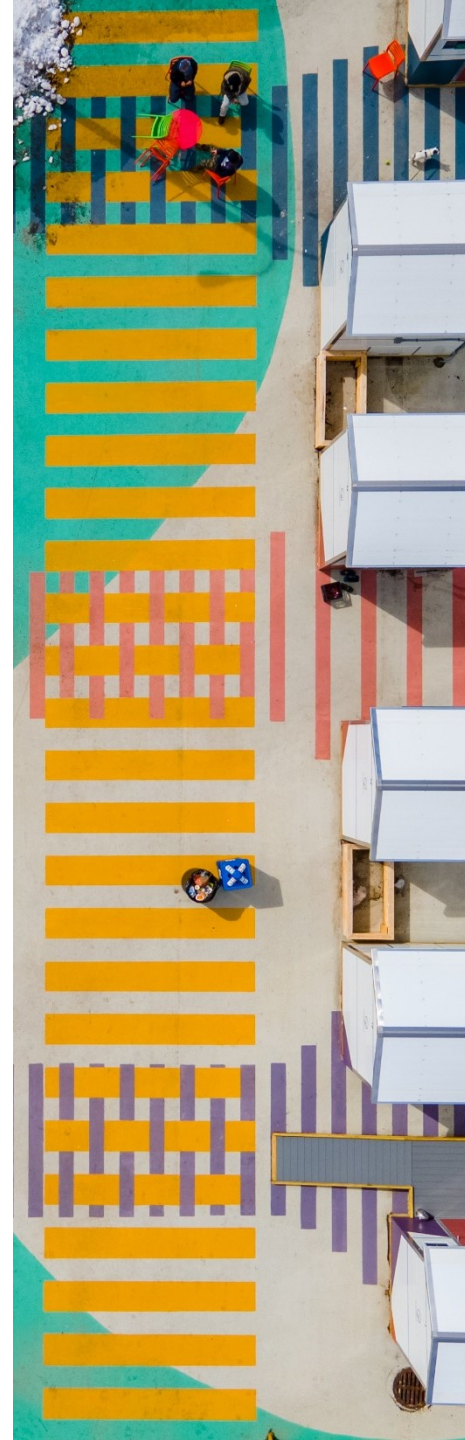


# Building an Emergency Shelter Community to Address Homelessness

*Overview of Burlington's Design, Construction and Opening of the 30-Shelter Elmwood Emergency Shelter Community*

Samantha Dunn, Assistant Director for Community Works, City of Burlington  
Sarah Russell, Special Assistant to End Homelessness, City of Burlington





# Elmwood Emergency Shelter Community

## Bathhouse

64 SF  
6 Full Bathrooms  
2 ADA  
(KBS Builders)

## Site

0.54 Acres  
Municipal Parking Lot  
located in High  
Density Residential  
Zoning District

## 5 Up End This Shelters

64 SF  
High-performance,  
custom designed

## 25 Pallet Shelters

64 SF  
5 Shelters  
accommodate 2  
people

## Community Building

1,400 SF  
Offices, Staff  
Bathroom, Laundry,  
Kitchen, Community  
Gathering  
(KBS Builders)



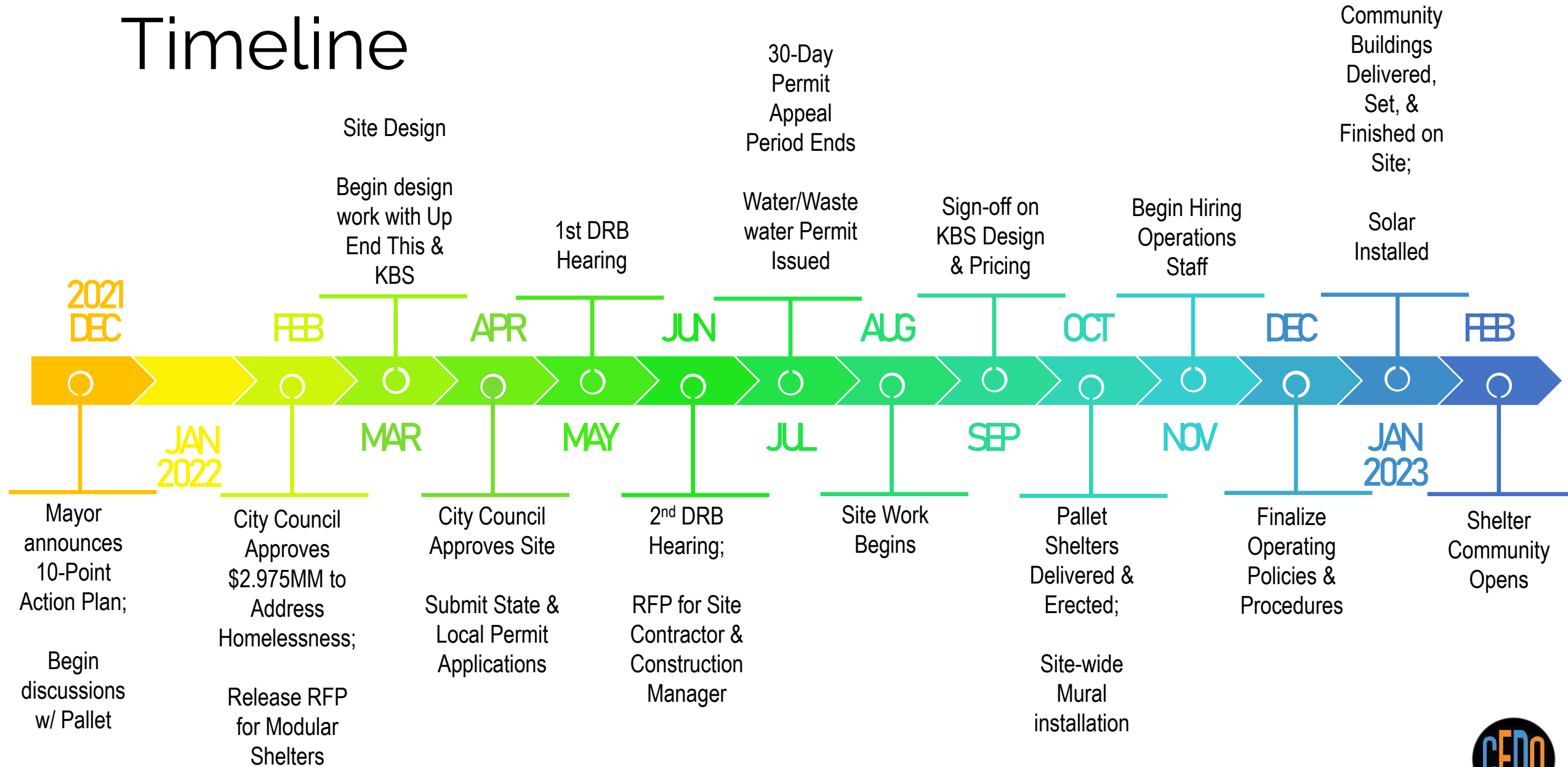


# Housing as a Human Right

## 10-Point Action Plan

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.
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 for 2022.**
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.
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.

# Timeline





# Shelter Development Budget: SOURCES



American Rescue Plan Act  
(City of Burlington ARPA funds)

\$1,620,000



Burlington Electric Department

\$75,000

Energy Efficiency  
Measures



Vermont Low-Income Trust for  
Electricity (VLITE)

\$54,620

Roof-top Solar



Petroleum Cleanup Fund

\$81,278

Underground Fuel Tank  
Soil Remediation



Vermont Community Foundation

\$9,900

Placemaking

Total Sources    \$1,840,798



# Shelter Hard Costs \$1.74MM

\$213,635 • Site Work / Utilities  
Water/Sewer Connections, Electrical Trenching,  
Paving, Helical Piles for Community Buildings

\$106,347 • UST Remediation

\$119,488 • Up End This Shelters (5)

\$295,290 • Pallet Shelters (25)

\$20,000 • Shelter Accessories  
Mini-fridges, AC for Pallet Units, Window shades

\$45,000 • Security, Furniture, Etc.  
Security Cameras, Furniture, Placemaking, Storage

\$169,672 • Bathhouse

\$193,059 • Community Building

\$54,620 • Solar

\$539,790 • Construction Management  
Platforms & Ramps for Pallet Shelters, Ramps/Decks for  
Community Buildings, Mechanical Systems  
for Community Buildings, Community Building  
Finish Work, Fencing/Gates





# Shelter Development Budget: USES

## HARD COSTS

Site Work / Utilities	\$213,635
UST Remediation	\$106,347
Construction Management	\$539,790
Community Center & Bath house	\$342,564
Pallet Shelters (25)	\$295,290
UET Modular Shelters (5)	\$119,488
Shelter Accessories	\$20,000
Security, Furnishings, Etc.	\$45,000
Solar	\$54,620
Contingency	\$22,181
<b>Total Hard Costs</b>	<b>\$1,758,914</b>

## SOFT COSTS

Architecture & Engineering	\$20,400
Permitting & Fees	\$19,622
Community Outreach	\$ 5,000
Project Management	\$ 36,400
<b>Total Soft Costs</b>	<b>\$ 81,422</b>

**Total Development Costs    \$1,840,798**



# Project Team

## Owner

City of Burlington, Community & Economic Development Office

## Design & Construction Team

**Architect:** Duncan Wisniewski Architecture; Pill-Maharam Architects

**Mechanical Engineering:** Tru Engineering; Efficiency Vermont

**Construction Manager:** 2<sup>nd</sup> Gen Builders

**Site Contractor:** Goliathtech of Vermont

**Solar:** Harvestar Power

**Shelters:** Pallet Shelter & Up End This

**Modular Buildings:** KBS Builders

## Project Manager

Red Bird Integrated Consulting

## Sub Contractors

- Able Paint, Glass & Flooring
- Atlas
- BP Wastewater Services of VT
- Bronson Johnson Seamless Gutters
- Burlington Electric Department
- Burlington Telecom
- Elizabeth Emmett
- Gordon's Window Décor
- Intuitive Engineering
- Lakeside Electric
- Liza Phillip
- Red Rock Mechanical
- Round Hill Fence
- Us Ecology



# Site Selection: 51 Elmwood Avenue

CEDO worked across City departments to identify and score 10 potential sites based on ownership and proximity to transportation, services, and amenities.





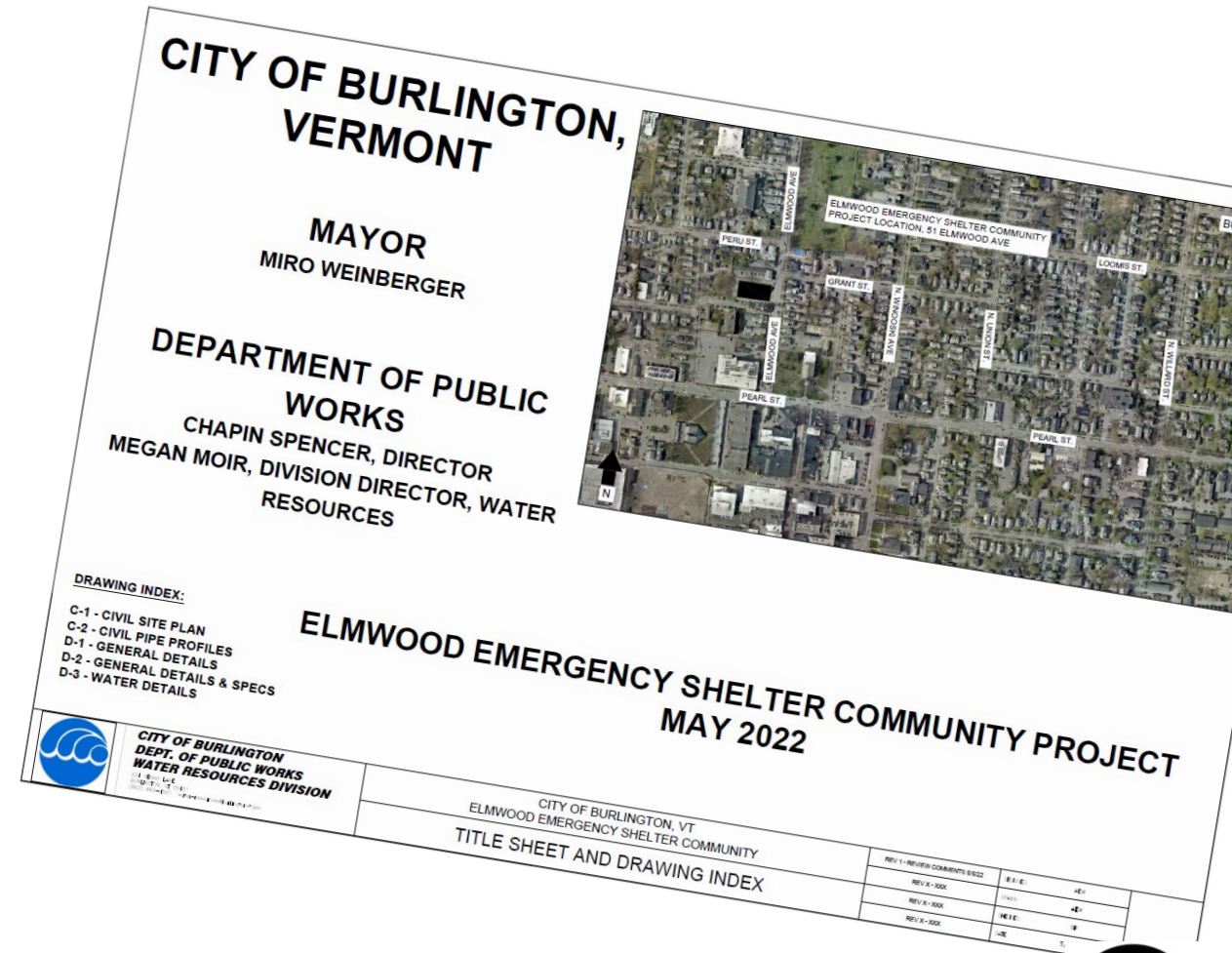
# Design, Permitting & Approvals

## Required Approvals

- Public Works Commission
- City Council
- Development Review Board

## Required Permits

- Agency of Natural Resources Department of Environmental Conservation
- Building Permit
- Electrical Permit
- Plumbing Permit
- Mechanical/HVAC Permit
- ROW Excavation Permit







# Site Design: Placemaking



- Weaving the community into the neighborhood
- Transformation of the asphalt w/ site-wide mural
- Add living things and natural materials
- Community Gathering
- Custom Art





# Site Design: Custom Art (by Liza Philip)





# Pallet Shelters (25)

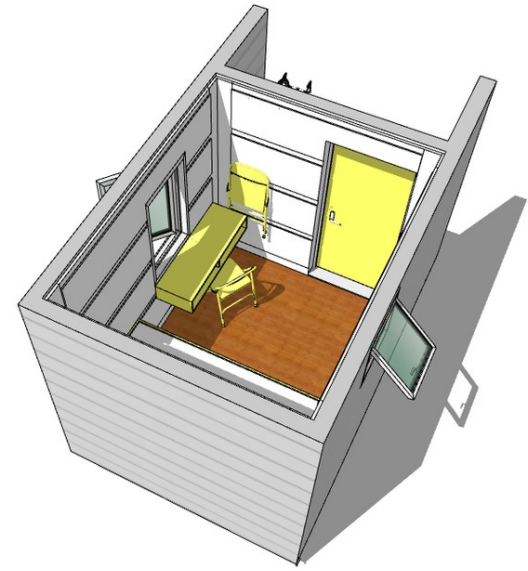
- 64 SF, Manufactured in Everett, WA
- \$11,800 per shelter (plus bases and on-site electrical work)
- Shelters arrived flat-packed in two trucks
- Constructed by Pallet Team on owner-supplied shelter bases over 2 days
- Extreme cold-weather package (increased R-value)
- Electric resistance heating with owner-supplied window AC units
- 5 of the units have 2 beds to accommodate people who want to share a shelter





# Up End This Shelters (5)

- 64 SF, Custom designed for Elmwood Shelter Community
- \$23,900 per shelter (plus on-site electrical work)
- Manufactured in Johnson, VT, delivered full constructed
- Energy efficient with heating, cooling & ventilation



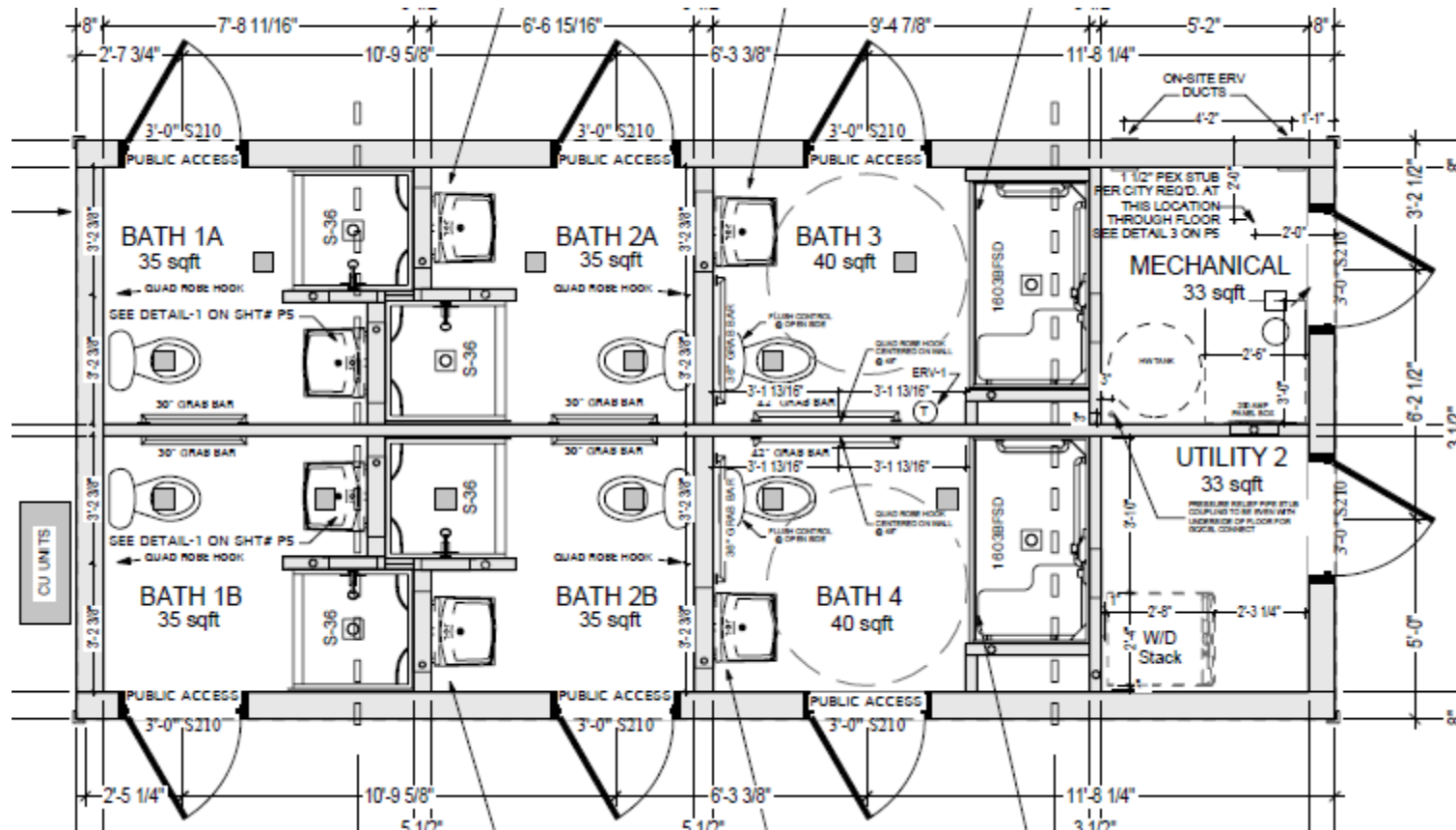
Upendthis.com





# Bathhouse

- Modular construction by KBS builders.
- 6 Full Bathrooms (2 ADA) w/ private entrances
- Single “box” placed on helical piles (sized to travel without police escort)
- Connected to Municipal Water & Sewer
- Custom deck, ramps, stairs built on site for access
- All electrical mechanical equipment with solar on the roof.

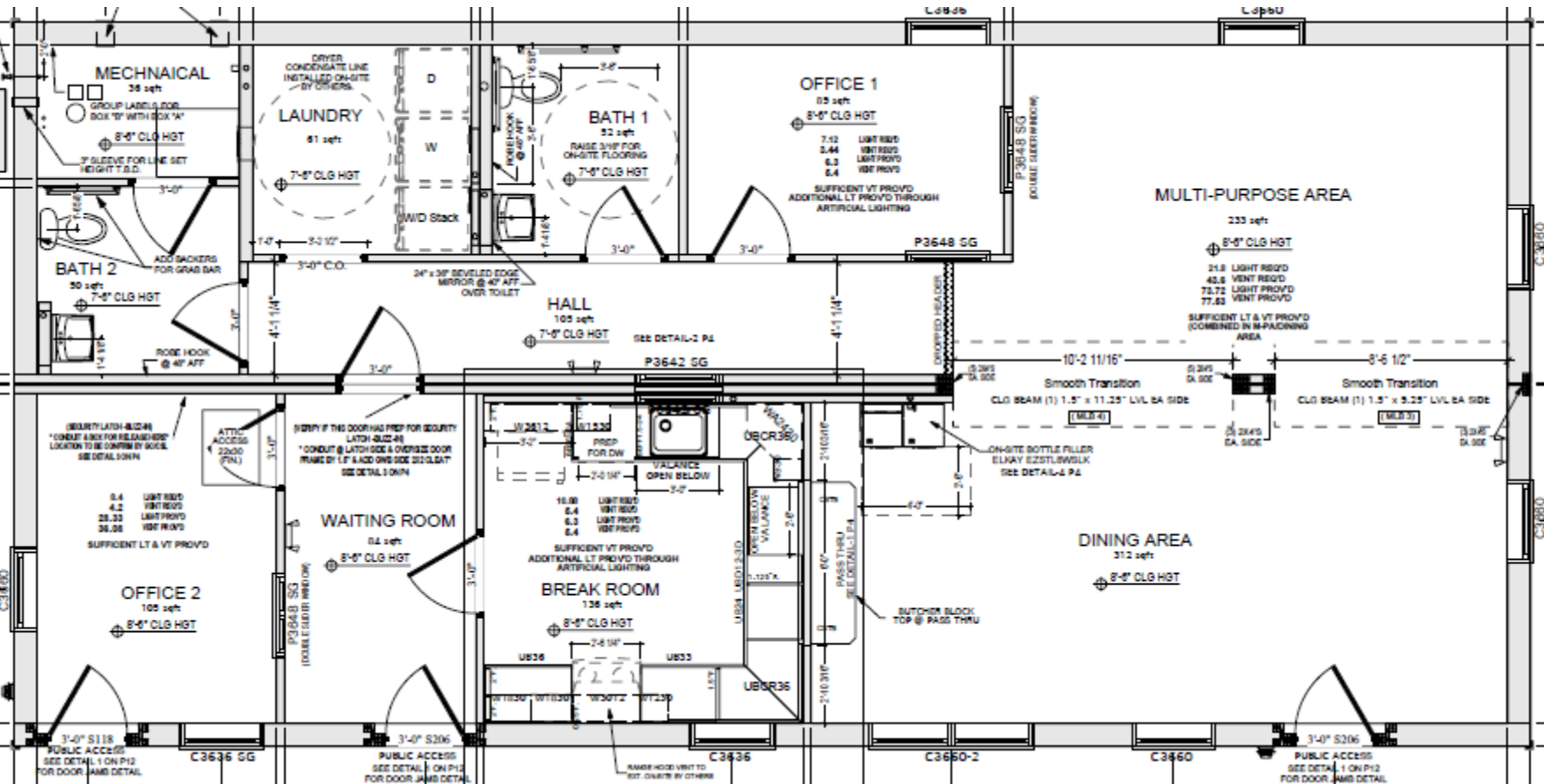






# Community Building

- Modular construction by KBS builders.
- 1,400 SF (2 boxes) placed on helical piles



- Offices, Laundry, Kitchen, Gathering space, Bathrooms
- Custom deck, ramps, stairs built on site for access
- All electrical mechanical equipment with solar on the roof.

# Engaging the Community

Community meetings  
for neighbors

Maintain a website with FAQs  
and up to date information

Volunteer days for  
site-wide mural

Ongoing monthly  
meetings



**JOIN THE CITY OF BURLINGTON FOR A CONVERSATION WITH ELMWOOD AVENUE SITE NEIGHBORS ABOUT THE SHELTER POD VILLAGE COMMUNITY AND COMMUNITY RESOURCE CENTER PROJECT**

Neighbor. You are invited to attend a community-led discussion on the development of the Elmwood Avenue Shelter Pod Village and Community Resource Center.

To learn more, please visit <https://www.burlingtonvt.gov/cedo/Ending-Homelessness>

**Elmwood Welcomes New Neighbors!**

The City of Burlington's Community & Economic Development Office (CEDO) is transforming the City-Owned Parking lot on Elmwood Avenue for use as an emergency shelter community.

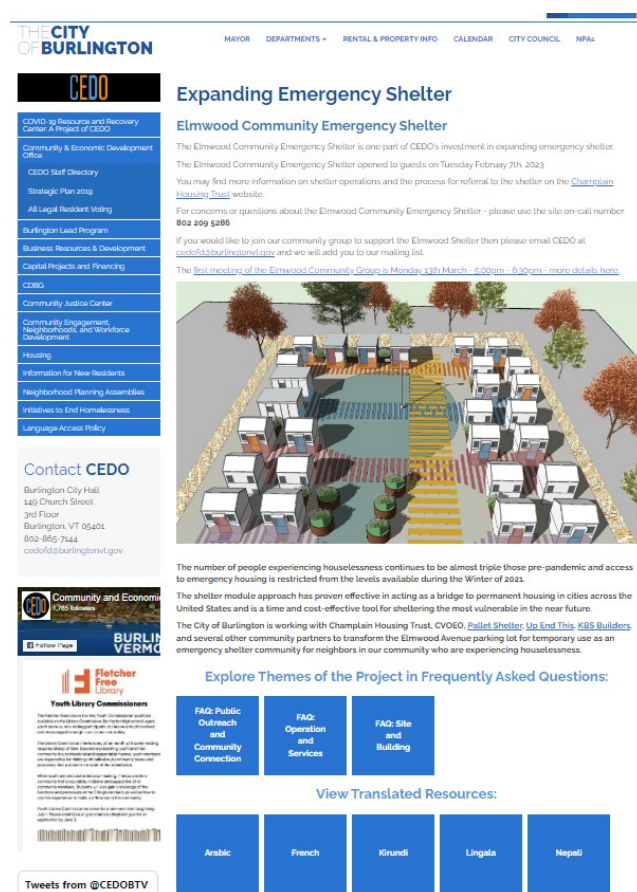
**Here is what you need to know:**

Construction will be taking place from now until November! Construction will be happening in phases:

1. August 12th: General construction noise will be anticipated starting the week of August 12th from 7:00AM to 5:30PM. During this time, the sites infrastructure (water, sewer, and electric) will be prepared for structures to be placed.
2. At a later date, individual shelters will be placed on the site.
3. The final phase involves installing two common buildings (bathrooms, showers and the community building) on the site.

Updates will be posted on the CEDO website at [www.burlingtonvt.gov/CEDO/emergencyshelter](http://www.burlingtonvt.gov/CEDO/emergencyshelter)

Want to learn more?



**THE CITY OF BURLINGTON**

MAYOR DEPARTMENTS + RENTAL & PROPERTY INFO CALENDAR CITY COUNCIL NFAs

**Expanding Emergency Shelter**

**Elmwood Community Emergency Shelter**

The Elmwood Community Emergency Shelter is one part of CEDO's investment in expanding emergency shelter. The Elmwood Community Emergency Shelter opened to guests on Tuesday February 7th, 2023. You may find more information on shelter operations and the process for referral to the shelter on the [Champlain Housing Trust](https://www.burlingtonvt.gov/cedo/Housing2023) website. For concerns or questions about the Elmwood Community Emergency Shelter - please use the site on-call number 802.209.5286

If you would like to join our community group to support the Elmwood Shelter then please email CEDO at [cedof@burlingtonvt.gov](mailto:cedof@burlingtonvt.gov) and we will add you to our mailing list.

The first meeting of the Elmwood Community Group is Monday 13th March - 5:00pm - 6:30pm - more details here

**Contact CEDO**

Burlington City Hall  
140 Church Street  
3rd Floor  
Burlington, VT 05401  
802-865-7144  
[cedof@burlingtonvt.gov](mailto:cedof@burlingtonvt.gov)

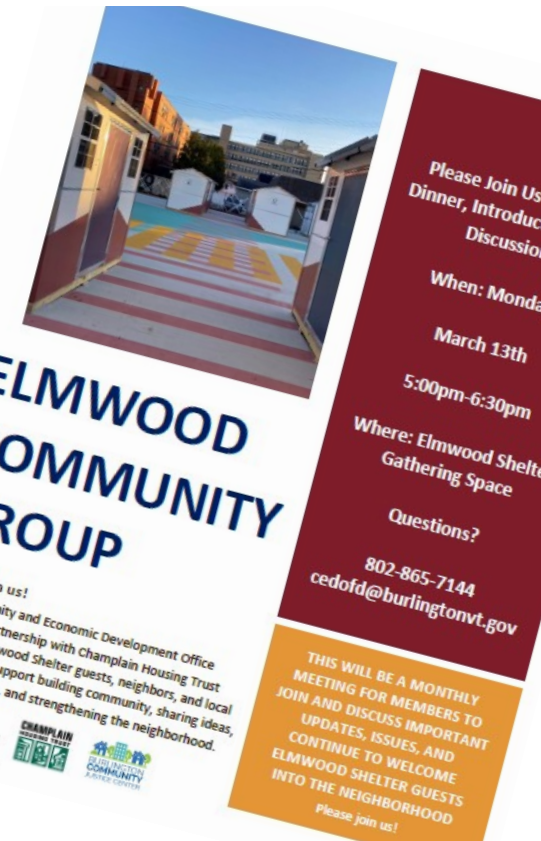
**Explore Themes of the Project in Frequently Asked Questions:**

FAQ: Public Outreach and Community Connection  
FAQ: Operation and Services  
FAQ: Site and Building

**View Translated Resources:**

Arabic French Kirundi Lingala Nepali

Tweets from @CEDOBT



**ELMWOOD COMMUNITY GROUP**

Please join us!  
The Community and Economic Development Office (CEDO), in partnership with Champlain Housing Trust, welcomes Elmwood Shelter guests, neighbors, and local businesses to support building community, sharing ideas, problem-solving, and strengthening the neighborhood.

Please Join Us  
Dinner, Introduction, Discussion

When: Monday  
March 13th  
5:00pm-6:30pm

Where: Elmwood Shelter Gathering Space

Questions?  
802-865-7144  
[cedof@burlingtonvt.gov](mailto:cedof@burlingtonvt.gov)

THIS WILL BE A MONTHLY MEETING FOR MEMBERS TO JOIN AND DISCUSS IMPORTANT UPDATES, ISSUES, AND CONTINUE TO WELCOME ELMWOOD SHELTER GUESTS INTO THE NEIGHBORHOOD

Please join us!





# Construction

Aug

Sep

Oct

Nov

Dec

Jan

Feb

Electrical trenching

Water / Sewer connections in Street

HIT Underground Storage Tank!! Remediate.

Paving

Pallet Bases laid out and on site

Pallet Delivery & Build

Site-wide mural

Electrical connections to Pallet Shelters

WAITING FOR COMMUNITY BUILDINGS...

Community Buildings Delivered & Set

Decks and Ramps

Fence & Gates

Water/Sewer connections to buildings

Mechanical equipment installation in community bldgs

Solar Panel installation

Up End This Shelter Delivery & Electrical connection

Security system installation

Community building finishes & Furniture





# Lessons Learned -Development

- You can do it!
- It will take longer than you think!
- A secure site is important and challenging to execute/operate.
- Pallet Shelter was able to follow through on delivery /construction schedule proposed and has provided ongoing support.
- Pallet shelters kept guests warm in very cold weather (at a cost of ~\$10 per shelter per day).
- Locate plumbing in modular buildings so that it is accessible once placed on site.



# Operating the Elmwood Emergency Shelter Community



# Operations Team

Managing Partner: **City of Burlington, CEDO**

Operating Partner: **Champlain Housing Trust**

Community Services Coordinator: **CVOEO**

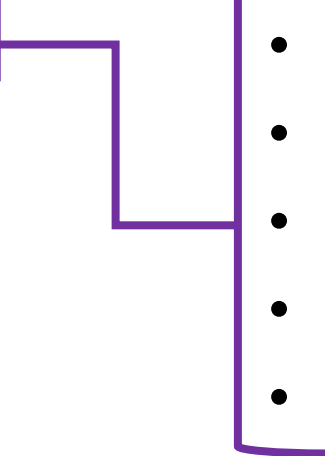

Additional Services Provided via MOU with:

- **CVOEO CORA Team**
- **Community Health Services of Burlington**
- **Feeding Chittenden**
- **Turning Point Center of Chittenden County**
- **Vermonters for Criminal Justice Reform**





# Annual Operating Budget

Staffing	\$693,433	 <ul style="list-style-type: none"><li>• Community Project Manager (1)</li><li>• Asst. Community Project Manager (1)</li><li>• Community Shelter Support (3)</li><li>• Community Support Coordinator (2)</li><li>• Custodial/Facilities Support (1)</li></ul>
Supplies	\$50,000	
Insurance	\$14,000	
Utilities	\$42,000	
Pest Control	\$5,000	
Trash & Snow Removal	\$17,000	
Cleaning	\$30,000	
Misc.	\$13,000	
Security	\$417,305	 <ul style="list-style-type: none"><li>• Overnight Security (2)</li></ul>
Managing Partner	\$87,019	
	<hr/>	
	\$1,368,757	

# Early Data (2/8 – 6/30)

## # of People Sheltered

49

People Connected with Case Management

43

Referral to Mental Health Services

2

Referral to Substance Use Disorder Treatment

4

Referral to Medical Care

5

Referral to Legal Services

2

Referral for Employment, Education, Training, etc.

5

## Voluntary Exits

### Exits to Permanent Housing

3

Exit to Treatment Facility

2

Uncomfortable with Environment

2

## Involuntary Exits

13

Current  
Waitlist:

100+



**“Before, I was on the streets in a tent and it wasn’t a stable living environment and it was hard doing that. This is more of a stable living environment, it’s a lot easier to do, it’s a lot cleaner, I’m able to actually take care of myself a lot better.”**

**-B.L. Shelter Guest**





**“Without this, I don’t know where I’d be at this point, you know. It’s been tough living on the streets.... There’s only so much you can actually create for yourself, you know, so to have a house and to have a place to actually go in it means so much to me.”**

**-B.B. Shelter Guest**





# Lessons Learned - Operations

- Low-barrier Model: Assess reasons people do not enter emergency shelters and work to set guidelines around this
  - Allowing couples to stay in one shelter
  - 24/7 access
  - Allowing pets
  - No bag checks/providing secure storage of items
  - Services encouraged but not mandated
  - Person-centered approach to behavioral guidelines
  - Embrace restorative approach when possible
  - Prioritize access for unsheltered



# Lessons Learned – Operations

- Establish community-based referral team
- Continuous communication with onsite management
- Be ready to pivot rapidly to changing needs
- Engage people with lived experience and the neighborhood in planning discussions
- Formalize partnerships with services and resources
- Meals, coffee, basic necessities available onsite



# Questions?



Photo Credit: Todd Beltz

For more information contact:

Samantha Dunn

Asst. Director Community Works, CEDO

[sdunn@burlingtonvt.gov](mailto:sdunn@burlingtonvt.gov)

Sarah Russell

Special Assistant to End Homelessness, CEDO

[srussell@burlingtonvt.gov](mailto:srussell@burlingtonvt.gov)



# Thank you!

To everyone who helped make the Elmwood Emergency Shelter Community a reality.

## Design & Construction Team

2<sup>nd</sup> Gen Builders  
Able Paint, Glass & Flooring  
Atlas  
BP Wastewater Services of VT  
Bronson Johnson Seamless Gutters  
Burlington Electric Department  
Burlington Telecom  
Duncan Wisniewski Architecture  
Efficiency Vermont  
Elizabeth Emmett  
Goliathtech of Vermont  
Gordon's Window Décor  
Harvestar Power  
Intuitive Engineering  
KBS Builders, Inc.  
Lakeside Electric  
Liza Phillip

Pallet Shelters  
Peeters Consulting  
Pill-Maharam Architects  
Red Bird Integrated Consulting  
Red Rock Mechanical  
Round Hill Fence  
Tru Engineering  
Up End This  
Us Ecology  
Vermont Security  
YouthBuild

All the volunteers  
who came out to  
paint!

## Funders

City of Burlington ARPA  
Burlington Electric Department  
Vermont Low Income Trust for Electricity (VLITE)  
Vermont Community Foundation

## Donations

American Floor Mats  
American Meadows  
Farmhouse Group  
Homeport  
Minotair, Inc  
SecurShred/Northgate Residents  
Sherwin Williams

The Elmwood Avenue Emergency Shelter Community opened its doors on February 6, 2023. Each of the 35 shelter beds is full and some of our most vulnerable community members now have private shelter with access to food, water, sanitary facilities and a wide range of services.

Visioning, designing and constructing this facility in the span of 10 months was possible only because so many individuals, organizations and businesses joined the efforts. Thank you for being part of the Elmwood team!



City of Burlington  
Community & Economic  
Development Office

# HOUSING IS A HUMAN RIGHT

THANK YOU FOR BEING PART OF THE SOLUTION

