

# Strategic Plan

## SP-05 Overview

### Strategic Plan Overview

The Strategic Plan establishes priorities based on the Needs Assessment, outlines specific objectives for the next five years and identifies geographic priority areas. Priority needs are listed in each of the three statutory areas – decent housing, economic opportunity and a suitable living environment. The strategies to remove or ameliorate some of the negative effects of public policy are addressed. The Plan describes strategies for reducing and ending homelessness through homeless prevention, outreach, emergency shelter and permanent supportive housing. Lead-based paint hazards are discussed. The Plan provides a summary of the City's anti-poverty strategy. How the City monitors its housing and community development projects to ensure long-term compliance with program and comprehensive planning requirements is described.

Burlington's housing policy is shaped around the concept of a housing tenure ladder. The ladder is an affordable housing system that combines security and mobility, one that guarantees both a "right to stay put" and a "chance to move on." The rungs of the housing tenure ladder consist of a wide range of living situations, including single room occupancy (SRO), family-sized apartments, detached homes, cooperatives, condominiums, group homes and co-housing. This housing includes a wide range of tenures, including public ownership, for-profit rental, nonprofit rentals, cooperative ownership, limited equity condominiums and houses, and market-priced condominiums and houses.

The many different rungs allow residents to change their housing when their needs or circumstances change, from living situations that are precarious to those that are more secure; from situations that are cramped to those that are more commodious; from situations requiring a resident to go it alone to those that provide support or allow more cooperative sharing of residential responsibilities. At each rung, the tenure of residents must be secure and opportunities must be created, with an easy process for moving from one rung to another. The City will continue to support new models of housing tenure that create additional rungs on the housing tenure ladder, bridging the gap between for-profit rental housing and market-priced homeownership.

Priorities for economic opportunity are based on the opportunities for economic development in the City and on the barriers faced by local residents. The City nurtures small companies (which often hire residents within walking distance or who take the bus) and entrepreneurs to thrive and grow in Burlington by providing affordable gap financing and technical assistance to meet a range of business needs. Assistance is given to larger businesses to grow and thereby create new jobs. Facilitating large-scale development on the Waterfront and Downtown as well as policy and planning efforts will stimulate economic opportunities. These uses of CDBG result in the creation and retention of businesses and jobs, increase tax revenues to support City services, and revitalize neighborhoods.

Under suitable living environment, the City's priorities include the redevelopment of brownfields and using CDBG to support public facilities and infrastructure as well as nonprofit facilities. There must be an identified community support for these projects and no other sufficient or more appropriate resources. The City also supports the provision of public services by local nonprofits to protect the health, safety and well-being of our vulnerable residents.

### **Allocating CDBG Funds for Affordable Housing**

The City uses its CDBG funds in the affordable housing arena principally to support “soft costs,” i.e., project staff and predevelopment expenses. This use of funds best fits the City’s housing objectives because (a) there are other, larger fund sources available for “hard” project costs, i.e., bricks and mortar; (b) there often are not other, or are insufficient, fund sources available to pay for program delivery costs; and (c) the amount of CDBG funds available is not large enough to accomplish much if used for hard project costs. The City does use CDBG funds for hard project costs on small housing rehab projects and emergency repairs, for access modifications, for free paint and for special projects (such as shelter renovations), where other funds are often not available. Funding for “hard” project costs for acquisition, new construction and large-scale rehab of affordable housing comes principally through the HOME program; the Low Income Housing Tax Credit (allocated through the Vermont Housing Finance Agency); the Vermont Housing & Conservation Board; the state Community Development Block Grant program; special needs HUD programs such as the 202 and 811 programs (for housing for the elderly and disabled); bank debt; and/or the Section 108 program (a federal loan program where in the addition to the property serving as collateral, the loan is guaranteed by the City’s future CDBG allocations).

## SP-10 Geographic Priorities

### Geographic Area

**1. Area Name:** NEIGHBORHOOD REVITALIZATION STRATEGY AREA

**Area Type:** Strategy area

**Identify the neighborhood boundaries for this target area.**

The City of Burlington's Neighborhood Revitalization Strategy Area was approved in January 2006 and covers census tracts 3, 4, 5, 6 and 10. The City is resubmitting that strategy with no change. As of the 2010 Census, there were 16,109 residents in the Target Area. The 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 2000 Census the Target Area contains a composite low/mod percentage of low- and moderate-income residents of 71.1%. The census data has not been updated. However, the poverty level data for the target area, using the 2005-2009 American Community Survey shows that of the total population in the target area, 37% are living below poverty level. For children under 18, 40.8% are living below poverty level. For the adult category ages 18-64, 37.5% are living below poverty level. For the category of seniors over the age of 65, 29.4% of the population is living below poverty level. The highest concentration of households living below poverty level exists in census tract 5 where half the population is living below poverty level.

**Include specific housing and commercial characteristics of this target area.**

The NRSA housing stock is dominated by older, renter-occupied 2-4 family homes. Many of the homes are in need of general rehabilitation, energy-efficiency upgrades and lead-based paint hazard reduction. Certain areas have seen an increase in owner-occupancy, but the area overall is more than approximately two-thirds renter-occupied. CEDO continues to target the project area with economic development, community organizing and housing programs to move the project towards other revitalization goals envisioned by the neighborhood's planning effort. There has also been continued reinvestment in residential properties, from new paint to new siding to new roofs. The target area has several diverse commercial areas that include:

North Street: The North Street commercial district neighborhood is home to a number of small businesses that serve the immediate neighborhood. It has played a critical role in Burlington's economic development for over one hundred years, as the commercial corridor connecting the working class neighborhoods of the Old North End with the factories on Lake Champlain and the textile mills on the Winooski River, and as a center of new immigrant life in Burlington and Vermont. The District is listed on the National Register of Historic Places. It is the only district in the City zoned Neighborhood Commercial and is identified as a Neighborhood Activity Center in the Municipal Plan, allowing for a 50%+ administrative parking waiver and a greater range of permitted uses to serve the neighborhood.

Riverside Avenue/Intervale: Riverside Avenue infrastructure improvements enhanced the northern

commercial corridor into the Target Area and the City and offered the potential for improved business development. The Intervale (Burlington's 200+ acre agricultural breadbasket, opening off of Riverside Avenue) is home to market farming, a garden center, community supported agriculture, community gardens, farmer training, and composting.

Pine Street Corridor: This is the City's industrial core. Although Burlington's industrial past has left the area with a legacy of brownfields and aging infrastructure, the City is working to make this a target area for redevelopment. The revitalization of this area included repurposing of several old industrial buildings, and now the area is home to a creative arts community and annual South End Art Hop as well as one of the City's largest employers, Dealer.com. Old warehouses now house incubator spaces for emerging artists who bring their creative ideas and energy to foster the creative economy in Burlington.

Downtown: The ability to enhance and maintain the vitality of Burlington's downtown is a core economic development strategy for the City. A strong and vital downtown with a mix of retail, cultural, office and housing development can generate substantial state and local tax revenues. Also, a strong and vital downtown enhances the "quality of life" for local residents. In addition to these four commercial areas, Burlington's waterfront, adjacent to the City's downtown, is one of the community's most important visual and recreational resources. Over the last two decades, it has been transformed from an industrial wasteland into our crown jewel and single most important asset according to planBTV. A priority for the City is to continue redevelopment of the waterfront as a mixed-use neighborhood accessible to all City residents for business, housing, and recreation needs, encouraging a mix of year-round activity. During this Plan, millions of Tax Increment Financing dollars will be invested into waterfront projects.

**How did your consultation and citizen participation process help you to identify this neighborhood as a target area?**

The City held two public meetings, one during the day and one in the evening, to inform residents and businesses about the strategy and to gather comments. In addition, the City published the strategy online to gather public input. The City consulted with the CASH Coalition (a group of nonprofit and for-profit agencies that meet monthly to discuss ways to help low- and moderate- income families build assets); the Housing Gang (a group of housing developers that meets monthly to discuss increasing and preserving affordable housing); and the Continuum of Care (the local homeless alliance) about the strategy.

**Identify the needs in this target area.**

In the housing arena, there is need for rehabilitation of structures and the creation of new, in-fill housing to meet the needs of the low income residents. Economic development, by way of microenterprise and technical assistance to local businesses is needed to create new jobs for local residents. Public improvements, infrastructure projects and brownfield remediation are necessary to improve the quality of life and improve access to facilities and goods and services in the area.

**What are the opportunities for improvement in this target area?**

There are numerous opportunities for improvement in this target area. The City and its partners work together to stimulate and support business growth and development on Riverside Avenue, Pine and North Street areas, all areas of the NRSA and downtown by providing technical assistance, economic development strategies and microenterprise assistance as well as remediation of brownfields. To support workforce development and asset building opportunities for low- and moderate-income residents, nonprofits deliver job training and microenterprise programs, equal access and asset building projects partially funded with CDBG/HOME dollars. The City, housing providers and nonprofits work together to create and preserve decent, safe and affordable housing in the Target Area by preserving units with expiring subsidies; renovating older, existing units; and developing new affordable units. Along with local nonprofits and community residents, the City develops a suitable living environment in Target Area neighborhoods through infrastructure improvements and public safety and quality of life organizing efforts.

**Are there barriers to improvement in this target area?**

The barriers to improvement in this target area begin with the low vacancy rate for housing overall and the lack of affordable housing. The local residents are now competing with students who have discovered this target area to be more affordable than the university area. There are a larger number of unemployed or underemployed residents who have significant skill deficits and barriers to employment that prevent them from successfully attaching to the workforce and/or moving into livable jobs. Parts of this target area also contain the most diverse members of our community including the influx of New Americans, and over 5,000 refugees have resettled in this area (not all in the target area but the majority) in the last thirty years from Vietnam, Tibet, Bosnia, Congo, Somalia, Sudan, Bhutan, Burundi, Iraq and dozens of other countries of origin. Recent trends show growing race-based disparities in income, access to resources, homeownership and even in homelessness. This is a significant barrier to improvement in the target area.



**Table 1 - Geographic Priority Areas**

## General Allocation Priorities

Describe the basis for allocating investments geographically within the area.

The City of Burlington has a Neighborhood Revitalization Strategy Area that was approved in 2006 and covers census tracts 3, 4, 5, 6 and 10. These areas receive a significant portion of the CDBG and HOME investments. The City will continue to allocate resources in this area for affordable housing; creating economic opportunities through microenterprises, job creation and retention; brownfield remediation and public services.

In addition to this area, the City has several low-income census tracts noted on the map below.



## SP-25 Priority Needs

### Priority Needs

Priority Need Name	Priority Level	Population	Goals Addressing
Preserve and Upgrade Existing Housing	High	Extremely Low Low Moderate Large Families Families with Children Elderly Individuals Families with Children Mentally Ill Elderly Frail Elderly Persons with Physical Disabilities	Preserve and Upgrade Existing Housing
Production of new affordable housing units	High	Extremely Low Low Moderate Large Families Families with Children Elderly Elderly Frail Elderly Persons with Physical Disabilities	Produce new affordable rental units. Protect the Vulnerable
Promote Homeownership	Low	Low Moderate Middle Large Families Families with Children Elderly Public Housing Residents	Promote Homeownership
Retain and Increase Number of Jobs	High	Extremely Low Low Moderate Middle Large Families	Retain/Create Jobs/MicroEnterprises Enhance Commercial Infrastructure

		Families with Children Public Housing Residents	
Enhance Commercial Infrastructure	Low	Extremely Low Low Moderate Middle	Enhance Commercial Infrastructure
Reduce Barriers to Economic Opportunities	High	Extremely Low Low Moderate Large Families Families with Children	Reduce Barriers to Economic Opportunities
Homeless Shelters - ES/TH	High	Extremely Low Families with Children Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth	Protect the Vulnerable Provide Public Services for At-Risk Populations
Produce/Improve Public Facilities/ Infrastructure	Low	Extremely Low Low Moderate Middle Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse Victims of Domestic Violence Elderly Frail Elderly Victims of Domestic	Improve Public Facilities and Infrastructure

		Violence Non-housing Community Development	
Housing Special Needs	High	Extremely Low Low Elderly Elderly Frail Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Persons with Alcohol or Other Addictions Victims of Domestic Violence	Protect the Vulnerable
Provide Public Services to At Risk Population	High	Extremely Low Low Moderate Large Families Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth Elderly Frail Elderly Non-housing Community Development	Protect the Vulnerable Provide Public Services for At- Risk Populations

Rental Assistance	Low	Extremely Low Low Families with Children Elderly Elderly Persons with Mental Disabilities Persons with Physical Disabilities Persons with Developmental Disabilities Victims of Domestic Violence	Preserve and Upgrade Existing Housing
Clean up of Contaminated Sites	High	Extremely Low Low Moderate Middle Non-housing Community Development	Produce new affordable rental units. Improve Public Facilities and Infrastructure Enhance Commercial Infrastructure Protect the Vulnerable Redevelop Brownfields
Homeless Outreach and Prevention	High	Extremely Low Low Families with Children Elderly Chronic Homelessness Individuals Families with Children Mentally Ill Chronic Substance Abuse veterans Persons with HIV/AIDS Victims of Domestic Violence Unaccompanied Youth	Protect the Vulnerable
Rapid Re-housing	Low	Extremely Low Families with Children Chronic Homelessness	Protect the Vulnerable

**Table 2 – Priority Needs Summary**

## **Narrative (Optional)**

The Needs Assessment, Market Analysis and Citizen Survey all confirm that the City of Burlington's priorities for this Consolidated Plan continue to be in order of priority: first and foremost, affordable housing; secondly, economic opportunities; and thirdly, suitable living environment through public facilities, public services and public infrastructure. These priorities benefit extremely low, low and moderate income persons as defined by HUD, along with special needs populations. The only geography area of priority in the City is the Neighborhood Revitalization Strategy Area.

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.

All the citizens of Burlington have the right to live and raise their families in homes that are safe and sound, at a cost that allows them to afford the other necessities of life. The free market for housing is often not a fair market for low-income residents, including the elderly and disabled, as well as many workers whose wages have not kept up with housing costs. Without rehabilitation and/or general housing assistance, housing conditions will deteriorate or become too expensive to maintain and push people from their homes and leave others with no homes at all.

Economic development continues to be the next priority after affordable housing. The City supports the growth of microenterprise businesses and farms through CDBG funding, adding critical jobs and elements of quality of life to our competitive region. Job training programs for adults and youth, as well as facilitation between employers and education programs, ensures local companies can hire a local and skilled workforce. By providing technical assistance to the City's larger businesses, valuable economic development activity is increased along with the City's tax base.

As a third priority, the City's suitable environment and projects improve neighborhoods and access to facilities, support our nonprofit sector in the delivery of human services and leverage a small portion of CDBG dollars with large amounts of state, federal and/or private funding for large infrastructure and public facility projects.

“High” priority means that activities to address this need will be funded by the City with its CDBG and/or HOME funds, either alone or in conjunction with the investment of other public or private funds, during the period beginning July 1, 2013. “Low” priority means that the City will either not fund activities to

address this need with CDBG or HOME funds or will allocate a lesser amount on these activities, but will consider certifications of consistency for other entities' applications for federal assistance.

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## SP-30 Influence of Market Conditions

### Influence of Market Conditions

Affordable Housing Type	Market Characteristics that will influence the use of funds available for housing type
Tenant Based Rental Assistance (TBRA)	Although the need for rental subsidies is very high, the City has never used HOME funds for tenant-based rental assistance but may do so in the next five years. The State of Vermont has two rental subsidy programs in use by local residents including the Vermont Rental Subsidy Program and the Mental Health Subsidy & Care program modeled on the HUD Shelter+Care Program.
TBRA for Non-Homeless Special Needs	Again, although the need for tenant-based rental assistance is very high, the City has never used HOME funds for this type of project. As noted previously, the State of Vermont administers several rental subsidy programs. The Department of Mental Health Subsidy Program targets assistance towards homeless persons in hospitals to ensure a successful discharge into housing and it supplements other existing state funded mental health housing programs.
New Unit Production	<p>The market characteristics that will influence the use of funds available to new housing unit production are numerous: Since HOME and CDBG are concerned with housing for low-and moderate- income households, the primary factor that limits new unit production of affordable rental housing is the availability of funding. The City’s annual allocation of HOME and CDBG funds has decreased by approximately 40% since 2010. When paired with a reduction of funding to Public Housing Authorities for operating capital and for the Section 8 program and the limit on Low-Income Housing Tax Credits, the resources for new unit production fail to meet the need.</p> <p>Another market force that influences the use of funds available for affordable housing is the increasing land values in certain areas of Burlington. Chronically low vacancy rates combined with relatively high rents push private sector to develop only high-end units. In areas surrounding downtown, increased pressure has resulted from Champlain College acquiring two key parcels for creation of student housing. This has limited the availability of land for low- and moderate- income housing production in these areas. In the coming years, it is expected that private developers will respond to the housing shortage by creating market rate rental housing catering to the student population. Since this is most likely to occur in the areas between UVM and Church Street, land values will escalate even further in these areas.</p>
Rehabilitation	Again, chronically low vacancy rates combined with relatively high rents is a disincentive to rehabilitate housing. If rental property owners can command top rents without having to make capital improvements, the level of rehabilitation investment is relatively low. However, the nonprofit housing organizations are continually upgrading their existing rental portfolios. Since they are in the

	business of owning, managing and stewarding property in perpetuity, the nonprofit housing organizations are continually investing in renovation. Older housing stock and the existence of a HUD-funded lead hazard control program also ensure that roughly a half million dollars of lead-related rehab occurs each year.
Acquisition, including preservation	Several large Project-Based Section 8 developments and one HoDAG project have come on the market as the owners are opting out of the subsidy programs. Rather than allow these projects to be lost from the affordable housing inventory, the City has devoted a substantial portion of HOME funds for preservation purchases by nonprofit organizations. Burlington Housing Authority purchased Wharf Lane apartments in 2010 (37 units) and Bobbin Mill in 2012 (51 units). Champlain Housing Trust acquired 148 units at South Meadow in 2012.

**Table 3 – Influence of Market Conditions**

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## SP-35 Anticipated Resources

### Introduction

In this section, the City identifies the federal, state, local, and private resources expected to be available to the jurisdiction to address the priority needs and specific objectives in the Strategic Plan. The City's Entitlement includes CDBG and HOME funds. The City has also received a \$2.475 million dollar Healthy Homes Lead Grant. There are two local agencies that receive Essential Services Grant funding. The City is the coordinating entity for the McKinney-Ventor Homeless Assistance Act funds but does not receive this funding; it goes directly to the local providers.

### Anticipated Resources

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder 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	595,355	22,500	300,000	917,855	2,350,000	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	323,675	1,100	0	324,775	1,200,000	

Program	Source of Funds	Uses of Funds	Expected Amount Available Year 1				Expected Amount Available Reminder of ConPlan \$	Narrative Description
			Annual Allocation: \$	Program Income: \$	Prior Year Resources: \$	Total: \$		
		Homeowner rehab Multifamily rental new construction Multifamily rental rehab New construction for ownership TBRA						

**Table 4 - Anticipated Resources**

**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 that approximately \$10 million in Low Income Housing Tax Credits, \$8 million in Section 8 resources, and \$899,750 in McKinney-Vento Homeless Assistance Act will be available to address needs and objectives identified in the Plan. (These are not resources that the City receives or controls.) The City also received a \$2.475 million dollar Healthy Homes Lead Grant.

Overall, the City expects to leverage \$36,892,000 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 and Conservation Trust Fund, the Burlington Housing Trust Fund, waiver of impact fees, and private debt financing secured by property owners and nonprofit organizations.

**If appropriate, describe publically 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.

**Discussion**

At the time this Consolidated Plan is being written and published, the annual allocations have not yet been published. Pursuant to the direction of the Deputy Secretary of HUD, allocations are being approximated at a five percent reduction from the 2012 allocation.

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## SP-40 Institutional Delivery Structure

Explain the institutional structure through which the jurisdiction will carry out its consolidated plan including private industry, non-profit organizations, and public institutions.

The Community and Economic Development Office (CEDO) of the City of Burlington is the Lead Agency responsible for the administration of the CDBG and HOME Entitlement Programs, the development of the Consolidated Plan, annual Action Plan and annual performance evaluation reports. In addition, CEDO provides direct service to local residents in the areas of microenterprise assistance, economic development, housing rehabilitation, repair and lead abatement. The City then partners with a variety of local nonprofits and agencies to deliver the project activities outlined in the Action Plan to meet the priority goals. Two key partners are listed below and other subrecipients are mentioned in the Annual Action Plan.

Responsible Entity	Responsible Entity Type	Role	Geographic Area Served
Burlington Housing Authority	PHA	Homelessness Ownership Public Housing Rental	Region
CHAMPLAIN HOUSING TRUST	Non-profit organizations	Ownership Rental	Jurisdiction

**Table 5 - Institutional Delivery Structure**

### Assessment of Strengths and Gaps in the Institutional Delivery System

Because Vermont and Burlington are small communities, there is overall good coordination and little duplication of services locally. The local nonprofit infrastructure is diverse, and the local public housing authority and housing trust have the capacity to acquire, rehabilitate, construct and manage an expanding supply of perpetually affordable housing.

There is room for improvement. For example, the immigrant population where language and culture are often barriers to service, improved access to services, better outreach, and communication to residents is needed. There is a clear need for coordinated intake and assessment among Continuum of Care agencies and improved data collection for all programs including those run by the State of Vermont. In addition, the service delivery structure is weakened by the year-to-year unpredictability of operational funding and uncertain state and federal funding. The Community and Economic Development Office has in previous years, relied solely on CDBG funding to implement all of the City's economic development activities. Due to the reduction of funding, this is no longer possible. New funding mechanisms must be explored. In times of economic uncertainty, needs and demand exceed available resources. Nonprofit partners experience different levels of management and experience, especially in their capacity to

expand projects and secure other funding. Private sector partners are not always well-informed on low-income and poverty issues.

**Availability of services targeted to homeless persons and persons with HIV and mainstream services**

Homelessness Prevention Services	Available in the Community	Targeted to Homeless	Targeted to People with HIV
<b>Homelessness Prevention Services</b>			
Counseling/Advocacy	X	X	
Legal Assistance	X	X	
Mortgage Assistance	X		
Rental Assistance	X	X	
Utilities Assistance	X		
<b>Street Outreach Services</b>			
Law Enforcement			
Mobile Clinics	X	X	
Other Street Outreach Services	X	X	
<b>Supportive Services</b>			
Alcohol & Drug Abuse	X	X	
Child Care	X	X	
Education	X	X	
Employment and Employment Training	X	X	
Healthcare	X	X	
HIV/AIDS		X	X
Life Skills	X	X	X
Mental Health Counseling	X	X	X
Transportation	X	X	
<b>Other</b>			

**Table 6 - Homeless Prevention Services Summary**

**Describe how the service delivery system including, but not limited to, the services listed above meet the needs of homeless persons (particularly chronically homeless individuals and families, families with children, veterans and their families, and unaccompanied youth)**

The CoC coordinates the implementation of a housing and service system from outreach to housing to services that meet the needs of homeless individuals and families in the County. Street outreach, Vermont 211, daytime shelter and meals all serve to reach the chronically homeless, identify services and housing needed. Housing providers work to rapidly re-house and stabilize, especially using the Housing First model for the chronically homeless. Supportive service providers add case management and assess needs for services. A standard HMIS intake form allows for referral and coordination of services. Vermont 211 provides a basis for centralized/coordinated assessment, and the Continuum as a whole will work towards a more comprehensive coordinated intake to enhance the current service delivery system.

Families with children are housed in several family specific shelters and are provided the appropriate services including education, proper nutrition, counseling and transportation.

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. The National Hotline refers calls directly to the area case manager; VASH vouchers are administered locally and through new grant programs, and a Housing First model will be implemented for any chronically homeless veterans.

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.

**Describe the strengths and gaps of the service delivery system for special needs population and persons experiencing homelessness, including, but not limited to, the services listed above**

The strengths of the service delivery system for special needs population and persons experiencing homelessness include the coordination between providers, the overall experience of long-term agencies and their caring and compassionate staff, and the advantage of being a small state and a small community to facilitate coordination of services.

There are gaps in the system and room for improvement.

The average stay in the emergency shelter has increased and the exit options for guests have been limited thereby creating a bottleneck in our delivery of services. More options for transitional and permanent housing are needed.

There has been a huge increase in 2012-2013 in the usage of the Emergency Assistance Motel Voucher Program administered by the State of Vermont but a lack of reliable data to analyze regarding the population utilizing this program. The Continuum, through reliable data, must be able to differentiate

between cold weather exemption and homelessness to evaluate actual gaps in service delivery and needs.

A coordinated or centralized in-take process, in addition to a coordinated HMIS with the Balance of State Continuum would allow for better quality data, efficiency of service and benefits to the population served.

Many who are actively using/abusing alcohol and/or drugs are unwilling or unable to meet the short-term sobriety requirements of local shelters, to participate in treatment, to maintain sobriety, or to obtain/maintain employment. Those who come to the attention of law enforcement (and, sometimes, those who self-refer) compete for the six detox beds available at Act One, a 24-hour supervised shelter for clients who are intoxicated and incapacitated by drugs and/or alcohol. There is increased conversation around the need for a low-barrier emergency shelter for this population.

Clients of the Lund Family Center who do not maintain custody of their children can no longer receive agency services – and are then at risk of becoming homeless, as they often have other barriers to stable housing which brought them to the agency in the first place. Additional transitional housing could serve these women. The Continuum of Care has created a focused committee to explore this issue and develop possible solutions in 2013.

The availability of transportation is often an obstacle to independent living for residents with special needs, who need safe and affordable transportation to get to meals sites, to doctor's appointments, or to shop. Specialized transportation, the kind provided by SSTA, is expensive.

There is also a gap in bringing medical services into the community for residents with special needs, especially for residents with mental illness who are unwilling to go to a hospital for services.

There is a shortage of housing for seniors who want to downsize and remain in their neighborhood – either in an age-specific or multi-generational setting. The lack of options for downsizing contributes to a lack of turnover in the housing market and leaves fewer homes available for purchase by the next generation.

### **Provide a summary of the strategy for overcoming gaps in the institutional structure and service delivery system for carrying out a strategy to address priority needs**

The Chittenden Continuum of Care has created committees that are tasked with examining these gaps and possible solutions during the course of one year. These committees report on their progress at monthly meetings and also review any new grant opportunities to investigate possible connections to new programs and funding.

One committee was tasked specifically addressing the needs of homeless parents at risk of losing their children (or who have lost their children already) and are involved with the Department of Corrections.

The committee will identify the barriers faced and identify the local partners involved in serving and housing these households. Together they will propose a solution that addresses the barriers identified.

Another committee is reviewing the performance measures for CoC and ESG programs and how to 'peer' assist agencies in improvement. There is also an HMIS exploratory group, assisted by TA provided by HUD, to investigate a combined HMIS between the local and state Continua's and the potential of a coordinated intake and assessment system.

CEDO is part of a multi-stakeholder group initially organized by the United Way of Chittenden County (UWCC) to actively seek opportunities to convene, facilitate and support multi-stakeholder groups to explore and develop solutions to complex community problems. When appropriate, group members also provide or help secure funding for projects or programs that show promise. Consistent with other communities across the country and world, key players in Burlington and Chittenden County have agreed to work together utilizing a collective impact strategy. As described by John Kania and Mark Kramer in the Winter 2011 Stanford Social Innovation Review, *"Collective Impact Initiatives are long-term commitments by a group of important actors from different sectors to a common agenda for solving a specific social problem. Their actions are supported by a shared measurement system, mutually reinforcing activities, and ongoing communication, and are staffed by an independent backbone organization."* Collective Impact is a relatively new initiative that partners community organizations, civic leaders, government organizations and United Way, with a common agenda of addressing the community's biggest needs. This model is about collaboration, more measurement and more significant results. This initiative will play a key role in overcoming gaps in the service delivery for Burlington's priorities.

## SP-45 Goals Summary

### Goals Summary Information

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
Promote Homeownership	2013	2017	Affordable Housing	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Promote Homeownership		Homeowner Housing Added: 30 Household Housing Unit  Direct Financial Assistance to Homebuyers: 90 Households Assisted
Produce new affordable rental units.	2013	2017	Affordable Housing Non-Homeless Special Needs	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Production of new affordable housing units Clean-up of Contaminated Sites		Rental units constructed: 75 Household Housing Unit
Preserve and Upgrade Existing Housing	2013	2017	Affordable Housing Non-Homeless Special Needs	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Preserve and Upgrade Existing Housing Rental Assistance		Rental units rehabilitated: 156 Household Housing Unit  Homeowner Housing Rehabilitated: 50 Household Housing Unit
Retain/Create Jobs/MicroEnterprises	2013	2017	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Retain and Increase Number of Jobs		Jobs created/retained: 40 Jobs

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
							Businesses assisted: 20 Businesses Assisted
Improve Public Facilities and Infrastructure	2013	2017	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Produce/Improve Public Facilities/ Infrastructure Clean-up of Contaminated Sites		Public Facility or Infrastructure Activities other than Low/Moderate Income Housing Benefit: 17000 Persons Assisted
Enhance Commercial Infrastructure	2013	2017	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Retain and Increase Number of Jobs Enhance Commercial Infrastructure Clean-up of Contaminated Sites		Facade treatment/business building rehabilitation: 3 Business  Jobs created/retained: 25 Jobs  Businesses assisted: 5 Businesses Assisted
Protect the Vulnerable	2013	2017	Affordable Housing Homeless Non-Homeless Special Needs	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Production of new affordable housing units Homeless Shelters - ES/TH Housing Special Needs Provide Public Services to At Risk Population Clean-up of		

Goal Name	Start Year	End Year	Category	Geographic Area	Needs Addressed	Funding	Goal Outcome Indicator
					Contaminated Sites Homeless Outreach and Prevention Rapid Re-housing		
Reduce Barriers to Economic Opportunities	2013	2017	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Reduce Barriers to Economic Opportunities		Public service activities other than Low/Moderate Income Housing Benefit: 750 Persons Assisted
Redevelop Brownfields	2013	2017	Affordable Housing Non-Housing Community Development		Clean-up of Contaminated Sites		Brownfield acres remediated: 5 Acre  Rental units constructed: 56 Household Housing Unit
Provide Public Services for At-Risk Populations	2013	2017	Non-Housing Community Development	NEIGHBORHOOD REVITALIZATION STRATEGY AREA	Homeless Shelters - ES/TH Provide Public Services to At Risk Population		

**Table 7 – Goals Summary**

**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 91.315(b)(2)**

The following are the goals for providing affordable housing, as defined by HOME 91.315(b)(2) :

Extremely low-income: 400

Low-income: 600

Moderate-income: 175

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## **SP-50 Public Housing Accessibility and Involvement**

### **Need to Increase the Number of Accessible Units (if Required by a Section 504 Voluntary Compliance Agreement)**

The Burlington Housing Authority's program, when viewed in its entirety, is considered in compliance with Section 504 in the area of program accessibility. Although there is no need to increase the number of accessible units, the Agency did implement the majority of recommendations regarding physical modifications of the housing units and community space.

### **Activities to Increase Resident Involvements**

Burlington Housing Authority has not formed a resident management corporation for any of its projects, nor does BHA plan to do so in the near future. This form of direct resident management of public housing units is far less practical in small projects such as those owned by the Housing Authority than in large projects such as those that are found in major metropolitan areas. Practicality aside, no interest has been expressed by the residents of BHA housing in playing such a direct role in the management of their housing.

BHA has attempted to encourage public housing residents to become more involved in managing their housing indirectly. These activities continue, including:

- The BHA board meetings are periodically held at public housing developments so that every resident can conveniently attend a meeting, if they so choose.
- BHA has formed a Resident Advisory Board (RAB) with representatives from all its public housing developments and 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 public housing developments.
- One BHA program participant serves on the BHA Board of Commissioners.

### **Is the public housing agency designated as troubled under 24 CFR part 902?**

No

### **Plan to remove the 'troubled' designation**

There is no need to plan to remove the troubled designation as the Agency has been designated a High Performer under the Public Housing Assessment System (PHAS) advisory score, with a score of 97 on 9/20/2012.

## **SP-55 Barriers to affordable housing**

### **Barriers to Affordable Housing**

The cost of housing is affected by public policies controlled at the local level in the following ways:

- Imposing requirements for parking and limiting the height, maximum lot coverage and housing density certainly affect the cost of new housing.
- PlanBTV asserts that the City's "Inclusionary Housing requirements can make it difficult for developers to provide moderately-priced housing as the subsidy required to provide the affordable units pushes the cost of the market-rate units out of reach for many young professionals and empty-nesters."
- PlanBTV also asserts that "development in Burlington is hindered by a highly uncertain approval process."
- A private developer has recently argued that the City's zoning application fees are excessive and constitute a barrier to new development.
- The City Council is currently considering an amendment to the Zoning Ordinance that would eliminate the requirement that all new buildings in the downtown must be at least 50% commercial. This is viewed as a barrier to new housing development.
- Housing rehab is sometimes made more costly by the City's requirements in these areas:
  - Historic preservation
  - Energy efficiency
  - Lead-based paint
  - Accessibility
  - Fire safety

### **Strategy to Remove or Ameliorate the Barriers to Affordable Housing**

The City will undertake a comprehensive review of the local regulatory barriers to facilitate a greater level of new development of both affordable and market rate housing. This will include, but not be limited to, a review of the following policies:

- Parking requirements limitations on height, setbacks, maximum lot coverage and density
- Inclusionary housing requirements with an emphasis on addressing the challenges most often raised by developers
- All aspects of the development review process
- Zoning application fees
- Historic preservation

## **SP-60 Homelessness Strategy**

### **Reaching out to homeless persons (especially unsheltered persons) and assessing their individual needs**

Continuum of Care services for the homeless in the Greater Burlington metropolitan area are delivered through a consortium of nonprofit organizations, faith-based organizations, housing developers, government agencies and the Burlington Housing Authority.

The CoC utilizes several outreach procedures to engage homeless individuals and families. These include services and outreach from the local food shelf, daytime drop-in shelter, and Salvation Army. These agencies provide meals every day in our community and are the only service providers that the homeless population routinely seeks out. Daystation is a low-barrier shelter open 365 days a year that allows service resistant individuals a place to receive mail, eat, and make phone calls. A SAMHSA funded PATH grant funds outreach work in our community for two outreach positions to find and connect with the homeless who are mentally ill and difficult to engage, offering persons who are experiencing homelessness community-based services. A street work team, funded by our Police Department and local businesses, provides outreach to individuals, families with children, and youth sleeping on the streets in our downtown area. 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 goal of the team is to help keep these clients within the community and out of the correctional system, hospital, or residential services, while helping them get the support and services they need to be safe and successful. Pathways to Housing also has an outreach team.

These teams identify individuals and families who are homeless and connect them with appropriate programs, services and housing options. Many agencies use the same intake form, and Vermont 211 also plays a significant role in centralized intake of this population.

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

Emergency shelters are designed for short term stays for individuals and families. There are two emergency shelters serving single adults including veterans: COTS Waystation and Burlington Emergency Shelter. COTS operates the Firehouse and Main Street Family Shelters for households with children. COTS Daystation is a drop-in center for homeless adults and families and is the central location for accessing support services. The confidential shelter operated by Women Helping Battered Women serves homeless women and children fleeing domestic violence. Spectrum Youth and Family Services operates a shelter for homeless youth. Each shelter offers case management and housing search assistance to help participants move quickly out of shelter into transitional or permanent housing, with necessary follow-up support for maintaining housing.

Transitional Housing is provided by several member agencies of the Continuum. COTS provides transitional housing to homeless individuals and families. The Howard Center's Transitional Housing Programs provide housing for homeless persons with mental illnesses. Spectrum provides transitional housing for youth in the community. Women Helping Battered Women delivers transitional housing options for victims of domestic violence. Transitional housing is available for women exiting corrections. Veterans have transitional housing opportunities in nearby Winooski.

**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 are key to helping our most vulnerable residents remain housed.

The Continuum and its local partners are committed to transitioning homeless persons into permanent housing and independent living and shortening the time individuals experience homelessness.

To increase the percentage of transitional housing participants moving to permanent housing, case managers review transition plans every two weeks with participants.

Agencies such as Pathways to Housing implement the Housing First model and rapidly re-house chronic homeless with a high success to retaining permanent housing.

Burlington agencies utilize a range of housing retention programs to assist at risk households in maintaining their housing. These services include any wrap-around support services, a hoarding task force, landlord advocacy, and a Risk Guarantee Fund used to mitigate risks on the most hard to house persons.

Our local Continuum continues to advocate for increased state resources such as the Rental Subsidy Program and the Mental Health Subsidy Program that can be used to help keep at-risk families housed.

New programs like the Family Supportive Housing and the Community Housing Grant, from the State of Vermont, will be key components of the system of care in facilitating access to and retaining affordable housing.

Community-based organizations provide job training and placement, substance abuse 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 families transition to permanent housing and independent living.

The CoC partners with local and state organizations and landlords to combat homelessness among veterans. Previously unidentified veterans were enrolled in VA care and many are housed through VA housing programs. Canal Street in Winooski houses 28 veterans in both transitional and permanent housing. Twenty-one VASH vouchers are administered in Chittenden County. Outreach increased to local veterans at our local shelters due to a local VA case manager who serves on the CoC steering committee. In the future, the Housing First approach will be implemented within HUD VASH. Also, housing retention and rapid re-housing with low-income veteran families will be addressed with two Supportive Services for Veteran Families grants awarded to two organizations in VT.

**Help low-income individuals and families avoid becoming homeless, especially extremely low-income individuals and families who are likely to become homeless after being discharged from a publicly funded institution or system of care, or who are receiving assistance from public and private agencies that address housing, health, social services, employment, education or youth needs**

Several agencies administer prevention services that include back rent assistance, home heating fuel aid, transportation, tenants' rights advocacy and legal representation. The Housing Replacement Fund, provided by the State of Vermont, continues where HPRP left off by providing case management, short-term rental subsidies, security deposits, and rental arrearage assistance for those low-income individuals and families at risk of losing their housing.

The recently approved statewide 10-Year VT Plan to End Homelessness includes a goal to create an accountability system to ensure all institutions do not routinely discharge people into homelessness or a homeless program through a clear state policy and mandate.

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: Youth Development Program funded with federal Chafee Foster Care Independence Program and state funds & Act 74 Youth in Transition Extended Care Program. These programs are in addition to the programming run directly by the VT AHS-Dept. of Children & Families Services. In this program, a number of youth formerly in foster care are supported with case management and connected to long-term rental assistance with local Housing Authorities, including a VT State Housing Authority Sect. 8 HCV waitlist 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 used as needed include 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 VT Dept. of Mental Health 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 HowardCenter transitional or step-down programs such as Second Spring, Meadowview, Next Door Program, and 72 North Winooski group home which are not McKinney Vento funded programs.

Some persons leaving corrections can go to their previous residence, a transitional housing program for offenders, or to live with family. Northern Lights is an 11 bed supportive home for women returning from prison. The women's rent is subsidized while in the house (if they qualify), and upon successful completion of the program, they are given a Burlington Housing Authority (BHA) Section 8 housing choice voucher to take into the community. Dismas House serves 10 residents. Phoenix House RISE houses men out of prison and in early recovery from substance abuse for 3 to 24 months.

## **SP-65 Lead based paint Hazards**

### **Actions to address LBP hazards and increase access to housing without LBP hazards**

The City of Burlington has received a \$2.8 million Lead-Based Paint Hazard Control grant from the Department of Housing and Urban Development. These funds will be administered through the Community and Economic Development Office by the Burlington Lead Program to reduce lead-based paint hazards in eligible housing units to eliminate childhood lead poisoning. Funding runs through October 2014. Program goals include evaluating 240 units for lead-based paint hazards, reducing lead-based paint hazards in 180 housing units, and training over 300 individuals in lead-safe work practices, as well as providing outreach and education to the community.

### **How are the actions listed above related to the extent of lead poisoning and hazards?**

Enrolled units will receive X-Ray Fluorescence testing to determine the presence of lead-based paint, risk assessments, project design and planning, project monitoring and clearance testing. Units enrolled in the Burlington Lead Program will have all lead-based paint hazards addressed, and typical interventions consist of: aggressive treatment of friction surfaces such as window sash replacement and removal of lead-based paint on doors and jambs, lead-based paint removal on chewable surfaces such as windowsills as well as interior and exterior paint stabilization. Other services that are provided to the community include the use of HEPA vacuums to clean lead dust generally missed by non-HEPA vacuums, education on (lead dust) cleaning techniques, guidance to rental property owners on how to comply with the Vermont Lead Law (Act 165), and free classes on Lead Law compliance and Lead-Safe Work Practices. The Burlington Lead Program will also be proceeding with the development and implementation of a citywide lead ordinance, which will help protect future generations from childhood lead poisoning.

### **How are the actions listed above integrated into housing policies and procedures?**

Housing projects funded with local and federal funds are required to comply with state and federal lead laws. In addition, the City ensures that HOME and CDBG funded housing projects comply with the Lead Safe Housing Rule (LSHR) regulations at Title 24 Part 35 of the Code of Federal Regulations. Given that the additional cost of addressing lead hazards can make some rental, duplex acquisition, and homeowner rehab projects infeasible, the city grants a portion of the cost to comply with the LSHR using Burlington Lead Program, CDBG, or HOME funds. Further, the Burlington Lead Program provides technical assistance to City staff for projects which trigger the LSHR.

## SP-70 Anti-Poverty Strategy

### Jurisdiction Goals, Programs and Policies for reducing the number of Poverty-Level Families

Poverty is a regional, national and sometimes generational issue and many factors contributing to poverty lie outside of local control. According to the American Community Survey 2009- 2011, 26% of Burlington residents overall and 40% of families with a female head of household live in poverty. The highest concentration of poverty exists in census tract 5 where over 50% of the residents live below the poverty level; in addition, the remaining census tracts that comprise our Neighborhood Revitalization Strategy Area (NRSA) also show significant pockets of poverty. The City invests a substantial portion of its Entitlement funding (over 70% in 2012) into programs serving the NRSA. These programs are designed to both prevent vulnerable City residents from falling into long-term poverty and provide the necessary supports to enable vulnerable City residents to pull themselves out of long-term poverty. Key components of the City's anti-poverty strategy include:

- Meeting basic needs and stabilizing living situations, including access to and retention of affordable housing and to income supports
- Increasing and protecting asset accumulation and resident net worth
- Providing access to employment opportunities, affordable child care options
- Decreasing social isolation and increasing social capital

City policies directed towards this strategy include:

- The Burlington Housing Trust Fund (tax revenues dedicated for affordable housing);
- The City's Livable Wage Ordinance;
- The City's Women in Construction Trades Ordinance (aimed at increasing opportunities for women in the construction trades); and
- The City's Inclusionary Zoning Ordinance (which makes affordable housing an integral part of every newly constructed residential project in the City).

City-run programs which are aimed at reducing poverty include:

#### **With CDBG:**

**Micro Enterprise Assistance** - City economic development staff provide loans and technical assistance to low-income entrepreneurs who want to move into business ownership. Clients include refugees as well as other residents, and the program offers ongoing support to help them sustain their businesses.

**Housing Initiatives Program** - The City assists with renovation and access modifications for low-income residents.

## **With other funding:**

**AmeriCorps Program and the Community Justice Program** are described in subsequent sections.

Consistent with its guiding principle of nurturing a strong local nonprofit infrastructure that can sustain itself across changing political landscapes, the City has supported the start-up of a number of programs aimed at increasing the economic and social capital of low-income families. These include the Champlain Housing Trust, Good News Garage, Step Up (now incorporated into Vermont Works for Women) and ReSOURCE.

## **How are the Jurisdiction poverty reducing goals, programs, and policies coordinated with this affordable housing plan**

There are numerous examples within the City of how this anti-poverty strategy coordinates with the City's affordable housing plan. The City targets funding for housing projects in the NRSA and again, the majority of CDBG funds are directed into the same area for housing improvements, preservation of affordable housing and the creation of new units. The City's Housing Trust Fund and the Inclusionary Zoning Ordinance are key City policies which create and retain affordable housing units. Recognizing the importance of other components needed to pull vulnerable residents out of long-term poverty, the City invests in targeted neighborhood revitalization that includes increasing economic development opportunities, removing barriers to economic opportunities and supporting the Livable Wage Ordinance.

**Sustainable Economic Development Strategies** – City economic development staff assist local businesses in growth and expansion to create and retain livable wage jobs.

**Brownfield Remediation** – City project staff coordinate the redevelopment of brownfields into both affordable housing and commercial space.

**Neighborhood Revitalization Program** – City project staff work to revitalize the NRSA by improving infrastructure and facilities.

Going beyond programs for which the City is responsible, here are examples of other programs to include. The City-supported Northern Lights project is transitional housing program for women exiting corrections which includes employment support and mentoring. The Burlington Housing Authority integrates housing with economic opportunity through its Family Self-Sufficiency Program. The Chittenden Emergency Food Shelf, while providing food and groceries to the most needy families, also operates a Community Kitchen Academy program in conjunction with Vermont Foodbank to prepare low-income residents for entry level employment within the culinary-hospitality industry. The City supports, through CDBG, the Volunteer Income Tax Assistance programs, providing free tax preparation assistance to low-income taxpayers. This includes helping residents tap into the federal and state Earned Income Tax Credits, income-based property tax relief and the state renter's rebate, with residents receiving tax refunds often amounting to thousands of dollars.

A key focus in selecting projects during the term of this Consolidated Plan will be the impact programs and services have on the population served.

### **AmeriCorps: We All Belong Program**

The City administers the We All Belong Program which works with Burlington area nonprofits, schools and City departments to create more inclusive workplaces and effectively serve our diversifying community. Since 2008, the City has partnered with 18 agencies to provide this anti-poverty program complete with a unique package of training, coaching and capacity building tools. These tools include 24 hours of professional development training to 70 leaders from the participating agencies. We All Belong also awards 14 full and part-time AmeriCorps members to serve in these agencies. AmeriCorps members help people access existing services and influence systems changes to reduce race-based disparities. The City has successfully recruited AmeriCorps members from our marginalized populations in order to promote leadership and to create solutions directly from the beneficiary communities. This program helps meet the basic needs of the AmeriCorps members as well as the low-income participants being directly served by participating agencies. Additionally, We All Belong is building social capital for members, participating agencies and marginalized populations.

### **Community Justice Center Programs**

The City's Community Justice Center (CJC) provides a community-based response to crime and conflict utilizing the principles of restorative justice to mend the harm crime and conflict causes to victims, the community and offenders.

The CJC partners with the Burlington Police Department (BPD). Together they have developed several programs.

BPD has employed Community Policing since 1999. The BPD partners with stakeholders from other City departments, the community and service sectors to implement agreed upon solutions to problems. Examples include: compliance with liquor control laws and ordinances; quality of life in the downtown area; noise issues in neighborhoods near the University; and working citywide to reduce drug activity and keep roads and highways safe. The BPD still utilizes this model and in 2009 completed a community survey to assess the model and the community's most pressing safety concerns.

**Graffiti Removal** emerged as a top concern for survey respondents. The presence of graffiti can make a neighborhood feel unsafe. Graffiti-plagued neighborhoods can also lead to unnecessary decreases in property values, loss of business and tourism, resulting in a downward economic spiral.

The **Community Support Program** makes a certified mediator available to City residents to help resolve neighborhood or neighbor disputes. The *Restorative Noise Program* provides a way for individuals to reduce their noise ticket fines by participating in an education and community service program.

**The Parallel Justice for Victims of Crime** program provides an innovative approach to serving crime victims. An advocate contacts every individual who reports a crime. Last year, the advocate and volunteers contacted 2,887 victims of crime. If individuals opt to receive services, the program brings supports from local businesses and community members to restore victims' safety, basic needs, and their connection and faith in the community.

The **Restorative Justice Panels** are comprised of community-based volunteers who meet with low-level offenders to assist them in restoring the harm that they caused to the victim and the community.

The **Offender Reentry Program** assists individuals returning to the community after a period of incarceration. Services include workforce development, short-term case management and highly facilitated team mentoring for high risk/high needs individuals.

These CJC programs are seen as a cost-effective way to prevent individuals from entering the criminal justice system and/or preventing their costly re-incarceration after they've been released from prison. Its accomplishments for this past year:

- Provided 387 victims of crime with direct services and support through the Parallel Justice for Victims of Crime.
- Provided 237 low-level offenders with an alternative way to be held accountable for their actions by participating in Restorative Justice Panels. Participants met with a group of community volunteers, the victim (or proxy) of their crime and made amends for their actions.
- Developed workforce opportunities to gain soft and marketable skills for 197 offenders returning to the community following their incarceration by partnering with Vermont Association for Business Industry and Rehabilitation. Forty-two enrolled in intensive training programs developed in collaboration with our program and community partners and 26 have jobs.
- Remediated graffiti by cleaning tags as quickly as possible to avoid more occurring in the same location with volunteers and City staff. This three-year program has seen a marked decrease in graffiti vandalism in Burlington.

## **SP-80 Monitoring**

**Describe the standards and procedures that the jurisdiction will use to monitor activities carried out in furtherance of the plan and will use to ensure long-term compliance with requirements of the programs involved, including minority business outreach and the comprehensive planning requirements**

Each agency funded through CDBG in this Consolidated Plan will receive an on-site visit. Visits include a fiscal and programmatic review of the agency's activities. Subrecipients are monitored for compliance with CDBG regulations and for success in carrying out the goals and objectives defined in their CDBG contract. Areas routinely reviewed include overall administration, program delivery methods, compliance with client eligibility determination, reporting systems, progress toward achieving contractual goals, adequacy of financial systems, and appropriateness of expenditures. Following the monitoring visit, agencies receive a follow up letter detailing any concerns or findings. Agencies are normally given 30 days to provide the City with corrective actions taken to address any noted findings

HOME subrecipients are monitored through annual project reports to ensure compliance with rent and income levels and Housing Quality Standards. The City ensures compliance with HOME requirements via contracts, and reviews audits and project financials annually. Income eligibility of beneficiaries is reviewed along with the continuing affordability.

The City performs the following risk assessment and oversight activities for HOME Projects: financial statements and project pro formas are reviewed along with assets and management performance. The City ensures that taxes for all properties owned/managed by the applicant are current. Debt service coverage ratio must be 1:1 or better. The loan to value after rehab projects must not exceed 100%. No single loan/grant may exceed the HUD limit.

All HOME units must conform to Burlington's minimum housing code and to HUD's housing quality standards. Energy conservation improvements may be required per the City's HOME Program Property Rehab Standards. Contractors must bid in accordance with federal, state and city requirements.

The City, as a local government, assesses a developer's capacity to complete a HOME project and the project's long-term viability before committing HOME funds. The City allocates HOME funds only to nonprofit organizations. The nonprofit housing organizations are very seasoned and have earned recognition from HUD and other national and international organizations. As part of the assessment, we review the staff and boards of all potential HOME recipients. Being a small community, there is familiarity with these organizations. The projects are also reviewed in conjunction with the current and future market capacity for the project. Based on this analysis, monitoring of subrecipients and previous record of success, the City determines whether the HOME-funded developers have sufficient capacity to complete projects and ensure the long-term viability of HOME projects. There has not been a single failed HOME project since the City began administering HOME funds in 1992.

The Community & Economic Development Office (CEDO) has developed a web-based registry of self-certified DBEs and does outreach to local businesses to make them aware that the registry can help them access contracting opportunities. This registry, together with the state's online DBE registry, is available to city departments and to subrecipients for their procurement processes. Periodically CEDO publishes a public notice soliciting MBE, DBE, and Section 3 contractors for inclusion on the online registry. Further, CEDO's Housing Division works closely with the Economic Development team to reach out to known MBE, DBE and Section 3 contractors to include on the list. Finally, HOME recipients are required in the written agreements to use the CEDO and State of Vermont registries, and to make the HOME-assisted project bidding opportunity available to MBE, DBE and Section 3 contractors.

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## **CITIZEN PARTICIPATION PLAN**

The City of Burlington, through its Community & Economic Development Office, strongly encourages public involvement in the Consolidated Plan process and use of Community Development Block Grant money, including Section 108 guarantee loan funds. This Citizen Participation Plan outlines the city's policies and procedures regarding that public involvement.

The Citizen Participation Plan, together with the Consolidated Plan, the Annual Action Plans, any substantial amendments to these Plans, and the annual performance reports on the progress of the Consolidated Plan, are available at the Community & Economic Development Office and on its website.

This Plan, together with all other materials relating to the City's CDBG and HOME programs, are available in alternative formats for persons with disabilities. For information, contact the Community & Economic Development Office at 865-7144.

### ***Citizen Advisory Board***

1. A Citizen Advisory Board will make recommendations each year to the Mayor and City Council on the allocation of CDBG funds for projects administered by subgrantees.
2. The Board will include:
  - Elected representatives from each of the City's wards, chosen through the Neighborhood Planning Assemblies;
  - Possible representatives from community partners like United Way and the State of Vermont;
  - Up to three appointments by the Mayor; the Mayor will attempt to ensure to the fullest extent possible that the Board represents the existing racial and economic diversity of the community.
3. The members of the City Council Community Development & Neighborhood Revitalization Committee will serve as *ex officio* members of the Board.

## ***Public Hearings***

1. The City will hold at least two public hearings during the year to obtain citizen's views about housing and community development needs, development of proposed activities and review of program performance.
2. The City will ensure adequate public notice before each public hearing, with sufficient information published about the subject of the hearing to permit informed comment. Public hearings will be announced online and in the newspaper. Citizens will be notified of the public hearings at least two weeks before they are held.
3. Advanced public notice will also be given of all public meetings relating to the Consolidated Plan and performance progress.
4. The City will hold all public hearings at times and locations convenient to potential and actual beneficiaries and accommodations will be made for people with disabilities. All hearings will be held in accessible locations, and sign language interpreters will be made available upon advance request. Public hearings will be televised on the local public access channel.
5. The City will provide interpretation services for non-English speaking residents at public hearings upon advance request, provided such services are available in the community.

## ***Development of the Consolidated Plan***

1. The City, through CEDO, will make a concerted effort to notify citizens, agencies and organizations of the development of the Consolidated Plan and the availability of CDBG funds through mailings, online postings and public notices in the newspaper. In addition, CEDO will notify the Steering Committees of the city's Neighborhood Planning Assemblies.
2. CEDO will conduct workshops at various and convenient times to inform and educate citizens on the development of the Consolidated Plan and the availability of funds. CEDO will provide technical assistance to all applicants, with special efforts to assist groups which represent predominately low and moderate income persons.
3. Before the City adopts the Consolidated Plan, the City will make available to citizens, public agencies and other interested parties information that includes the amount of assistance

the City expects to be made available and the range of activities that may be undertaken, including the estimated amount that will benefit persons of low and moderate income.

4. The City will publish its proposed Consolidated Plan for review and comment. The City will publish a newspaper summary describing the contents and purpose of the Consolidated Plan and listing the locations where the entire plan may be examined. The entire plan will be made available for review and examination at the Community & Economic Development Office and on its website.
5. The City will receive and consider comments on the proposed Consolidated Plan for 30 days before preparing the final Consolidated Plan.

### ***Amendments to the Consolidated Plan***

1. The City will consider the following changes to be amendments to the Consolidated Plan, and the Annual Action Plan, and subject to the citizen participation process, in accordance with its Citizen Participation Plan. A substantial change is defined as one of the following occurrences:

- A change that adds a new activity not previously mentioned in the Action Plan
- A change that cancels an activity that involves more than 10% or more of the fiscal year's funding allocation,
- A change of the purpose, scope, location, or beneficiaries of an activity,
- A change in the allocation priorities or change in method of distribution of funds.

2. Substantial amendments to the approved Consolidated Plan must be authorized by the Mayor and the Board of Finance, and will be made public by postings and public notices in the newspaper.

3. The City will receive and consider comments on substantial amendments to the Consolidated Plan for 30 days before implementing those amendments.

### ***Performance Reports***

1. The City will prepare a performance report each year on the progress of the Consolidated Plan in accordance with the requirements of the U.S. Department of Housing & Urban Development.

2. Citizens will be afforded notice of the performance report through online postings and newspapers. The performance report will be available at CEDO and on its website for review.
3. The City will receive and consider comments on the performance report for 15 days before the report is submitted to HUD.

### ***Access to Information and Records***

1. The City, through CEDO, will provide citizens, public agencies and other interested parties with reasonable and timely access to information and records relating to the City's Consolidated Plan and the City's use of funds under the CDBG and HOME programs during the preceding five years.
2. The City, through CEDO, will regularly communicate with citizens and applicants for CDBG funds regarding the progress of the Consolidated Plan. Neighborhood Planning Assembly representatives of the Citizen Advisory Board will be encouraged to communicate with the Neighborhood Planning Assemblies on the progress of the Advisory Board.

### ***Comments and Complaints***

1. The City will consider any comments or views of citizens received in writing, or orally at public hearing, in preparing this Citizen Participation Plan, the final Consolidated Plan, substantial amendments to either Plan, and the annual performance reports. A summary of these comments or views will be attached to the Citizen Participation Plan, the final Consolidated Plan, substantial amendment or performance report.
2. The City, through CEDO, will respond to written complaints received by CEDO relating to the Consolidated Plan, any amendments to the Plan, and the annual performance reports. Upon request, CEDO will transcribe oral complaints for signature by the complaining person or organization. Where practicable, CEDO will respond to complaints within 15 working days of receiving the written complaint.

### ***Displacement***

The City will minimize displacement of persons (families, individuals, businesses, nonprofit organization and farms) and will assist any persons displaced as a result of projects assisted with CDBG and/or HOME funds in accordance with the City of Burlington's Housing Initiatives Program Displacement Policy. That policy is available upon request from CEDO.