participation in the City.

## Citizen Participation Outreach

Sort Order	Mode of Outreach	Target of Outreach	Summary of response/attendance	Summary of comments received	Summary of comments not accepted and reasons	URL (if applicable)
1	Public Hearing	Non-targeted/broad community	In September 2022, the City held a Public Hearing in regards to the use of CDBG funds and the accomplishments. City Staff and members of the public were present.	A member from CHT asked about ongoing programmatic assistance for certain organizations and made a correction to a CHT ownership item described in the document.		
2	Newspaper Ad	Non-targeted/broad community	Notice of funding availability for the 2023 CDBG Action Plan was advertised on December 7, 2022 in the Seven Days paper to the general public.			
3	Public Meeting	Nonprofits & potential sub-grantees	One workshop was held for potential sub-grantees on December 15,			

			2022 to offer technical assistance. Approximately 30 people attended from a variety of nonprofits.			
4	Internet Outreach	Non-targeted/broad community	The applications for CDBG funding were placed on the CEDO/City of Burlington website. The applications remain available for view online.			<a href="https://www.burlingtonvt.gov/CEDO">https://www.burlingtonvt.gov/CEDO</a>
5	Newspaper Ad	Non-targeted/broad community	An ad was placed in Seven Days newspaper on April 26 <sup>th</sup> , 2023 as a legal notice for the public hearing on May 15 <sup>th</sup> , 2023 for the public comment period for the 2023 Action Plan.			

6	Internet Outreach	Non-targeted/broad community	The 2023 Action Plan was published online on the CEDO/City of Burlington website during the public comment period. Over 100 individuals and nonprofits, in addition to the CoC, received an email link to the Plan.			<a href="https://www.burlingtonvt.gov/CEDO">https://www.burlingtonvt.gov/CEDO</a>
7	Public Hearing	Non-targeted/broad community	A public hearing was held on May 15 <sup>th</sup> , 2023. Attendance included members of the City Council and City Staff as well as members of the public.	<i>See summary of public comments attachment</i>	All comments were accepted	

**Table 4 – Citizen Participation Outreach**

## Expected Resources

### AP-15 Expected Resources – 91.220(c)(1,2)

#### Introduction

#### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Remainder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
CDBG	Public-federal	Acquisition Admin and Planning Economic Development Housing Public Improvements Public Services	\$733,763	\$0	\$25,548	\$759,311	\$0	The City expects to leverage significant federal, state, local and private resources over the course of the Consolidated Plan.
HOME	Public-federal	Acquisition Homebuyer assistance Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA	\$413,934	\$0	\$271,375	\$685,309	\$0	The City expects to leverage significant federal, state, local and private resources over the course of the Consolidated Plan.

Table 5 - Expected Resources – Priority Table

**Explain how federal funds will leverage those additional resources (private, state and local funds), including a description of how matching requirements will be satisfied**

The City anticipates \$23 million in housing resources for Section 8 and Housing Choice Vouchers, and approximately \$1.2 million (\$6 million over 5 years) in McKinney-Vento Homeless Assistance Act will be available to address needs and objectives identified in the Plan. While these are not resources that the City receives or controls, they provide a critical contribution to reaching the City’s Action Plan goals. The City has also committed \$3 million in ARPA funds for housing activities. Furthermore, the City is implementing a \$3.6 million Healthy Homes Lead Grant covering the period of January 2021 through July 2024.

Overall, the City expects to leverage over \$30 million in state, local, private and other federal resources for its CDBG- and HOME-funded activities. These are funds that the City and its subgrantees expect to raise for their budgeted activities as well as funds that the City expects outside entities to invest in development activities.

The City will meet or exceed the requirement that “contributions must total not less than 25% of funds drawn from the jurisdiction’s HOME Investment Trust Fund Treasury account in that fiscal year,” excluding funds drawn for administrative and planning costs pursuant to 24 CFR 92.207. Sources of matching funds include, but are not limited to, the Vermont Housing & Conservation Trust Fund, the Burlington Housing Trust Fund, waiver of impact fees, and Burlington Electric Department energy efficiency grants to affordable housing projects.

**If appropriate, describe publicly owned land or property located within the jurisdiction that may be used to address the needs identified in the plan**

There is no City owned land or property that is appropriate to be used to address the needs identified in the Plan

## Annual Goals and Objectives

### AP-20 Annual Goals and Objectives

#### Goals Summary Information

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
1	DH 1.1 Protect the Vulnerable - New Perm Supp Hous	2018	2023	Affordable Housing Homeless	City-Wide	AFH - Increase Affordable Housing Opportunities	CDBG: \$0 HOME: \$0	Housing for Homeless added: 0
2	DH1.2 Protect the Vulnerable New Special Need Hsng	2018	2023	Affordable Housing Non-Homeless Special Needs	City-Wide	AFH - Increase Affordable Housing Opportunities	CDBG: \$0 HOME: \$0	Rental units constructed: 0
3	DH 2.1 Acquire/Rehab - Rental or Owner Units	2018	2023	Affordable Housing	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	AFH - Maintain or Preserve Affordable Housing	CDBG: \$157,596 HOME: \$0	Homeowner Housing Rehabilitated: 10 Household Housing Unit  Rental Units Rehabilitated: 19 Household Housing Unit
4	DH 1.3 Create New Affordable Housing	2018	2023	Affordable Housing	City-Wide	AFH - Increase Affordable Housing Opportunities	CDBG: \$0 HOME: \$643,916	Rental units constructed: 2 Household Housing Unit
5	DH 1.4 Promote new homeownership buyer assist	2018	2023	Affordable Housing	City-Wide	AFH -Housing Resources to LMI residents, homeowner	CDBG: \$0 HOME: \$0	Direct Financial Assistance to Homebuyers: 0

Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
6	DH 2.2 Protect the Vulnerable - Lead Hazard	2018	2023	Affordable Housing	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	AFH - Maintain or Preserve Affordable Housing AFH -Housing Resources to LMI residents, homeowner	CDBG: \$0 HOME: \$0	Rental units rehabilitated: 0 Homeowner Housing Rehabilitated: 0
7	DH 3.1 Protect the Vulnerable Hsng Retention Svcs	2018	2023	Affordable Housing Homeless Non-Homeless Special Needs	City-Wide	AFH - Maintain or Preserve Affordable Housing AFH -Housing Resources to LMI residents, homeowner	CDBG: \$0 HOME: \$0	Public service activities for Low/Moderate Income Housing Benefit: 0
8	EO 1.1 Support Microenterprises	2018	2023	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	AFH - Increase Employment/Economic Opportunities	CDBG: \$176,350 HOME: \$0	Businesses assisted: 142 Businesses Assisted
9	EO 1.2 Retain/Create Jobs	2018	2023	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	AFH - Increase Employment/Economic Opportunities	CDBG: \$0 HOME: \$0	Jobs created/retained: 0
10	EO 1.3 Reduce Economic Barriers - Early Childhood	2018	2023	Non-Housing Community Development	City-Wide	Reduce Barriers to Economic Opportunities	CDBG: \$10,064 HOME: \$0	Public service activities other than Low/Moderate Income Housing Benefit: 26 Persons Assisted
11	EO 1.4 Reduce Economic Barriers - Access Resources	2018	2023	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	Reduce Barriers to Economic Opportunities	CDBG: \$53,048 HOME: \$0	Public service activities other than Low/Moderate Income Housing Benefit: 672 Persons Assisted



Sort Order	Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
12	SL 1.1 Provide Public Services Homeless	2018	2023	Homeless	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	AFH -Housing Resources to LMI residents, homeowner Provide Public Services to At Risk Population Protect the Vulnerable	CDBG: \$52,500 HOME: \$0	Public service activities for Low/Moderate Income Housing Benefit: 88 Households Assisted  Homeless Person Overnight Shelter: 475 Persons Assisted
13	SL 1.2 Provide Public Services	2018	2023	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Provide Public Services to At Risk Population Protect the Vulnerable	CDBG: \$20,000 HOME: \$0	Public service activities other than Low/Moderate Income Housing Benefit: 240 Persons Assisted
14	SL 1.3 Improve Public Facilities & Infrastructure	2018	2023	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	Improve Public Facilities or Infrastructure	CDBG: \$143,000 HOME: \$0	Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 35,530 Persons Assisted
15	SL 1.4 Remediation of Brownfields	2018	2023	Affordable Housing Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide	Clean-up of Contaminated Sites	CDBG: \$0 HOME: \$0	Brownfield acres remediated: 0
16	Planning and Administration	2018	2023	Planning, Administration, Fair Housing		Planning and Administration	CDBG: \$146,753 HOME: \$41,393	Other: 1 Other

Table 6 – Goals Summary

## Goal Descriptions

1	<b>Goal Name</b>	DH 1.1 Protect the Vulnerable - New Perm Supp Hous
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
2	<b>Goal Name</b>	DH1.2 Protect the Vulnerable New Special Need Hsng
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
3	<b>Goal Name</b>	DH 2.1 Acquire/Rehab - Rental or Owner Units
	<b>Goal Description</b>	During this Action Plan CDBG funds will be used for CHT's Housing Initiatives Program (HIP) assisting 10 homeowners. CDBG funds will also be used to rehabilitate St. John's Hall operated by COTS and will benefit 19 rental unit households.
4	<b>Goal Name</b>	DH 1.3 Create New Affordable Housing
	<b>Goal Description</b>	During this Action Plan HOME funds will be used for the construction of 2 new affordable housing units.
5	<b>Goal Name</b>	DH 1.4 Promote new homeownership buyer assist
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
6	<b>Goal Name</b>	DH 2.2 Protect the Vulnerable - Lead Hazard
	<b>Goal Description</b>	Although no CDBG funds will be allocated during this Action Plan, 57 homeowner and rental units will receive lead hazard reduction services through the 2021 Lead-Based Paint Hazard Control grant.
7	<b>Goal Name</b>	DH 3.1 Protect the Vulnerable Hsng Retention Svcs
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
8	<b>Goal Name</b>	EO 1.1 Support Microenterprises
	<b>Goal Description</b>	During this Action Plan the City will allocate CDBG funds to two microenterprise programs, CVOEO-Micro Business Development Program and Mercy Connections-Small Business Equity Project, with a focus on women, and other micro businesses. The City of Burlington will also deliver technical assistance to micro enterprises.

9	<b>Goal Name</b>	EO 1.2 Retain/Create Jobs
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
10	<b>Goal Name</b>	EO 1.3 Reduce Economic Barriers - Early Childhood
	<b>Goal Description</b>	During this Action Plan the City will allocate CDBG funds to Lund-Early Childhood Education Program with a focus on supporting vulnerable children and families.
11	<b>Goal Name</b>	EO 1.4 Reduce Economic Barriers - Access Resources
	<b>Goal Description</b>	During this Action Plan CDBG funds have been allocated to two workforce development program, ReSource's-Construction Trades Training, and a Personal Care Assistant Plus Workforce Training Program that will be administered by CEDO. CDBG funds will also be used for CVOEO's-Volunteer Income Tax Assistance program in efforts to reduce barriers to economic resources and opportunities.
12	<b>Goal Name</b>	SL 1.1 Provide Public Services Homeless
	<b>Goal Description</b>	During this Action Plan CDBG funds have been allocated to Steps to End Domestic Violence-Safe Tonight which provides services and shelter to survivors of domestic violence, and to Pathways-Housing First Services in Chittenden County which provides permanent housing placement and Housing First case management services for persons experiencing homelessness.
13	<b>Goal Name</b>	SL 1.2 Provide Public Services
	<b>Goal Description</b>	During this Action Plan CDBG funds have been allocated to Vermonters for Criminal Justice Reform (VCJR)-Re-Entry and Recovery Center with Contingency Management, a substance use recovery program.
14	<b>Goal Name</b>	SL 1.3 Improve Public Facilities & Infrastructure
	<b>Goal Description</b>	During this Action Plan CDBG funds have been allocated to improve the Moran infrastructure including improvements at Burlington's waterfront public access spaces and to rehabilitate Winooski Valley Park District's Ethan Allen Homestead, a public facility located in Burlington's North End.
15	<b>Goal Name</b>	SL 1.4 Remediation of Brownfields
	<b>Goal Description</b>	During this Action Plan, no new awards were made.
16	<b>Goal Name</b>	Planning and Administration
	<b>Goal Description</b>	To support the capacity of the nonprofit institutional delivery structure in the City; pursue state and federal resources in support of City initiatives; implement City planning efforts; administer community and economic development programs; and support fair housing efforts in the City.

**Estimate the number of extremely low-income, low-income, and moderate-income families to whom the jurisdiction will provide affordable housing as defined by HOME 91.215(b)**

It is estimated that at initial occupancy approximately 7 persons shall receive affordable housing through 5 HOME-assisted and HOME-ARP assisted units as a result of the 2023 HOME and 2021 HOME-ARP allocation to the City of Burlington. However, it is important to note that these funds will continue to benefit many new households during the HOME Affordability Period and the HOME-ARP Compliance Period.

# Projects

## AP-35 Projects – 91.220(d)

### Introduction

This part of the Action Plan provides a summary of the eligible projects and activities that will take place during the program year to address the priority needs and specific objectives outlined in the Strategic Plan. The eligible projects are associated with at least one priority need and at least one or more goals.

### Projects

#	Project Name
1	Affordable Housing
2	Public Facilities & Infrastructure
3	Microenterprise/Economic Development
4	Public Service
5	Admin and Planning

Table 7 - Project Information

### Describe the reasons for allocation priorities and any obstacles to addressing underserved needs

The all-volunteer CDBG Advisory Board followed both the City's Anti-Poverty Strategy and Consolidated Plan priorities in their review of project applications. More focus will be placed on impact and moving people out of poverty and not numbers served. In addition, emphasis will be placed on projects that demonstrate efficiencies or collaboration, or a project proposal seeking to implement such efficiencies.

The biggest obstacle to addressing underserved needs continues to be insufficient resources. The City will continue to pursue additional federal, state, and private resources but does not expect to overcome the obstacle of shrinking public resources. While the federal COVID response packages, and the American Recovery Plan Act (ARPA) provide significant and needed assistance to Burlington, these aid packages do not cover the full extent of need and economic losses due to the pandemic. The City will also continue to work with partners to leverage funds, prioritize resources for those in greatest need and engage in collective impact initiatives.

Other obstacles to meeting underserved needs include:

- Ensuring a just and equitable recovery to rebuild after the economic losses incurred due to the pandemic;
- Limited land available in the City for housing and commercial development;
- Community tension between the need for development and the desire to preserve the

status quo, between the need to rehabilitate and maintain the housing stock and the desire for architectural and historic preservation;

- The requirements around criminal, eviction and credit histories in rental housing placement and hoarding / housekeeping issues, as well as no cause eviction, in rental housing stability;
- The lack of availability of transportation, especially for residents with special needs and for second shift and weekend work, exacerbated by a regional mismatch in the balance of job growth and housing development;
- Benefits “cliffs” which, together with a lack of understanding among residents, businesses and service providers about the asset and earnings limits that often vary between different income support programs, are a disincentive to increased earnings;
- Lack of small-scale risk capital financing;
- Non-accessible, and therefore non-functional, space in vacant upper stories of existing buildings; and
- A regional imbalance between the growth of regional employment and tax revenues and the budgetary burdens associated with its high concentrations of low-income residents, magnified by the high proportion of tax-exempt property within the City.

## AP-38 Project Summary

### Project Summary Information

1	<b>Project Name</b>	Affordable Housing
	<b>Target Area</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Goals Supported</b>	DH 2.1 Acquire/Rehab Rental or Owner Units DH 1.3 Create New Affordable Housing
	<b>Needs Addressed</b>	AFH - Maintain or Preserve Affordable Housing AFH - Increase Affordable Housing Opportunities
	<b>Funding</b>	CDBG: \$157,596 HOME: \$643,916
	<b>Description</b>	To provide Housing Initiatives Program (HIP) for homeowners and to create/sustain affordable housing units through rehab and/or construction.
	<b>Target Date</b>	6/30/2024
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	31 low-moderate income households: CHT HIP – 10 COTS – St. John’s Hall Renovation – 19 HOME projects - 2
	<b>Location Description</b>	Scattered sites – City-Wide
	<b>Planned Activities</b>	\$70,000 CHT – Housing Initiatives Program (HIP) \$87,596 COTS – St. John’s Hall Renovation \$643,916 HOME projects
2	<b>Project Name</b>	Public Facilities & Infrastructure
	<b>Target Area</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Goals Supported</b>	SL 1.3 Improve Public Facilities & Infrastructure
	<b>Needs Addressed</b>	Improve Public Facilities or Infrastructure
	<b>Funding</b>	CDBG: \$143,000
	<b>Description</b>	To improve the Moran infrastructure including improvements at Burlington’s waterfront public access spaces and the rehabilitation of Winooski Valley Park District’s Ethan Allen Homestead, a public facility located in Burlington’s North End

	<b>Target Date</b>	6/30/2024
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	City-wide benefit, 59.75% low-moderate income
	<b>Location Description</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Planned Activities</b>	\$100,000 CEDO – Moran \$43,000 Winooski Valley Park District – Ethan Allen Homestead Renovation
<b>3</b>	<b>Project Name</b>	Microenterprise/Economic Development
	<b>Target Area</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Goals Supported</b>	EO 1.1 Support Microenterprises
	<b>Needs Addressed</b>	AFH - Increase Employment/Economic Opportunities
	<b>Funding</b>	CDBG: \$176,350
	<b>Description</b>	To fund two microenterprise programs, CVOEO-Micro Business Development and Mercy Connections-Small Business Equity Program, with a focus on women, and other micro businesses. The City of Burlington will also deliver technical assistance to micro enterprises with a focus on businesses located in the NRSA.
	<b>Target Date</b>	6/30/2024
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	142 low-moderate income individuals: Micro-enterprise technical assistance - 25 CVOEO – 80 Mercy Connections – 37
	<b>Location Description</b>	Services will be provided to persons City-Wide with a focus on businesses located in the NRSA.
	<b>Planned Activities</b>	\$50,000 CEDO-Technical Assistance \$65,000 Mercy Connections-Small Business Equity Project \$61,350 CVOEO-Micro. Business Development Program



<b>4</b>	<b>Project Name</b>	Public Service
	<b>Target Area</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Goals Supported</b>	SL 1.1 Provide Public Services Homeless SL 1.2 Provide Public Services EO 1.3 Reduce Economic Barriers-Early Childhood EO 1.4 Reduce Economic Barriers-Access Resources
	<b>Needs Addressed</b>	Reduce Barriers to Economic Opportunities AFH - Increase Employment/Economic Opportunities AFH - Increase Educational Opportunities Provide Public Services to At Risk Population Protect the Vulnerable
	<b>Funding</b>	CDBG: \$135,612
	<b>Description</b>	To provide funds to Lund-Early Childhood Education Program with a focus on supporting vulnerable children and families; two workforce development programs: ReSOURCE-Construction Trades Training and CEDO's Personal Care Assistant Plus Training; CVOEO-Volunteer Income Tax Assistance program to reduce barriers to economic resources and opportunities; and Steps-Safe Tonight along with VCJR-Recovery Center to provide services to at risk and vulnerable populations.
	<b>Target Date</b>	6/30/2024
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	1,501 low-moderate income individuals: Pathways – 88 ReSOURCE – 12 VCJR – 240 Steps – 475 CVOEO – 600 Lund – 26 CEDO – 60
	<b>Location Description</b>	City-Wide and NRSA

	<b>Planned Activities</b>	<p>\$30,000 Pathways-Housing First Services in Chittenden County</p> <p>\$15,000 ReSOURCE-Construction Trades Training</p> <p>\$20,000 VCJR-Re-Entry and Recovery Center with Contingency Management</p> <p>\$22,500 Steps to End Domestic Violence-Safe Tonight</p> <p>\$12,500 CVOEO-Volunteer Income Tax Assistance (VITA)</p> <p>\$10,064 Lund-Early Childhood Education Program</p> <p>\$25,548 CEDO-Personal Care Assistant (PCA) Plus Workforce Training Program</p>
<b>5</b>	<b>Project Name</b>	Admin and Planning
	<b>Target Area</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Goals Supported</b>	Planning and Administration
	<b>Needs Addressed</b>	Planning and Administration
	<b>Funding</b>	CDBG: \$146,753 HOME: \$41,393
	<b>Description</b>	Administration funding for CDBG and HOME grants.
	<b>Target Date</b>	6/30/2024
	<b>Estimate the number and type of families that will benefit from the proposed activities</b>	N/A
	<b>Location Description</b>	NEIGHBORHOOD REVITALIZATION STRATEGY AREA City-Wide
	<b>Planned Activities</b>	To support the capacity of the nonprofit institutional delivery structure in the City; pursue State and Federal resources in support of City initiatives; implement City planning efforts; administer community and economic development programs; and support fair housing efforts in the City.

## **AP-50 Geographic Distribution – 91.220(f)**

### **Description of the geographic areas of the entitlement (including areas of low-income and minority concentration) where assistance will be directed**

Approximately 62% of the City's CDBG resources are directed to activities that target the City's Neighborhood Revitalization Strategy Area.

The City of Burlington's Neighborhood Revitalization Strategy Area was approved in January 2006 and reapproved with the 2013 Consolidated Plan. The NRSA covers census tracts 3, 4, 5, 6 and 10. The Target Area as a whole is primarily residential, though within the designated census tracts are also several commercial corridors, the Central Business District and the Intervale (several hundred agricultural acres). As of the 2015 American Community Survey, the most current data used by HUD to calculate low- and moderate-income populations, the Target Area contains 75% low- and moderate-income residents with 32% of the total population in the Target Area living below the poverty level. Census tract 5 has the highest concentration of households and more than half its population is living below the poverty level.

### **Geographic Distribution**

<b>Target Area</b>	<b>Percentage of Funds</b>
NEIGHBORHOOD REVITALIZATION STRATEGY AREA	62
City-Wide	38

**Table 8 - Geographic Distribution**

### **Rationale for the priorities for allocating investments geographically**

The rationale for allocating investments into the NRSA is based on the levels of distress and high incidence of households living below poverty level in those census tracts. According to the Needs Assessment in the Consolidated Plan, there is a disproportionate need existing among several minority groups, and specific census tracts housed more minorities than others. However, CDBG and HOME resources may be directed outside of the Target Area based on individual household needs and on the City's desire to continue to have affordable housing, economic opportunity, and a suitable living environment available to low- and moderate-

income residents throughout the City.

### **Discussion**

Data referenced above was populated from the 2011 – 2015 American Community Survey Profile. This is the current data set that HUD uses to determine low- and moderate-income area benefit for Burlington. The City will be using current Census/ACS data in the upcoming 5-year Consolidated Plan.

## Affordable Housing

### AP-55 Affordable Housing – 91.220(g)

#### Introduction

Housing is the essence of Burlington's neighborhoods. Support for affordable housing allows elders to remain in the homes and neighborhoods they know. Homebuyer purchase and rehabilitation programs allow the next generation of residents to own and modernize older homes.

Affordable housing is a balance to economic development. In boom times, affordable housing ensures that there is housing for workers and that rising prices do not displace residents. In a troubled economy, affordable housing development is an economic engine and its subsidies ensure that low-income residents are not made homeless. Finally, the use of affordable housing to redevelop distressed neighborhoods prevents the loss of value of the surrounding properties and encourages long-term investment by other property owners.

This section of the Action Plan specifies the goals for the number of homeless, non-homeless, and special needs households to be provided affordable housing within the program year.

<b>One Year Goals for the Number of Households to be Supported</b>	
Homeless	
Non-Homeless	31
Special-Needs	
<b>Total</b>	<b>31</b>

Table 9 - One Year Goals for Affordable Housing by Support Requirement

<b>One Year Goals for the Number of Households Supported Through</b>	
Rental Assistance	
The Production of New Units	2
Rehab of Existing Units	29
Acquisition of Existing Units	
<b>Total</b>	<b>31</b>

Table 10 - One Year Goals for Affordable Housing by Support Type

## **Discussion**

CDBG funds will be used for Champlain Housing Trust's Housing Initiatives Program (HIP) assisting 10 homeowners with emergency home repairs and access modifications. CDBG funds will also be used to rehabilitate St. John's Hall operated by COTS and will benefit 19 rental unit households. HOME funds will be used for the construction of 2 new affordable housing units.

## **AP-60 Public Housing – 91.220(h)**

### **Introduction**

The Burlington Housing Authority completed the conversion of its public housing units to the Section 8 Project-Based Voucher Program through the HUD Rental Assistance Demonstration (RAD) program. Our jurisdiction no longer has any public housing units.

### **Actions planned during the next year to address the needs to public housing**

Our jurisdiction no longer has any public housing units.

### **Actions to encourage public housing residents to become more involved in management and participate in homeownership**

BHA has formed a Resident Advisory Board (RAB) with representatives from the Section 8 program. The RAB meets periodically to provide input on BHA's Plans and Policies. BHA will provide continuing financial and staff support to any active resident association in its properties. One BHA program participant serves on the BHA Board of Commissioners. BHA supports the Section 8 Homeownership Program.

BHA endeavors to provide a good living environment in its affordable housing developments through effective screening and strict lease enforcement. In addition to the Family Self-Sufficiency program, the Burlington Housing Authority supports programs such as the DREAM mentoring program and the Summer Lunch program. BHA has also initiated a Housing Retention program to work with residents who are at risk of losing their housing.

### **If the PHA is designated as troubled, describe the manner in which financial assistance will be provided or other assistance**

The Burlington Housing Authority is not designated as troubled.

## **AP-65 Homeless and Other Special Needs Activities – 91.220(i)**

### **Introduction**

In this section of the Plan, the City addresses the one-year goals and specific activities planned this program year to carry out the homeless strategy outlined in the Strategic Plan for the City's Five-Year Consolidated Plan. Activities that will address outreach, emergency shelter, transitional housing, homelessness prevention, housing placement, supportive housing and independent living are listed below and under the project section.

The Continuum of Care coordinates the implementation of a housing and service system, from outreach to housing to services, to meet the goal of keeping homelessness rare and brief in our community. Street Outreach teams and outreach caseworkers serve to reach those chronically homeless, and identify services and housing needs. Vermont 211, daytime shelter and meals served at the Community Resource Center, Chittenden Emergency Food Shelf, the Daystation, and the Salvation Army provide points of contact with those experiencing homelessness and provide referrals to services. Housing providers work to rapidly re-house and stabilize, especially using the Housing First model, for those chronically homeless. Supportive service providers add case management and assess needs for services. The Continuum as a whole has implemented a coordinated entry system and standardized assessment to enhance the current service delivery system.

The CoC led the coordination in response to the pandemic for the community of people experiencing homelessness in Chittenden County. Regular coordination meetings occurred, supporting consultation with State and local bodies for effective pandemic response to the large increase (almost threefold) of the population experiencing homelessness.

The City serves as the Collaborative Applicant for the CCHA (CoC) and supports its applications for HUD and other funding to address both chronic and non-chronic homelessness. The CoC implements the Coordinated Entry System. Chittenden County saw a dramatic, almost threefold, increase in the number of people experiencing homelessness in the 2021 Point-in-Time (PIT) count, as a result of the pandemic and that level of homelessness continues. The CCHA and the City of Burlington are collaborating to strengthen systems to identify solutions through coordinated entry to impact and reduce chronic homelessness to functional zero. The City of Burlington has committed recovery funds to support expansion of the Coordinated Entry system, increase the number of low-barrier shelters within the City, and support strategic planning and coordination for the CoC.

**Describe the jurisdictions one-year goals and actions for reducing and ending homelessness including reaching out to homeless persons (especially unsheltered persons) and assessing**

## **their individual needs**

The Chittenden County Homeless Alliance (CCHA) serves the population experiencing homelessness in the greater Burlington metropolitan area and direct services are delivered through a consortium of nonprofit organizations, faith-based organizations, housing developers, government agencies, and the Burlington Housing Authority.

CCHA utilizes several outreach procedures to engage individuals and families. These include services and outreach from the local food shelf, community resource center, daytime drop-in shelter, and Salvation Army. A SAMHSA funded PATH grant funds outreach work in our community for two outreach positions to find and connect with the homeless who have mental health and substance use challenges and are difficult to engage, offering persons who are experiencing homelessness community-based services. A street outreach team provides outreach to individuals, families with children, and youth sleeping on the streets in our downtown area. Street Outreach is also provided by Champlain Valley Office of Economic Opportunity CORA Team. The Burlington Police Department has implemented a team of Community Support Liaisons that include outreach in their responsibilities. Finally, the City's Parks and Recreation department has established an Urban Park Rangers program to connect with people who visit (and at times, camp) within Burlington parks.

An Adult Local Interagency Team helps to identify unsheltered persons and provide consultation and expertise to help resolve difficult situations involving chronically homeless persons with multiple physical or emotional issues in securing and utilizing services. The CoC coordinates regular meetings of those engaged in outreach. These teams identify individuals and families who are experiencing homelessness (primarily unsheltered) and connect them with our Coordinated Entry System. The Coordinated Entry system was developed to assess and match homeless households for eligible services based on vulnerability, sustainability, and length of homelessness through a standardized, scored assessment. Each eligible household will be assigned a housing case manager and added to a master list of homeless households which is reviewed on a weekly basis by the Community Housing Review Committee (coordinated entry partners) and matched with appropriate housing opportunities and resources.

Some of the goals for outreach this year include the following which are funded by a myriad of resources:

Continue to provide outreach to the more than 600 adults and children currently housed in hotels under the Emergency Housing Initiative.

With CDBG funding from 2023, supportive housing services will continue to assist 88 chronically



homeless individuals in the area with Pathways Vermont and 475 women and children experiencing domestic violence with Steps to End Domestic Violence.

The SAMSHA funded outreach will also use the joint HMIS for input and tracking and refer clients to the Coordinated Entry System.

The City of Burlington has established and continues to fund a low-barrier semi-non-congregate shelter community, in partnership with local non-profits, for up to 35 adult individuals, prioritizing people who are unsheltered. Significant work has been done to ensure the guests of this shelter have access to onsite supportive services.

### **Addressing the emergency shelter and transitional housing needs of homeless persons**

There are three emergency shelters serving single adults including veterans: COTS Waystation, ANEW Place, and the newly established Elmwood shelter community, funded by the City and operated by Champlain Housing Trust. COTS operates the Firehouse and Main Street Family Shelters for households with children. COTS Daystation is a drop-in center for homeless adults. The City also supports the Community Resource Center, operated by CVOEO, which offers daytime shelter and access to food, basic needs, and resources. The confidential shelter operated by Steps to End Domestic Violence serving homeless people and families with children fleeing domestic violence was expanded last year, in response to increased need. Spectrum Youth and Family Services operates a shelter for homeless youth. Additionally, the State funded emergency housing provided through hotels continues to operate at various, weather dependent, locations. The City of Burlington operated a temporary extreme cold weather shelter for three nights in February, 2023 in response to dangerously cold temperatures and wind-chill. Each shelter and hotel space offer case management and housing search assistance to help participants move out of shelters and into transitional or permanent housing, with necessary follow-up supportive services for maintaining housing. It remains a goal of the jurisdiction and the Continuum of Care to increase the actual number of permanent housing and permanent supportive housing options so that participants will have opportunities to quickly transition out of emergency shelters.

With local, state and other federal funding, two emergency family shelters will house up to 15 individuals through COTS. Spectrum will house up to 8 youth in their emergency shelter and 8 in their Pearl Street SRO transitional housing. Single adults will have access to 86 emergency housing beds at Waystation and Anew Place and 11 individuals will have access to emergency housing at COTS' Smith House. The Elmwood Emergency Community Shelter will serve up to 35 individuals per night. ESG funding is used for emergency shelter operations and case

management, Rapid Re-housing Rental Assistance, and HMIS.

In addition to these programs, the State of Vermont continues to serve those experiencing homelessness with an Emergency Services Motel Voucher program for both cold weather exemptions and transitional housing when temperatures drop below freezing. Under the cold weather exemption, 126 households are provided access to emergency shelter/motels, and 244 households in the Transitional Housing Program. Due to expansion during the COVID response, the Transitional Housing Program currently provides emergency accommodation to more than 200 households in Chittenden County. This program will return to pre-pandemic eligibility in July 2023, leaving many households without access to shelter.

With ARPA funding, the City of Burlington in partnership with CVOEO created a Community Resource Center for Winter 2021/2022. This became a permanent year-round facility in 2022, and was moved to be co-located with the local food bank to provide space and access to additional essential services, currently serving up to 160 people per day.

**Helping homeless persons (especially chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth) make the transition to permanent housing and independent living, including shortening the period of time that individuals and families experience homelessness, facilitating access for homeless individuals and families to affordable housing units, and preventing individuals and families who were recently homeless from becoming homeless again**

The City of Burlington is committed to the retention of affordable housing units with expiring tax credits and commits local, state, and federal resources to this goal. Keeping the inventory of affordable units, as well as increasing the number of affordable housing units, is key to helping our most vulnerable residents remain housed.

The Continuum and its partners are committed to transitioning homeless persons into permanent housing and have implemented the Coordinated Entry System (CES) and a standard assessment tool to facilitate this goal. Additionally, the Homeless Management Information System (HMIS) is used to create a Community Master List of persons experiencing homelessness prioritized by vulnerability. The CES and CoC-funded PSH projects and agencies utilize the Housing First model and rapidly re-house households that are chronically homeless with a high rate of success in long-term retention. The CoC saw a dramatic pandemic related increase in the number of chronic homeless and is re-engaging with Built for Zero to improve data quality and re-center our goals as a community. Significant development of permanent housing for those experiencing homelessness is underway, supported by recovery funds. The

CoC works to advocate for homeless-dedicated units as part of new housing development.

Burlington agencies utilize a range of housing retention programs to assist at risk households in maintaining their housing. These services include wrap-around support services, a hoarding resource and support team, landlord advocacy, financial assistance, and landlord relief programs. Our local Continuum continues to advocate for increased state retention and prevention resources to help keep at-risk families housed.

Community-based organizations provide job training and placement, substance use counseling and referrals for treatment, medical and dental care, legal advocacy and representation, mental health counseling and residential treatment programs, child care, housing search assistance, and security deposit assistance to help homeless households transition to permanent housing and independent living.

The CoC partners with local, state, and federal organizations and landlords to combat homelessness among veterans. Previously unidentified veterans were enrolled in VA care and many are housed through VA housing programs. The VA maintains a state-wide by name list and reviews cases on a monthly basis.

**Helping low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families and those who are: being discharged from publicly funded institutions and systems of care (such as health care facilities, mental health facilities, foster care and other youth facilities, and corrections programs and institutions); or, receiving assistance from public or private agencies that address housing, health, social services, employment, education, or youth needs.**

Several agencies administer prevention services including home heating fuel aid, transportation, housing navigation, tenants' rights advocacy, and legal assistance. The Housing Opportunity Program (funded by the State of Vermont and administered at local agencies), also provides case management, short term rental subsidies, and back rent along with case management for low income individuals and families at risk of losing their housing.

The CoC met with and continues to engage with local school districts within the county. Our work will focus on providing training for school staff to enable appropriate services and referrals to be provided to families with housing-related needs, continued focus on the impact of housing instability on educational outcomes, and advocacy to ensure our community has the resources required to support families who are homeless or housing insecure.

Youth exiting foster care in Vermont have two primary supports that protect them from being

discharged into homelessness as they exit legal custody at age 18: The Youth Development Program funded with federal Chafee Foster Care Independence Program and state funds, and Act 74 Youth in Transition Extended Care Program. These programs are in addition to the programming run directly by the VT AHS-Department of Children & Families Services. In this program a number of youths, formerly in foster care, are supported with case management services and connected to long-term rental assistance with local Housing Authorities, including a VT State Housing Authority Sect. 8 HCV waitlist with a preference for youth aging out of foster care as part of the HUD Family Unification/Youth-in-Transition Programs. Some live on campus at area colleges to pursue education. The College of St. Joseph in Vermont specifically helps foster youth transition to college by providing year-round housing and support services, and the Adult Living Program provides a stipend for households willing to host an 18 to 22-year-old leaving foster care.

Hospital patients are routinely discharged to their previous residence, a nursing home, or medical respite beds. McKinney Vento funded programs are used as needed and include transportation to school from emergency shelters and some transitional/permanent housing programs when appropriate.

Persons discharged from a mental health treatment or community bed receive state-funded assistance through the Vermont Department of Mental Health (VT DMH) Subsidy & Care Program, VT DMH Housing Contingency Fund, and the VT DMH Housing Recovery Fund. In addition, state agencies collaborate with the Burlington Housing Authority, and other affordable housing agencies to utilize Section 8 Housing Choice Voucher Programs for tenant-based and project-based rental assistance units funded by the Low-Income Housing Tax Credit Program. Patients are routinely discharged to Howard Center transitional or step-down programs such as Second Spring, Meadowview, Next Door Program, and 72 North Winooski group home. Some persons leaving corrections can go to their previous residence, a transitional housing program, supportive housing program, or to live with family (when appropriate).

## **Discussion**

Veterans and their families have both transitional and permanent housing options and services available to them along with specialized outreach, assessment and additional services to meet their unique needs.

Unaccompanied youth have emergency shelter, transitional and permanent housing options available to them along with specialized outreach and services to assist them in learning to live

independently, set goals and complete their education.

Service-enriched housing needs for people with significant mental health or developmental disabilities range from affordable, independent apartments with support services provided by visiting community support workers to 24-hour supervised "group home" settings. There is a need for additional supportive housing at all levels for those living with mental health and developmental disabilities.

## ***AP-75 Barriers to affordable housing – 91.220(j)***

### **Introduction:**

The City has addressed the barriers to affordable housing under the Market Analysis and Strategic Plan sections of the Consolidated Plan. There is a limited supply of housing units at all levels of the market and a low vacancy rate exacerbates the issue. In addition, Burlington's extensive student population creates a significant impact on its housing market. Over the years, many traditional single-family homes have been converted to student housing to accommodate the market, creating both an impact on the cost of housing and the change in neighborhoods. Burlington has a significantly higher percentage of renters compared to owners and the cost of rent is increasing at a higher rate. Not only is the cost of housing high and the availability low, but the condition of the City's housing is noted as the 7<sup>th</sup> oldest housing stock in the nation. Public policies that are controlled at the local level which impact the cost of housing include policies on historic preservation and lead-based paint safety practices. These homes need energy efficient upgrades, lead-based paint hazard reduction, and other rehabilitation to make them safe, affordable and sustainable over the long term. The cost of housing is also impacted by accessibility and fire safety public policies. In conjunction with planBTV and the Housing Action Plan, these concerns will be examined in order to facilitate infill development and diversified housing options in the City and especially in the downtown area.

### **Actions it planned to remove or ameliorate the negative effects of public policies that serve as barriers to affordable housing such as land use controls, tax policies affecting land, zoning ordinances, building codes, fees and charges, growth limitations, and policies affecting the return on residential investment**

In the Mayor's and City Council's Housing Action Plan, 22 initiatives were outlined to decrease the cost of housing, increase the supply of housing and ensure Burlington is more affordable, inclusive, livable, walkable, sustainable, and vibrant for all its residents. The first section of the Plan focused on addressing some of the regulatory barriers that have limited Burlington's ability to create new subsidized and non-subsidized housing options over the last 15 years. In the second section, the Housing Action Plan focused on using existing municipal tools strategically and expanding public resources to develop perpetually affordable low-income housing, promote the value of inclusion described in the City's inclusionary zoning ordinance, and better support those not eligible for subsidy but unable to compete within Burlington's housing market. The final three categories of the Plan, while related to the fundamental challenge in Burlington – a lack of housing stock – focused on continuing community challenges that extend

beyond questions of supply and demand.

**Discussion:**

On February 18, 2020, the Burlington City Council adopted changes to the Zoning ordinance related to Accessory Dwelling Units. Zoning amendment 20-03 encouraged the creation of accessory dwelling units (ADUs) throughout the city to support homeowners as they age in place, provide flexible options to help owners afford and better utilize available space within their homes, and to provide additional affordable housing options within existing neighborhoods. This amendment modifies applicable ADU and other citywide general standards, including enabling ADU's as a permitted use in all zoning districts, creating an alternative maximum unit size and lot coverage waiver process, and eliminating the parking requirement. Since passage of these changes, the City has seen a modest increase in the creation of ADUs citywide.

In September 2020, the City reformed its parking minimum requirements for building new parking in residential developments in the downtown and along key transportation corridors in order to reduce a major cost driver of housing, give people more choices when it comes to the cost of car ownership and take a step toward aligning the City's land use policies with its climate goals. Since the adoption of this policy reform, two significant projects have applied for permits to create housing that would benefit from this policy change, for a combined 490 new homes.

The City will continue to work with the Vermont Legislature to ensure fair property tax policy for deed-restricted, perpetually-affordable owner-occupied homes. There are over 250 such homes in Burlington and the City will continue to advocate for taxation based on the restricted value of the subjected homes.

In 2022, amid concerns that the increase of short-term rental (STR) units had removed existing housing units from the rental market and thus contributed to lower vacancy rates, the Burlington City Council passed changes to the housing ordinance regulating STRs. The ordinance requires that STRs may be operated only under certain conditions, shall register with the Permitting and Inspections Department, and the City of Burlington shall collect a 9% gross receipts tax on revenue earned from short term rental activity. These City's Housing Trust Fund shall receive these taxes and will use them to preserve or create new affordable housing in Burlington.

## ***AP-85 Other Actions – 91.220(k)***

### **Introduction:**

Burlington aims to spend over 95% of CDBG expenditures assisting low-and moderate-income residents. The City will continue its commitment to the preservation of affordable housing units and actions that will foster and maintain affordable housing in Burlington. In addition, the City, through the Community & Economic Development Office, will diligently work to reduce lead-based paint hazards in the homes of local residents.

The activities listed in this Action Plan work to reduce the number of households in poverty; and with enhanced coordination with nonprofit partners, services will have a greater impact on this goal.

### **Actions planned to address obstacles to meeting underserved needs**

As identified in the Consolidated Plan, the principal obstacle to meeting underserved needs is insufficient resources. Given the significant disruptions to economic and social activity over the past three years due to the pandemic, available resources must still be used strategically as the need exceeds the available funding. Fortunately, the federal COVID response packages, such as American Recovery Plan Act (ARPA) provided significant and needed assistance to Burlington to help respond to the pandemic and begin recovery efforts, these aid packages form part of a patch work of private and public resources, including funds such as CDBG and HOME, to meet the most critical unmet needs.

In addition to recovering from the economic losses sustained over the pandemic, the City needs to also look forward to the future to foster continued growth to foster economic opportunities. The City will continue to grow the grand list, pursue additional federal, state and private resources, but does not expect to overcome the obstacle of shrinking public resources. The City will also continue to work with partners to examine obstacles such as benefits cliffs and to advocate for appropriate policy changes. In addition, the City will encourage local agencies to explore ways to deliver services in a more cost-effective and efficient manner, prioritize resources to serve the most in need, as well as cooperate between agencies.

For more than a decade, the network of community-based services that support the social, educational, physical, mental and financial well-being of families and individuals in Vermont has been under financial pressure. Again, while the funding available over the past year expanded significantly with ARPA funds, the unmet needs to be addressed were greater than seen previously. The number of families and individuals needing services increased significantly over the past three years, and in many cases, their needs have become more acute and complex. In



response to these conditions, service providers increased their efforts to find economies of scale, evaluated the effectiveness and appropriateness of the services they provide, experimented with innovation, and adjusted the frequency and intensity of services. A key challenge moving forward will be fostering a just and equitable recovery that rebuilds economic opportunity for all, while ensuring that gaps in social services continue to be met, especially as surplus funding for expanded services diminishes into late 2023 and 2024. The City's efforts over the next year will be monitoring the recovery across sectors and populations to ensure the recovery is comprehensive and equitable. Should existing needs and gaps intensify or new needs emerge, the City proposes to work with partners to meet the dynamic and evolving needs through the recovery process.

### **Actions planned to foster and maintain affordable housing**

The City has launched a comprehensive strategy to effectively end chronic homelessness and promote affordable housing. This work includes the relaunch of the Built for Zero partnership in Burlington. This comprehensive plan leverages, State, local and federal resources, including CDBG and HOME funds as well as surplus ARPA funding. The key goals of the City's strategy are summarized in the ten points below:

1. Invest at least \$5 million of ARPA funds, with at least \$1 million designated for initiatives to better serve the chronically homeless and \$4 million to build new permanently affordable housing.
2. Create a Special Assistant to End Homelessness position within the City's Community and Economic Development Office (CEDO) to provide a single point of accountability for expanded community effort. (Sarah Russell was hired for this role in 2022.)
3. Strengthen through new investment Chittenden County's "Coordinated Entry" command center team that drives weekly progress towards functional zero with a comprehensive, real-time, by-name data effort.
4. Support the creation of 78 new homes for formerly homeless residents (25 percent of the goal for new, permanently affordable housing) by partnering with affordable housing developers.
5. Invest in approximately 30 shelter pods and related infrastructure to create a new low-barrier facility. (This shelter community opened in early 2023)
6. Set a goal to support the creation of 1,250 total homes, including 312 permanently affordable homes, by the end of 2026 (25 percent of the total Building Homes Together 2.0 goal).
7. Fully fund the Housing Trust Fund to voter-approved levels in fiscal year 2023. (This occurred and resulted in almost \$600,000 of base funding for the Trust Fund)
8. Open new housing opportunities through the creation of a mixed-use Enterprise Innovation District in a portion of the South End.
9. Open new on-campus University of Vermont (UVM) student housing opportunities by rezoning the former Trinity Campus to reduce UVM's pressure on the housing market.

10. Open new housing opportunities City-wide through “missing middle” zoning reforms, which will expand opportunities for new homes to be created in every neighborhood in ways that reflect the character of these parts of the City.

### **Actions planned to reduce lead-based paint hazards**

In January 2021, the City of Burlington received a \$3,093,922.00 Lead-Based Paint Hazard Control grant from the Department of Housing and Urban Development and a \$530,000.00 Healthy Homes grant to complete work on 110 housing units by July, 2024. These funds are administered through the Community and Economic Development Office by the Burlington Lead Program to reduce lead-based paint hazards and healthy homes hazards in eligible units to eliminate childhood lead poisoning and make homes healthier to live in. From July 1, 2023 – June 30, 2024, the Burlington Lead Program plans to evaluate 36 units for lead-based paint and other health hazards, reduce lead-based paint hazards in approximately 57 housing units and reduce other health hazards in 40 housing units, conduct 12 community outreach and education events, and provide lead-safety training to approximately 100 individuals.

### **Actions planned to reduce the number of poverty-level families**

All of the activities funded through the City’s CDBG and HOME programs are ultimately directed at reducing the number of people living in poverty, providing for basic needs, or preventing individual/family poverty in Burlington. Specific details of the proposed initiatives are described in the project section of this Action Plan.

### **Actions planned to develop institutional structure**

A definite challenge for the Community & Economic Development Office will be to effectively adapt its institutional structure to meet the changing needs of a challenging fiscal environment. In a time of significant budget changes and program and funding expansion, to respond to the economic difficulties brought on by the pandemic, CEDO will need to find ways to implement, oversee, and monitor programming efficiently and effectively to meet increasing demands for services and funding with changing resources.

The Chittenden County Homeless Alliance (CCHA) has engaged in meaningful work to update its five-year strategic plan. The outcomes we expect to find will enable the CCHA to be a sustainable leader in advocacy and organization around homelessness and housing-related issues. Feedback has been sought from all levels of our community including people with lived experience of homelessness and housing insecurity, direct service and shelter providers, and those in leadership positions. The strategic plan will be implemented during FY24 and will drive

our efforts in a collaborative manner.

**Actions planned to enhance coordination between public and private housing and social service agencies**

During the last year, the CCHA has worked with state and local funders to ensure that new affordable housing development, utilizing state funding, includes a percentage of homeless-dedicated units to be filled through our coordinated entry system; traditionally this included primarily non-profit/public housing developers. Recently, State ARPA funded housing development placed this requirement on private housing developers which enabled an innovative partnership with the private sector. In the coming year, the City hopes to establish similar requirements for housing development, ensuring private-sector engagement in our community's efforts to end homelessness.

## Program Specific Requirements

### AP-90 Program Specific Requirements – 91.220(I)(1,2,4)

**Introduction:**

**Community Development Block Grant Program (CDBG)  
Reference 24 CFR 91.220(I)(1)**

Projects planned with all CDBG funds expected to be available during the year are identified in the Projects Table. The following identifies program income that is available for use that is included in projects to be carried out.

1. The total amount of program income that will have been received before the start of the next program year and that has not yet been reprogrammed	0
2. The amount of proceeds from section 108 loan guarantees that will be used during the year to address the priority needs and specific objectives identified in the grantee's strategic plan	0
3. The amount of surplus funds from urban renewal settlements	0
4. The amount of any grant funds returned to the line of credit for which the planned use has not been included in a prior statement or plan.	0
5. The amount of income from float-funded activities	0
<b>Total Program Income</b>	<b>0</b>

**Other CDBG Requirements**

1. The amount of urgent need activities	0
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**HOME Investment Partnership Program (HOME)  
Reference 24 CFR 91.220(I)(2)**

1. A description of other forms of investment being used beyond those identified in Section 92.205 is as follows:

All HOME funds are invested in a manner consistent with 24 CFR 92.205(b)(1). Specifically, HOME funds are invested in interest-bearing and non-interest-bearing amortizing loans and in deferred loans and grants.

2. A description of the guidelines that will be used for resale or recapture of HOME funds when used for homebuyer activities as required in 92.254, is as follows:

For homebuyer projects where the Program provides HOME funds for low-interest loans for

eligible homebuyers to assist with down payment and closing costs on eligible two to four-unit owner-occupied properties, the Program uses “recapture” provisions per 92.254(a)(5)(ii). These loans are secured by subordinate mortgages. When properties assisted with HOME funds for this purpose are sold, transferred, or if the primary residency is violated, then the full amount of the loan plus any accrued interest is to be repaid to the Program. Only the direct subsidy (down payment assistance, closing costs, or other HOME assistance provided directly to the homebuyer and/or the difference between the fair market value of the property and the reduced sales price attributable to HOME development assistance) is subject to recapture. However, the recapture amount shall not exceed the amount available from net proceeds. The net proceeds are the sales price minus loan repayment(s) (other than HOME funds) and closing costs. If this repayment occurs during the Home Affordability Period (HAP), then the funds are not considered to be program income. If this repayment occurs after the HAP, then the funds are considered to be program income. The written agreements shall include language that makes it clear that recaptured funds after the HAP shall be considered program income.

When a property owner assisted with HOME funds for this purpose refinances their principal mortgage, the Program shall consider executing a subordination agreement upon receiving a written request with sufficient documentation on current fair market value and proposed refinancing amount. When considering such requests to subordinate its HOME mortgage, the Program shall require that the loan-to-value ratio be no greater than 100%.

3. A description of the guidelines for resale or recapture that ensures the affordability of units acquired with HOME funds? See 24 CFR 92.254(a)(4) are as follows:

Resale Policy for HOME Subsidy on Owner-Occupied Homes: For homebuyer projects which are developed by nonprofits and which have perpetual affordability, the City uses “resale” provisions per 92.254(a)(5)(i) when HOME funds are used. During the HAP, the property must be sold to a low-income homebuyer. The original buyer of the HOME unit shall receive fair return on investment. The Burlington HOME program defines "fair return" by the following formula: Fair Return = Sale Price - Outstanding Mortgage Debt - 75% of the market appreciation (if any) + the capital improvement credit. The Program defines capital improvements as any investment in the house that is not considered maintenance. Items like appliances, flooring, painting, roof, heating systems, electrical or plumbing are considered maintenance and not eligible. Most common capital improvements are finishing basements, adding decks, garages, sheds, square footage, baths, or upgrades in flooring or kitchens. This definition of “Fair Return” will typically return to the seller their original equity investment if the original purchase price is less than or equal to the sale price to the

new buyer. In the event that a HOME “resale” unit sells for less than the original purchase price, then the difference comes from a reduction in the seller’s equity (from their down payment and/or reduction of loan principal). This is the equity sharing formula used by both the Champlain Housing Trust and Green Mountain Habitat for Humanity. The Burlington HOME program defines "affordable to a reasonable range of buyers" as a home where the sum of the annual loan principal, interest, taxes, and insurance is less than 33% of the household's annual gross income.

The Program shall not allow the resale of a HOME-assisted unit to a subsequent homebuyer who is not low-income. When a HOME-assisted homeownership unit that is encumbered (through the requirements of another funding source such as the Vermont Housing & Conservation Board (“VHCB”)) with covenants ensuring perpetual affordability for households below 80% of area median income is sold, resale provisions ensure compliance with the HOME affordability requirements during the HOME Affordability Period. HOME funds which go into homebuyer units are typically, but not always, grants. The Program does not recapture the HOME funds unless the VHCB covenants are extinguished and the affordability is no longer ensured. The only scenario where the Program can envision requiring repayment of the above funds is if a) the HAP had expired and b) the statewide funder, the VHCB (which requires permanent (99 Year) affordability), for whatever reason chose to extinguish their covenants and the project effectively was leaving the permanently affordable housing stock.

4. Plans for using HOME funds to refinance existing debt secured by multifamily housing that is rehabilitated with HOME funds along with a description of the refinancing guidelines required that will be used under 24 CFR 92.206(b), are as follows:

Multi-family projects developed by locally-based housing organizations that receive HOME funds for rehabilitation may utilize HOME funds to refinance existing debt, consistent with 24 CFR 92.206(b)(2), if they meet the following guidelines:

- Refinancing is necessary to permit or to continue affordability under 24 CFR 92.252;
- Rehabilitation is the primary eligible activity. A minimum of \$7,500 of rehabilitation per unit is required;
- The grantee must demonstrate management capacity and practices that ensure that the long-term needs of the project can be met, and the targeted population can be served over an extended affordability period;
- The grantee must demonstrate that the new investment is being made to maintain current affordable units, to create greater affordability in current affordable units, or to create

additional affordable units;

- The minimum HOME affordability period shall be 15 years, and all HOME-assisted projects developed by locally-based housing organizations are required to be perpetually affordable;
- Refinancing will be limited to projects that have previously received an investment of public funds;
- HOME funds may be used for refinancing anywhere in the City of Burlington;
- HOME funds cannot be used to refinance multi-family loans made or insured by any Federal program, including CDBG.

**Discussion:**

It is the policy of the City of Burlington HOME Program to provide information and otherwise attract eligible persons in the housing market area to available housing constructed or rehabilitated under the HOME Program without regard to race, color, national origin, sex, religion, sexual orientation, familial status, receipt of public assistance, or disability. The City of Burlington HOME Program incorporates the Equal Housing Opportunity logo in its letterhead, press releases and advertisements. For projects where five or more units are being assisted with HOME funds, grantees receiving HOME funds are required to contact one or more of the following agencies before filling vacancies during the HOME affordability period as stated in the HOME Program Loan/Grant agreement: local or State Housing Authority, Community Action agencies, area Mental Health and Developmental Disability agencies, area Office on Aging agencies, area homeless shelters, the Department of Social Welfare, Committee on Temporary Shelter, Vermont Center for Independent Living or any statewide handicapped accessibility clearinghouse, area AIDS service organizations, medical centers, schools, municipalities and any other social service agencies. Any advertisement of vacant rental or ownership units during the HOME Affordability Period must include the equal housing opportunity logo or statement. Advertising media may include newspapers, radio, television, brochures, leaflets, or simply a sign in a window. Housing borrowers, grantees or property management agents must display the fair housing poster in areas that are accessible to the public. Property owners or their management agents must maintain a file containing a record of all marketing efforts (e.g., copies of newspaper ads, copies of letters). The City's HOME Program monitors compliance as part of its ongoing monitoring process. Where noncompliance is discovered, the HOME Program will provide technical assistance to secure voluntary compliance. If this proves unsuccessful, the HOME Program will refer aggrieved parties to appropriate entities to seek redress.

The City's HOME program uses the HOME affordable homeownership limits provided by HUD for homebuyer assistance and for rehabilitation of owner-occupied single-family housing. When using HOME funds with non-profit projects, the City accepts applications on a rolling basis and distributes funds as available to eligible and viable projects. Detailed information on applicant eligibility and how to apply can be found on the CEDO's website. The City does not limit or give preference to HOME applicants or beneficiaries.

A notice about the availability of funds was published online and in Seven Days in the beginning of December of 2022 and a direct email notice provided to over 100 nonprofits, City departments and residents about the funding. An informational workshop was held for applicants. All applications are published online on the City of Burlington's website [www.burlingtonvt.gov/CEDO](http://www.burlingtonvt.gov/CEDO). The CDBG Advisory Board held three meetings in January 2023 – March 2023 to review all applications; the Board is comprised of representatives from the local Neighborhood Planning Assemblies, Mayoral selections, and representatives of state agencies. These citizens make the recommendations on how to spend CDBG funds locally, and these recommendations are conveyed to the Mayor and City Council. These recommendations are the foundation for the Action Plan.



## AP-05 Executive Summary Attachment

CDBG ENT23 Project Category	Organization	Program Name	Awards for 2023 Action Plan
Public Service	Pathways	Housing First Services in Chitt. County	\$30,000
	ReSOURCE	ReSOURCE Construction Trades Training	\$15,000
	Vermonters for Criminal Justice Reform (VCJR)	VCJR Re-Entry and Recovery Center with Contingency Management	\$20,000
	Steps to End Domestic Violence	Safe Tonight	\$22,500
	CVOEO	Volunteer Income Tax Assistance (VITA)	\$12,500
	Lund	Lund's Early Childhood Education Program	\$10,064
	CEDO	Personal Care Assistant (PCA) Plus Workforce Training Program	\$25,548
Development	COTS	St. John's Hall Renovation	\$87,596
	Winooski Valley Park District	Ethan Allen Homestead Renovation	\$43,000
	Mercy Connections	Small Business Equity Project	\$65,000
	CVOEO	Micro Business Development Program	\$61,350
	Champlain Housing Trust (CHT)	Housing Initiatives Program (HIP)	\$70,000
	Business & Workforce Development	Microenterprise TA	\$50,000
	CEDO	Moran FRAME	\$100,000
Admin and Planning	CEDO	CDBG Administration	\$146,753

\*funded with ENT20 carryover funds

ENT23 CDBG Allocation: \$733,763  
 ENT20 CDBG carryover: \$25,548  
 Total CDBG funds for 2023: \$759,311

**PS Total:** \$110,064 \*capped at 15% of 2023 allocation  
**ENT20 carryover:** \$25,548 \*awarded to PS project to prevent, prepare for, and respond to coronavirus  
**Development Total:** \$476,946  
**Admin Total:** \$146,753 \*capped at 20% of 2023 allocation  
**2023 CDBG Total:** \$759,311

HOME ENT23 Project Category	Subtotal	Item	Amount
Affordable Housing	\$643,916	Affordable Housing Projects	\$561,130
		15% CHDO Set-Aside	\$62,090
		5% CHDO Operating	\$20,696
Admin and Planning	\$41,393	HOME Administration	\$41,393

ENT23 HOME Allocation: \$413,934  
 HOME carryover: \$271,375  
 Total HOME funds for 2023: \$685,309

**ENT23 Project Total:** \$289,755  
**HOME project carryover:** \$271,375  
**CHDO Total:** \$82,786 \*calculated from 2023 Allocation  
**Admin Total:** \$41,393 \*capped at 10% of 2023 Allocation  
**2023 HOME Total:** \$685,309

## **Attachment: Summary of Public Comments**

### Community Development and Neighborhood Revitalization Committee Meeting – April 27<sup>th</sup>, 2023

- A Committee member asked about the number of housing units that would be supported with the HOME funds.
- A Committee member asked if any other towns use these funds in their participatory budget and if that is an option for Burlington; can a portion of these funds be set aside for NPA's.
- A Committee commented that as the City gets more applications she believes that there should be a way to streamline the application because it is so long and/or making it clearer what will be prioritized so that we can limit the number of people applying and the number of people not receiving grant funds.

### 2023 Action Plan Public Hearing at the Burlington City Council Meeting – May 15<sup>th</sup>, 2023

- A City Councilor asked why there were HOME carryover funds from the previous year.
- A City Councilor asked about the outreach process when soliciting applications for this federal funding. They suggested that CEDO re-visit their email distribution lists to ensure that they are inclusive and equitable.