



# Vermont Housing Needs Assessment: 2025-2029

Completed for the  
Vermont Department of  
Housing and Community Development

**June 2024**



## Preface

This report was prepared for the Vermont Department of Housing and Community Development. It is one of the components required as part of the 2025-2029 U.S. Department Housing and Urban Development (HUD) Consolidated Plan.

## Data sources

The report draws largely from data and estimates that are available on the Vermont Housing Data Website's Community Profiles at [www.housingdata.org](http://www.housingdata.org). The report uses the most recent information available when it was prepared in December 2023 - April 2024, as noted throughout the chapters.

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# Chapter 1: Executive Summary

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## Executive Summary

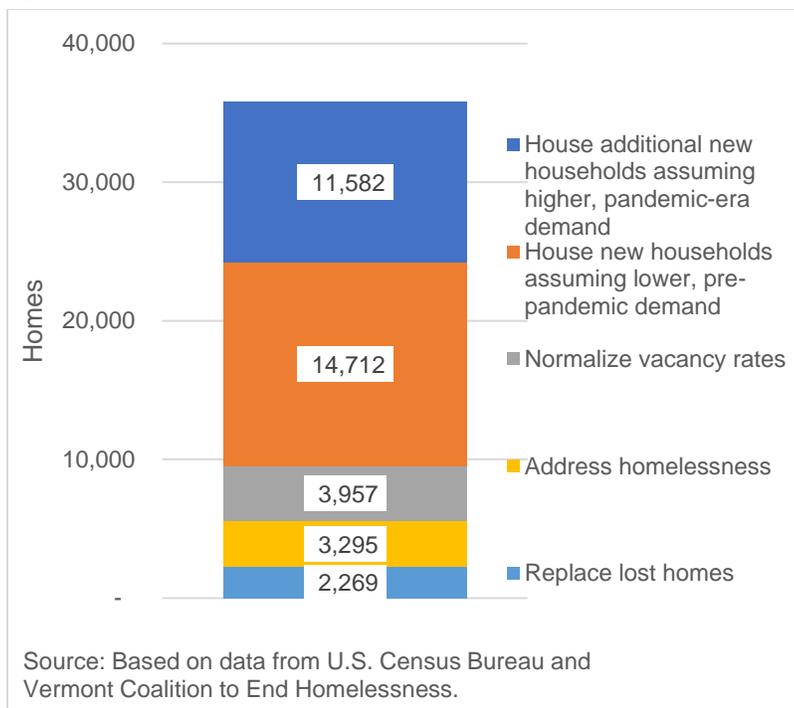
Vermont has a long-standing, statewide shortage of affordable homes available to lower income households, which became more severe with the COVID-19 pandemic and resulting market shifts. After decades of very slow growth, demand to live in Vermont year-round began to increase in 2017 and picked up further in 2020. Combined with a slow pace of home building and elevated construction costs, vacancy rates declined to near record levels, home prices and rents jumped, and homelessness increased dramatically. High home prices and low availability have left thousands of jobs across the state unfilled in many industries, including those that are critical to addressing housing needs such as home construction and repair and social services. Vermont's unemployment rate of 2.2% in December 2023 is third lowest in the country and far below the national average of 3.7%.<sup>1</sup>

Half of all Vermont renters are cost-burdened, and one-in-four pay more than 50% of their income on housing costs, putting them at high risk of eviction. Although options are most limited for low-income renters, renters at all income levels struggle to find an apartment. Vermont's rental vacancy rate of 3% is among the lowest in the country, and well below the 5% rate of a healthy market. The most populous area, Chittenden County, had a vacancy rate estimated at just 1% in 2023.<sup>2</sup>

The shortage of apartments for rent has contributed to a tripling of the number of Vermonters experiencing homelessness between 2019 and 2023.<sup>3</sup> Vermont has a per capita homelessness rate of 51 per 10,000 people, the 2nd highest nationally.<sup>4</sup> With Vermont's owner vacancy rate even lower than for rentals, the median days-on-market of homes listed for sale is at an all-time low.

Without enough available apartments, many of Vermont's lowest income residents as well as the workers needed to house and support them face extreme challenges. By providing more apartments as well as adequate support services and rental assistance, Vermont can regain balance in addressing the deep affordability and complex needs of the most vulnerable households. More affordable homes near employment centers also open a path to filling vacant jobs and ensuring an adequate future construction and service workforce.

Figure 1-1 36,000 Vermont primary homes needed in 2025-2029



<sup>1</sup> U.S. Bureau of Labor Statistics on FRED (St. Louis Fed Economic Data).

<sup>2</sup> Allen, Brooks & Minor Report, June 2023, A comprehensive semi-annual analysis of the real estate market as reported in the Chittenden County Regional Planning Commission's [Building Homes Together October 2023 update](#).

<sup>3</sup> Vermont Point-in-Time (PIT) counts of people experiencing homelessness from [housingdata.org](#).

<sup>4</sup> U.S. Department of Housing and Urban Development (HUD) Annual Homeless Assessment (AHAR) [2023 report](#).

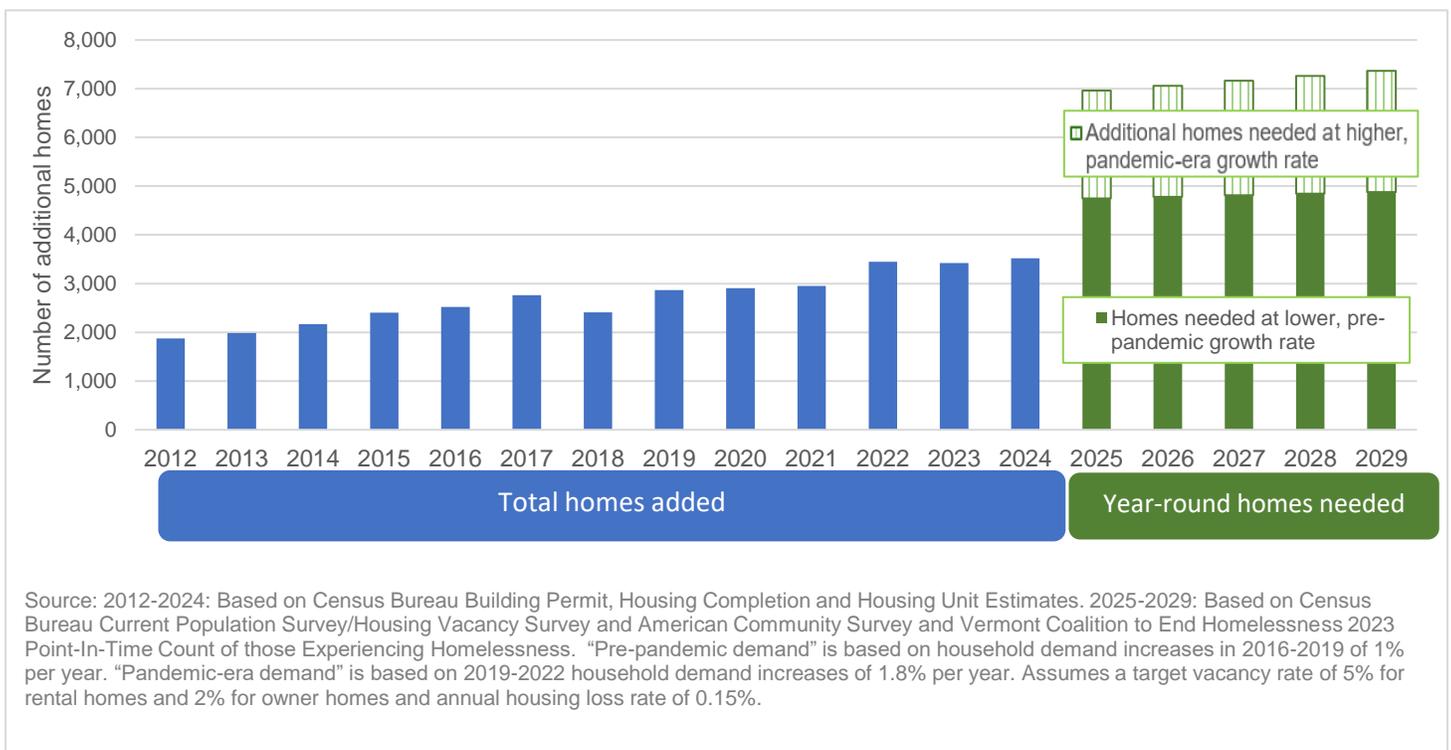
## Housing Shortage Deepens in 2020

Along with the rest of the country, construction of new homes in Vermont dropped to a low point following the Great Recession, with fewer than 1,500 homes statewide permitted each year in 2008-2012.<sup>5</sup> Although the annual number of Vermont homes permitted has increased since then, it has not returned to pre-recession levels and growth of the housing supply has trailed growth in the demand to live in Vermont.

During the three years before the pandemic, the number of new households in the state increased by about 1% each year. When this pace doubled in 2020, Vermont’s housing shortage became acute, sinking vacancy rates and inventories of homes for sale.<sup>6</sup> The pace of home building will need to increase to create the 24,000-36,000 additional year-round homes needed in 2025-2029 to meet demand, normalize vacancy rates, house the homeless and replace homes lost from the stock through flooding and other causes.<sup>7</sup>

Vermont’s housing shortage coupled with elevated costs of home building and of ongoing building maintenance and management since 2020 have worsened the state’s housing needs.<sup>8</sup>

**Figure 1-2 Gap in year-round Vermont homes reduces availability and affordability**



<sup>5</sup> [New Privately-Owned Housing Units Authorized in Permit-Issuing Places](#) on FRED (St. Louis Fed Economic Data).

<sup>6</sup> Vermont Housing Data website visualizations on rental [vacancy rates](#) and [homes for sale](#).

<sup>7</sup> 2012-2024: Based on Census Bureau Building Permit, Housing Completion and Housing Unit Estimates. 2025-2029: Based on Census Bureau Current Population Survey/Housing Vacancy Survey and American Community Survey and Vermont Coalition to End Homelessness 2023 Point-In-Time Count of those Experiencing Homelessness. “Pre-pandemic demand” is based on household demand increases in 2016-2019 of 1% per year. “Pandemic-era demand” is based on 2019-2022 household demand increases of 1.8% per year. Assumes a target vacancy rate of 5% for rental homes and 2% for owner homes and annual housing loss rate of 0.15%.

<sup>8</sup> VHFA’s data on publicly subsidized housing show faster increases in the costs of home building and building operations since 2020 than in prior years. National data available in [State of the Nation’s Housing 2023](#), Joint Center for Housing Studies of Harvard University.

## Lower Income Households and Renters are Hardest Hit

Rising rents and home prices have hit low- and middle-income Vermonters hardest. A quarter of renters are severely cost burdened and fewer renters can afford to buy a median-priced home, further stressing the supply of rental homes. In each year since the pandemic began, rising home prices and mortgage interest rates, coupled with stagnant incomes among many Vermont renters, have drastically shrunk the portion of renters who are likely to leave the rental market by buying a home. In 2021, 32% of renters had the income needed to buy a median-priced home but this plummeted to 6% in 2023.<sup>9</sup> This means that many renters who otherwise might have bought their first Vermont home were kept living in rental housing by rising prices, interest rates and other market constraints.

High rents and inadequate housing quality have led to hundreds of unused tenant-based rental housing vouchers, highlighting the multi-dimensional challenges of meeting housing needs in Vermont's current housing market.

BIPOC Vermonters and lower-income Vermonters are more likely to rent and face the challenges of rising rents and decreased availability. Black, Hispanic, and Native American Vermonters are disproportionately likely to experience homelessness, according to the most recent data available. While Black Vermonters represent 1% of the state population, they comprised 8% of the people experiencing homelessness counted in 2023.<sup>10</sup>

## Physical Vulnerabilities of Vermont's Housing Stock

Vermont's relatively old housing stock, with a sizeable portion in rural areas, presents unique housing quality challenges. Low vacancy rates and higher maintenance and repair costs in recent years increase the risk that low-income residents may live in unsafe conditions. About 20,000 homes across the state have indications of housing quality concerns, according to 2022 Census microdata.

Vermont's 64,000 very low-income households (making less than 50% of the median income in their area) are split between the rental and homeowner markets. This means that 32,000 low-income Vermont homeowners, many aged 65 and up, may struggle to afford to repair deteriorating homes or make energy efficiency and accessibility improvements. Shortages of home repair contractors make home maintenance uncertain particularly for lower-income rural residents.



Figure 1-3 Mann's Meadow apts. in Jeffersonville after July 2023 flooding

Although about 20% of the state's rental housing stock are homes funded and monitored by public agencies, at least 19,000 low-income renter households live in privately owned and managed apartments. With rising evictions in 2023 and few housing alternatives in Vermont's extremely tight market, renters may avoid requesting repairs, and many landlords struggle to cover rising operating and maintenance costs.<sup>11</sup>

Some of Vermont's historic town centers are near waterways that now risk flooding more frequently as the climate changes. At least 4,000 homes were damaged in the state's July 2023 floods according to FEMA.<sup>12</sup> An estimated 20% of all manufactured home communities in Vermont have one or more homes located in a known flood plain.<sup>13</sup>

<sup>9</sup> Based on U.S. Census Bureau, [2022 American Community Survey 5-year estimates](#), average U.S. [mortgage interest rates](#) and [Vermont Property Transfer tax records on primary homes sold](#).

<sup>10</sup> Vermont Point-in-Time (PIT) Count of people experiencing homelessness in 2023 from [housingdata.org](#).

<sup>11</sup> Legal Services Corporation, [Civil Court Data Initiative, Eviction Filings and Defaults in Vermont](#), accessed May 2024.

<sup>12</sup> Federal Emergency Management Agency, [Vermont Individual Assistance Snapshot](#), January 2024

<sup>13</sup> Vermont Department of Housing & Community Development (DHCD), [Mobile Home Park Risk Assessment Tool](#)



## Rising Needs for Service-Enriched Housing

Compared to national averages, Vermont has higher rates of addiction disorder and disability among residents in addition to a sizeable population of people older than 75 with mobility and independent living challenges. The state's limited supply of service-enriched housing struggles to meet these growing and complex needs. Specialized services needed include expanded recovery housing, permanent housing with services for those exiting homelessness, and care at home and in congregate residences for older adults with complex conditions.

In 2021, the Corporation for Supportive Housing described Vermont in this way:

*Statewide, systems are stressed beyond capacity, hundreds, if not thousands of social service positions are vacant, emergency efforts are strained, and homeless encampments are forming and growing in a number of communities. The service needs of those individuals, families, and communities are only growing in acuity and complexity.*<sup>14</sup>

In addition to identifying the creation of more affordable housing units as the primary homelessness prevention measure, Vermont's Council on Housing and Homelessness made a series of recommendations in 2023 to support and provide more much needed service enriched housing. Their recommendations include supporting substance use disorder stabilization locations, developing a statewide model for medical respite, expanding the Vermont Department of Mental Health Housing First program and increasing recovery housing and residential therapeutic group homes.

The Council on Housing and Homelessness also supported the efforts of the Vermont Agency of Human Services in designing and implementing a Medicaid Permanent Supportive Housing Assistance Program. The program plans to serve 100 Vermont households exiting homelessness during its first year.<sup>15</sup>

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<sup>14</sup> Corporation for Supportive Housing, December 2021, [Strengthening the Housing and Services System: Recommendations and Strategies for Vermont](#).

<sup>15</sup> Vermont Council on Housing & Homelessness, Dec. 2023, [2023 Report: Recommendations to support affordable housing development and help reduce and prevent homelessness](#).

## Chapter 2: Demographic Trends

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## Demographic Trends

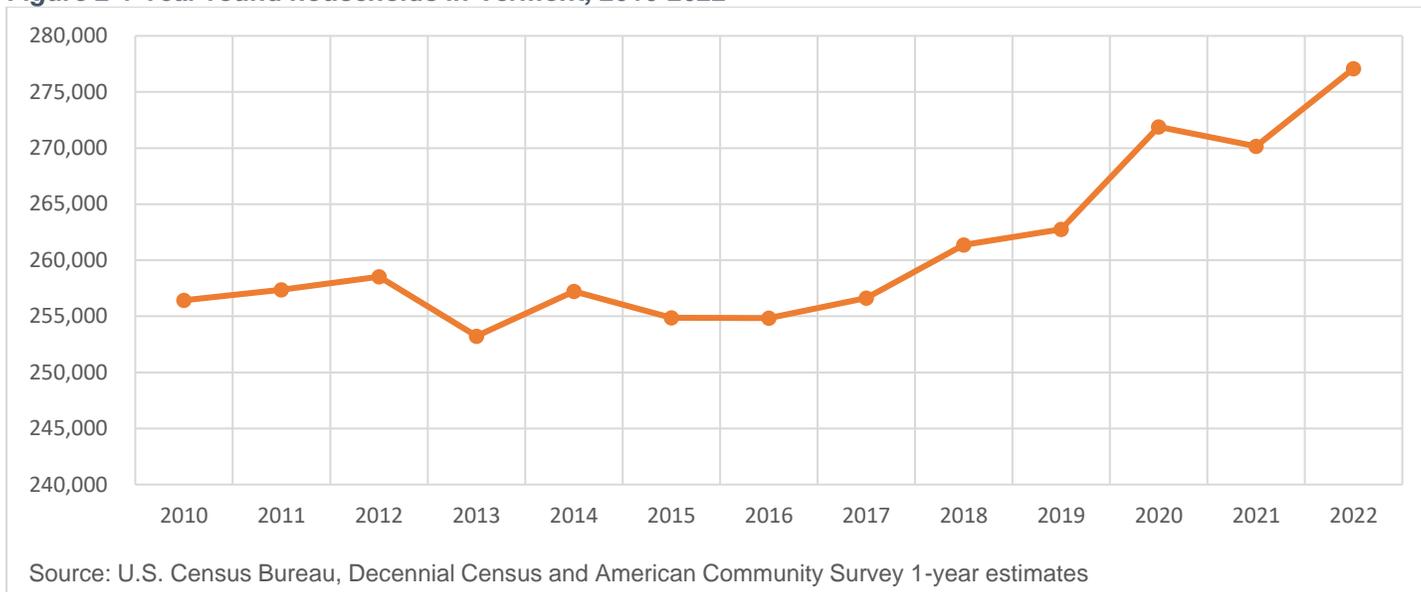
After two decades of very slow growth, demand to live in Vermont year-round began to increase in 2017 with the largest increases occurring in 2020. Between 2000 and 2020, the [number of year-round Vermont households](#) increased at an average annual pace of less than 1%, or about 1,500 households each year.

The fastest growing groups of households in Vermont in the past decade have been renters, single-person households, people aged 65-74 and people who identify as two more races.

## Pace of Growth in Households Increases in 2017

The number of year-round households in Vermont was stagnant between 2010 and 2017. In 2017, a sustained increase began, with the greatest jumps occurring after the pandemic began in 2020.

Figure 2-1 Year-round households in Vermont, 2010-2022



During the three years prior to the pandemic, Vermont’s year-round households grew by an average rate of 1%. During the pandemic, this increased to 1.8%. Although more than Vermont had been experiencing, Vermont’s pace of growth during the pandemic was lower than the national average rate of 1.9%.<sup>16</sup>

The increase since 2017 in Vermont year-round households has been due largely to households who own their homes. (Estimates of renters in 2017 and 2022 are not significantly different due to the potential for sampling error). Although additional rental homes have been built since 2017 in Vermont, some homes formerly used as rentals have converted to year-round owner occupancy or other purposes. In addition, some buildings formerly used for rental homes may be removed from the housing stock entirely if they fall into significant disrepair or are otherwise unavailable as housing.

## Net In-Migration is Primary Driver of Recent Household Growth

The number of year-round households in a location grows when the number of households forming or moving into the location outnumbers households leaving the location, either through death for single-person households or outmigration. Growth in the total number of households in Vermont has occurred in recent years because the state’s population has grown and because the number of households has increased for a given number of people, largely due households splitting from one to two. This happens when children move out of their parent’s home and when couples separate. Vermont’s population growth since 2020 has been entirely due to net migration (rather than to births exceeding deaths of existing residents).

<sup>16</sup> U.S. Census Bureau, American Community Survey, 1-year estimates for 2019-2022.



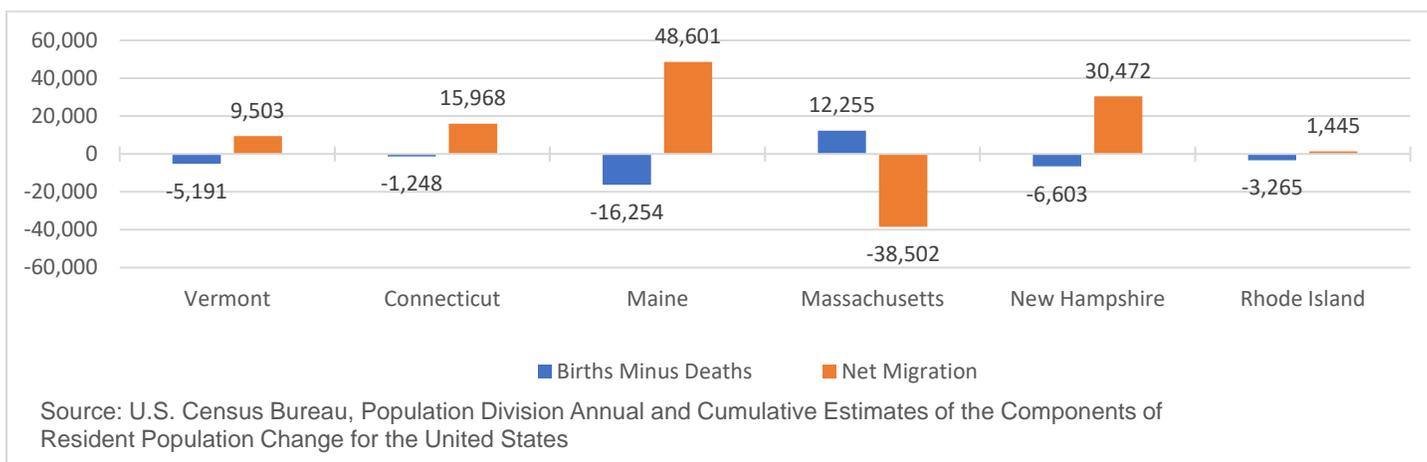
Figure 2-2 Cumulative population change, April 1, 2020 to July 1, 2023

Total Population Change	Vital Events			Net Migration		
	Natural change	Births	Deaths	Total	International	Domestic
4,387	-5,191	16,913	22,104	9,503	2,757	6,746

Source: U.S. Census Bureau, Population Division Annual and Cumulative Estimates of the Components of Resident Population Change for the United States

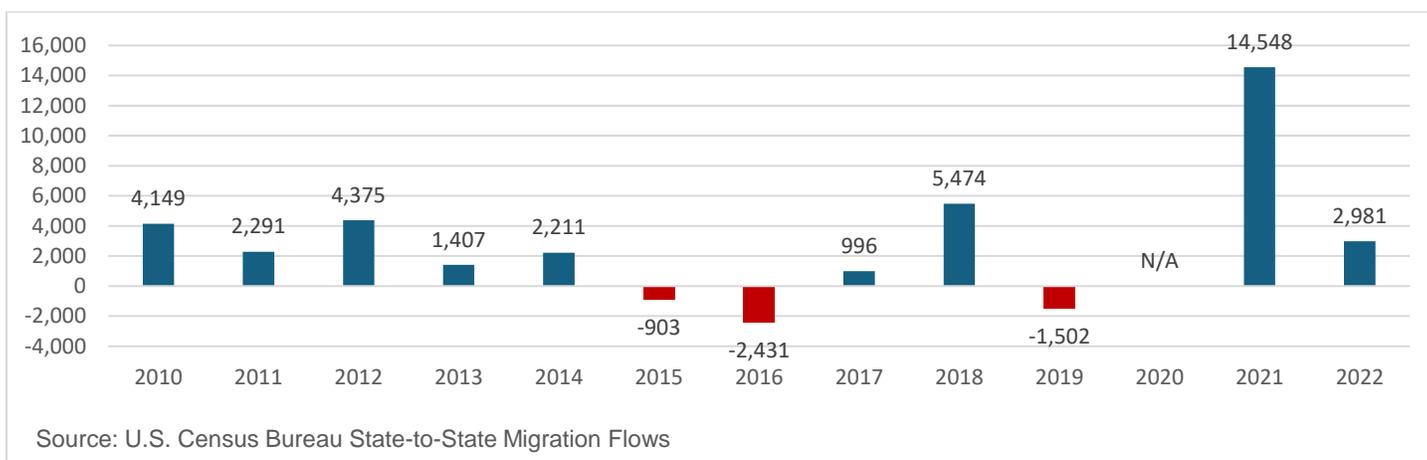
Several other New England states (Connecticut, Maine and New Hampshire) experienced similar patterns as Vermont of deaths outnumbering births, in-migration outnumbering out-migration and population growth during the period caused exclusively by net migration.

Figure 2-3 Population change by state, 2020-2023



The rate of net migration into Vermont surged in 2021 to such an extent that the state’s population growth due to net inbound migration in 2021-2022 was more than the prior 10 years combined, according to a recent analysis by the state Office of the State Treasurer. The top five “sending” states for people moving to Vermont were all in the Northeast (Massachusetts, New York, New Hampshire, New Jersey and Connecticut).<sup>17</sup> Vermont’s population increased by 2,981 from net inbound migration from other states in 2021 and 2022.

Figure 2-4 Net migration flow into Vermont by year, 2010-2022



<sup>17</sup> Vermont Office of the State Treasurer, [U.S. Census Bureau: State-to-State Migration Flows 2022 Analysis of Population Movement In and Out of Vermont](#), November 2023.

## Characteristics of Vermont Households (2010-2029)

The portion of Vermont households that own their homes remained fairly constant in 2010-2020 at 70-72%. In 2020, when the COVID-19 pandemic started, these figures shifted slightly but are expected to return to near historical averages by 2029.

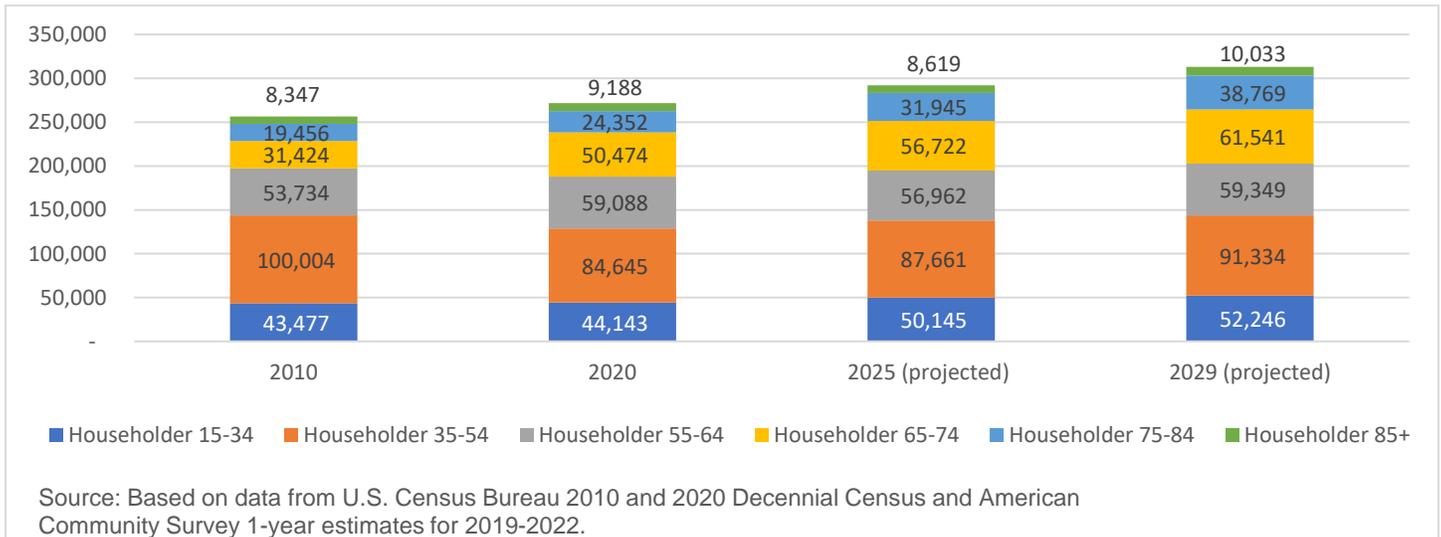
Figure 2-5 Projected year-round households by tenure, 2025 and 2029

			High ("pandemic-era") growth scenario		Low ("pre-pandemic") Growth scenario	
	2010	2020	2025 (projected)	2029 (projected)	2025 (projected)	2029 (projected)
<b>Total</b>	256,442	271,890	292,055	313,272	285,652	297,481
<b>Owners</b>	181,407	190,041	212,032	221,231	207,383	210,079
<b>Renters</b>	75,035	81,849	80,023	92,041	78,269	87,402
<b>% Owners</b>	71%	70%	73%	71%	73%	71%

Source: 2010 and 2020 are from U.S. Census Bureau Decennial Census. Projections for 2025 and 2029 assume VT's average annual household growth rate in 2019-2022 of 1.8% for the "pandemic era" scenario and the rate in 2016-2019 of 1.0% for the "pre-pandemic" growth scenario.

The portion of Vermont households headed by someone who is at least 55 years old has increased steadily, from 44% in 2010 to 53% in 2020. By 2029, 54% of Vermont's households will be headed by someone in this age group.

Figure 2-6 Projected households by age of householder, 2025 and 2029

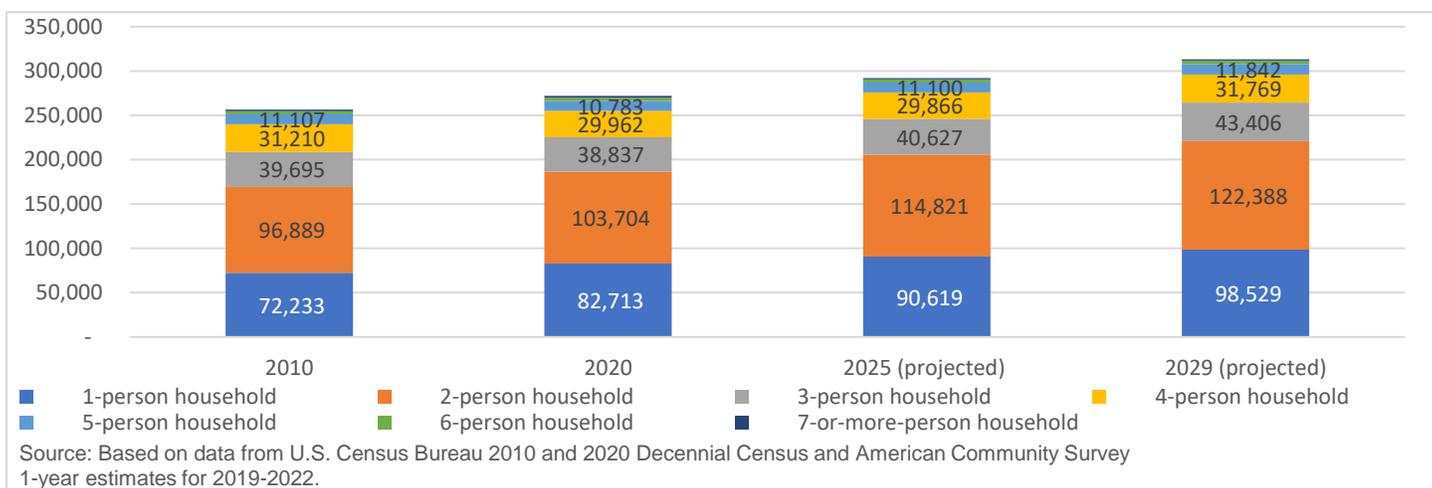


Most Vermont households have 1 or 2 members. The portion of Vermont households comprised of one or two people reached 70% in 2022 and the average household size dropped to 2.3 from 2.6 in 1990.<sup>18</sup> This pattern is likely to persist through 2029. Only 16% of Vermont households have four or more people as of 2022 Census Bureau estimates. Large households of 5 or more members will likely comprise about 6% of all Vermont year-round residents by 2029.

<sup>18</sup> U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25010)



Figure 2-7 Projected households by household size, 2025 and 2029



Census data on the number of household heads belonging to each race and ethnicity are indicative of the fact that Vermont is becoming more racially diverse. While the number of white householders is expected to rise by 1% between 2025 and 2029, the number of Black householders is expected to rise by 38%, the number of Asian householders by 36%, and the number of Hispanic households by 25%.

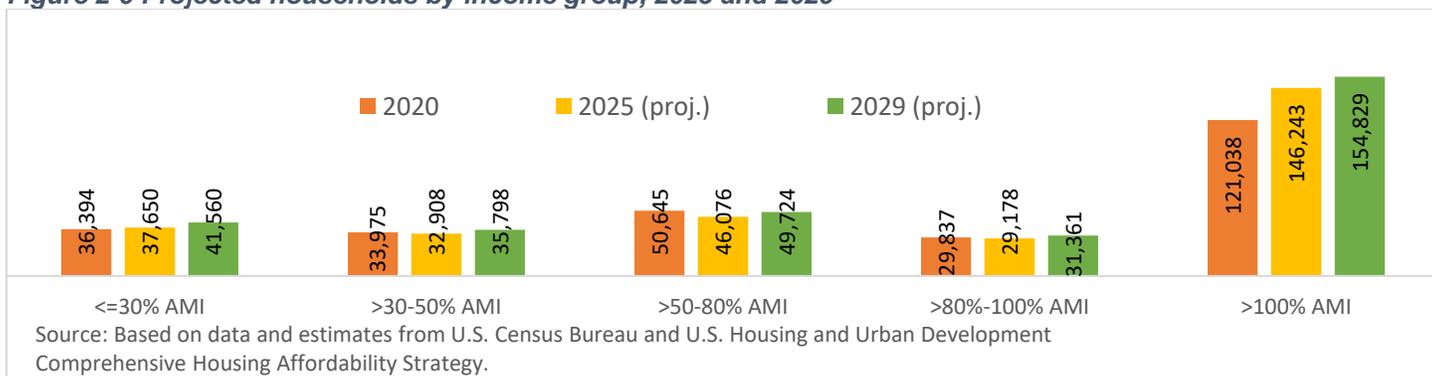
Figure 2-8 Projected households by race and ethnicity, 2025 and 2029

	2010 (actual)	2020 (actual)	2025 (projected)	2029 (projected)
White alone	248,163	250,739	263,966	267,504
Black or African American alone	1,594	2,484	3,207	4,430
Asian alone	2,077	3,224	4,359	5,934
Some Other Race alone*	554	1,746	2,291	4,786
American Indian and Alaska Native alone*	912	981		
Native Hawaiian and Other Pacific Islander alone*	48	94		
Two or more races	3,094	12,622	17,531	30,618
Hispanic householder	2,571	4,636	6,423	8,026

Source: 2010 and 2020 are from U.S. Census Bureau Decennial Census. 2025 and 2029 assume average VT household growth rate in 2019-2022 of 1.8%. \*The small number of these households required aggregation in projections for 2025 and 2029.

The number of low-income households at or below 80% of the median are expected to increase between 2025 and 2029 by about 13,000. An estimated 9,000 of these additional households will likely be renters.<sup>19</sup>

Figure 2-9 Projected households by income group, 2025 and 2029



<sup>19</sup> Based on U.S. Census Bureau American Community Survey estimates, expected 1.8% annual average household growth and average Vermont homeownership rates.

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## Housing Stock

Vermont has a long-standing, statewide lack of affordable and available homes. The shortage of affordable homes for Vermonters has been further exacerbated by changes in the economy since the pandemic, housing quality issues within the aging housing stock, and the challenges that go along with the state’s history as a vacation destination. Although options are most limited for low-income renters, renters at all income levels struggle to find an apartment due to the state’s extremely low vacancy rate. Vermont’s rental vacancy rate of 3.2% is among the lowest in the country, and well below the 5% rate of a healthy market. The most populous area, Chittenden County, had a vacancy rate estimated at just 1% in 2023.<sup>20</sup> The vacancy rate among owner homes is even lower, with Vermont’s median days-on-market of homes listed for sale at an all-time low. Catastrophic flooding during the summer of 2023 has rendered hundreds of homes across the state uninhabitable and thousands of others in need of repairs, further taxing Vermont’s fragile network of available homes. In some communities, the seasonal or vacation homes and homes used largely as short-term rentals further limit housing availability for year-round residents.

## Home Types

Vermont has an estimated 339,218 homes, of which 196,446 are owner homes (59%), 76,262 are renter homes (23%), and 51,474 are used as seasonal or vacation homes (15%). The remaining 10,879 are vacant homes used occasionally for migrant workers or with no specific use indicated (3%).<sup>21</sup>

The composition of Vermont’s housing stock varies widely by county. Chittenden County has the highest share of rental housing (36%), containing 31% of the state’s overall rental stock. Orange County has the state’s highest rate of owner housing (71%), with comparatively few seasonal or rental homes.

Figure 3-1 Total housing stock by usage

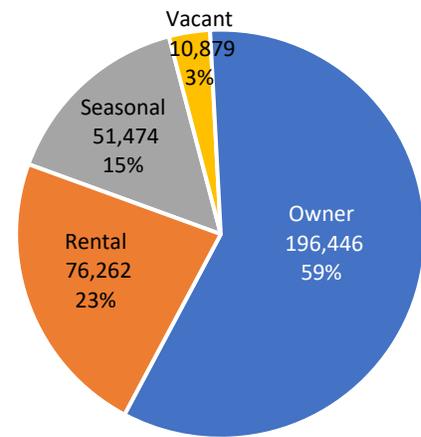
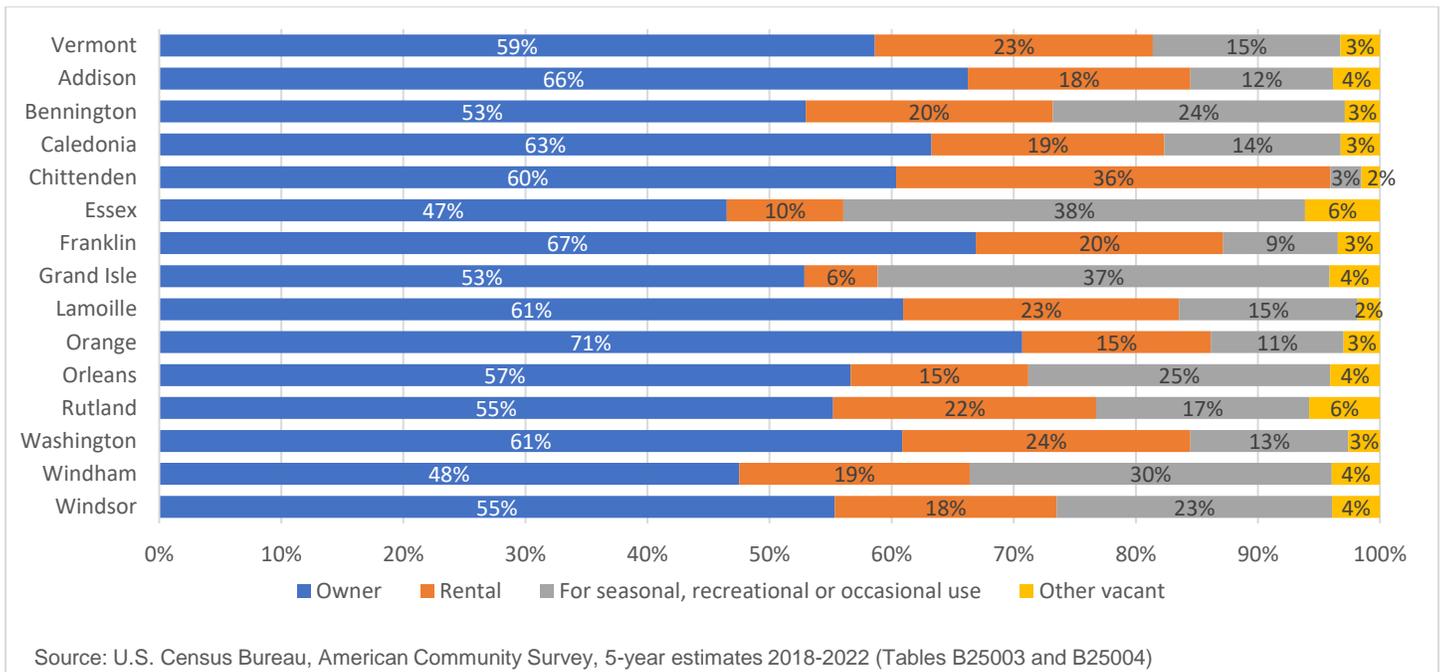


Figure 3-2 Statewide housing stock by usage type and county, 2022



<sup>20</sup> Allen, Brooks & Minor Report, A comprehensive semi-annual analysis of the real estate market, June 2023, as reported in the Chittenden County Regional Planning Commission, Building Homes Together October 2023 update.

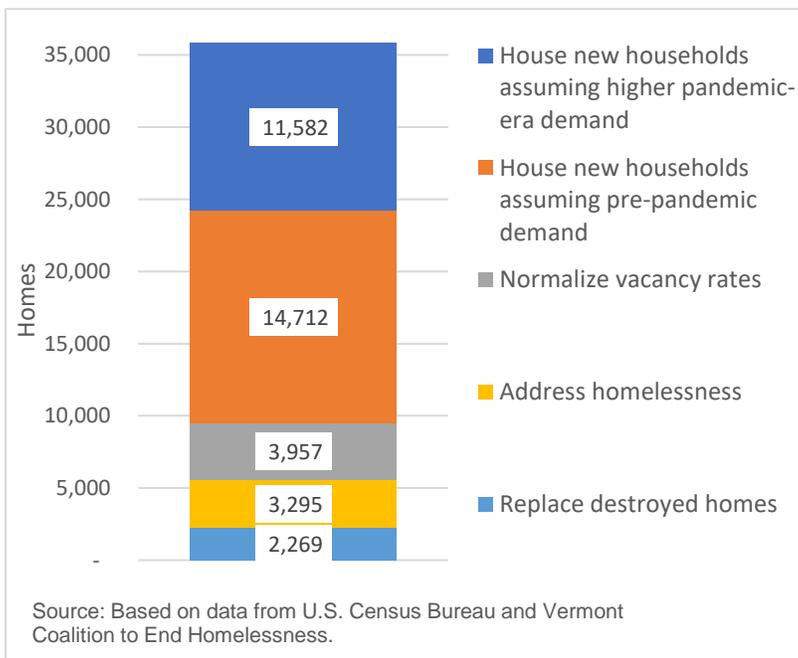
<sup>21</sup> U.S. Census Bureau, 2022 American Community Survey, 5-year estimates (Tables B25003 and B25004)

Figure 3-3 Detailed housing stock by county, 2022

Location	Owner homes	Owner % of total	Renter homes	Renter % of total	Seasonal homes	Seasonal % of total	Vacant homes	Vacant % of total	Total homes	% of all Vermont homes
Addison County	11,561	66%	3,183	18%	2,040	12%	671	4%	17,455	5%
Bennington County	11,039	53%	4,222	20%	4,987	24%	600	3%	20,848	6%
Caledonia County	10,147	63%	3,056	19%	2,318	14%	516	3%	16,037	5%
Chittenden County	44,204	60%	26,034	36%	1,852	3%	1,119	2%	73,209	22%
Essex County	2,281	47%	468	10%	1,855	38%	301	6%	4,905	1%
Franklin County	15,182	67%	4,604	20%	2,134	9%	780	3%	22,700	7%
Grand Isle County	2,783	53%	315	6%	1,949	37%	217	4%	5,264	2%
Lamoille County	8,501	61%	3,150	23%	2,039	15%	256	2%	13,946	4%
Orange County	10,602	71%	2,317	15%	1,634	11%	445	3%	14,998	4%
Orleans County	9,338	57%	2,398	15%	4,081	25%	670	4%	16,487	5%
Rutland County	18,715	55%	7,304	22%	5,908	17%	1,969	6%	33,896	10%
Washington County	18,682	61%	7,247	24%	3,973	13%	795	3%	30,697	9%
Windham County	14,225	48%	5,655	19%	8,885	30%	1,181	4%	29,946	9%
Windsor County	19,186	55%	6,309	18%	7,819	23%	1,359	4%	34,673	10%
Vermont	196,446	59%	76,262	23%	51,474	15%	10,879	3%	335,061	100%

Source: U.S. Census Bureau: American Community Survey, 5-year estimates 2018-2022 (Table B25003, B25004)

Figure 3-4 Housing stock needs projection, 2025 to 2029

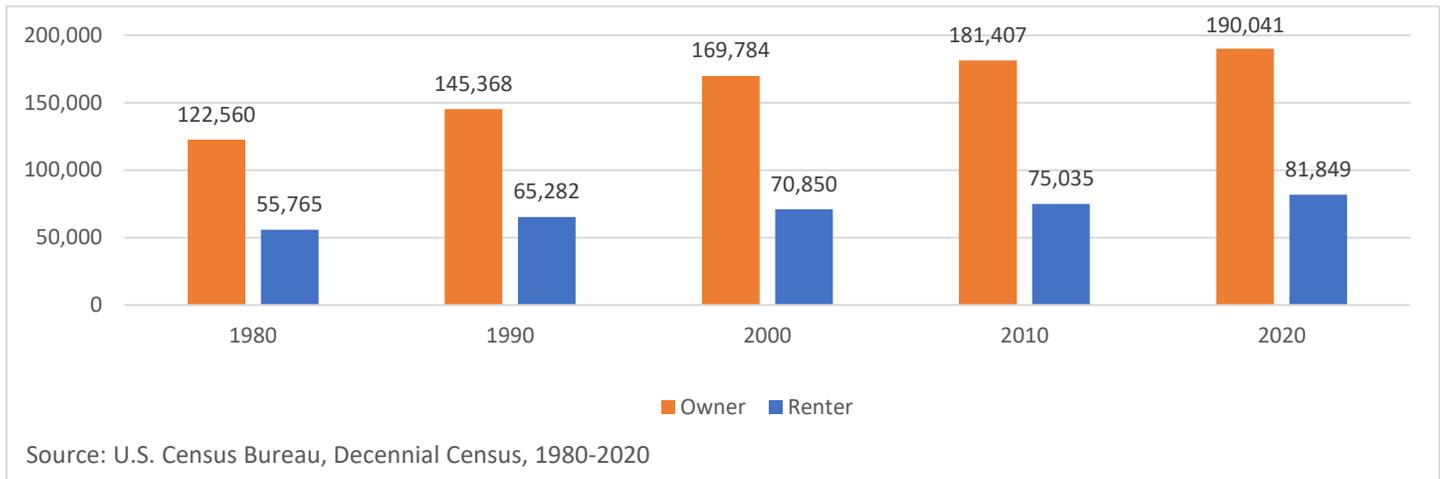


To normalize vacancy rates and house the homeless today, Vermont’s stock of year-round housing would need to expand by at least 7,000 assuming that a healthy statewide rental vacancy rate is 5% and a healthy owner vacancy rate is 2%.

To accommodate projected growth in households living year-round in Vermont, replace homes that are lost from the housing stock due to disrepair, normalize vacancy rates and to house those experiencing homelessness, Vermont is likely to need an additional 24,000-36,000 homes across the state in 2025-2029, growing the overall housing stock by between 7% and 11% during that time period.

## Change in the Housing Stock

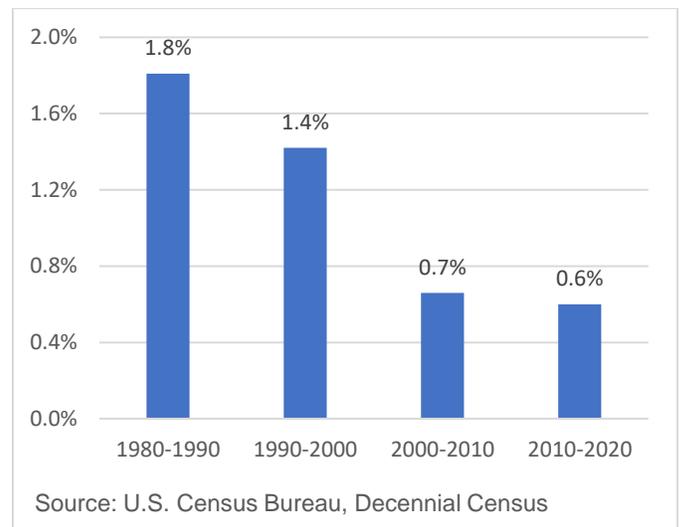
Figure 3-5 Occupied housing stock by tenure, 1980-2022



From 2010 to 2020, Vermont’s housing stock grew by an average of just 0.6% per year, increasing by 11,779 total homes or around 1,200 homes per year. Some areas of the state have slightly higher rates of housing stock growth - Chittenden County’s housing stock grew by an average of 1.2% per year between 2010 and 2020.

Vermont’s housing growth rate has declined considerably since the 1980s, when it increased at a rate of 1.8% per year. The effect of this decline in construction is reflected in Vermont’s low rental and owner vacancy rates. Without increased construction, Vermont’s home sale and rental markets will continue to grow tighter, with prices likely to continue to increase.

Figure 3-6 Average annual increase in occupied housing stock



Aside from home construction, other factors impact Vermont’s year-round housing stock including conversions between home use-types and homes removed from the housing stock all together. During the period from 2010-2020, Vermont’s occupied housing stock increased by 15,448, reflecting a net gain of 3,669 more occupied homes than total homes. This would suggest that at least that many homes had previously been classified as vacant or as a seasonal home during the prior Census. According to the U.S Department of Housing and Urban Development, 0.15% of the nation’s occupied housing stock is permanently lost each year due to destruction, unit loss during conversion to other usages, or other causes. If true in Vermont, this would represent between 500-600 homes lost annually.<sup>22</sup>

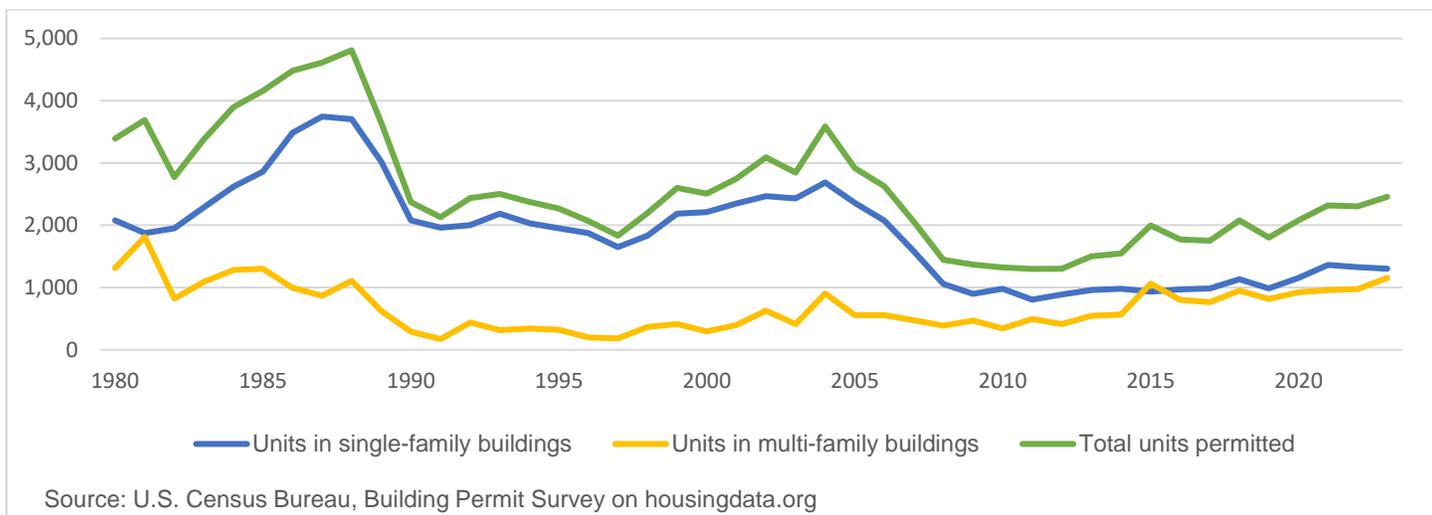
<sup>22</sup> HUD [Components of Inventory Change \(CINCH\)](#), 2017-2019. Housing needs projections in this report assume a 0.15% annual loss rate for both owner and renter homes to be conservative in light of the lack of state-level loss rate data.



## Building Permits

Vermont’s housing challenges are in part attributable to a slow rate of housing construction. The state permitted just 2,302 new homes in 2022, more than most prior years in the past decade, but well below the 5,000-7,000 homes that will be needed annually to meet the state’s needs. The overall pace of home building has increased in recent years across the state but is still far below levels seen in the 1980s and 1990s. Construction costs have increased at an annual pace of 30% since the beginning of the pandemic, compounding Vermont’s housing supply and affordability challenges. The average total costs of developing a single apartment within a multifamily building for low-income Vermonters rose to about \$500,000 in 2023. Similarly, the median price of a newly constructed single-family home in Vermont was \$616,500 in 2023.<sup>23</sup>

Figure 3-7 Number of homes permitted by building type, 1980-2023



Since 2010, the percentage of new homes permitted in the state in multi-family buildings has increased significantly.<sup>24</sup> Units in multi-family buildings have made up more than 40% of the annual building permits every year since 2015. Nationally, single family home construction has decreased since the pandemic, while multifamily housing construction is at its highest level since the 1980s, mirroring trends seen in Vermont. Although multifamily buildings are likely to be renter-occupied, the total number of Vermont homes available to renter households has remained consistently between 76,000-82,000 since 2010 when accounting for units converted to other uses, such as owner occupancy or occasional use, and for those homes that are fully removed from the housing stock.

## Planned Future Development

Across the state, there are several planned larger development projects in the works that will help address the lack of available units for renters and homeowners. These developments include (but are not limited to):

- 1,100 units to be built through a coordinated development in Burlington’s newly rezoned South End Innovation District. Beyond this initial development, the new district is zoned to accommodate 1,000 additional units. Development must meet the city’s Inclusionary Zoning requirements, ensuring that some portion will be affordable to lower income residents
- 350 mixed-income units are planned for the Winston Prouty campus in Brattleboro
- 128 homes could be built in the Prospect Heights development in Barre. If fully built out, the development could include 50 single family lots and two multi-family lots clustered together
- At least 836 apartments and mobile homes have been funded for development through public programs throughout the state

<sup>23</sup> Multiple Listing Service (MLS) on housingdata.org

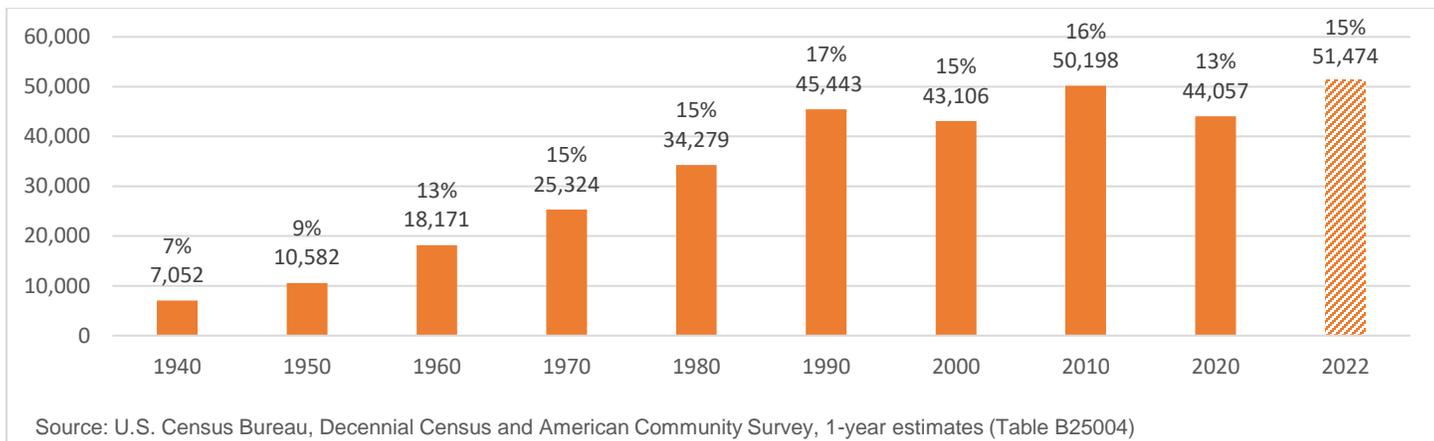
<sup>24</sup> U.S. Census Bureau, Building Permit Survey from housingdata.org



## Seasonal Homes

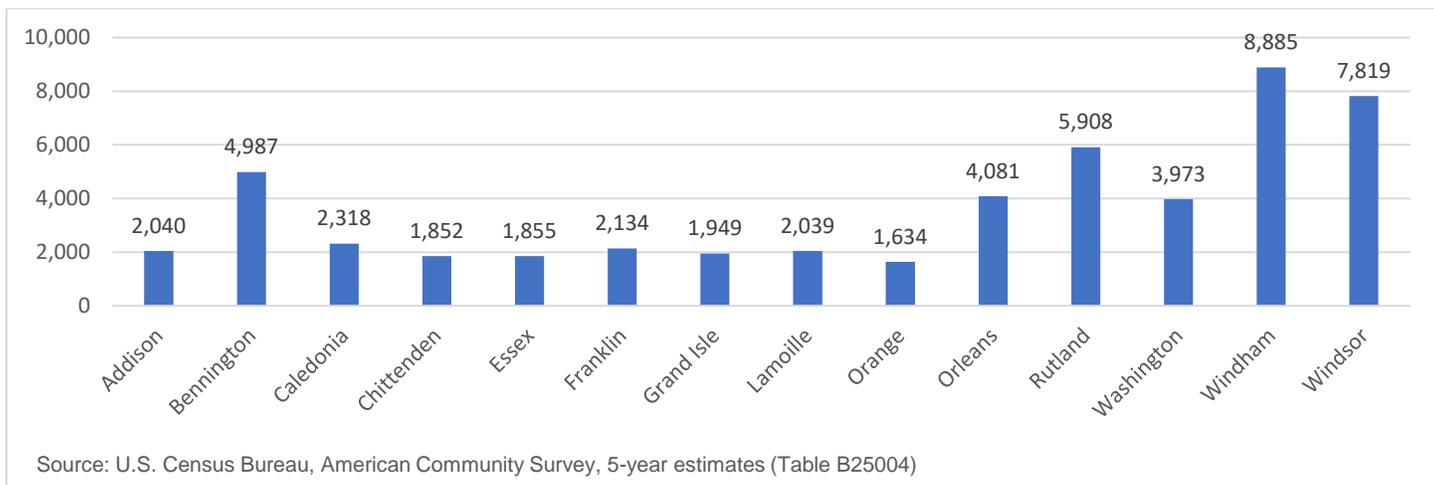
The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. Maine ranks first in the nation and New Hampshire ranks third.<sup>25</sup> Vermont, Maine, and New Hampshire have had the highest percentage of seasonal homes among all states since the Census began counting them in 1940.

Figure 3-8 Seasonal homes as a percentage of statewide total housing stock



Since 1960, seasonal homes have made up more than 10% of Vermont’s housing stock, reaching a high point of 17% of the total housing stock in 1990. Today, there are more seasonal homes than there were in 1990, but they make up a smaller percentage of the overall housing stock. Estimates of the number of seasonal homes reached a high point right before the pandemic after years of sustained growth. Since the pandemic, the number of seasonal homes has decreased. The decrease occurred at the same time as an overall increase in the year-round housing stock, suggesting some of the seasonal units were converted to year-round housing following the outbreak of the pandemic.

Figure 3-9 Seasonal housing stock by county, 2022



Vermont’s least populous counties, Grand Isle and Essex, had the highest proportion of their housing stock used as vacation homes (37% and 38%, respectively), while the most densely populated county, Chittenden County, had the smallest (3%). Despite this, most of the state’s seasonal homes are in southern Vermont counties that feature a large resort town (Bennington, Windham, Windsor, and Rutland).

<sup>25</sup> U.S. Census Bureau, American Community Survey, 5-year estimates (B25004) and Decennial Census



Figure 3-10 Towns with the most seasonal homes, 2022

Location	County	Seasonal homes	Seasonal homes % of total housing stock	Total housing stock
Killington	Rutland	2,359	85%	2,766
Dover	Windham	2,289	76%	2,995
Ludlow	Windsor	2,167	70%	3,097
Warren	Washington	1,735	68%	2,556
Wilmington	Windham	1,456	60%	2,435
Stratton	Windham	1,431	93%	1,537
Stowe	Lamoille	1,354	33%	4,066
Winhall	Bennington	1,328	79%	1,676
Hartford	Windsor	965	16%	5,989
Manchester	Bennington	951	33%	2,891

Source: U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table B25004)

While some seasonal homes could be used as year-round homes, many properties are unlikely to change status. At least some seasonal homes are unheated hunting cabins, lakeside camps with limited septic systems, or condominiums within ski resorts that are not suitable for year-round use. Approximately 4,200 vacant homes do not have complete kitchen facilities<sup>26</sup> and 4,960 do not have working plumbing<sup>27</sup>, suggesting they would need significant conversion before becoming usable for full year occupancy.<sup>28</sup>

Figure 3-11 Seasonal homes and short-term rentals by county

Location	Seasonal homes	Seasonal % of housing stock	Short-term rentals	STR % of housing stock	Total housing stock
Addison County	2,040	12%	324	1.9%	17,455
Bennington County	4,987	24%	851	4.1%	20,857
Caledonia County	2,318	14%	339	2.1%	16,037
Chittenden County	1,852	3%	925	1.3%	73,209
Essex County	1,855	38%	94	1.9%	4,905
Franklin County	2,134	9%	212	0.9%	22,714
Grand Isle County	1,949	37%	211	4.0%	5,264
Lamoille County	2,039	15%	1,716	12.3%	13,946
Orange County	1,634	11%	245	1.6%	14,998
Orleans County	4,081	25%	506	3.1%	16,499
Rutland County	5,908	17%	1,629	4.8%	33,906
Washington County	3,973	13%	1,042	3.4%	30,697
Windham County	8,885	30%	1,790	6.0%	29,978
Windsor County	7,819	23%	1,750	5.0%	34,673
Vermont	51,474	15%	11,634	3.5%	335,138

Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table B25004) and AirDNA data on active short-term rental homes in October 2023 on housingdata.org

<sup>26</sup> U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table B25052)

<sup>27</sup> U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table B25048)

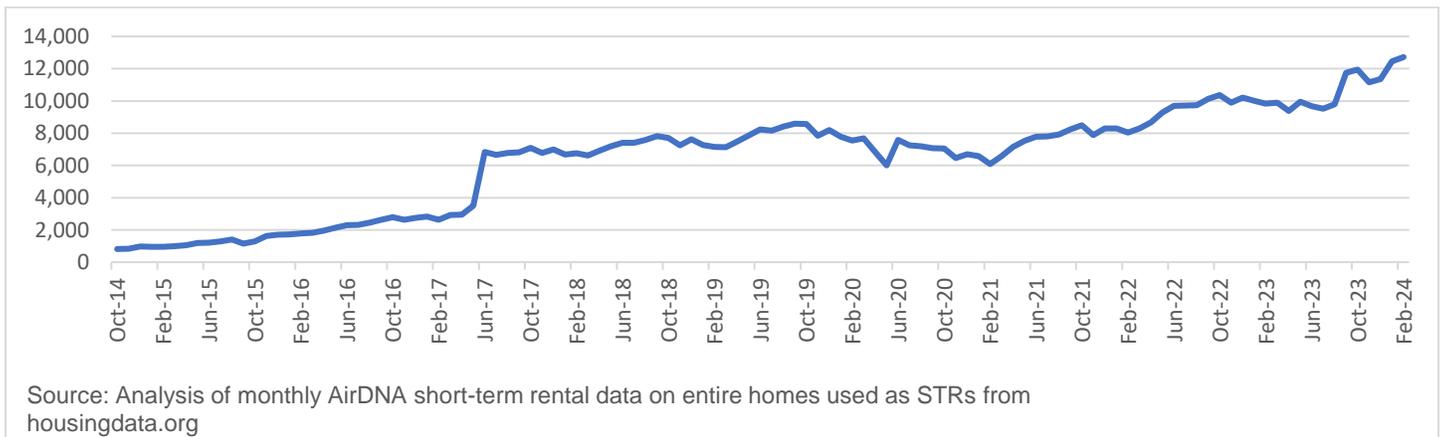
<sup>28</sup> Seasonal homes make-up 74% of the Census Bureau classified “vacant homes” in Vermont

## Short-Term Rentals

Short-term rentals (STRs) are typically furnished homes rented for short periods of time, instead of being annually leased or owner occupied. They are often used by travelers as an alternative to a hotel, as they may feature different amenities, prices, and locations than more traditional lodging. Vermonters opening their homes for short stays is not a new phenomenon. Today, traditional bed & breakfasts can still be found in many of the state’s historic downtowns, with some having first welcomed guests more than 100 years ago. However, the practice has changed dramatically since the introduction of web-based listing sites such as AirBNB and Vrbo. The ease of listing a home (or part of one) has led to the proliferation of homeowners doing so who may not otherwise have felt comfortable with this even ten years ago.

In 2014, just over 1,000 homes statewide were listed on these sites as short-term rentals, according to AirDNA. During January 2024, more than 12,000 entire homes in Vermont were actively used as short-term rentals for at least one night. That figure only includes full-unit rentals to isolate full homes that could be immediately used for year-round residence. Partial homes, shared rooms, resorts, and traditional bed and breakfasts listed on these sites have been excluded from this data. Homes used as short-term rentals may be seasonal homes or they may be homes occupied primarily by their owners who use them as short-term rentals when they are staying elsewhere.

Figure 3-12 Active short-term rentals by month, 2015-2024



It is clear that the number of homes used as short-term rentals in Vermont has significantly increased over time, with a marked increase in the last three years. The larger trend was briefly halted by the impact of the COVID-19 pandemic and the associated travel restrictions, apparent in the stark decline in active homes in May 2020. From February 2021 onwards, the STR market made a swift recovery, with about as many active STR homes in September 2019 (8,583 homes) as there were in September 2021 (8,237). The growth continued, with an average of ~1,250 additional units listed as STRs each year in September 2022 (10,131) and 2023 (11,747).

Figure 3-13 Active short-term rentals by county, Oct. 2023

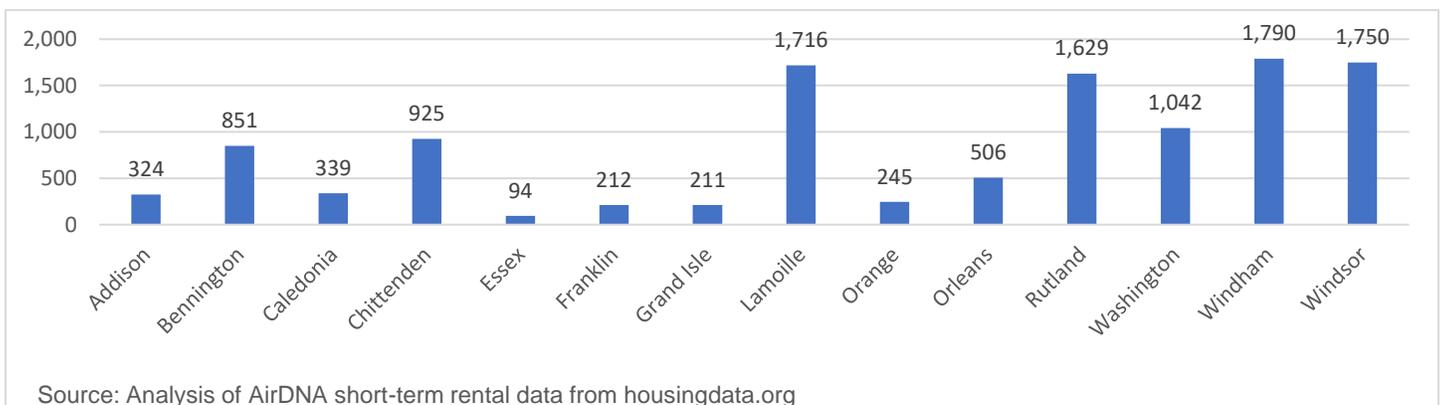
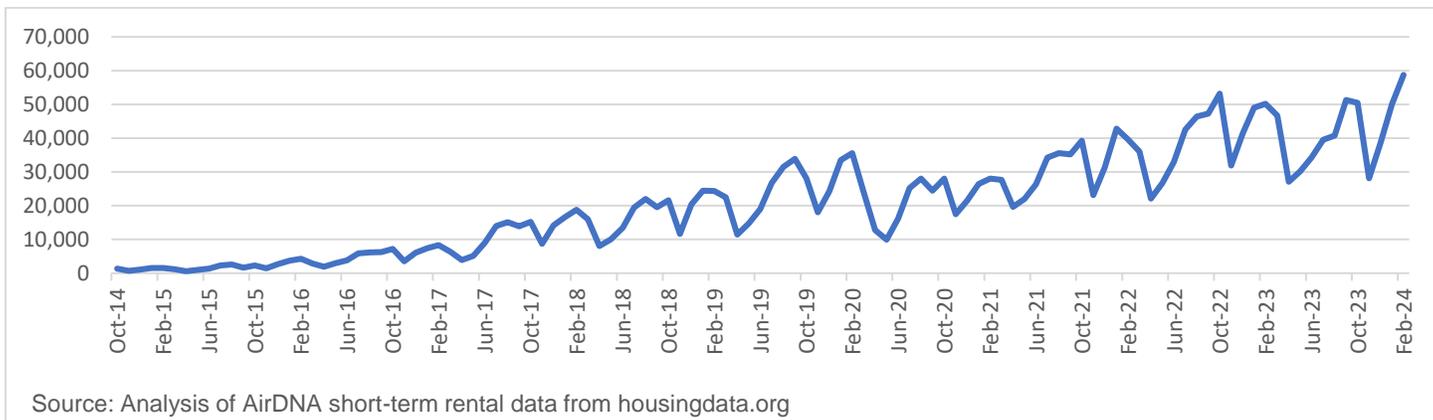


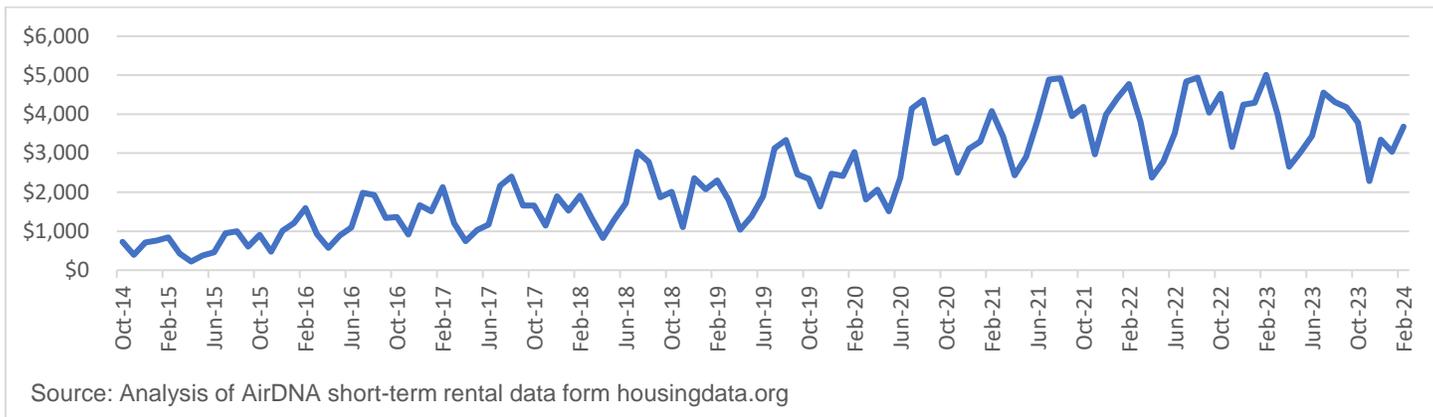


Figure 3-14 Monthly total short-term rental reservations, 2014-2023



The demand to stay in Vermont STRs has continuously increased over this period as well. In Sept. 2019, there were 33,892 full unit STR reservations in Vermont. Despite pandemic conditions that both hindered travel and limited the number of STRs available to rent, guests made 24,419 reservations at STRs in Vermont during Sept. 2020. Reservations made a full recovery to pre-pandemic levels in September 2021 and have continued to rise since. There were 51,290 STR reservations in Vermont in September 2023.<sup>29</sup> The data shows a seasonal cycle in the number of active STRs in the state. Annually, September and October have the highest number of active STRs statewide. February, March, and November have the lowest counts annually. This reflects seasonal weather patterns and tourism trends.

Figure 3-15 Average monthly revenue per short-term rental, 2014-2023



These changes are also reflected in the average monthly revenue per STR. Average revenue (i.e. rent collected from visitors before fees) was below \$2,000 in all months prior to June 2018, reaching \$2,460 by September 2019. That number jumped to \$3,256 in 2020, then again to \$3,948 in 2021. The rate of increase leveled out after that point, increasing less drastically to \$4,040 in Sept. 2022 and then \$4,181 in 2023. However, it is worth noting that average monthly revenue crossed \$5,000 for the first time in February 2023. By contrast, the Fair Market Rent in 2024 for a 2-bedroom year-round rented Vermont home was between \$936 and \$1,887 according to HUD.

Reviewing the average daily rates of short-term rentals demonstrates the strong financial incentives for owners to list homes as short-term rentals. The average short-term rental in Vermont was listed in September 2023 for \$323 per night. At that rate, a property owner would only need to rent the home for three to six days in a month to make more than renting the home out full-time at the median rent value. In addition, in strong short-term rental markets, short-term rental property owners can avoid landlord-tenant laws and the possible cost of evictions.

<sup>29</sup> Vermont homes used as STRs in Sept. 2023 had 5 reservations during the month on average



Towns with the most short-term rental listings are consistently the ski resort towns of Stowe, Killington, Ludlow, Dover, and Warren. These towns are also the state’s top locations for the number of seasonal homes. Vermont’s seasonal homes account for about 15% of the state’s total housing stock, according to the Census Bureau. Short-Term Rentals account for about 4%, but from the data we cannot determine the overlap between these two figures.

Figure 3-16 Towns with 200 or more short-term rentals, Oct. 2023

Location	County	Short-term rentals (active Oct. 2023)	Short-term rental % of total housing stock	Total housing stock
Stowe	Lamoille	989	24%	4,066
Killington	Rutland	887	32%	2,766
Ludlow	Windsor	651	21%	3,097
Dover	Windham	528	18%	2,995
Warren	Washington	405	16%	2,556
Cambridge	Lamoille	377	22%	1,721
Wilmington	Windham	337	14%	2,435
Londonderry	Windham	301	20%	1,509
Burlington	Chittenden	270	1%	18,203
Winhall	Bennington	236	14%	1,676
Hartford	Windsor	221	4%	5,989
Manchester	Bennington	203	7%	2,891

Source: American Community Survey 5-year estimates 2018-2022 (Table B25004) and AirDNA data analysis on housingdata.org

Determining where owners of Vermont’s short-term rentals live is less straightforward. Hosts self-report their location on rental websites and are not required to provide the same level of specificity when stating where they live as opposed to where their STR property is located.

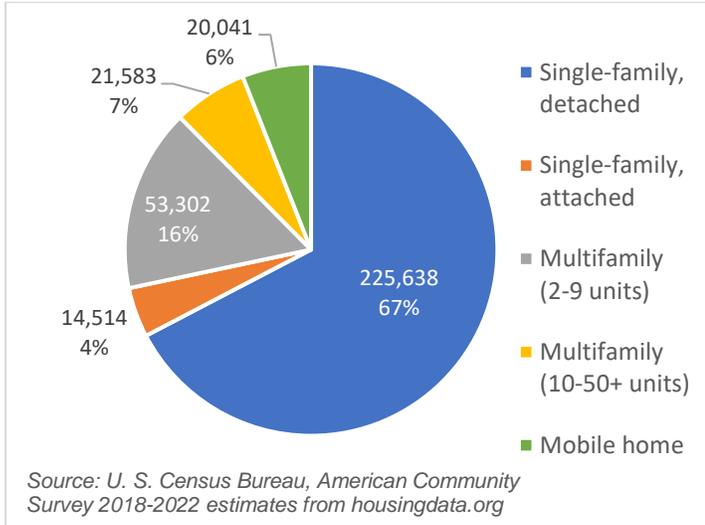
Through a data cleaning process, we were able to determine the host locations for 7,786 of the 11,878 active strs in October 2023, representing 66% of the total listed homes. However, it should be noted that STR property management companies that list homes they do not own but only manage may further obscure where hosts live. For example, Vacasa, a management company with over 44,000 units managed nationally, was listed as the host of 795 active full unit STRs in Vermont in October 2023. This manager is one of several local and national management companies operating in Vermont, all of which likely do not own any of the units within their portfolio and we are not able to deduce owner characteristics.

Of the STR homes with identifiable locations in October 2023, 4,145 STRs have a confirmed Vermont based host, representing 53% of the homes. Another 1,215 homes had a host from neighboring New Hampshire, Massachusetts, or New York. Only 95 hosts identified as living in a country other than the U.S., with 61 of those hosts from Canada. The remaining 2,301 homes were hosted by someone from another state or only listed themselves as a U.S. based host without further identifying information.

## Building Types

Vermont’s housing stock is largely comprised of single-family detached homes, which make up 67% of all year-round homes in the state, while homes in multifamily structures account for 22% of the housing stock. Nationally, 61% of the housing stock are single-family detached homes and 27% are in multifamily buildings.

Figure 3-17 Residential buildings by type, 2022



Vermont homeowners predominantly live in detached single family homes whereas renter households are much more likely to live in a multifamily building. 85% of owner-occupied homes are single family detached structures, while only 20% of renter households are this building type. Conversely, 72% of renter households live in multifamily buildings (50% in smaller buildings with less than 10 units, 22% in larger buildings) while only 5% of owner households are in multifamily buildings (4% in smaller buildings and 1% in larger respectively). Nationally, 82% of owner occupied homes and 25% of renter occupied homes are single family detached and 65% of renter households are in multifamily buildings.

Figure 3-18 Owned homes by building type, 2022

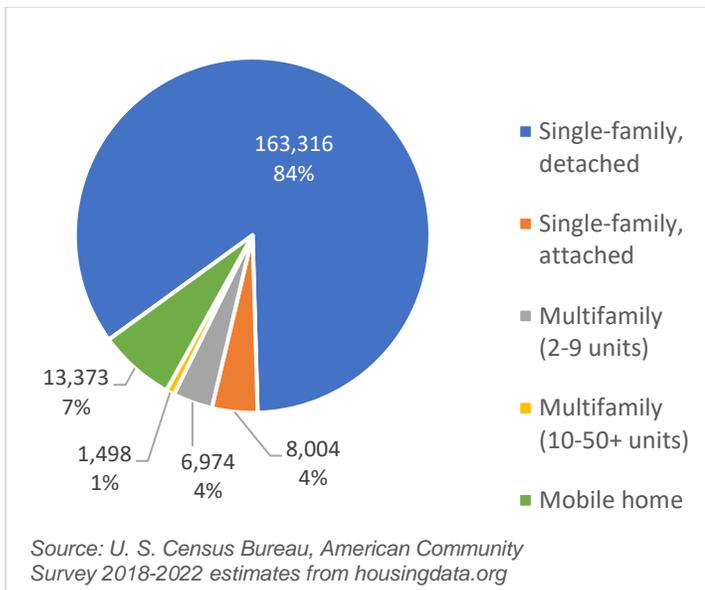
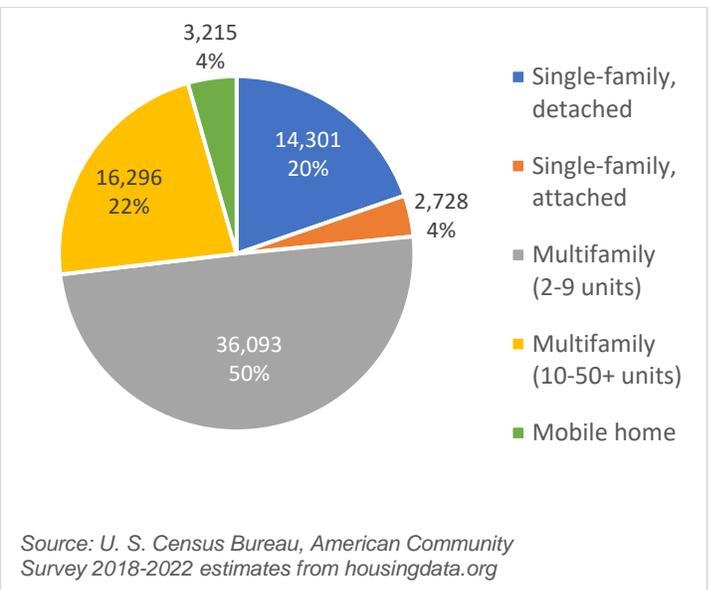


Figure 3-19 Rented homes by building type, 2022





## Manufactured Homes

Under Vermont law, the terms “mobile home” and “manufactured home” are used interchangeably for factory-built homes transported to their final site. Manufactured homes present an affordable housing option for many Vermont residents - the median Vermont mobile home with land sold for \$130,000 in 2023, while the median detached single family home sold for \$325,000. There are approximately 16,500 occupied manufactured homes in the state, making up around 6% of the overall housing stock. An estimated 13,373 manufactured homes in Vermont are owner-occupied and 3,215 are rented. There are an additional 3,500 manufactured homes used either as seasonal homes or are currently vacant.

Vermont’s 71% manufactured home homeownership rate is one of the highest in the nation. Within Vermont’s mobile home parks, the homeownership rate is even higher at 90%. This homeownership rate is higher still in nonprofit and resident owned cooperative parks where 98.7% of the mobile homes are owned by residents.<sup>30</sup>

**Figure 3-20 Manufactured homes and mobile home parks by county, 2022**

Location	# of manufactured homes	% of county housing stock	# of mobile home parks	# of homes in mobile home parks	% of manufactured homes in parks
Addison County	1,331	8%	15	381	29%
Bennington County	1,059	5%	25	624	59%
Caledonia County	1,390	9%	12	312	22%
Chittenden County	2,786	4%	24	1,796	64%
Essex County	475	10%	2	39	8%
Franklin County	1,356	6%	27	435	32%
Grand Isle County	629	12%	2	25	4%
Lamoille County	1,301	9%	7	314	24%
Orange County	1,428	10%	15	220	15%
Orleans County	1,352	8%	6	207	15%
Rutland County	1,874	6%	25	362	19%
Washington County	1,641	5%	24	538	33%
Windham County	1,366	5%	16	475	35%
Windsor County	2,053	6%	36	809	39%
Vermont	20,041	5%	236	6,537	33%

Source: VT Mobile home park registry and American Community Survey, 5-year estimates 2018-2022 (Table B25032)

Manufactured home standards were first established in 1974 under the Mobile Home Construction and Safety Standards Act (what has become known as “HUD Code”), which ratified certain minimum health and safety requirements for all new homes. Homes built prior to 1976 were unregulated and thus more likely to contain potentially hazardous building materials or may have become structurally unsound in the intervening years. There are 4,000 to 5,000 manufactured homes in Vermont built prior to 1979<sup>31</sup>, of which 3,300 are owner occupied and 1,300 are renter occupied.<sup>32</sup> A 2019 analysis of Vermont’s mobile home parks found that approximately 25% of the homes within parks may be in substandard condition due to age or other quality concerns.<sup>33</sup>

<sup>30</sup> Vermont Department of Housing and Community Development, [2022 Vermont Mobile Home Parks Report](#)

<sup>31</sup> U.S. Census Bureau, [Public Use Microdata Sample \(PUMS\)](#) 5-year estimates, 2018-2022

<sup>32</sup> U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table B25127)

<sup>33</sup> Vermont Housing & Conservation Board, [Sustainability Assessment of Affordable Mobile Home Parks in Vermont](#), 2019

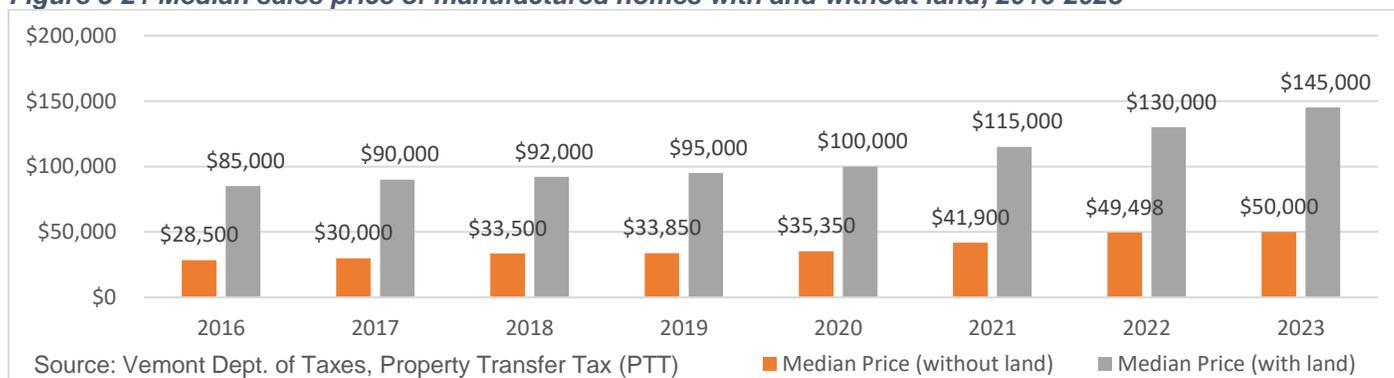
Recognizing the specific need for home repair assistance among manufactured homeowners, the state of Vermont launched the Manufactured Home Improvement & Repair (MHIR) program in 2023, providing home repair grants in instances where a homeowner is not able to replace their home, but their home needed repairs to keep the owner housed<sup>34</sup>. As of June 2024, 218 households had received home repair grants.<sup>35</sup>

By contrast, modern manufactured homes are built to similar building standards as other new homes while offering cost savings through their construction process. New manufactured homes, especially those built after 2016 quality standards updates by the U.S. Department of Energy, are held to higher energy efficiency standards, making them likely more efficient than much of the Vermont’s older existing housing stock<sup>36</sup>. Also as of 2016, all newly shipped manufactured homes must be sited on a HUD-approved concrete slab foundation, making the homes more energy efficient and prolonging their lifespan. While this creates greater home sustainability in the long run, the additional foundation requirement has increased installation costs by more than \$10,000 per home.

1,148 new manufactured homes have been shipped to Vermont since 2016, averaging 144 new homes per year. This figure, reflecting homes shipped from factories to local distributors, has been relatively steady since 2008. Vermont averaged 358 new manufactured homes per year from 2001-2007 and 594 per year from 1994-2000<sup>37</sup>. This follows a national trend of declining manufactured home shipments that began in the early 2000s.<sup>38</sup>

Historically, manufactured homes have provided a more affordable option for homeownership. However, the sales price of new manufactured homes has doubled in the last 5 years in Vermont. In September 2019, the average new single-wide and double-wide sold for \$59,600 and \$103,700 respectively in the Northeast region of the US. In September 2023, those figures had increased to \$85,400 and \$172,800, representing a 43% and a 66% increase.<sup>39</sup> In Vermont, the median price of mobile home sold with land was \$145,000, representing a 50% increase in median price since 2019. The average home sale price for manufactured homes in Vermont in 2022 was the tenth most expensive in the country compared to other states.<sup>40</sup>

**Figure 3-21 Median sales price of manufactured homes with and without land, 2016-2023**



Manufactured homes sold without land are likely to be located within one of the state’s mobile home parks. In 2023, the median lot rent, the monthly cost of siting a manufactured home in a park, in Vermont was \$390.<sup>41</sup> This figure has increased over time, but to a lesser degree than the increase in overall median rents in the state. Chittenden County has the highest median lot rents at \$463, while Windham has the lowest median rents at \$305.

<sup>34</sup> Vermont State Housing Authority (VSHA), [Manufactured Home Repair Program](#)

<sup>35</sup> Vermont State Housing Authority (VSHA) [Legislative testimony Jan. 16, 2024](#)

<sup>36</sup> The Daily Journal of the United States Government, [Energy Conservation Program: Energy Conservation Standards For Manufactured Housing](#), May 31, 2022

<sup>37</sup> U.S. Dept. of Housing and Urban Development, Manufactured Housing Survey, [Annual Totals of Shipments to States: 1994 - 2023](#)

<sup>38</sup> Christopher Hebert, Alexander Hermann, Daniel McCue, Chadwick Reed, Joint Center For Housing Studies of Harvard University (JCHS), [A Review of Barriers to Greater Use of Manufactured Housing for Entry-Level Homeownership](#), Jan 2024

<sup>39</sup> U.S. Dept. of Housing and Urban Development (HUD), [Average sales price of manufactured homes by region](#)

<sup>40</sup> New York Times, [Home Prices Grew but Mobile Home Prices Grew Faster](#), 2023

<sup>41</sup> Vermont Department of Housing and Community Development, [2022 Vermont Mobile Home Parks Report](#)



## Mobile Home Parks

While most manufactured homes in Vermont are sited on individual parcels of land, approximately 7,104 manufactured homes are located in one of Vermont’s 238 “mobile home parks,” which are defined as “any property that has more than two mobile homes or mobile home lots with limited exceptions for farm worker housing and seasonal or vacation homes”. There were 6,777 occupied lots and 327 vacant lots as of the 2023 registry listing. Essex County has the state’s highest lot vacancy rate, while Lamoille County has the lowest vacancy rate.

The number of parks and lots has decreased over time due to park or lot closures. In 2022, there were six fewer registered parks with 82 fewer total lots than in 2013. Tracing that trend back further, from 2004 to 2013 there were 10 fewer parks with 132 fewer total lots. All told, Vermont lost 16 parks and more than 200 lots (about 3% of the mobile home park lots in the state) in the last twenty years. In tandem, local land use and zoning rules have made it more difficult to create new mobile home parks, suggesting the number of parks will continue to decrease over time.

Figure 3-22 Mobile home parks by county, 2023

Location	Parks	Lots	Vacant Lots	Vacancy Rate	Lots in Flood Hazard zones	Median Lot Rent
Addison County	14	382	7	2%	15	\$383
Bennington County	27	709	68	10%	160	\$415
Caledonia County	12	355	34	10%	19	\$350
Chittenden County	24	1,857	29	2%	50	\$463
Essex County	2	42	6	14%	4	\$330
Franklin County	26	461	10	2%	28	\$385
Grand Isle County	2	32	3	9%	0	\$389
Lamoille County	8	331	3	1%	25	\$355
Orange County	15	277	16	6%	5	\$387
Orleans County	6	215	5	2%	0	\$406
Rutland County	25	433	36	8%	22	\$360
Washington County	24	608	44	7%	211	\$410
Windham County	17	522	23	4%	169	\$305
Windsor County	36	880	43	5%	101	\$445
Vermont	238	7,104	327	5%	809	\$390

Source: Vermont Department of Housing & Community Development Mobile Home Park Registration Summary, 2023

Unlike other states, more than half of Vermont’s mobile home parks are small parks with fewer than 20 homes. Only 21 parks have more than 75 lots and among those, only 2 parks have more than 200 lots. By contrast, states like California, Texas and Florida have parks with more than a thousand homes each. Small parks create a unique problem as the cost of maintaining infrastructure today may not be covered by the revenue generated from the lot rent of the small number of homes.

Mobile home park residents are vulnerable to housing issues in part because of the mobile homes themselves, but mainly because they don’t own the land on which their home sits. While most mobile home parks are privately owned, others are owned by non-profit organizations or resident-owned cooperatives. Park residents are protected by the “warranty of habitability” within state statute, which outlines the responsibilities of owners and residents for maintenance and upkeep, as well as establishing a system to report potential concerns.<sup>42</sup> DHCD contracts with the Champlain Valley Office of Economic Opportunity (CVOEO) Mobile Home Program to provide direct assistance to mobile home park residents throughout Vermont.

<sup>42</sup> Vermont Statute, [Title 10, Chapter 153: Mobile Home Parks](#)



Since the passage of “Act 252” in 1988, Vermont mobile homeowners in parks have the right to consider buying a park that comes up for sale. Since then, 48 parks have been purchased by nonprofit housing organizations and 20 have become resident owned cooperatives following a Notice of Intent to Sell. Now, 28% of Vermont’s mobile home parks are owned by nonprofits and cooperatives and contain nearly half of Vermont’s home park lots. The rate of park conversion to different ownership models has declined in recent years as small parks have become more challenging to effectively finance.

Beyond the right to purchase their park when it’s for sale, Vermont’s mobile home park residents also have the right to mediation of certain lot rent increases. Lot rent increases that are more than 1% above the annual change in the Consumer Price Index as established by the DHCD are eligible for mediation.

**Figure 3-23 Mobile home parks and lots by ownership type by county, 2023**

Ownership type	For profit		Non-profit		Cooperative		All Rental (for-profit)	
	Parks	Lots	Parks	Lots	Parks	Lots	Parks	Lots
Addison County	4	36	9	340	0	0	2	11
Bennington County	22	652	2	45	0	0	1	7
Caledonia County	10	301	2	73	0	0	0	0
Chittenden County	9	376	5	393	10	1082	0	0
Essex County	2	42	0	0	0	0	0	0
Franklin County	19	352	3	58	2	39	3	17
Grand Isle County	1	8	1	24	0	0	0	0
Lamoille County	6	214	0	0	1	113	0	0
Orange County	7	80	6	181	0	0	2	17
Orleans County	3	54	2	150	0	0	1	11
Rutland County	20	298	3	78	2	56	0	0
Washington County	19	413	3	93	1	83	1	4
Windham County	6	56	5	119	3	315	2	9
Windsor County	24	623	7	222	1	14	4	21
Vermont	152	3505	48	1776	20	1702	16	97

Source: Vermont Department of Housing & Community Development, Mobile Home Park Registry 2023

The Mobile Home Task Force convened by the Vermont legislature in 2022 found that aging park infrastructure is the greatest risk to long term mobile home park sustainability.<sup>43</sup> Most of the state’s mobile home parks were built prior to 1970 and have not had direct access to infrastructure funding in the intervening years, specifically in relation to park water systems. More than 75% of the mobile home parks in the state were constructed prior to the ratification of the Clean Water Act in 1975, which standardized practices for groundwater and wastewater. More than half of the state’s mobile home parks are not connected to municipal water systems and are individually responsible for system maintenance without funding streams available to municipalities.

The MHIR program, funded by both ARPA and the State’s General Fund, also offers assistance to park owners for small-scale capital improvements to infill vacant or abandoned mobile home park lots and to prospective homeowners to provide new foundations for the placement of manufactured homes. The desired outcome is to prepare 125 to 300 vacant or abandoned lots for new manufactured homes and to install 25 to 75 foundations. As of June 2024, 113 small-scale capital improvement projects for the infill of 89 lots have been approved and 60 foundation projects for the installation of homes on 52 lots have been approved.

Currently, there are 809 lots situated within a flood hazard zone, making up 11% of all homes in parks. UVM researchers have found that 32% of all mobile home parks in the state have some of their land in floodplains, and more than 20% of all mobile home parks have at least one house in the floodplain. 154 homes in mobile home parks were destroyed by Tropical Storm Irene. The flooding of July 2023 continued this trend, damaging 277 mobile homes, including 42 homes that were destroyed in two parks with extreme flooding in Berlin.

<sup>43</sup> [Report of The Mobile Home Task Force](#), Feb 11, 2024



## Accessory Dwelling Units

Vermont's Planning Act (24 V.S.A 4412) defines Accessory Dwelling Units (ADUs) to mean “a distinct unit that is clearly subordinate to a single family dwelling, and has facilities and provisions for independent living, including sleeping, food preparation, and sanitation”.

Since 2016, all New England states aside from Massachusetts have passed legislation with the intention of enabling ADU development<sup>44</sup>. Of those states, Vermont is the only to require by-right permitting for ADUs, meaning municipalities must approve the development of ADUs that meet state standards. A national analysis of ADU types found that ADUs attached to the primary home are more prevalent than detached ADUs in all New England states.

Estimating the number of ADUs in Vermont is challenging due to the variety of structures that might include them. For example, an ADU might be within the walls of the main home, such as an apartment over an attached garage or in the basement. Alternatively, an ADU might be a second, smaller building near the main home, which could be in the form of a manufactured home. A study by Freddie Mac in 2020 found 1.4 million ADUs nationally based on analysis of MLS listing information.<sup>45</sup> This equates to about 1.1% of all occupied homes in the U.S. If ADUs occur at about the same rate in Vermont, an estimated 3,048 homes in the state would be ADUs.

Since enabling legislation was passed in 2017, Portland, Oregon has become a national leader in ADU policy and construction. Since 2010, 15% of all new permitted housing units in the city have been ADUs. Two major factors have increased ADU development in Portland; (1) a series of policy decisions that lower permitting barriers to ADU development, and (2) a proliferation of the targeted services that make ADU development possible (outreach campaigns and advocacy, greater familiarity in lending for their development, growth in home builders specializing in ADUs).

New Hampshire, by contrast, was an earlier adopter of ADU-enabling legislation but did not enact by-right permitting, allowing great opportunity for local opposition to ADUs. As such, the state has seen little development – an analysis of 8 of the state's largest municipalities found a rate of less than 1.5 ADUs permitted per 1000 single family homes since 2016<sup>46</sup>. The rate of building varies by municipality, resulting from different local standards. From this, unlike Oregon, a statewide network of developers, builders, and lenders has not yet developed in New Hampshire.

177 ADUs were developed in Chittenden County in 2016-2022, according to the Chittenden County Regional Planning Commission.<sup>47</sup> The regional planning commission has identified 244 total ADUs in the county, but believes this to be an undercount excluding “informal” ADUs that have not received a permit or those constructed prior to the 2016 statutory requirement of by-right ADU development in Vermont.

In March 2023-February 2024, 3% of all Vermont homes listed as STRs were categorized as guest houses or guest suites, according to AirDNA data. With about 11,000 homes listed as STRs in Vermont in September, this means that an estimated 330 of these are likely to be guest houses or guest suites. However, the data does not confirm that these homes meet Vermont's definition of an ADU (i.e. whether or not the STR is subordinate to a single-family dwelling and has all of the features needed for independent living.)

It is likely that the majority of ADUs are rented to their occupants since few municipalities allow owners of the primary dwelling to rent out the primary home and occupy the ADU. It is also possible that occupants may stay in an ADU without paying rent. Among Vermont's entire rental housing stock, 3,857 or 5.6% of homes charge no rent.

<sup>44</sup> Joint Center for Housing Studies at Harvard, [Accessory Dwelling Units, Lessons for Massachusetts](#), November 2023

<sup>45</sup> Freddie Mac, [Granny Flats, Garage Apartments, In-Law Suites: Identifying Accessory Dwelling Units from Real Estate Listing Descriptions Using Text Mining](#), July 2020.

<sup>46</sup> Emily Hamilton and Abigail Houseal, Mercatus Center George Mason University, [Legalizing Accessory Dwelling Units at the State Level: A New Hampshire Case Study](#), March 30, 2023

<sup>47</sup> Chittenden County Regional Planning Commission, [Building Homes Together Dashboard](#), Feb 2024.



## Group Quarters

Outside of the traditional household population, approximately 25,000 people live in Vermont in various forms of group quarters, such as in dormitories, nursing facilities, or correctional facilities.<sup>48</sup> Because they are not traditional households, these people are not reflected in household counts, however, they make up approximately 4% of the state’s total population. This percentage has been steady since the Census Bureau began publishing data on the subject in 2010. Most residents of group quarters in Vermont live in student housing, of which 6,397 lived within student housing at the University of Vermont.<sup>49</sup>

**Figure 3-24 Group quarters by living arrangement, 2017 and 2022**

Group Quarters type:	2017	2022
Adult correctional facilities	1,499	1,233
Nursing facilities/skilled nursing facilities	3,608	3,646
Other institutionalized group quarters	414	221
College/university student housing	16,872	16,203
Other noninstitutionalized group quarters	2,856	3,640
Group quarters population:	25,249	24,943
Source: U.S. Census Bureau, American Community Survey 5-year estimates, 2018-2022 (Table B26103)		

**Figure 3-25 Group quarters by county, 2010-2022**

Location	2010	2017	2022	2022 Total population	% of population in group quarters
Addison County	2,698	2,894	3,127	37,434	8%
Bennington County	1,308	1,470	1,278	37,326	3%
Caledonia County	1,305	1,142	1,050	30,418	3%
Chittenden County	8,884	9,847	9,880	168,309	6%
Essex County	0	29	28	5,976	0%
Franklin County	648	455	449	50,101	1%
Grand Isle County	0	0	7	7,335	0%
Lamoille County	702	671	632	25,977	2%
Orange County	744	712	602	29,439	2%
Orleans County	705	831	890	27,459	3%
Rutland County	2,585	2,268	2,072	60,585	3%
Washington County	2,796	2,225	2,247	59,768	4%
Windham County	1,079	1,736	1,811	45,857	4%
Windsor County	1,083	969	870	57,832	2%
Vermont	24,537	25,249	24,943	643,816	4%
Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table B26103)					

<sup>48</sup> U.S. Census Bureau, American Community Survey 5-year estimates, 2018-2022 (Table B26103)

<sup>49</sup> University of Vermont, [Housing and Our Community: Cooperative Solutions](#)

## Housing Quality

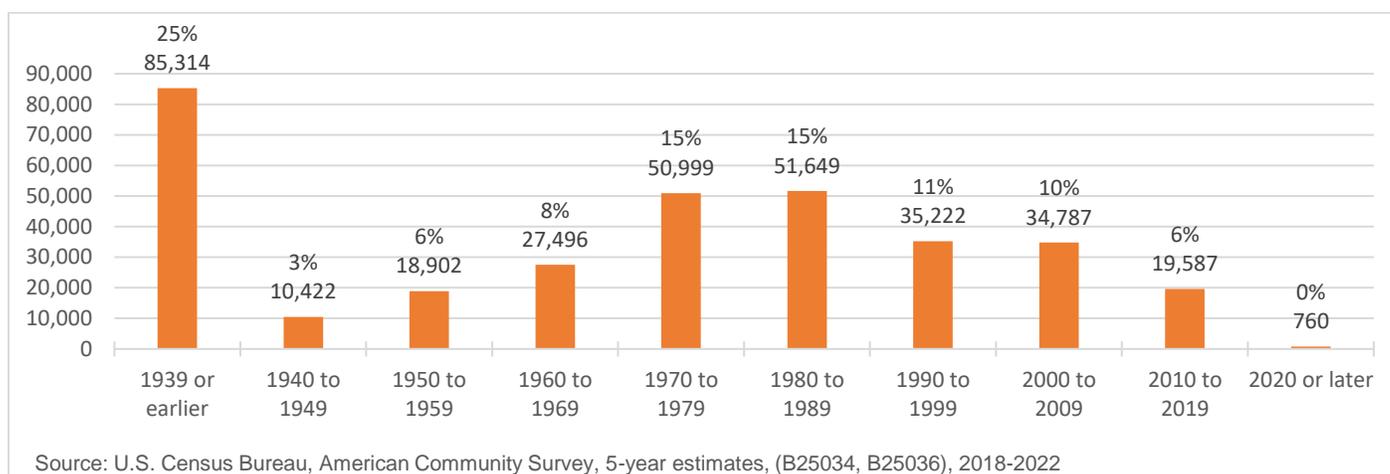
### Age of Housing Stock

Vermont housing stock is among the oldest in the country. Nationally, only 12% of the housing stock was built before 1940, compared to more than 25% of Vermont's housing stock. Only Massachusetts, New York, Pennsylvania, and Rhode Island exceed Vermont in terms of the prevalence of homes built before 1940.

The age of housing is particularly pertinent for renters, as more than 34% of rental homes in the state are from that period. The median year built is more than ten years earlier for Vermont's renter-occupied homes (1967) than owner-occupied homes (1979).

Older housing stock is of concern for several reasons. Homes built before 1978 may have lead paint, which can be a major health risk, especially for young children. Homes built before 1980 may have asbestos, which requires professional remediation if disturbed during renovations. Older homes are often less energy efficient than newer homes, leading to higher energy cost-burden for their occupants.

Figure 3-26 Year residential structure built, 2022



### Lead-Based Paint Risk

Unless it is properly mitigated, lead-based paint can be a serious housing quality issue. Lead paint was used in many homes prior to the 1970s. Exposure to the paint occurs via dust or chips from painted surfaces or contaminated soil. Ingesting lead can lead to a variety of health problems, especially in young children. This can result in slowed growth and development as well as problems with learning, behavior, hearing and speech. HUD estimates that 44% of all housing in the Northeast region of the U.S. contain lead-based paint hazards, due in large part to the region's older housing stock.<sup>50</sup>

An estimated 191,325 homes, or 58% of Vermont's housing stock, were built before 1978, when lead-based paint was banned for residential use in the U.S. Roughly 95,736 homes were built before 1950, when lead paint was widely used. Nationally, 85% of homes built prior to 1940 contain lead paint hazards.<sup>51</sup> Lead paint can be removed or encapsulated to make homes safer, but this process can be very expensive. VHCB reported that the average cost for a whole-home abatement has risen from \$10,000 in 2019 to more than \$29,000 in 2023.

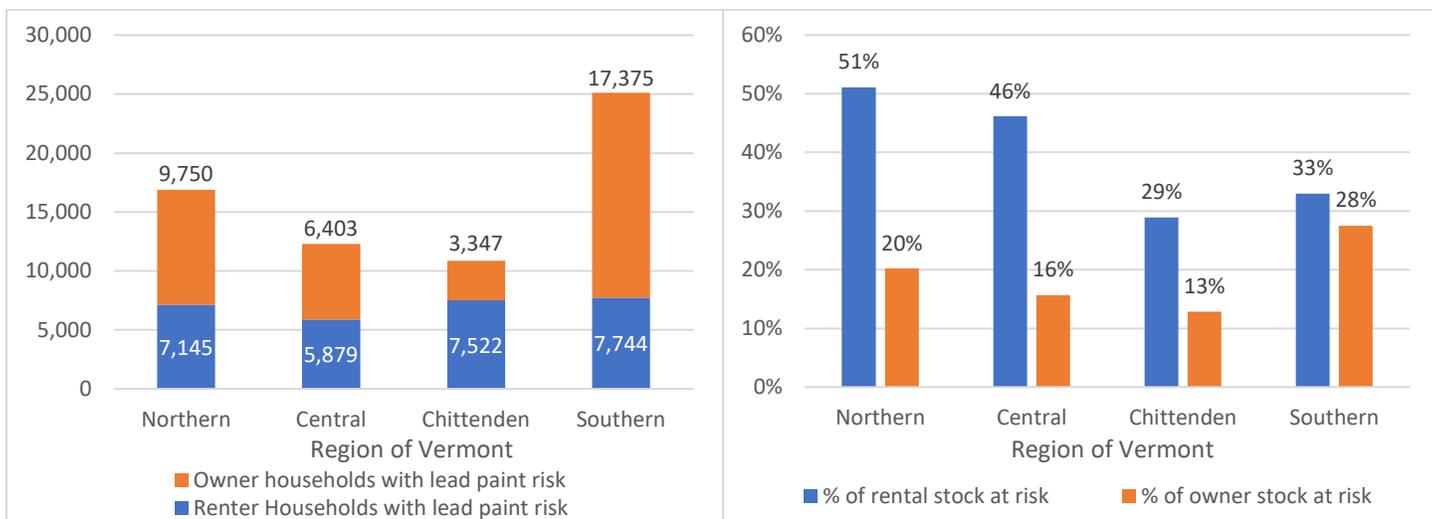
An analysis of U.S. Census Bureau Public Use Microdata Sample (PUMS) data suggests that 36,875 Vermont homeowner households and 28,290 Vermont renter households are at particularly high risk for lead paint exposure, as they live in homes built before 1978 and earn less than 80% of the Area Median Income. These households live in homes that may have lead-based paint and are also likely to struggle to afford the high costs of abatement.

<sup>50</sup> U.S. Dept. of Housing and Urban Development (HUD), [American Healthy Homes Survey II Lead Findings](#), October 29, 2021

<sup>51</sup> U.S. Dept. of Housing and Urban Development (HUD), [AHHS II Lead Findings Report](#), October 29, 2021



Figure 3-27 Households with potential lead-based paint risk by tenure, 2022



Source: Based on Census Bureau Public Use Microdata Sample (PUMS), 2018-2022  
 Northern Vermont: Grand Isle, Franklin, Lamoille, Orleans, Caledonia & Essex Counties  
 Central Vermont: Addison, Washington & Orange Counties  
 Chittenden: Chittenden County  
 Southern Vermont: Rutland, Windsor, Bennington & Windham Counties

### Lead-Based Paint Mitigation

The U.S. Department of Housing and Urban Development (HUD) offers lead-based paint abatement funding to landlords or homeowners for properties occupied by families with household incomes that are 80% or less than the county median income that also have a child aged six or younger in the household. Vermont has two different programs administering this funding and assistance: the Vermont Housing & Conservation Board’s (VHCB) Lead-Based Paint Program and the City of Burlington’s Lead Program.

Figure 3-28 Vermont’s HUD-sponsored lead remediation programs, 2023

Program	Average units remediated per year	Total units remediated (all time)	Average amount per project (Last grant cycle)	Total spent on program (Estimated)
Vermont Housing & Conservation Board’s (VHCB) Lead-Based Paint Program	30	2,900+	\$29,635	\$35,724,844
City of Burlington’s Lead Program	35	722	\$8,547	\$15,966,000

Source: Direct data from VHCB and Burlington Lead Programs

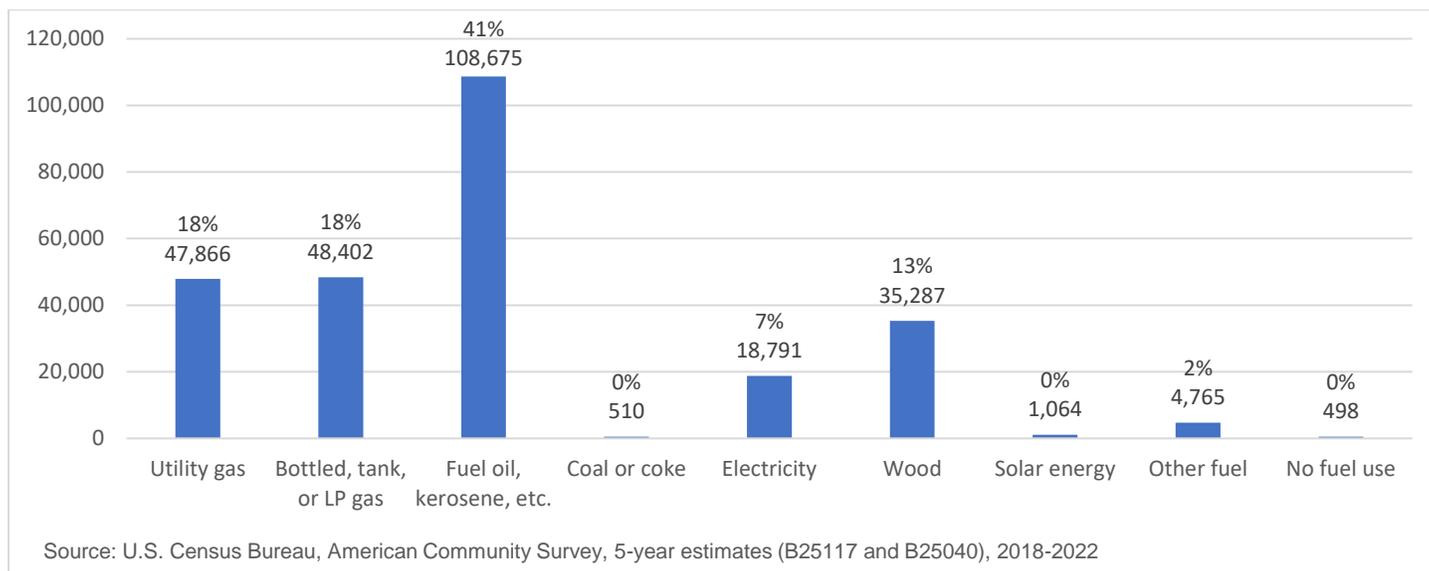
Between the two programs, at least 3,622 homes have been remediated since 1980. This represents about 5% of the Vermont homes at high risk for lead paint, although additional homes may have been remediated at personal cost, and not all of these have small children living there. However, it remains clear that lead paint continues to threaten the health of many Vermonters. Increased instances of applicants who have children with elevated lead blood levels has led to a lower number of units completed by lead abatement teams and higher per-unit cost for mitigation in recent years, due to the cost of completing the more delicate remediation. The Vermont Department of Health found that 366 children under 6 tested positive for harmful levels of lead in 2022, approximately 4.4% of all children tested.<sup>52</sup> This percentage has been relatively stable since 2018 after a 20 year period of decline.

<sup>52</sup> Mark Levine MD, Vermont Dept. of Health presentation to Vermont General Assembly, [Lead Poisoning Prevention: Report on 2022 Program Outcomes and Activities](#), April 17, 2023



## Heating Fuels

Figure 3-29 Households by heating fuel type, 2022



An estimated 41% of Vermont’s homes use fuel oil or kerosene as a primary heating source, compared to just 4% nationwide. Using fuel oil or kerosene as a heating source can be problematic for households, as prices for these fuels are not regulated by the states as natural gas and electricity are. This can lead to substantial price fluctuations, making it difficult for households to predict heating bills. However, the percentage (and number) of Vermont homes using fuel oil or kerosene is declining, down from 48% in 2010.

Electric heating has grown in Vermont since 2010 by around 7,000 households and now makes up 7% of primary heat sources. Most of the growth in electric heating has been in renter homes, where 16% of are electrically heated.

Vermont has a large percentage of homes that use wood as a primary fuel source, with 13% using wood compared to less than 2% nationwide. However, the survey does not differentiate between types of wood fuel, therefore modern pellet stoves, cast-iron stoves and fireplaces all appear in the same category in the survey. Homeowners were much more likely to use wood as a primary heat source (17%) than renters (4%).

Solar energy remains very rare in Vermont, but the number of households using it as a primary fuel source has steadily increased since 2010. Then, less than 100 households used it as a primary heat source – now more than 1000 households do. Despite this increase, the portion of Vermont homes heated with solar remains under 1%. In April 2024, the State of Vermont received \$62 million from the federal Solar for All program with the goal of enabling low-income and disadvantaged communities to benefit from residential solar power.<sup>53</sup>

Use of utility gas is much more common in Chittenden County, at 55%, than in other areas of the state. In most Vermont counties, fewer than 3% of homes are heated with utility gas. This reflects the overall pattern of development in Vermont, which tends to be much more compact in Chittenden County than in other areas, making utility gas line construction more economically viable. Recently built homes are also more likely to use natural gas (utility, bottled or tank) than older homes, which are more likely to use fuel oil, kerosene, or coal.

Around 500 occupied homes, about 0.3% of homes in Vermont, were listed with no fuel used, which either do not use heat or have no heating equipment. These homes are likely to be of poor quality but are still occupied.

<sup>53</sup> Environmental Protection Agency (EPA), [Biden-Harris Administration announces Vermont Department of Public Service to receive](#), April 22, 2024



## Weatherization

Home energy costs can contribute to housing cost burden in Vermont. The average Vermont household spends \$3,130 per year on household expenditures for electricity, gas and other fuels. These costs exceed the national average of \$2,194.<sup>54</sup>

Energy burden is defined as the average annual home energy costs divided by the average annual household income. In Vermont, the average household devotes 4% of household income towards heating costs. However, low-income households (earning 30% of AMI or less) devote 21% of their income towards heating and electricity. This suggests that among cost-burdened households a significant portion of total housing costs are driven by the costs of heating and electricity. Nationally, households at that income level pay only 13% of their income towards energy costs.

There are an estimated 65,000 households in Vermont that live in a home built before 1979 and have a household income less than 80% of Area Median Income.<sup>55</sup> Of those, 28,000 are renter occupied (37% of renter households) and 37,000 are owner occupied (19% of owner households). These homes are likely to need weatherization updates, which cost-burdened low-income households are unlikely to be able to afford.

Vermont programs offer loans and grants for weatherization projects for households earning less than 80% of Area Median Income (AMI), have a member that receives Supplemental Security Income (SSI) or receive seasonal fuel assistance through the Low-Income Home Energy Assistance Program (LIHEAP). The Vermont Office of Economic Opportunity (OEO), which administers the Vermont Home Weatherization Assistance Program (HWAP), assisted 1139 households in FY2023, including 176 manufactured homes and 53 shelter units. Around 30% to 40% of homes weatherized each year are renter occupied. The program’s average investment is \$11,869 per household.

**Figure 3-30 Impacts of statewide weatherization program, 2016-2023**

Program year	Estimated average energy savings	Average household savings	Units in single family buildings	Units in multifamily buildings	Total units
2016	24%	\$368	498 (64%)	276 (36%)	774
2017	24%	\$442	533 (60%)	360 (40%)	893
2018	29%	\$663	512 (62%)	309 (38%)	821
2019	34%	\$745	573 (75%)	194 (25%)	767
2020	31%	\$680	413 (64%)	235 (36%)	648
2021	29%	\$568	614 (58%)	441 (42%)	1055
2022	29%	\$921	564 (55%)	469 (45%)	1033
2023	30%	\$1026	654 (57%)	485 (43%)	1139

Source: Report on Performance Indicators for the Vermont Weatherization Assistance Program

Since 1980, the program has assisted an estimated 60,588 Vermont homes, which is about 22% of Vermont’s occupied housing stock. However, even once weatherization is addressed, these homes may still have other health and safety issues, including lead paint, pests, and structural issues. The state’s HWAP report states “The largest barrier to low-income home weatherization continues to be the presence of vermiculite insulation, a material known for containing asbestos. There are also many other structural issues present in Vermont’s older housing stock that can prohibit weatherization, such as leaky roofs, wet basements, knob and tube wiring, and other structural issues.”<sup>56</sup> Additionally, some homes that went through weatherization during the early years of the program may need additional updates as materials age and standards have been improved in intervening years.

<sup>54</sup> U.S. Department of Energy, [Low-income Energy Affordability \(LEAD\) tool](#), 2024

<sup>55</sup> U.S. Census Bureau Public Use Microdata Sample (PUMS), 5-year estimates 2018-2022

<sup>56</sup>Chris Winters and Geoff Wilcox, Vermont Agency of Human Services, [Performance Indicators for the Vermont Weatherization Assistance Program](#), January 30, 2024



## Homes with Potential Housing Quality Issues

According to the U.S. Department of Housing & Urban Development (HUD)'s housing quality standards,<sup>57</sup> housing quality can be assessed through 13 key factors:

**Figure 3-31 Criteria of HUD Housing Quality Standards (HQS) inspection**

Criteria	Requirement
Sanitary facilities	The dwelling unit must include private sanitary facilities in proper operating condition.
Kitchen and waste disposal	The dwelling must have suitable space and equipment to store, prepare and serve food and dispose of refuse in a sanitary manner.
Space and security	The dwelling must provide adequate space and security for the family. The dwelling unit must have a least one bedroom or living/sleeping room for every two persons.
Thermal environment	The dwelling must have safe and adequate heating or cooling facilities to provide a thermal environment that is healthy for the human body.
Illumination and Electricity	Each room must have adequate natural or artificial illumination to permit normal indoor activities and to support the health and safety of occupants. Fixtures and wiring must not pose a fire hazard.
Structure and Materials	The dwelling unit must be structurally sound and must protect the occupants from the environment.
Interior Air Quality	The dwelling unit must be free of air pollutant levels that threaten the occupants' health.
Water supply	The water supply must be free of leaks or contamination.
Lead-based paint	Homes at risk of lead-based paint may not have deteriorated painted surfaces.
Access	Access to the unit must be possible without unauthorized use of other properties. The building must provide an alternate means of exit in case of fire.
Site and neighborhood	The site and neighborhood must be reasonably free from disturbing noises and reverberations or other dangers to the health, safety, and general welfare of the occupants.
Sanitary condition	The dwelling unit and its equipment must be in sanitary condition, free from refuse and vermin infestation.
Smoke Detectors	Each level of the dwelling unit must have functional smoke detectors.
Source: U.S. dept. of Housing and Urban Development (HUD) Housing Quality Standards (HQS)	

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.<sup>58</sup>
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.<sup>59</sup>
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated
- 510 use coal as a main heating source.<sup>60</sup>
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded<sup>61</sup>
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted<sup>62</sup>

<sup>57</sup> [U.S. Department of Housing & Urban Development](#), Housing Choice Voucher Program Guidebook, Chapter 10.

<sup>58</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25052)

<sup>59</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25048)

<sup>60</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25040)

<sup>61</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25014)

<sup>62</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25127)



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

**Figure 3-32 Households with potential housing quality issues, 2022**

Region	Owned	Rented	Occupied without payment of rent	Total
<b>Northern Vermont</b> (Grand Isle, Franklin, Lamoille, Orleans, Caledonia & Essex Counties)	5,151	953	526	6,630
<b>Central Vermont</b> (Addison, Washington & Orange Counties)	3,093	1,099	163	4,355
<b>Chittenden County</b>	2,516	874	0	3,390
<b>Southern Vermont</b> (Rutland, Windsor, Bennington & Windham Counties)	3,341	1,591	366	5,298
<b>Statewide</b>	14,101	4,517	1,055	19,673

*Source: Based on Census Bureau Public Use Microdata Sample (PUMS), 5-year estimates 2018-2022*

This analysis suggests at least 19,637 Vermont households live in homes with potentially serious housing quality issues. This number almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above. This accounts for about 7% of the occupied housing stock. Approximately 30% of the 3,587 homes occupied without rent may contain potential housing issues.

A small number of Vermont homes have been surveyed for housing quality issues through Vermont’s One Touch program, administered through the Vermont Office of Economic Opportunity (OEO). Auditors visiting Vermont homes through OEO’s weatherization programs survey households about other housing quality issues and connect clients with social services. Homes visited were primarily owner-occupied and were inclusive of all regions of the state.

Survey results from 4,112 visits since 2017 found that 55% of homes had moisture related problems, including plumbing (8%) or roof leaks (12%), drainage problems (18%), visible mold (10%), or rotted building areas (7%). 26% had pest problems, with the majority related to rodent infestations. 65% had various structural issues, including defective or missing smoke (38%) or carbon monoxide detectors (41%), wiring issues (5%), inadequate stair or porch railings (5%), and windows or doors that would not open for exit (2%).<sup>63</sup>

<sup>63</sup>Vermont [OneTouch report](#), 2017-March 2024



## “Other Vacant” Homes

The Census Bureau classifies all homes that are not occupied full time as “vacant units”, including homes where an occupant has a more permanent residence elsewhere. This includes those that are for rent or for sale but are not currently occupied, seasonal homes, homes for migrant workers, and those classified in a catch-all category known as “other vacant.” In Vermont, seasonal homes account for 74% of the 69,280 vacant homes in the state. Of all vacant homes in Vermont, approximately 4,200 vacant homes do not have complete kitchen facilities and 4,960 do not have working plumbing, suggesting they would need significant conversion before becoming usable for full-year occupancy.

Approximately 10,879 homes, or 3% of Vermont’s total housing stock, are classified as “other vacant” by the Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

As of 2021, the Census Bureau has started to provide disaggregated information about “other vacant” homes at the state level.<sup>64</sup> In Vermont, approximately 2,600 are vacant due to repairs needed – 1,400 in the process of being repaired, 600 in need of repair, and 600 that are abandoned or possibly condemned. Notably, the number of homes in need of repair dropped by around 1,000 homes between 2021 and 2022 while the number in the process of repair increased, suggesting work is being done or has been completed on some amount of these homes.

Approximately 3,100 were vacant due to personal/family reasons or due to legal proceedings, suggesting they may be vacant due to issues with succession of the home or are stuck in a legal trust. Approximately 200 are vacant due to foreclosure.

Although Vermont’s rate of “other vacant” homes is lower than the national average, examining this indicator by town can flag potential local housing problems. Rutland County had the highest number of these homes, and they made up the greatest proportion of the county’s housing stock (6%).

**Figure 3-33 Towns with the most “other vacant” homes, 2022**

Location	County	“Other Vacant” homes	Total housing stock	% of total housing stock
Rutland City	Rutland	648	8,548	7.6%
Colchester	Chittenden	325	7,724	4.2%
Springfield	Windsor	322	4,476	7.2%
Rockingham	Windham	267	2,616	10.2%
Bennington	Bennington	259	6,871	3.8%
Brattleboro	Windham	242	6,116	4.0%
Burlington	Chittenden	207	18,203	1.1%
Brandon	Rutland	200	1,958	10.2%
Hartford	Windsor	193	5,989	3.2%
Royalton	Windsor	181	1,389	13.0%

Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table B25136: Structure type by occupancy)

<sup>64</sup> U.S. Census Bureau, American Community Survey 2018-2022 (Table B25130)



## Flooding Vulnerability

At least 3,756 Vermont homes were damaged by catastrophic flooding in July 2023, according to FEMA counts of verified damage. Of those, at least 374 homes were deemed uninhabitable due to flood inundation or as a result of a landslide.<sup>65</sup> 2,094 households seeking assistance had someone aged 65+ in the household, 1,522 had some under 18 in the household, and 1,149 had someone with a disability. The reported number of homes damaged in Vermont in 2023 exceeds the total from Tropical Storm Irene, which damaged 3,642 homes in 2011.<sup>66</sup>

The most significant damage from the 2023 flooding was recorded in central Vermont, as well as in towns on the eastern slopes of the Green Mountains.<sup>67</sup> Several watersheds reached their highest recorded level or were close to peak levels recorded during Vermont's two prior major flooding events; Tropical Storm Irene in 2011 or the Flood of 1927.

Major flooding was recorded along the Winooski River in Montpelier and Waterbury, the Lamoille River in Johnson, Otter Creek in Rutland, as well as along the banks of the Missisquoi and Upper Passumpsic basins in northern Vermont. Following the initial deluge, additional flooding took place across the state in the following weeks as watersheds were unable to handle the additional water volume. In the following year, at least 60 of Vermont's 247 towns faced local budget deficits as a result of flood-related clean-up.<sup>68</sup> Washington County had the highest number of disaster relief claims (2,343), followed by Windsor County (1,043). Preliminary assessments on the impact of additional flooding in December of 2023 indicates damage occurred in areas that had been spared the worst of the July flooding such as Addison, Essex, and Orleans counties.

At least 20% of manufactured home communities have at least one home in a flood plain. 277 mobile homes were damaged during the flooding in 2023, indicating that these homes may be at greater flood risk than other housing types in Vermont. This count includes 42 homes that were totally destroyed, the bulk of which were located in two parks with extreme flooding in Berlin.

An analysis of natural disaster risk among the publicly-supported housing stock found that federally-assisted homes in Vermont were at a greater risk of flooding than the mainstream housing market.<sup>69</sup> According to FEMA, 348 apartments in multifamily buildings (greater than 2 units, subsidized and unsubsidized) were damaged during the flooding in 2023 with 65 units destroyed.

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<sup>65</sup> Federal Emergency Management Agency (FEMA), [Individual Assistance Snapshot](#), January 2, 2024

<sup>66</sup> VT Digger, [Preliminary tally indicates Vermont floods damaged more than 4,000 homes and 800 businesses, July 26, 2023](#)

<sup>67</sup> National Weather Service, [The Great Vermont Flood of 10-11 July 2023: Preliminary Meteorological Summary](#), August 5, 2023

<sup>68</sup> VT Digger, [As March Town Meetings near, 2023 floods spur a temporary torrent of red ink](#), January 10, 2024

<sup>69</sup> The Public and Affordable Housing Research Corporation & The National Low Income Housing Coalition, [Natural Hazards and Federally Assisted Housing](#), November 2023

## Chapter 4: Renters

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## Supply of Rental Homes Falls Short of Projected Demand

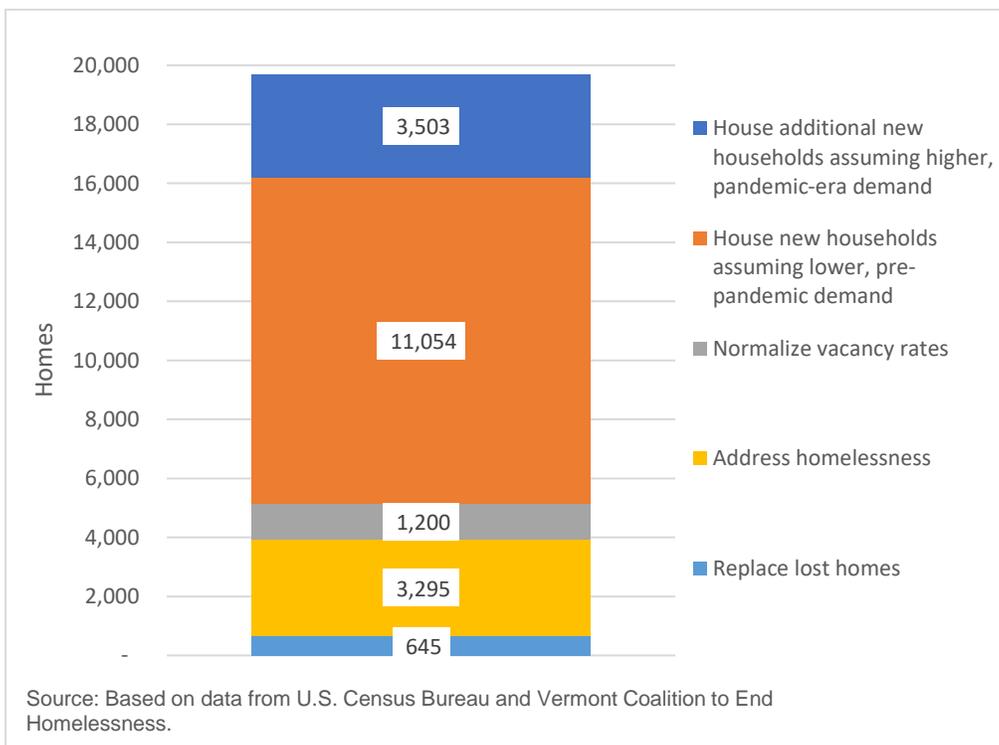
The number of additional renter households living in Vermont is likely to increase by almost 15,000 in 2025-2029, if the rate of VT household growth continues at pandemic era levels of 1.8% per year. To meet growing demand to live in Vermont, house the homeless, and normalize vacancy rates, Vermont is likely to need 16,000-20,000 additional rental homes in 2025-2029.

Figure 4-1 Projected demand for Vermont year-round households, 2025 and 2029

	2010 (actual)	2020 (actual)	2025 (projected)	2029 (projected)
Total	256,442	271,890	292,055	313,272
Renters	75,035	81,849	80,023	92,041

Source: 2010 and 2020 are from U.S. Census Bureau Decennial Census, 2025 and 2029 are projected based on average annual household growth in Vermont in 2019-2022 of 1.8%

Figure 4-2 Supply of renter homes needed by 2029 to meet projected demand



The greatest expansion in the ranks of renter households will likely be among small households. Older Vermonters aged 55 and up will comprise an estimated 42% of these additional renter households. An estimated 9,000 of the additional renters in Vermont between 2025 and 2029 are projected to have lower incomes at or below 80% of the area median.

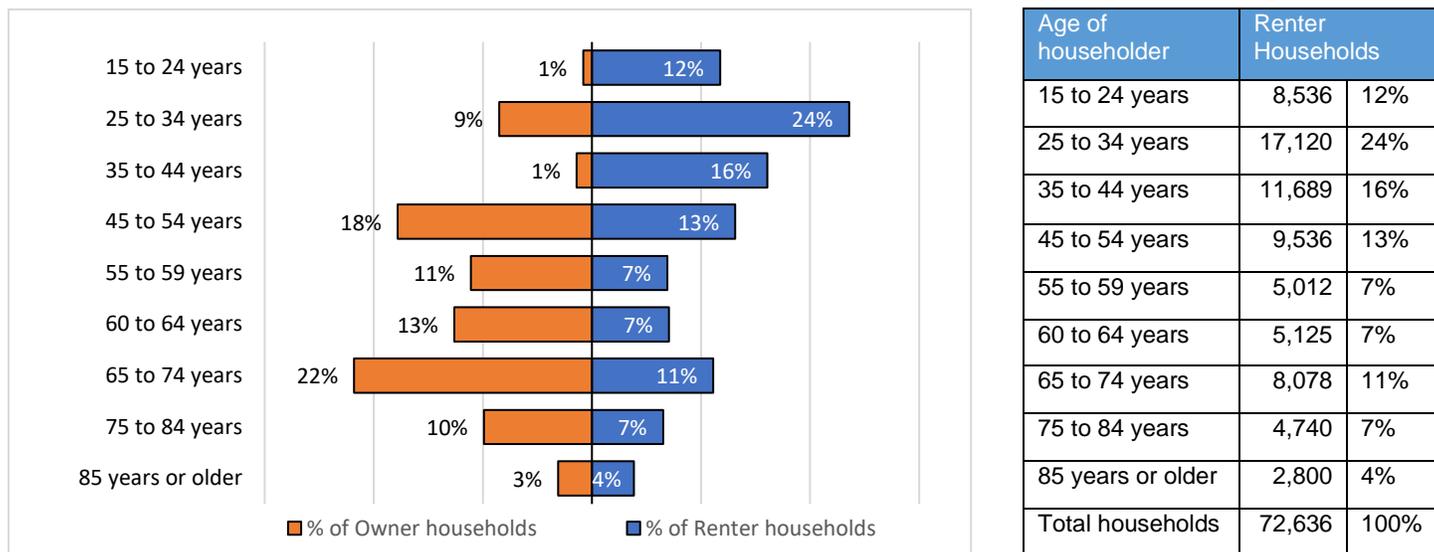


## Characteristics of Renter Households

### Age

Unlike Vermont’s homeowners, most renter households are headed by someone who is younger than 45 years old. Households headed by seniors aged 65 and up comprise 21% of all renter households (15,500 households), compared to 32% of all households in Vermont. 36% of renters are under 35 years old, compared to only 9% of homeowners.

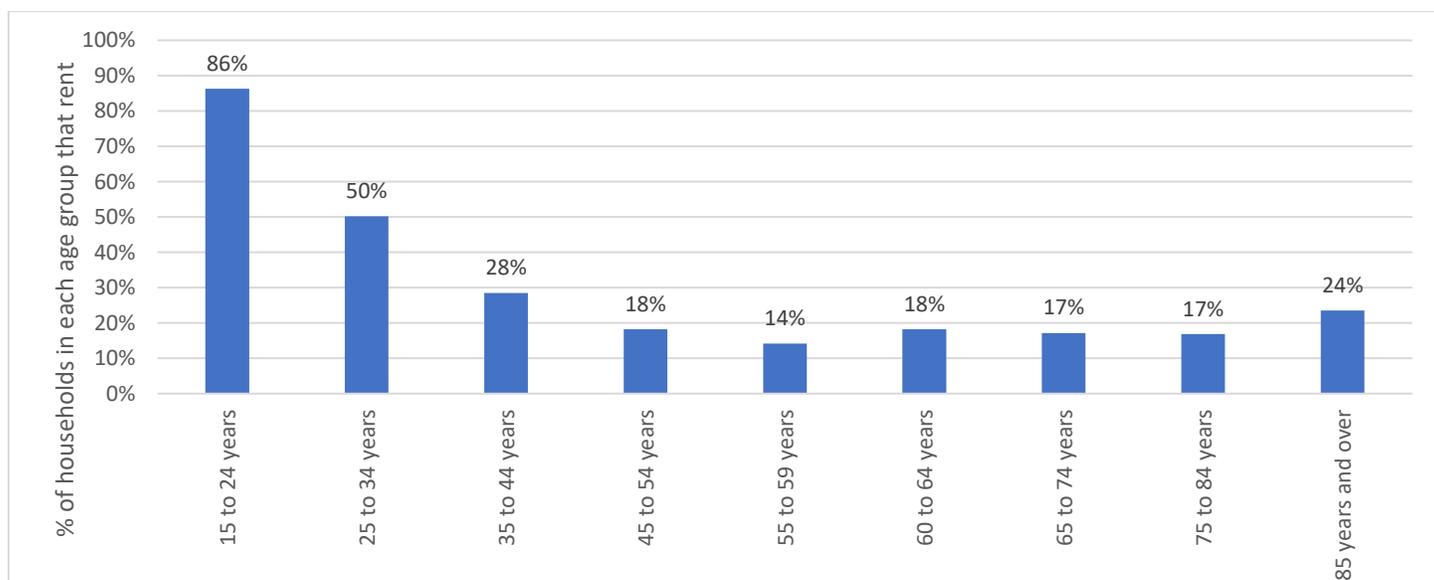
Figure 4-3 Renter households by age bracket of householder, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table) from housingdata.org.

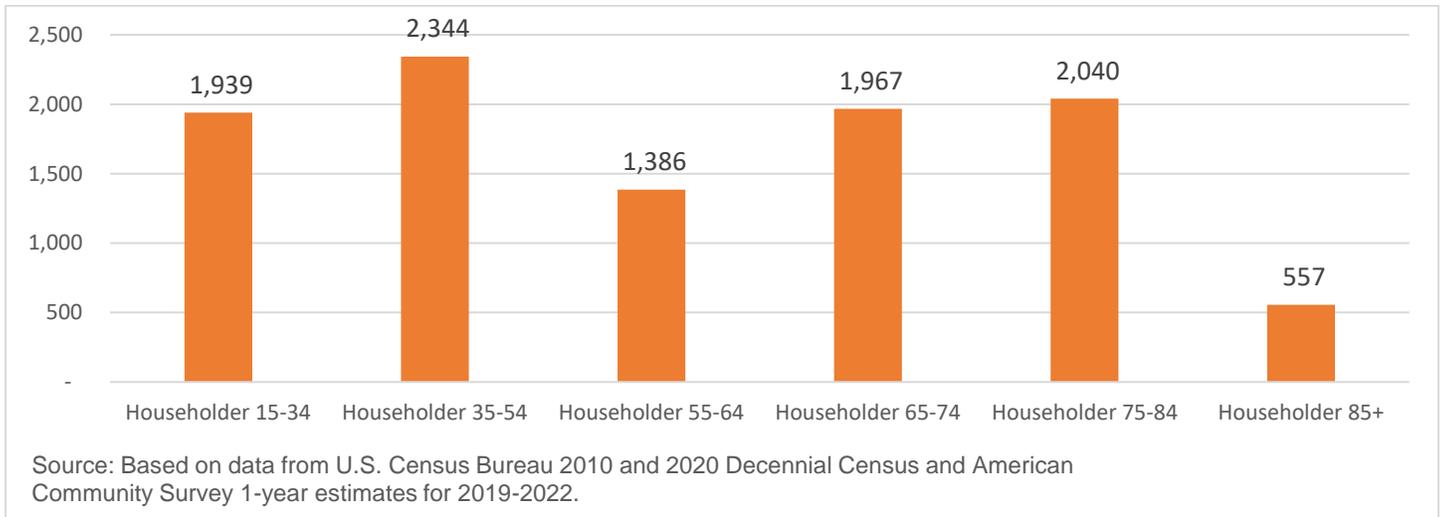
For the most part, Vermonters become less likely to rent homes the older they get, with the rental rate lowest among those Vermont households headed by someone who is 55-59 years old.

Figure 4-4 Renter rate by age of householder, 2022



Source: US Census Bureau, American Community Survey 5-year estimates 2018-2022 from housingdata.org.

Figure 4-5 Projected growth of Vermont renter households by age group, 2025-2029



Between 2025 and 2029, projected growth in demand for renter households will be spread amongst the age groups. Notably, Older Vermonters aged 55 and up will comprise an estimated 42% of these additional renter households. This is in part due to the overall age demographics in the state, as well as the increasing cost of purchasing a home in Vermont.

### Race

An estimated 72% of Black or African American households living in Vermont rent their homes, compared to 26% for white households. The likelihood of renting among Asian, Native American, multiracial and Hispanic households is also higher than for white households in Vermont, although not as disparate as for Black/African American households. Households led by a person of color make up an estimated 7,345 renter households. They comprised 10% of all renter households in 2022 (compared to 4% of owner households).

Figure 4-6 Number of renter households and renter rate by race, 2022

Householder race	Renter Households	% of all Renter Households	Rental rate by race
White alone	65,291	90%	26%
Black or African American alone	1,627	2%	72%
Asian alone	1,779	2%	57%
American Indian and Alaska Native alone	190	0%	37%
Some other race alone	396	1%	37%
Two or more races	3,307	5%	42%
Native Hawaiian and Other Pacific Islander alone	46	0%	75%

Source: U.S. Census Bureau American Community Survey 5-year estimates, 2018-2022 (Table B25003 A-G)

## Income

Renters are more likely than homeowners to fall below the Vermont area median income of \$74,014. In 2022, 58% of homeowner households had an income greater than the median. By contrast, only 26% of renter households were above the median. The overall median household income for homeowners in 2022 was \$90,311; for renters it was \$43,102, less than half the homeowner income figure.

Figure 4-7 Renter households by income level, 2022

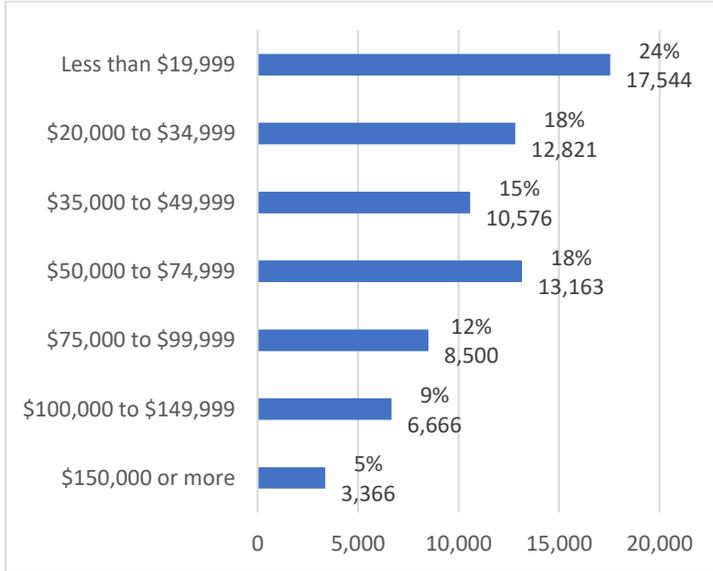
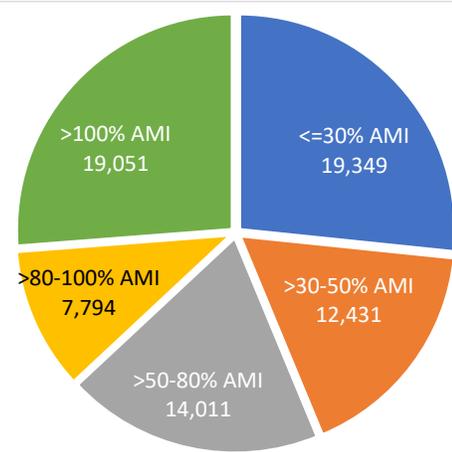


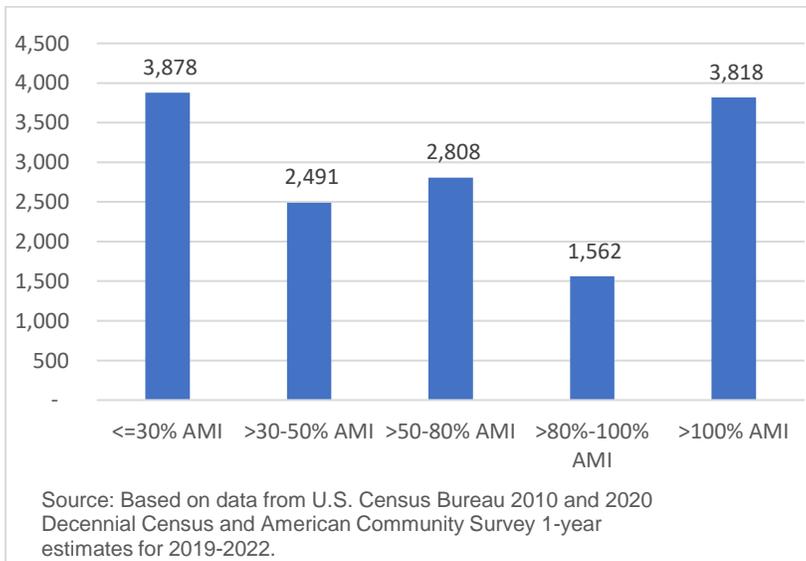
Figure 4-8 Renter households by AMI group, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates, 2018-2022

By 2029, most of the growth in renter households will be among households with the highest (>100% AMI) and lowest (<=30% AMI) income levels. The increased demand for rental housing will put continued upward pressure on monthly rent, making the search for rental housing more challenging for low-income renters.

Figure 4-9 Projected renter household growth by income group, 2025 and 2029



Area Median Income (AMI) group	Household Income
30% AMI	\$22,204
50% AMI	\$37,007
80% AMI	\$59,211
Statewide Median Income (100% AMI)	\$74,014
Renter Median Income	\$43,102
Homeowner Median Income	\$90,311

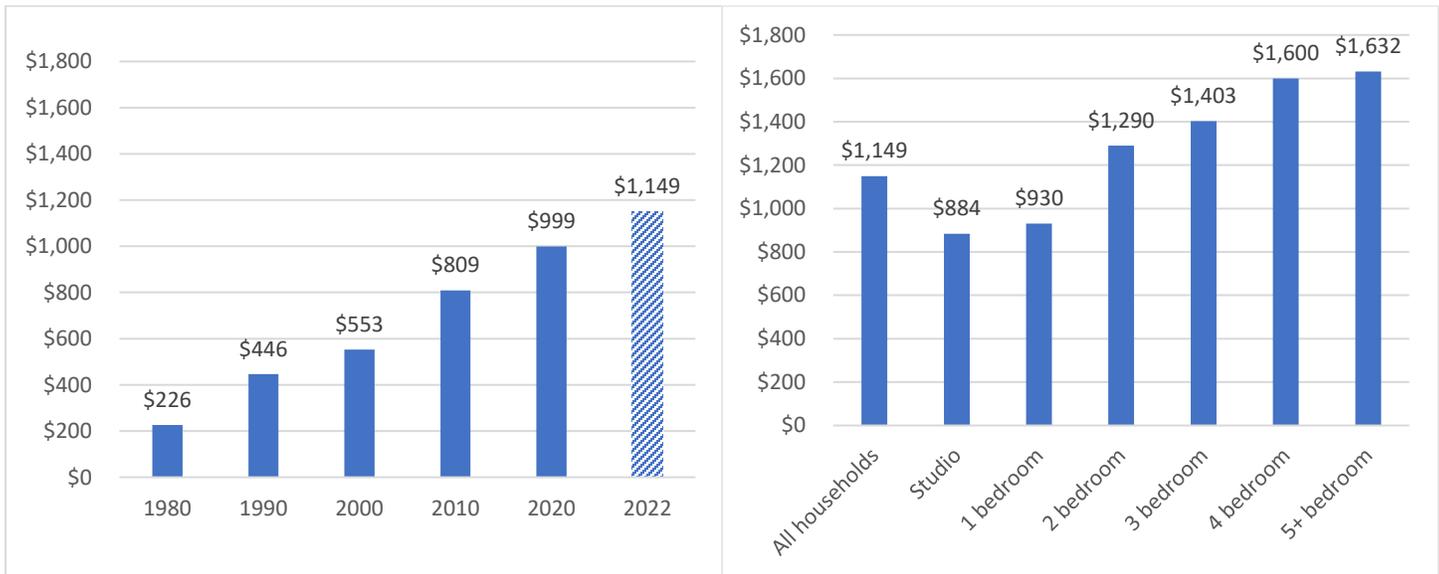
Source: HUD Income guidelines and U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022



## Rental Affordability

Median rents among all types of rental homes in Vermont have risen steadily, reaching \$1,149 statewide in 2022, according to U.S. Census Bureau estimates. To afford rent of \$1,149 per month, a renter households would need to earn \$3,830 per month, or \$22.10 per hour or \$45,960 annually. Assuming a 30% affordability threshold, the housing wage for a two bedroom unit was \$25.54 or \$53,117 annually<sup>70</sup>. According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>71</sup>

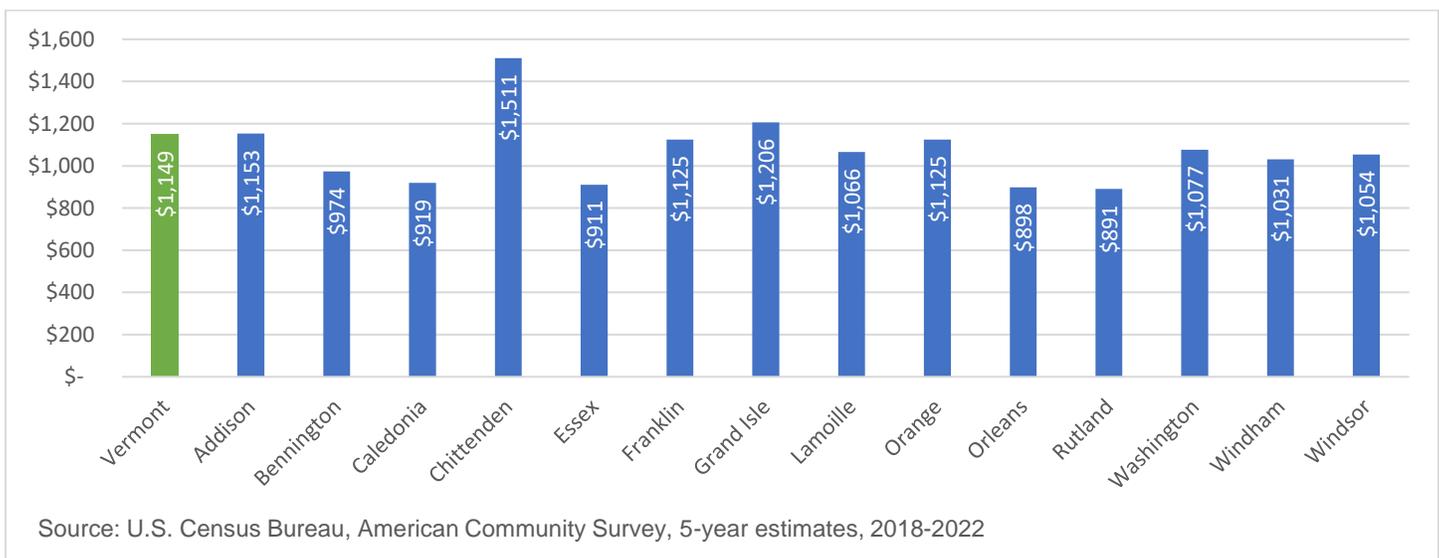
Figure 4-10 Median gross rent by year and number of bedrooms



Source: U.S. Census Bureau, Decennial Census and American Community Survey, 5-year estimates, 2018-2022

Aside from the higher median rents in Chittenden County, the other counties in the state were closer to the state average. Notably, the Northeast Kingdom counties (Caledonia, Essex, & Orleans) as well as Bennington and Rutland had median rents below \$1,000.

Figure 4-11 Median gross rent by county, 2022



Source: U.S. Census Bureau, American Community Survey, 5-year estimates, 2018-2022

<sup>70</sup> National Low Income Housing Coalition, [Vermont Affordable Rent for Low Income Households](#)

<sup>71</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024

## Renter Cost Burden

Over half of the renters in Vermont (about 34,000 households) have housing costs greater than 30% of their income - the standard for assessing affordability referred to as “cost burden”. When housing costs consume more than this, tenants are less likely to have enough income remaining for other living expenses which can lead to housing instability.

One quarter of Vermont’s renters (about 17,000 households) spend more than half of their income for housing costs. These renters are at high risk of housing instability which can lead to frequent moves, eviction and even homelessness. During the pandemic and recovery, nearly 17,400 renter households across the state accessed the Vermont Emergency Rental Assistance Program to pay rent arrearages<sup>72</sup>.

Nationally, the number of cost burdened renter households reached an all-time high in 2022. 48% of renter households were cost-burdened that year, a lower percentage than the post-Recession peak in 2011 (51%), but a greater overall number of households.<sup>73</sup>

Figure 4-12 Renter cost burden compared to cost burden of all households, 2022

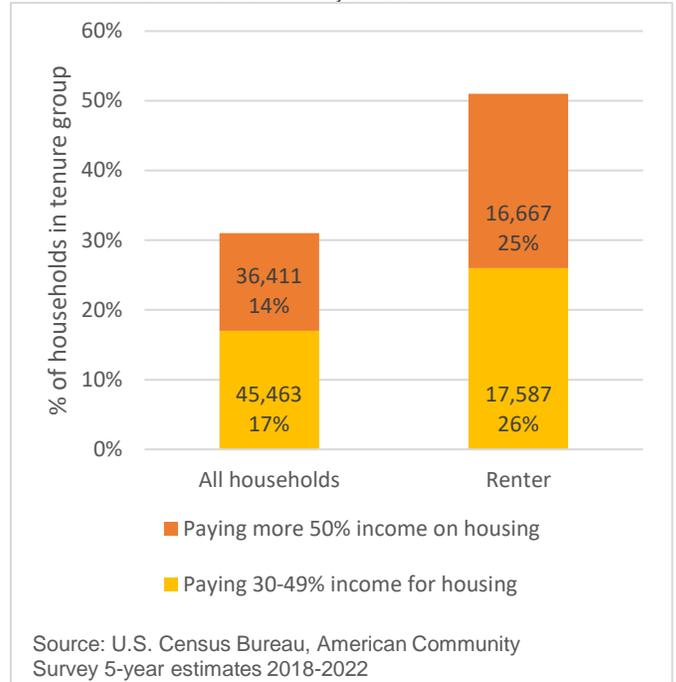
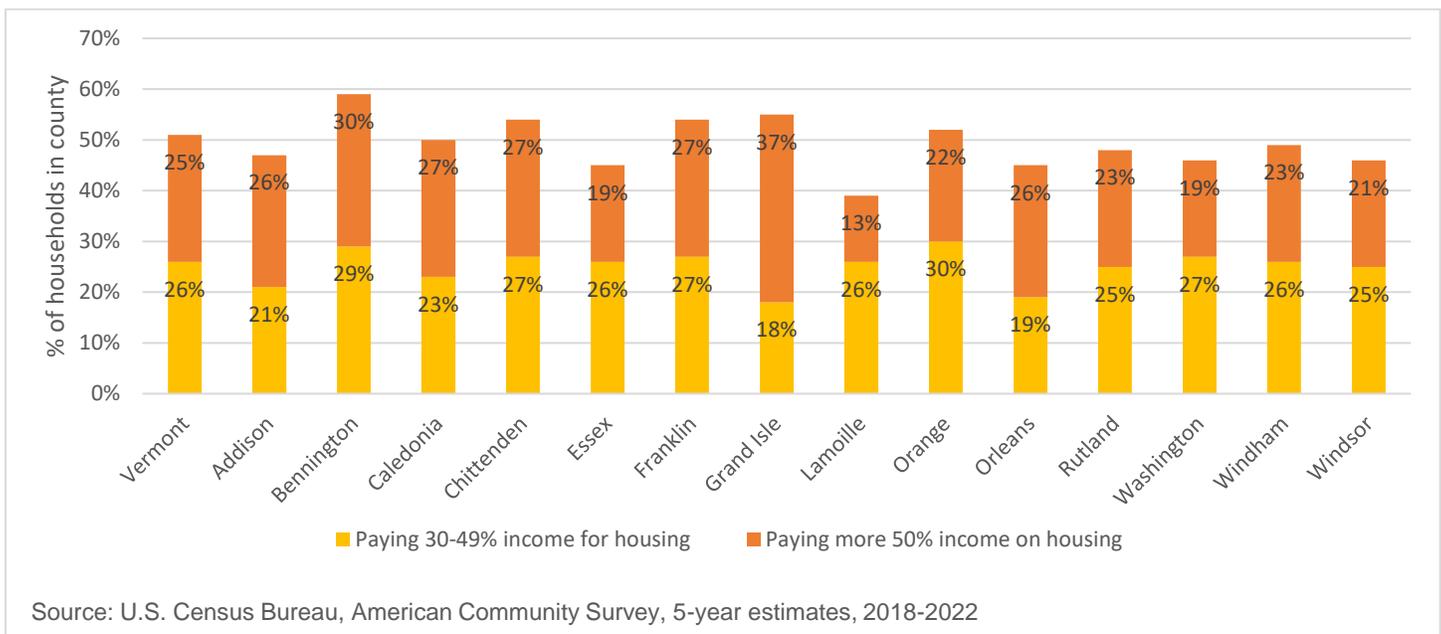


Figure 4-13 Renter cost burden by county, 2022



Chittenden County has historically had the highest rates in the state of both moderate cost burden (spending 30-50% of income for housing) and severe cost burden (spending more than 50% of income for housing), but cost burden is pervasive among all Vermont counties. In all counties other than Lamoille, 45% or more of renter households experienced cost burden in 2022. Bennington County had the highest rate, with 59% of all renters cost burdened.

<sup>72</sup> Vermont State Housing Authority, Vermont Emergency Rental Assistance Program [VERAP program dashboard](#)

<sup>73</sup> Harvard Joint Center for Housing Studies, [The State of The Nation’s Housing 2023](#)

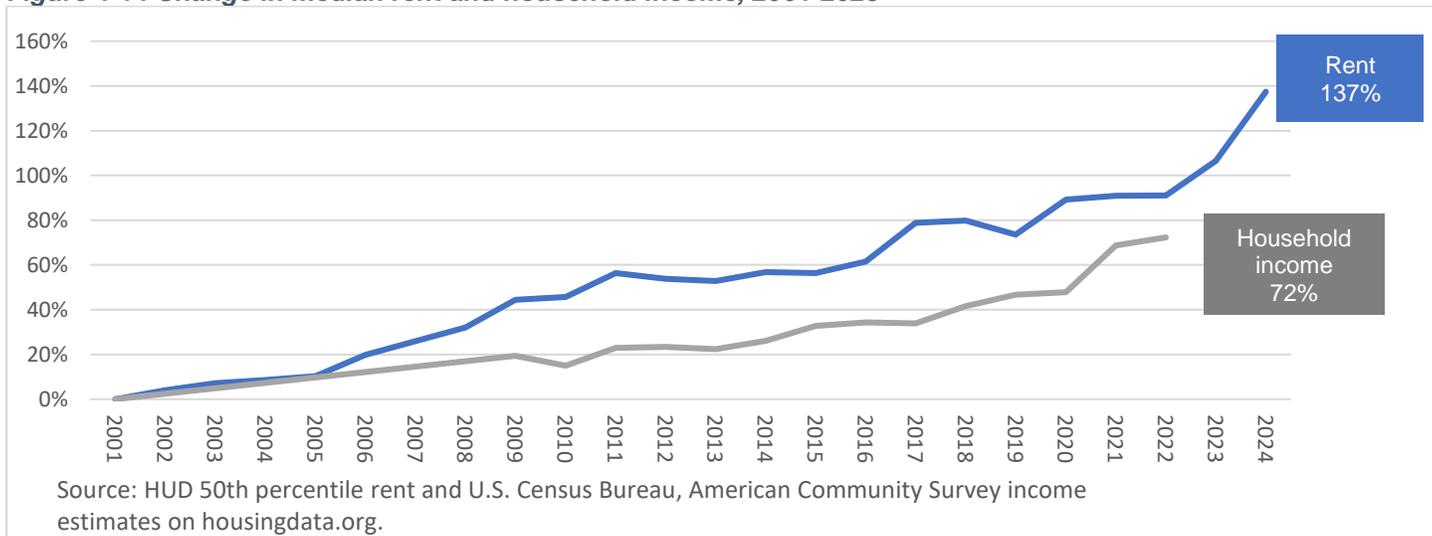


### Comparison of Renter Household Income and Housing Costs

Since 2001, median rent has increased 137% compared to a 72% increase in median household income in Vermont. In Vermont, the number of renter households able to purchase a median priced home has decreased dramatically since 2020 as home prices and interest rates increased.

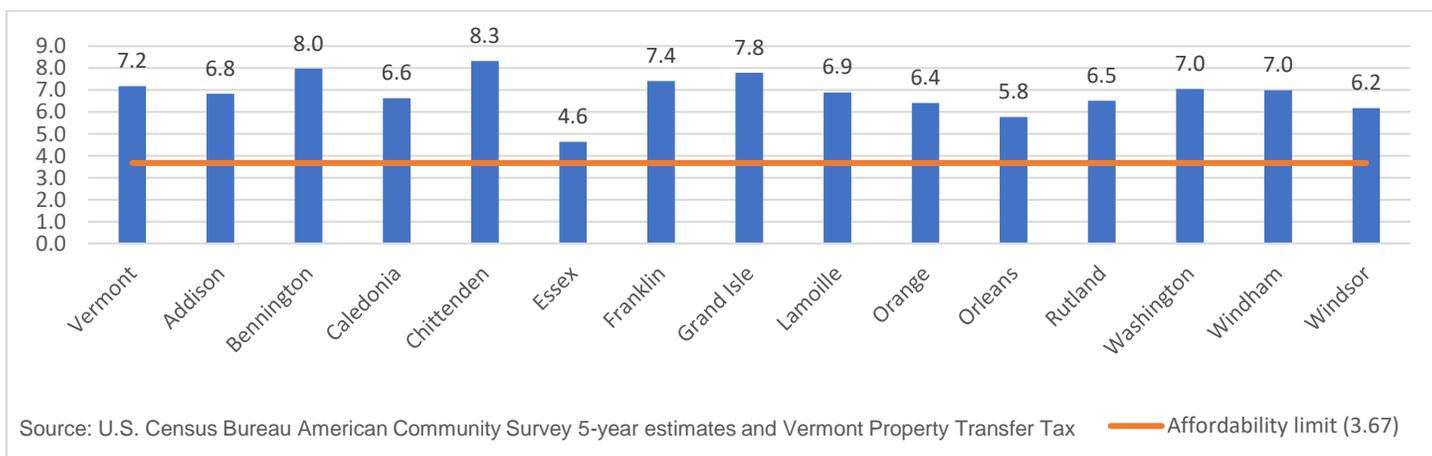
Nationally, first time homeownership has declined since the second half of 2022, corresponding inversely with the sharp increase in 30-year interest rates at that time.<sup>74</sup> Given the median home sale price of \$325,000 in 2023 and an average interest rate of 6.4%, a Vermont household would need an annual income of \$103,776 to purchase a median priced home with an affordable monthly payment (i.e. not greater than 30% of household income). Based on current income levels, there are likely only 4,696 renter households likely able to afford a median priced home and the associated \$2,595 monthly payments, representing only 6% of the state's renter population. In 2020, 32% of renter households could likely afford to purchase a median priced Vermont home.

Figure 4-14 Change in median rent and household income, 2001-2023



Nationally, the median sale price for a home in 2022 was 5.6 times higher than median household income, representing the highest point since the early 1970s.<sup>75</sup> This trend is true in Vermont as well, where the factor reached 5.2 times in the Burlington metro area in 2022. Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs.

Figure 4-15 Median home sale price to median renter income ratio, 2022



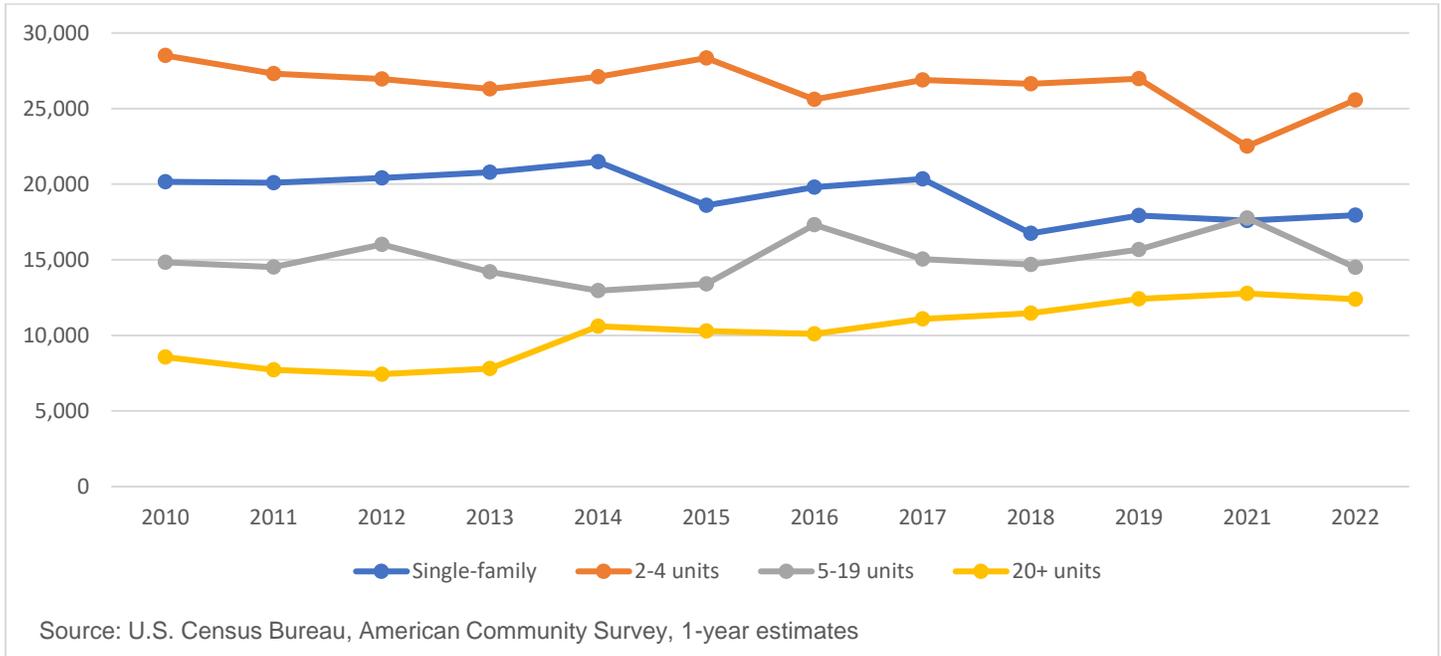
<sup>74</sup> Harvard Joint Center for Housing Studies, [The State of The Nation's Housing 2023](#)

<sup>75</sup> Harvard Joint Center for Housing Studies, [Home Price-To-Income Ratio Reaches Record High](#), January 22, 2024

## Supply of Rental Homes

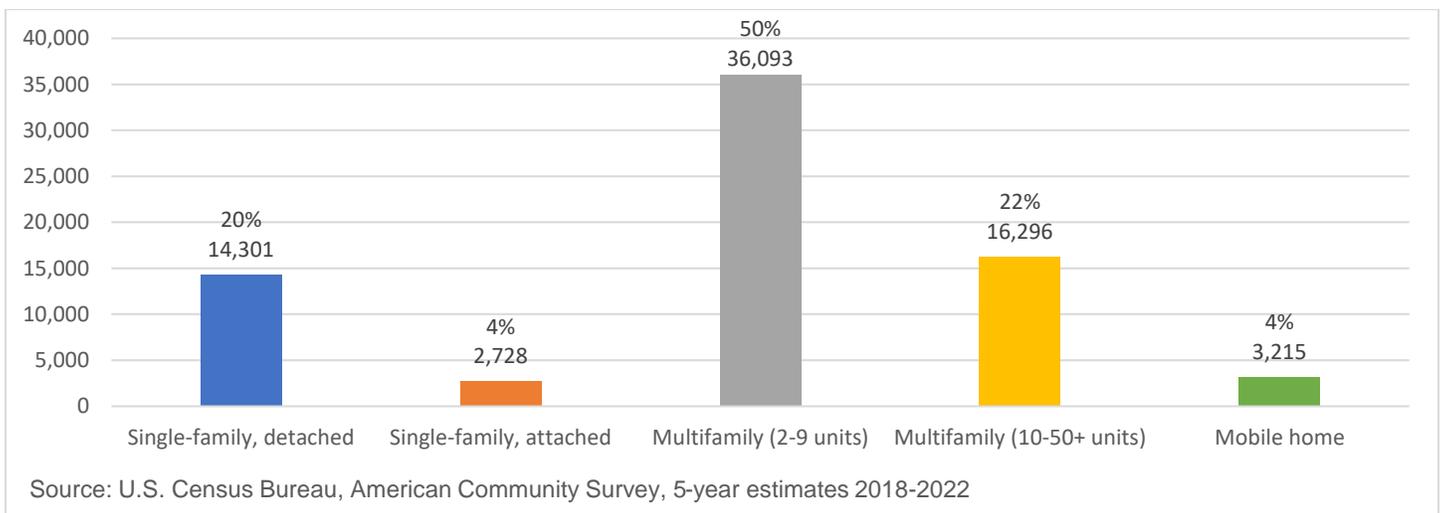
Despite increases in multifamily home building, particularly among buildings containing 20+ homes, the total number of Vermont homes available for rental has remained at between 76,000-82,000 since 2010. The number fluctuates from year to year as property owners change uses of homes (between rental, owned, vacation and other uses) and reconfigure residential buildings in ways that change the number of homes they include. In addition, homes in severe disrepair are removed from the housing stock every year offsetting gains made to the stock through new construction.

Figure 4-16 Renter homes by building type, 2010-2022



72% of renter households are in multifamily buildings (50% in smaller buildings with less than 10 units, 22% in larger buildings) while only 5% of owner households are in multifamily buildings (4% and 1% respectively). Nationally, 25% of renter occupied homes are single family detached houses and 65% are in multifamily buildings. Vermont has a lower proportion of its renter households living in multifamily buildings than all New England states aside from Maine

Figure 4-17 Renter building type, 2022





## Rental Vacancy Rate

The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. The national rental vacancy rate in the fourth quarter of 2023 is 6.6% and the rate for the Northeast region of the US is 4.3%.<sup>76</sup>

Figure 4-18 Statewide rental vacancy rate, 1980-2022

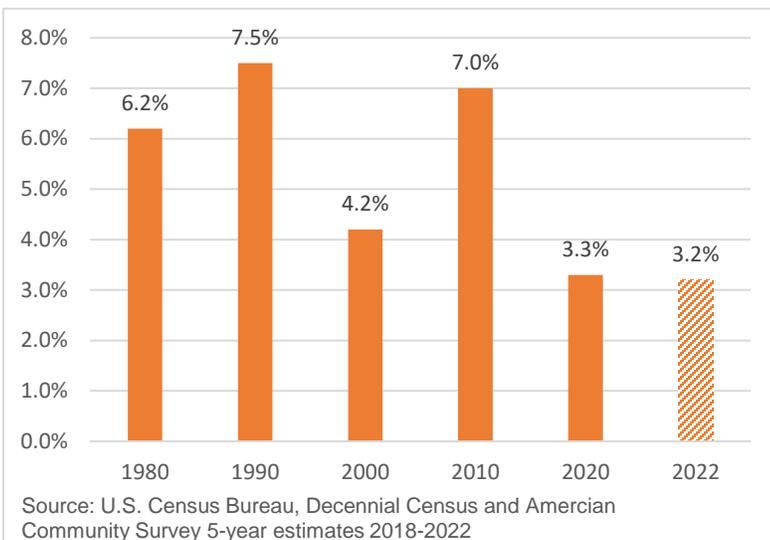
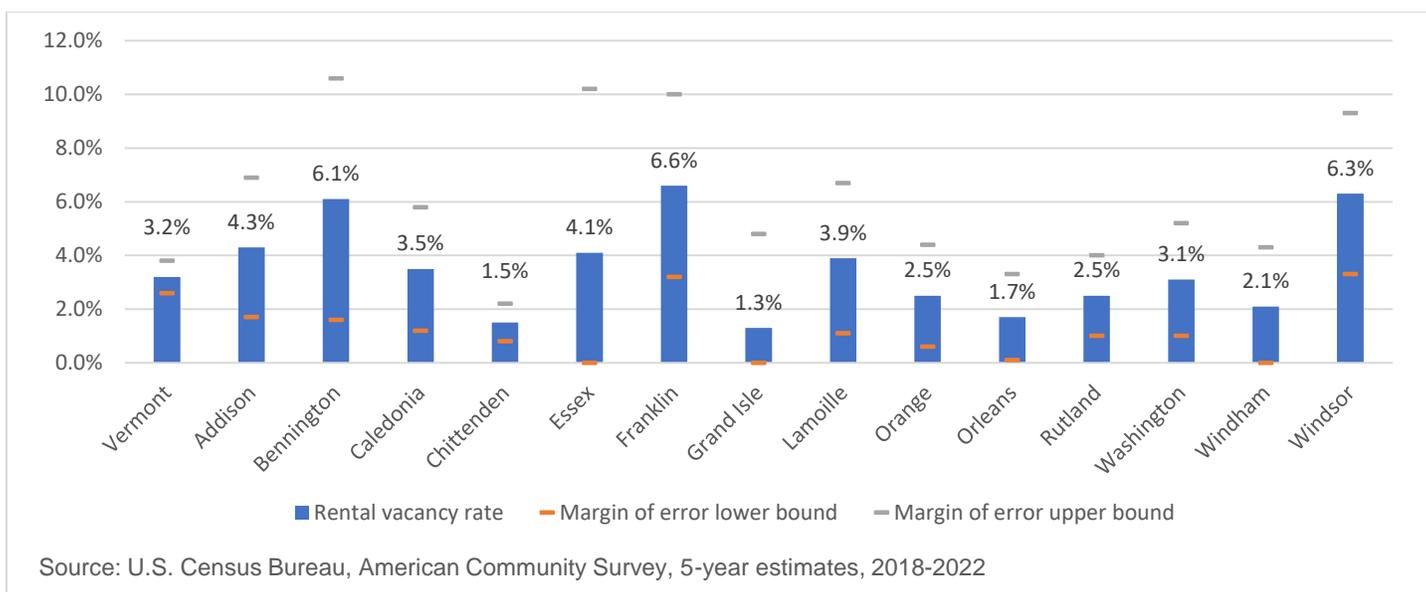


Figure 4-19 County rental vacancy rate, 2022



Vermont has wide variation in rental vacancy rates across counties. Vacancy rates in Vermont have wide possible ranges due to the small sample size of homes available for rent during a given survey period. However, even when accounting for these margins of error, all counties aside from Bennington, Franklin, and Windsor counties have lower than ideal vacancy rates. Chittenden County’s vacancy rate of 1.5% in 2022 was well below that of a healthy rental market. According to the Chittenden County Regional Planning Commission, the rental apartment vacancy rate was 1% in 2023 in Chittenden County.<sup>77</sup>

It is likely that in counties with rates lower than the statewide average, such as Chittenden, Grand Isle, Washington and Windham, the relatively low number of vacant units for rent has pressured rent levels upward. Towns in other counties may also suffer from vacancy rates lower than the statewide or countywide average and experience upward pressure on rents.

<sup>76</sup> U.S. Census Bureau, [Housing Vacancies and Homeownership \(CPS/HVS\)](#), January 30, 2024

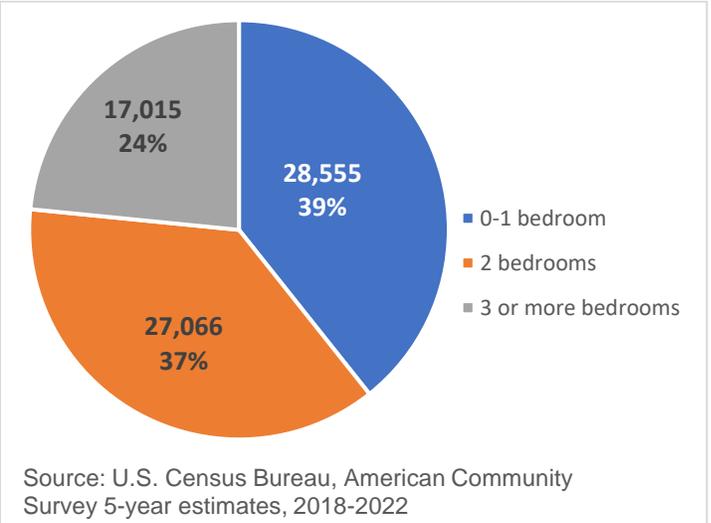
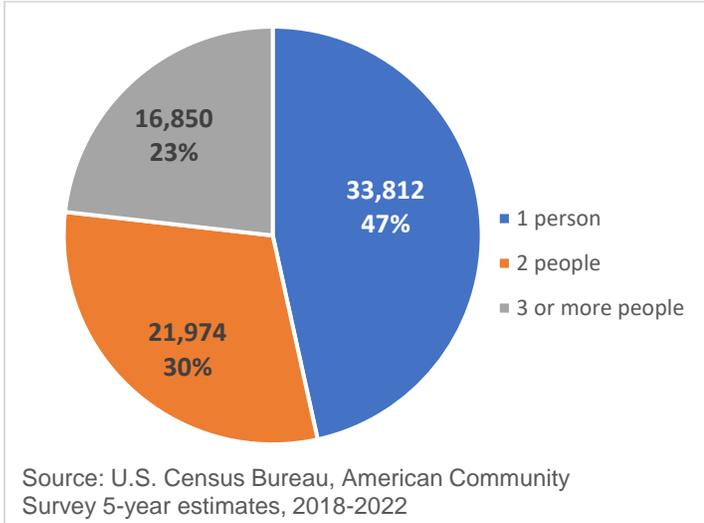
<sup>77</sup> Chittenden County Regional Planning Commission ECOS, [Building Homes Together 2.0 Update](#), October 23, 2023

## Renter Household Size

An estimated 47% of renter households are single people living alone with another 30% comprised of 2 members. With about 39% of rental homes in Vermont having 0-1 bedroom, at least 8% of renter households are single people living in homes with two or more bedrooms.

Figure 4-20 Renter households by number of people

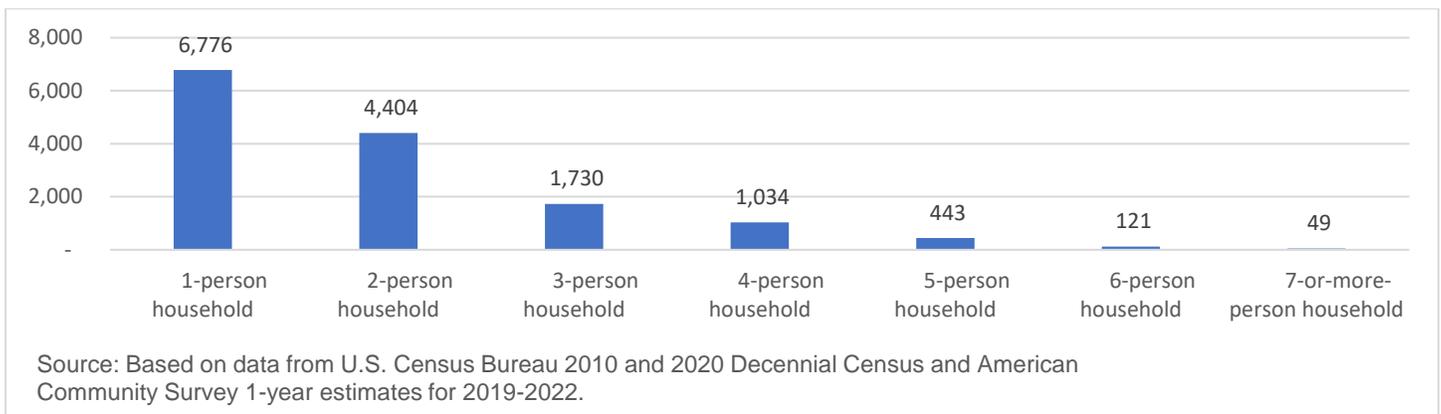
Figure 4-21 Renter households by bedrooms



Approximately 2,400 renter households in Vermont are overcrowded. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms.<sup>78</sup> Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease<sup>79</sup> and<sup>80</sup> mental health problems.

Renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households. More than one-half (1,464) of Vermont’s overcrowded renter households have more than 1.5 person per room, which qualifies them as severely overcrowded. 2% of all rental households are severely overcrowded.<sup>81</sup>

Figure 4-22 Projected renter household growth by 2029 by household size



<sup>78</sup> U.S. Dept. of Housing and Urban Development (HUD), [Bathrooms are not considered in room calculations under HUD standards](#).

<sup>79</sup> Ghosh, A.K et. al, [Association between overcrowded households, multigenerational households, and COVID-19: a cohort study](#), Public Health, Volume 198, 2021

<sup>80</sup> U.S. Dept. of Health and Human Services, [Healthy People 2030 - Housing Instability](#)

<sup>81</sup> For more information on “overcrowding” see Chapter 7: Large & Small Households



The greatest growth in renter demand will be among small households. By 2029, an additional 6,776 1-person households and 4,404 2-person households will be seeking rental housing in Vermont. To keep pace, an additional 10,000 1- and 2-bedroom apartments will be needed just to house the additional small households.

### Rental Housing Quality

At least 4,500 rental households in Vermont are living in homes with potential serious housing quality concerns, according to U.S. Census Bureau Public Use Microdata Sample (PUMS) data. These households lacked a heat source, lacked complete kitchen facilities, lacked complete plumbing facilities, had coal heat, was a mobile home built before 1979 or was built before 1939 with rent less than \$500 per month.

This estimate almost certainly undercounts the total number of households with housing problems, since many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected by the criteria above. Additional information on quality of homes in both the renter and owner occupied housing markets is included in Chapter 3 (“Housing Stock”) of this report.

Figure 4-23 Renter households with potential housing quality issues, 2022

Region	Rented homes	Homes occupied without rent
<b>Northern Vermont</b> (Grand Isle, Franklin, Lamoille, Orleans, Caledonia & Essex Counties)	953	526
<b>Central Vermont</b> (Addison, Washington & Orange Counties)	1,099	163
<b>Chittenden County</b>	874	0
<b>Southern Vermont</b> (Rutland, Windsor, Bennington & Windham Counties)	1,591	366
<b>Statewide</b>	4,517	1,055

Source: Based on U.S. Census Bureau Public Use Microdata Sample (PUMS), 2022

### Housing Problems

The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem. There are approximately 35,000 renter households with housing problems, accounting for 47% of the renter households in the state. At least 33,000 of these households are cost burdened. Housing issues are most prevalent in low-income renter households - 74% of the renter households below 50% Area Median Income face at least one housing problem.<sup>82</sup>

<sup>82</sup> U.S. Dept of Housing and Urban Development, [Comprehensive Housing Affordability Strategy](#), 5-year estimates, 2016-2020



## Publicly Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs.<sup>83</sup> To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Each distinct funding stream comes with its own income and eligibility rules, applications, and program regulations. The various funding sources used in Vermont are representative of the changing landscape of public funding for housing over the course of the last century. While differing in specifics, homes built with public support generally must be occupied by households below a specified percentage of Area Median Income and will have a rent cap (maximum amount) or rental assistance (payment on behalf of tenants) in place to ensure monthly payments are affordable to residents.

Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants. Some programs include funding for both the development of the buildings and for the continued rental assistance for tenants.

**Figure 4-24 Project-based rental assistance (PBRA) in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Vermont Directory of Affordable Rental Housing on housingdata.org

<sup>83</sup> [Glossary of HUD Terms](#)

For instance, in Vermont, VHFA is the administering entity for the federal Low Income Housing Tax Credit (LIHTC) program, which helps developers offset construction costs by agreeing that a certain proportion of their units will be affordable to lower-income households (typically households below 60% of Area Median Income). These apartments then have their rent capped so that households with that income level generally pay no more than 30% of their income towards their rent – in 2024, the rent for a two-bedroom LIHTC funded unit is generally capped at \$1,382 or lower in Vermont.

The median income of a household living in one of Vermont’s 7,268 apartments funded through the LIHTC program has an annual household income of approximately \$16,800, less than 30% of the Area Median Income. For a household at this income level, monthly rent higher than \$420 is likely to be unaffordable. Project-based rental assistance allows rents to be affordable to renters and provides the project with the rent revenue needed to be financially sustainable.

## Project-Based Rental Assistance (PBRA)

Assistance to help low-income families and individuals pay their monthly rent can come in one of two models: Project-based rental assistance (PBRA) or tenant-based rental assistance (TBRA). Generally, both operate such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administering agency covering the remaining rent balance directly.

With project-based assistance, the rental subsidy is assigned to a specific apartment, and any eligible household who moves into that unit will receive assistance to cover the portion of the rent that it cannot otherwise afford. Units with project-based assistance were either built or substantially renovated with the expressed purpose of serving low-income tenants. Programs that have created units with project-based rental assistance in Vermont include the Public Housing Program, the USDA Rural Housing Program, and various Section 8 programs developed between the 1970s and 1990s. Apartments with project-based rental assistance are owned by Public Housing Authorities (PHAs), nonprofit housing providers, and for profit developers. Within PBRA buildings, some apartments are dedicated to serving specific vulnerable populations, including the elderly and people living with disabilities.

**Figure 4-25 Rental apartments in Vermont subsidized through project-based programs by age targeting and unit size, 2024**

Apartment type*		Total	0-1 bedroom apartments	2-bedroom apartments	3+ bedrooms apartments
General Occupancy	No PBRA	3,254	1,104	1,679	471
	PBRA	4,770	1,589	2,073	1,108
	Total	8,024	2,693	3,752	1,579
Age-Restricted	No PBRA	1,333	1,111	222	-
	PBRA	5,229	4,889	338	2
	Total	6,562	6,000	560	2
<b>All apartments</b>		<b>14,586</b>	<b>8,774</b>	<b>4,312</b>	<b>1,581</b>

\*PBRA (Project-Based Rental Assistance) is funding for rental apartments so that tenants pay no more than 30% of income towards gross rent. Source: Vermont Directory of Affordable Rental Housing from housingdata.org.



## Changes in Public Funding for Rental Housing

The first national attempt to create public housing began in 1937 as an initiative of the New Deal era. Designed to create new affordable housing across the country, the federal Public Housing program funded the development of large high-rise multifamily buildings in tandem with the process of “Urban Renewal,” where “blighted communities” were cleared to make way for the new style of housing. These new housing “projects,” would feature a low monthly rent in order to be affordable to low income tenants. Since its creation as a cabinet level agency in 1965, the federal department of Housing and Urban Development (HUD) has funded the development and management of the Public Housing Program. Buildings and funding were managed locally by organizations created for this purpose known as Public Housing Authorities (PHAs).

Nationally, Public Housing was explicitly segregated until the Fair Housing act of 1968 outlawed the practice. Many of the neighborhoods cleared during the period of Urban Renewal were largely occupied by marginalized people, dramatically altering and sometimes destroying the communities. The only Public Housing buildings in Vermont built before 1968, Riverside Apartments (1966) and Bishop Place (1967) in Burlington as well as Decker Towers (1971), were developed as a result of the city’s Urban Renewal project.<sup>84</sup>

Federal housing policy shifted away from the Public Housing Program model in the early 1970s in part due to insufficient investment in the management of Public Housing as well as broader changing public sentiment towards the projects. Instead, HUD began prioritizing portable rental assistance vouchers as well as subsidizing private investment to create affordable housing. This shift led to the creation of the two most prevalent forms of subsidized affordable housing today; the Section 8 voucher program in the 1970s and the Low Income Housing Tax Credit (LIHTC) in 1987. LIHTC has funded 20% of all units in new multifamily buildings in the U.S.<sup>85</sup> Also during this time, HUD created other project-based rental assistance programs where rental assistance was tied to units supported but not owned by HUD or the PHAs.

In 1998, the federal Faircloth Amendment capped the number of Public Housing units a Public Housing Authorities (PHAs) could receive funding for, functionally ending the development of any new housing through this program. In doing so, this moved subsidized housing investment further away from HUD ownership (Public Housing) and towards private ownership with financial support for tenants (Section 8) or development (LIHTC). Additionally, it capped the funding PHAs could receive for building rehabilitation, further deferring maintenance in the oldest housing within the national subsidized housing portfolio.

In 2012, HUD created a method to systematically convert “legacy” programs through the Rental Assistance Demonstration (RAD). With RAD, Public Housing Program buildings and other HUD multifamily buildings can transition to the modern Section 8 platform, allowing local PHAs to streamline reporting requirements and to access funds for deferred maintenance of older housing. Public Housing properties that convert through RAD remain perpetually affordable through long-term Section 8 contracts required to renew at each expiration unlike other older programs. Residents also gain the ability to request a tenant-based voucher after living at the property for a period.

## Vermont’s Public Housing Authorities (PHAs)

Public Housing Authorities (PHAs) are the local administrators of United States Department of Housing and Urban Development (HUD) housing programs, receiving capital and operating fund allocations from HUD to manage and maintain public housing. In buildings owned or managed by PHAs, residents pay subsidized rent equivalent to no more than 30% of their monthly adjusted income. PHAs provide eligible low-income Americans, the elderly, and those with disabilities access to safe, affordable, and decent rental housing on the private market and in their housing portfolios.

Vermont has eight local housing authorities and one statewide housing authority, all created in the 1960s to operate units in HUD’s Public Housing program. Today, the PHAs own or manage 3,358 units across 103 properties. Burlington Housing Authority and Vermont State Housing Authority manage the greatest share of

<sup>84</sup> Brandon S. Kelleher, Vermont History Vol. 91 No. 1, [Renewal of Burlington in the Suburban Age](#), 2023

<sup>85</sup> White House press release, [Increasing the Supply of Affordable Housing: Economic Insights and Federal Policy Solutions](#), 2024



units, as well as the greatest share of properties across the state. The remaining PHAs' portfolios each contain fewer than 10 properties.<sup>86</sup> The properties within their portfolio's include buildings developed through the Public Housing Program, RAD-converted properties, and properties with other HUD project-based rental assistance contracts.

Public Housing Program and RAD-converted properties account for 45% of PHA owned or managed units (1,496 units out of 3,358) but only 22% of properties (23 out of 103). These figures reflect the large size of properties built through the Public Housing Program. In Vermont, these properties contain an average of 60 units, compared to just 28 units across the remaining properties in PHAs' housing portfolios.

Figure 4-26 Properties and units for Vermont's Public Housing Authorities (PHAs), 2024

Housing agency	Location	Properties	Units
Bennington Housing Authority	Bennington County	4	195
Burlington Housing Authority	Chittenden County	32	680
Winooski Housing Authority	Chittenden County	8	384
Rutland Housing Authority	Rutland County	4	290
Barre Housing Authority	Washington County	7	361
Montpelier Housing Authority	Washington County	9	236
Brattleboro Housing Authority	Windham County	7	307
Springfield Housing Authority	Windsor County	7	319
Vermont State Housing Authority	Statewide	25	586
All PHAs	Statewide	103	3,358

*Source: Vermont Directory of Affordable Rental Housing on housingdata.org and PHA websites.*

Today, only the Barre and Montpelier Housing Authorities maintain properties through the Public Housing program. The rest of Vermont's original Public Housing has converted through RAD. Vermont is one of only three states (along with MD and TN) that has converted more than 50% of its existing Public Housing through RAD. Most of Vermont's RAD conversions moved properties to the Section 8 Project Based Voucher (PBV) platform.

## Rehabilitation and Renovation Needs of the Subsidized Housing Stock

Owners of publicly subsidized apartments must balance the limitations on operating revenue from rent inherent in serving low income tenants with the ongoing costs of building operations, maintenance and repairs. Subsidized developments are generally subject to minimum reserve fund requirements to ensure properties are well maintained. Although many tenants with very low incomes are assisted by additional rental subsidies that bolster the total operating revenue to property owners, the total amount of rent collected is limited by rent ceilings associated with the specific development subsidy source. In addition, not all low-income renters are assisted by ongoing monthly rental assistance due to the constrained supply of this valuable type of public funding. All of these factors together limit the revenue flowing into subsidized developments.

In former Public Housing properties, decades of underinvestment may have made postponed capital improvements more costly. Most of the properties in Vermont PHAs' housing portfolios were built in the 1970s and 1980s; in fact, only 10 properties were built in the last decade. The similar age of properties across PHAs' housing portfolios also means the buildings need updates on similar timelines, with few having undergone

<sup>86</sup> Aborn, M., [Vermont's Public Housing Authorities and Their Housing Portfolios](#), 2023



substantial upgrades since they were built. Despite near-universal RAD conversion of Vermont’s public housing, only one conversion was coupled with redevelopment.

HUD’s Real Estate Assessment Center (REAC) conducts an inspection of the physical condition of all properties funded through HUD programs every one to three years, and properties must receive an inspection score of at least 60. RAD required that Public Housing properties have at least a passing REAC score prior to conversion.<sup>87</sup> Among Vermont’s RAD properties, just three properties received a score of less than 80 at their most recent inspection. Two of the properties are in Montpelier Housing Authority’s housing portfolio, one of which is still in the Public Housing Program. The third is a Brattleboro Housing Partnerships property that HUD has classified for demolition and disposition. The site is currently vacant, but there are plans for its reuse.

While properties across the PHAs’ housing portfolios receive favorable REAC scores or meet Housing Quality Standards (HQS), PHA directors have reported that many of their buildings have significant needs. They report that their older buildings, particularly former Public Housing high rises, are energy inefficient. Several properties need new roofs and other significant upgrades to their water, electric, and HVAC systems. Rehabilitation is also needed to modernize units given their age.

For all subsidized developments in the state, 21 buildings scored lower than an 80 REAC score, indicating they may be in substandard condition. An additional 50 properties scored 80-90, indicating they may soon need repairs to prevent their decline in quality.<sup>88</sup>

A general rehabilitation project of Vermont’s publicly subsidized rental housing typically consists of weatherization (such as new insulation and windows) to improve energy efficiency and upgrading kitchens and bathrooms. However, other recent projects in Vermont have focused exclusively on project-wide improvements such as installing a completely new heating system. When older apartment complexes apply for housing tax credit funding, the project is likely to undergo a full “gut rehab” in which the building is taken down to the studs, rebuilt and brought to current building standards.

Between 2020 and 2023, 756 publicly subsidized apartments for lower income Vermonters were added to the housing stock<sup>89</sup>. In tandem, at least 556 subsidized apartments underwent major renovations, funded through new awards of housing tax credits and other sources. Of all apartments developed with housing tax credits awarded in 2020-2023, 46% were in renovated existing buildings (as opposed to new buildings).

## Preservation of Subsidized Rental Housing

Vermont state and local housing organizations have a long-standing commitment to preserve all apartments that have received investment from scarce public subsidies. Only 19 apartments in five rental buildings have been converted out of the subsidized stock to other uses or were “lost” when a project was renovated to include fewer units than the original size.

Since the late 1980s, all state sponsored housing development funding has required perpetual affordability. The most common type of federal housing tax credits used to develop affordable housing (called allocated 9% federal Low-Income Housing Tax Credits) have required perpetual affordability in Vermont since the early 2000s.

Despite this, perpetual affordability is not a requirement for all of Vermont’s subsidized housing stock, especially among the apartments developed through older federal affordable housing programs. Several subsidized rental apartments have covenants with expiration dates before 2029, although plans for extending affordability covenants are underway for many. Renewals typically occur at the date of contract expiration or when a property receives new public funding resources to meet capital needs.

<sup>87</sup> U.S. Dept. of Housing and Urban Development (HUD), [REAC Property and Unit Inspections, Inspection Information For Residents](#)

<sup>88</sup> Office of Policy Development and Research (PD&R), [Physical Inspection Scores](#), 2021

<sup>89</sup> HousingData.org, [Affordable Rental Housing Properties in Vermont](#), 2020-2023



1,125 apartments across 51 properties subsidized through older HUD programs, such as Section 8 project-based rental assistance and Section 202 Project Based Rental Assistance (PRAC), have Housing Assistance Payment (HAP) contracts that expire before 2030.<sup>90</sup>

Additionally, there are 17 USDA Rural Development properties with 485 units that have expired affordability covenants. An additional 8 USDA properties with 142 units have affordability covenants that will expire before 2030. There are also 26 USDA projects, with 505 units eligible to pre-pay their loans before 2030. Of these, 384 units are supported by USDA Rental Assistance which provides an incentive for owners to maintain affordability levels.<sup>91</sup> Projects eligible for pre-payment pose a higher risk of exiting the affordable housing portfolio.

Rental properties developed with federal low-income housing tax credits (LIHTC) are done so under an agreement that the property will be rented to low-income residents at a reduced rental rate for a 30 year period. Developers, however, have the option to convert their use to market rate apartments after 15 years through what is known as a “qualified contract process,” unless the property receives funding through other programs that have longer term or renewed affordability requirements. Nationally, rental housing owners use this “qualified contract process” for properties containing approximately 10,000 units annually, resulting in more than 100,000 units of affordable housing prematurely lost.<sup>92</sup> Vermont’s perpetual affordability clause for federal (9%) and state credits has helped mitigate the preservation challenges that many states now face.

### Tenant-Based Rental Assistance

Tenant-based assistance is a rental subsidy that moves with a household into any qualifying housing within a certain geographic area. The housing is often private housing that may not have been built or developed with the intention of renting to low-income tenants.

Federal Section 8 Housing Choice Vouchers (HCVs), funded by HUD and administered locally by PHAs, are used by 7,400 Vermont renter households to help pay for their housing. Individuals with a voucher through this program generally pay no more than 30% of their monthly adjusted income on rent with the voucher covering the remaining rent balance. Most HCVs are tenant-based vouchers that renters can use at the privately-owned unit of their choice, but 20% of a PHA’s vouchers can be project-based vouchers (PBVs) that tie the subsidy to a particular unit. Some project based vouchers are embedded within a PHA’s housing portfolio, but PHAs also place project based vouchers with private and non-profit landlords, including housing trusts and units created with the Low Income Housing Tax Credit. Vermont State Housing Authority administers more than half of Vermont’s HCVs.

**Figure 4-27 Section 8 Housing Choice Vouchers (HCV) by issuing Public Housing Authority, 2020-2023**

Housing agency	Location	Number of Vouchers 2020	Number of Vouchers 2023
Bennington Housing Authority	Bennington County	189	379
Burlington Housing Authority	Chittenden County	1,699	1,923
Winooski Housing Authority	Chittenden County	227	460
Rutland Housing Authority	Rutland County	236	338
Barre Housing Authority	Washington County	106	91
Montpelier Housing Authority	Washington County	109	120
Brattleboro Housing Authority	Windham County	119	322
Springfield Housing Authority	Windsor County	40	162
Vermont State Housing Authority	Statewide	2,896	3,609
All PHAs	All Vouchers	5,621	7,404

Source: U.S. Dept of Housing and Urban Development (HUD), Housing Choice Voucher (HCV) dashboard

<sup>90</sup> U.S. Dept of Housing and Urban Development (HUD), [Multifamily Assistance & Section 8 Database](#)

<sup>91</sup> U.S. Department of Agriculture (USDA), [Rural Development Datasets, Multi-Family Housing \(MFH\)](#), March 31, 2024

<sup>92</sup> National Coalition of State Housing Agencies (NCSHA), [Closing the Qualified Contract loophole](#), November 2021



In response to the pandemic, Vermont was awarded approximately 2,000 additional Housing Choice Vouchers, with 7,404 in use as of November 2023<sup>93</sup>. Notably, there are an additional 308 “on the street,” that are allocated to a household, but not yet leased. However, HUD estimates that more realistically only 213 additional rental homes could be supported by the annual budget for the program. As of November, Vermont had an 89% HCV utilization rate. All PHAs had a utilization rate within 5% of this other than the Brattleboro Housing Authority (78%) and the Barre Housing Authority (51%). PHA directors report tenants with vouchers on the street are currently facing significant challenges finding units that meet their needs.

Currently 2,740 vouchers, or 33% of the overall voucher allocation, are used as Project-Based Vouchers (PBV). Tenants in apartments with PBVs have a right to move with continued tenant-based rental assistance after the first year of occupancy of the PBV unit. This figure includes 1,154 units that have converted from an older program to a project-based voucher through RAD.

Additionally, 31% of the vouchers are Special Use Vouchers, meaning they are dedicated to supporting a particular demographic group:

Figure 4-28 Type and number of Special Use Vouchers in Vermont, 2023

Voucher Type	Description	Number of vouchers (2023)
Mainstream Vouchers (MS)	Assists families that include a non-elderly person with disabilities (previously covered under Section 811)	1,036
Family Unification Program (FUP)	Serves families for whom the lack of adequate housing is a primary factor in the imminent placement of the family’s child(ren) in out-of-home care or for a youth at least 18 years old and not more than 24 years old who left the foster care system and is homeless or is at risk of becoming homeless	771
Non-Elderly Disabled (NED)	Serves families where the head, co-head, or spouse is a non-elderly person with disabilities	922
Veterans Affairs Supportive Housing (VASH)	Combines HUD housing choice voucher rental assistance for homeless veterans with case management and clinical services provided by the Department of Veterans Affairs (VA)	218
Source: U.S. Dept of Housing and Urban Development (HUD), Housing Choice Voucher (HCV) dashboard		

### Vermont Emergency Rental Assistance Program

In response to the pandemic era economic conditions, the state launched the Vermont Emergency Rental Assistance Program (VERAP) in April 2021 as a source of rental assistance for renters at risk. The program, funded by federal pandemic relief funds and administered by Vermont State Housing Authority (VSHA), provided funds to eligible rental households for rental arrearages and utility payments for up to 18 months. Over the course of the program, which ended in June 2023 after all funds had been exhausted, more than 17,398 renter households received assistance from VERAP<sup>94</sup>. An additional 1,976 households received rental assistance through the parallel Reach Up rental assistance program. These programs, combined with a statewide eviction moratorium, prevented renter turnover and evictions during the pandemic.

<sup>93</sup> U.S. Dept of Housing and Urban Development (HUD), [Housing Choice Voucher \(HCV\) Data Dashboard](#)

<sup>94</sup> Vermont State Housing Authority, Vermont Emergency Rental Assistance Program [VERAP Dashboard](#)

## Wait Lists

Waitlists can be an important indicator of the relative demand for and access to affordable rental housing. However, managers of affordable apartments in Vermont tend to organize applicants on waitlists for apartments in their portfolios based on several different criteria, including the location, number of bedrooms needed, the need for rental assistance, and property amenities. Furthermore, applicants may be placed on multiple lists, making it impossible to calculate an overall average length of time on waitlists or the total number of applicants for subsidized rental housing in Vermont. HUD reported that in 2023, the average waitlist for all publicly supported housing programs was 14 months.<sup>95</sup> The average length of tenure for residents of Vermont’s subsidized rental housing is 96 months since move-in.

PHA directors report that demand for their housing far exceeds availability. As of March 2023, the vacancy rate in VSHA’s units was 1.8%, compared to an estimated 3% statewide. Multiple PHA directors indicated having closed their waitlists because individuals were waiting multiple years for an available unit. According to the Chittenden County Building Homes Together campaign, as of September 2023, Cathedral Square had 824 households on their waitlist and Burlington Housing Authority had 1,690 households on the HCV waitlist. Champlain Housing Trust, which measures their waitlist by average applicant move-in time, had a 15-month average wait.<sup>96</sup> Additionally, statewide waitlists for Section 8 HCV in Vermont were closed in November 2023.

## Federal Rental Programs in Vermont

During the second half of 20<sup>th</sup> century, the U.S. federal government created various programs to develop and maintain affordable rental housing. Most of these programs originated in the Dept. of Housing and Urban Development (HUD), but several notable programs, including the Low-Income Housing Tax Credit, began in other branches of the government. The following table explains the various programs that have developed or subsidized affordable housing in Vermont, provides the number of units still managed through the various programs, and outlines any type of income or demographic targeting inherent to each program.

**Figure 4-29 Number of units developed or assisted by federal housing programs, 2024**

Program	Targeting	# of units in Vermont	Notes
Low-Income Housing Tax Credit (LIHTC) <i>Development</i>	Households with income less than 50% or 60% of Area Median Income (AMI)	7,228	Program created in 1986. It provides a reduction in federal tax liability over a 10-year period for owners of qualifying rental housing who agree to certain operating restrictions. Maximum allowable rent is 30% of the annual income associated with income targeting (i.e. 60% AMI), accounting for unit size. Tax credit units are sometimes paired with additional project based subsidies.
Section 8 New Construction & Substantial Rehabilitation <i>Development &amp; rental assistance</i>	Households with income less than 50% of the AMI. Residents pay 30% of adjusted income towards rent	4,411	Authority to use project-based rental assistance in connection with new construction or substantial rehabilitation was repealed in 1983. While funding is no longer available for new commitments, funding is available for the renewal of Section 8 HAP contracts for units already assisted with project-based Section 8 assistance.

<sup>95</sup> U.S. Dept. of Housing and Urban Development (HUD), [Dataset/Assisted Housing National and Local](#)

<sup>96</sup> Chittenden County Regional Planning Commission, [Building Homes Together](#), October 2023



Program	Targeting	# of units in Vermont	Notes
Project Based Section 8 <i>Rental assistance</i>	Households with income below 50% of AMI. The PHA pays the owner the difference between 30% of household income and the gross rent for the unit.	3,171	A public housing agency (PHA) may project-base up to 20% of its authorized number of housing choice vouchers (HCVs). Project Based Voucher (PBV) households have a right to move with continued tenant-based rental assistance after the first year of occupancy of the PBV unit. This type of subsidy was created in 2000 as an evolution of the earlier Section 8 Project Based Rental Assistance (PBRA). Since 2012, units developed through “legacy programs” can convert to Project Based Section 8 through RAD.
HOME Investment Partnership program <i>Development</i>	90% must have incomes at or below 60% of AMI; the remaining 10% must have incomes at or below 80% of AMI	2,894	HOME is the largest federal block grant to state and local governments designed exclusively to create affordable housing for low-income households. VHCB has been the administrator of HOME funds since the program began in 1992. Maximum HOME rents are the lesser of the local Fair Market Rent (FMR) or rent that does not exceed 30% of the adjusted income of a household at 65% of AMI.
Community Development Block Grants (CDBG) <i>Development</i>	At least 70% of households served must have income less than 80% AMI. Remaining funds can serve households of any income group	2,042	Created under the Housing and Community Development Act of 1974, this program provides grant funds to local and state governments for the acquisition or rehabilitation of affordable housing. In Vermont, the City of Burlington receives its own CDBG funding from HUD and the State receives a separate allocation to cover the rest of the state, administered through the Vermont Community Development Program.
USDA RD Section 515 Rural Rental Housing Program <i>Development</i>	Residents of rural areas who are elderly or disabled with less than 80% AMI	1,321	Direct loans to create or rehab affordable multifamily housing. Created in 1949, this program provides low interest financing for the purchase, construction, or rehab of affordable multifamily housing in rural areas (i.e. those with fewer than 35,000 people).
USDA RD Section 521 Rural Rental Assistance <i>Rental assistance</i>	Residents of rural areas with less than 50% AMI (95% of tenants for new development, 75% for existing).	1,087	Additional subsidy for tenants in Section 515- or Section 514/516 (Farm Labor Housing) financed rental housing with incomes too low to pay the RD subsidized rent. Created as an amendment in 1968 to the enabling legislation of Section 515. Residents pay 30% of income towards rent



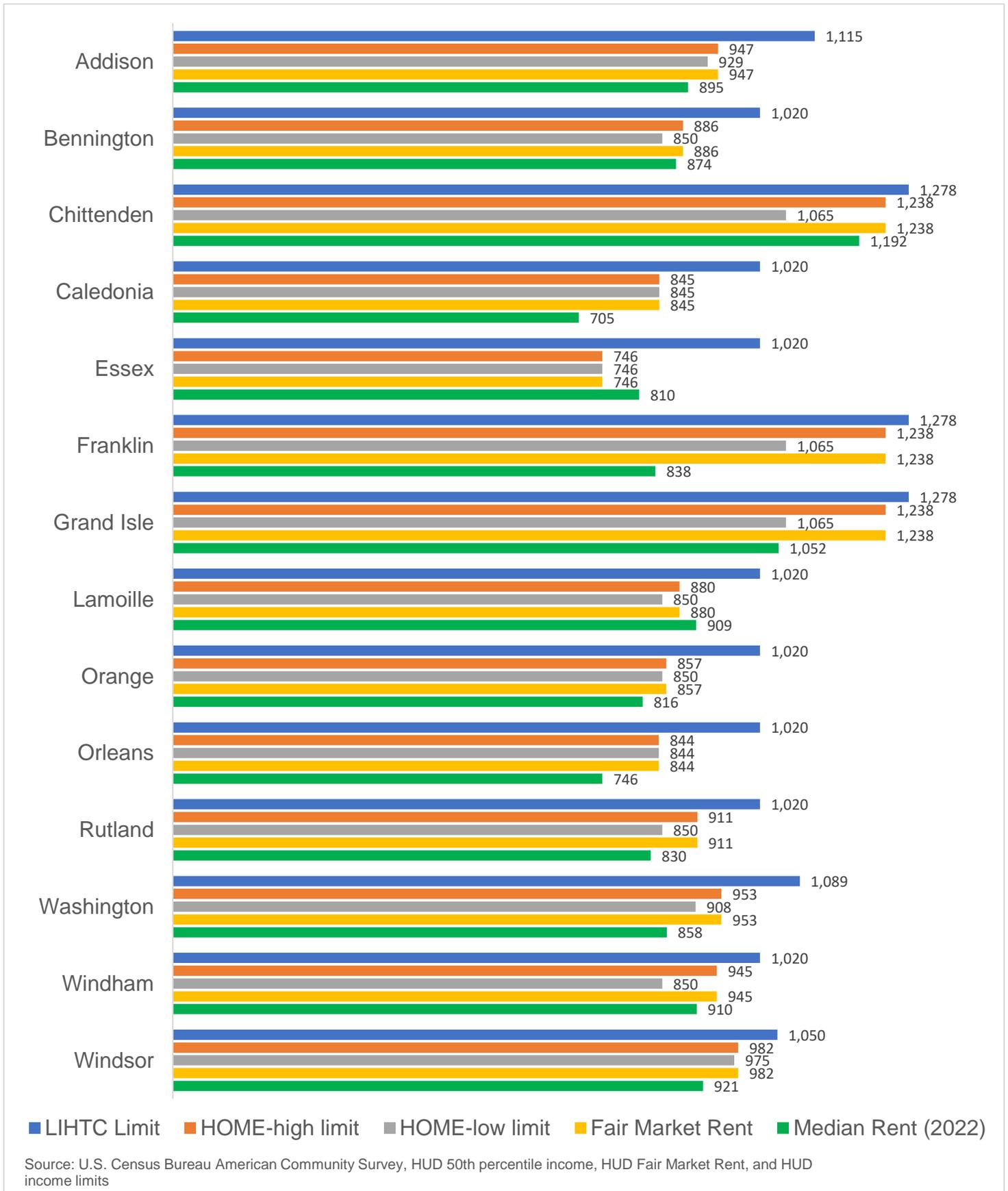
Program	Targeting	# of units in Vermont	Notes
FHLB Affordable Housing Program <i>Development</i>	All units are for households with income less than 80% of AMI. For rental projects, 20% of units are for households earning less than 50% of AMI.	821	The Affordable Housing Program (AHP) is a competitive program of the Federal Home Loan Bank (FHLB) system that provides grants twice a year through financial institutions for investment in low- or moderate-income housing initiatives. Locally awarded by the Federal Home Loan Bank of Boston, the program is flexible, so that AHP funds can be used in combination with other programs and funding sources, thus promoting a project's feasibility. Program was first authorized in 1990.
Section 202 Housing Program for the Elderly (RAD) <i>Development &amp; rental assistance</i>	People aged 62+ with less than 50% AMI. Residents pay 30% of income towards rent	256	Established in 1959, this program provides loans to private, non-profit sponsors who build, buy, or rehabilitate a housing project and then accept elderly tenants. Units are contractually maintained under Project Rental Assistance Contract (PRAC). Section 202 units are eligible for conversion to Section 8 platform through RAD.
Public Housing (RAD) <i>Development &amp; rental assistance</i>	Less than 80% of AMI. Residents pay 30% of adjusted income towards rent	424	First federal program for the creation of affordable housing began in 1937. Projects were mostly mid- or high-rise multifamily buildings. Largely developed prior to 1974, the number of Public Housing apartments was capped in 1998. More than 1,400 Vermont apartments were developed as Public Housing, about 1,000 of which have since converted through RAD.
Section 236 Rental Housing Assistance Program (RAD) <i>Rental assistance</i>	Less than 80% of AMI. Residents pay 30% of income towards rent (RAP)	137	Active in early 1960s-1970s, units paired with project-based Rental Assistance Payments (RAP). RAP was available only to Section 236 properties and was a predecessor to the project-based Section 8 program. Eligible to convert to project-based Section 8 platform through RAD. Almost all Section 236 projects now have project-based rental assistance.
Section 811 Housing Program for People with Disabilities (RAD) <i>Development &amp; rental assistance</i>	People with disabilities with less than 30% of AMI. Residents pay 30% of income towards rent	61	Created in 1991, this program provides funding for non-profit organizations interested in building, buying, or rehabilitating a housing development for adults who have a disability. Units maintained under Project Rental Assistance Contract (PRAC). Eligible for conversion to Section 8 platform through RAD.



Program	Targeting	# of units in Vermont	Notes
<p>Section 8 Mod Rehab (RAD)</p> <p><i>Development &amp; rental assistance</i></p>	Households below 50% of AMI	27	Created in 1978 as an extension of the rental certificate program. Funding was provided to private housing owners to rehabilitate their properties to meet HUD's Housing Quality Standards, subsidies were then provided for those units. The program was repealed in 1991 and no new projects are authorized for development. Assistance is limited to properties previously rehabilitated pursuant to a housing assistance payments (HAP) contract between an owner and a Public Housing Agency (PHA). Mod rehab contracts were only 1 year; when converted to RAD they follow 15-20 year contracts.
<p>Housing Opportunities for People with AIDS (HOPWA)</p> <p><i>Development &amp; Rental assistance</i></p>	People with AIDS with less than 80% of AMI. Residents pay 30% of adjusted income towards rent	6	Created in 1992 and managed by HUD's Office of HIV/AIDS Housing, HOPWA was established to provide housing assistance and related supportive services for low-income persons living with HIV/AIDS and their families.

Source: Vermont Directory of Affordable Rental Housing on housingdata.org, HUD Picture of Affordable Housing

Figure 4-30 Monthly 1-bedroom rent limits and county benchmarks



## State Housing Development Funding

Beyond federal investment in affordable housing, the State of Vermont has taken additional steps to both create additional affordable housing and provide rental assistance to low income tenants. State funding for housing helps secure these federal resources and direct them to Vermont needs and priorities. The primary State resource for housing development comes from a portion of the property transfer tax which by statute is dedicated to Vermont Housing and Conservation Board (VHCB).<sup>97</sup>

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

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

**Figure 4-31 Rental homes developed with Vermont-specific housing programs, 2024**

Program & Subsidy Type	Income targeting	# of homes that received this type of funding*	Notes
Vermont Housing & Conservation Board (VHCB) grant/loans Development	Housing to serve lower income households and individuals with special needs.	6,101	VHCB also administers the National Housing Trust Fund and the federal HOME Investments Partnerships Program.
Vermont Housing Finance Agency (VHFA) loans Development	Developments must serve at least 51% low- and moderate-income Vermonters (50-80% of AMI).	4,921	VHFA provides low interest construction or permanent mortgage financing for the development and preservation of affordable rental housing. In addition, VHFA administers the federal Low-Income Housing Tax Credit program and a variety of other development funding programs.
Vermont State Affordable Housing Tax Credit Development	Households with income less than 50% or 60% of Area Median Income (AMI)	2,925	Administered by VHFA. Created in 2000. Allocated in accordance with the Vermont Qualified Allocation Plan.
Vermont Housing Improvement Program (VHIP) Development	If the home is an ADU, rent must be at or below the Fair Market Rent. Other homes funded through the program are intended for tenants exiting homelessness.	700+	Program created in 2021 and run by the state Dept. of Housing and Community Development (DHCD). Program relaunched in 2024. Provides grants for development or rehabilitation of rental homes on existing residential properties. Grants provided at time of development.
Source: Vermont Directory of Affordable Rental Housing on housingdata.org, VHFA <a href="#">housing credit allocations data</a> and VHIP website * Most homes receive development funding through multiple funding sources.			

<sup>97</sup> Vermont Dept. of Housing and Community Development, [2023 Vermont Housing Budget and Investment report, January 16, 2024](#)



## Local Renter Programs

Several Vermont towns provide public support for housing through municipal general fund or special fee and tax revenues. However, the high price tag of making private market homes affordable for middle and lower income residents or of paying home repair or improvement costs means that the number of homes supported by local subsidies is limited. Towns in Vermont often have the greatest impact on housing through their land development regulations, permitting requirements and fees. Examples of local housing programs in Vermont include:

- [Montpelier Accessory Dwelling Unit program](#): Provided up to \$20,000 for cost of building ADU, administered through the Vermont State Housing Authority
- [Woodstock Accessory Dwelling Unit program](#): Provides \$10,000 for initial ADU development costs
- Housing Trust Funds in multiple towns, such as [Burlington](#) and [South Burlington](#), have provided small, but critical, amounts of gap funding for development of affordable rental housing.

## Chapter 5: Homeowners

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## Supply of Owner Homes Falls Short of Total Homes Needed

After years of moderate home price growth, Vermont’s owner housing market experienced substantial increases in recent years, putting home buying out of reach for more and more of the state’s renters and potential in-migrants. The vacancy rate among owner homes is even lower than among rentals, with Vermont’s median days-on-market of homes listed for sale at an all-time low. With the median price of a home for sale up 30% from 2020, few renters have the income needed to even consider purchasing the few homes listed for sale.

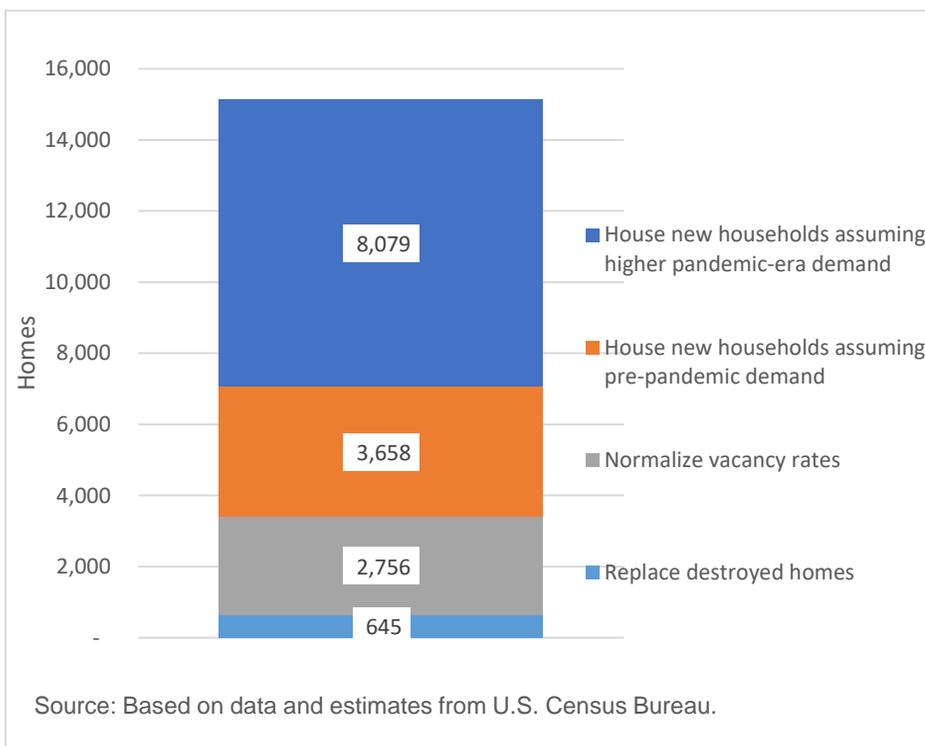
Vermont’s housing market currently lacks enough homes to normalize the vacancy rate and reduce upward pressure on home prices. With 12,000 additional owner households expected in 2025-2029, Vermont is likely to need 16,000 more owner homes during this period to meet demand, normalize vacancy rates, and replace homes that leave the stock.

Figure 5-1 Projected year-round owner-occupied household demand, 2025 and 2029

	2010 (actual)	2020 (actual)	2025 (projected)	2029 (projected)
Total	256,442	271,890	292,055	313,272
Owners	181,407	190,041	212,032	221,231

Source: 2010 and 2020 are from U.S. Census Bureau Decennial Census.

Figure 5-2 Projected owner homes needed in Vermont in 2025-2029

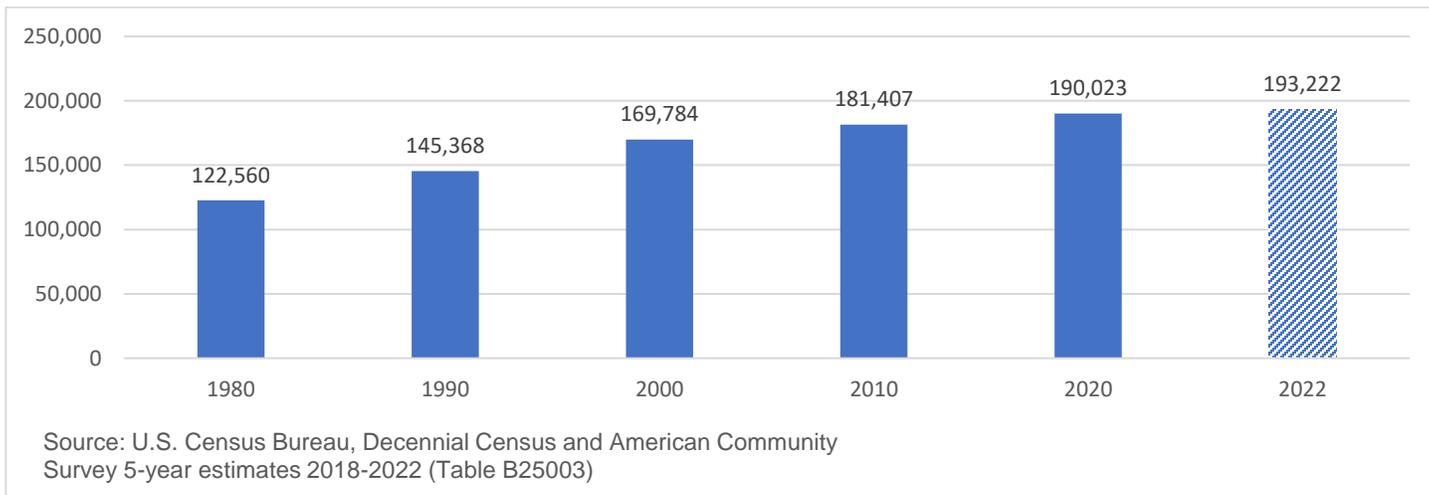




## Homeownership Rates

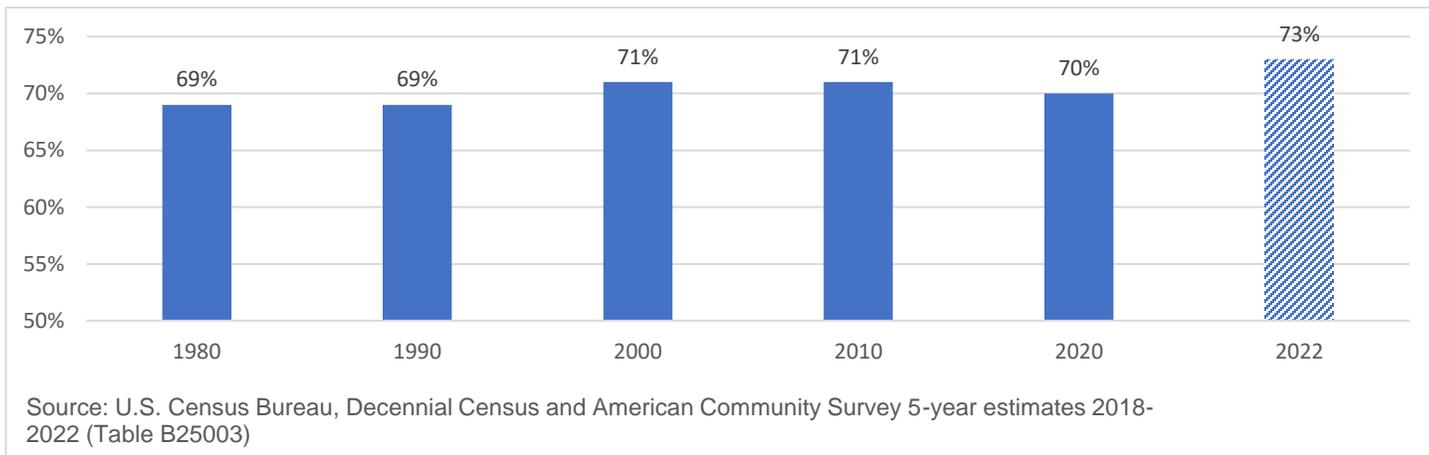
Vermont continues to have a high rate of homeownership, with an estimated 193,222 homeowner households. Nearly 73% of all households in Vermont are homeowners as of 2022. This is a 2% statistically significant increase over the 2017 homeownership rate. Vermonters own their homes at a higher rate than the national rate of 65% according to U.S. Census American Community Survey data. As of 2022, Vermont's homeownership rate was the 3<sup>rd</sup> highest in the nation.

**Figure 5-3 Vermont owner-occupied households, 1980-2022**



61% of homeowners have a mortgage on their home as of 2022, down from 63% in 2017. This statistically significant decrease may reflect aging householders paying off their mortgages or homeowners purchasing with cash rather than taking mortgages due to the higher interest rates since the pandemic.

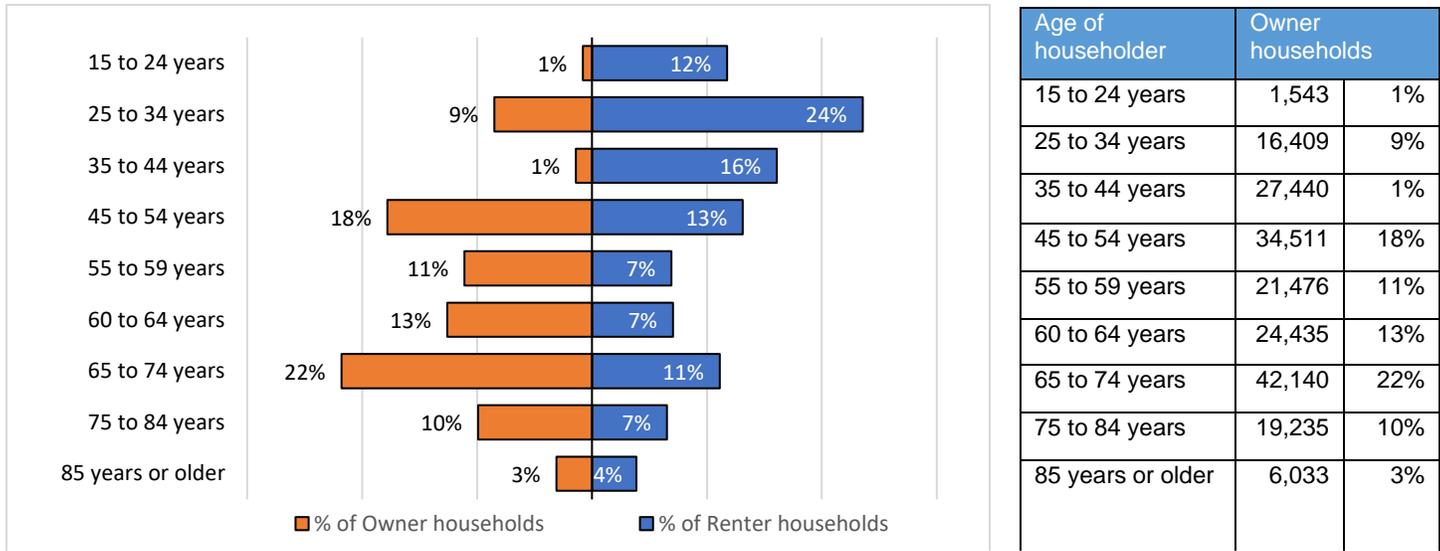
**Figure 5-4 Vermont homeownership rate, 1980-2022**



## Age of Homeowners

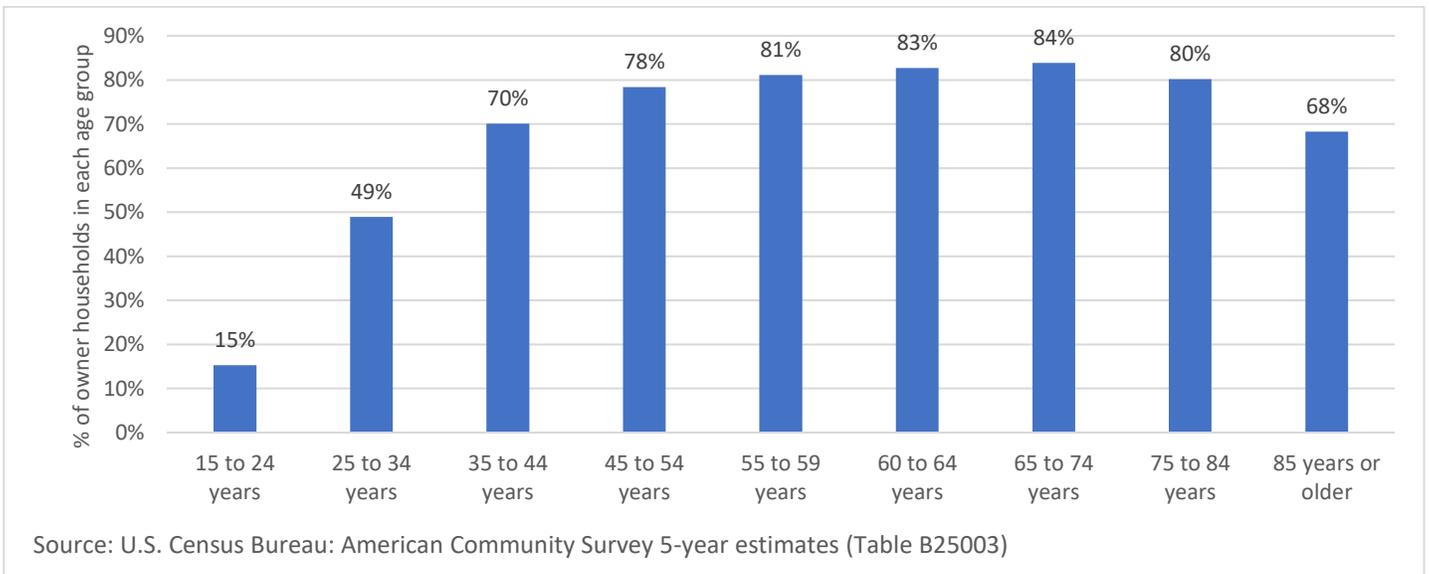
While Vermont has a very high rate of homeownership overall, the rates vary significantly based on household demographics. Householders under 35 years of age are less likely to own a home than older households. In 2022, 41% of households under 35 years of age were homeowners compared with 75% of households aged 35-54. 81% of householders over 65 years old are homeowners.

Figure 5-5 Homeowner and renter households by age group,



Source: US Census Bureau, 2022 American Community Survey 5-year estimates from housingdata.org.

Figure 5-6 Vermont homeownership rate by age, 2022

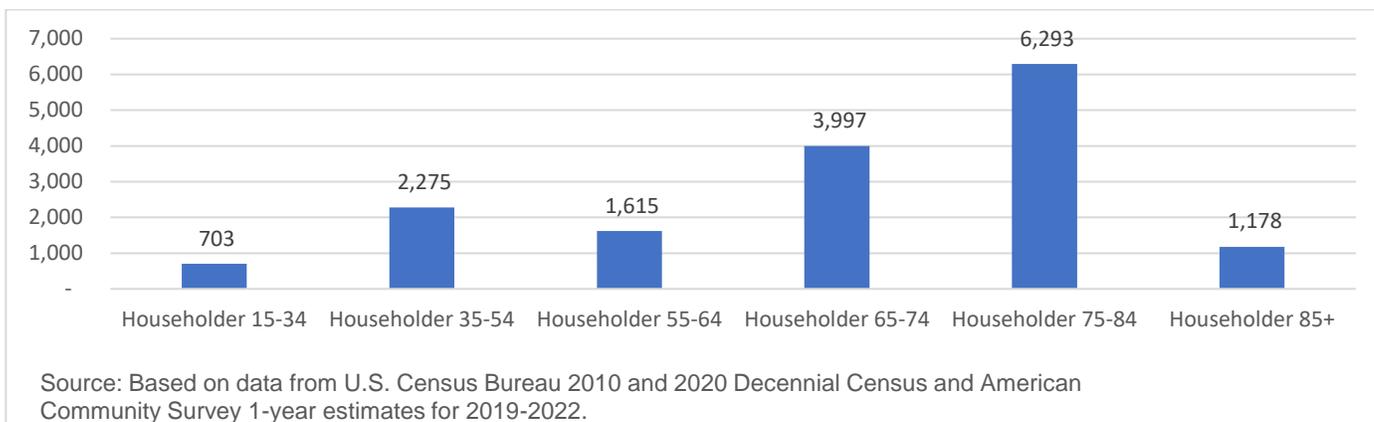


Source: U.S. Census Bureau: American Community Survey 5-year estimates (Table B25003)



Most of the projected household growth within the owner-occupied housing stock by 2029 will be among older homeowners. Of the 16,000-17,000 projected new owner households, more than 12,000 will be led by someone older than 65 years old.

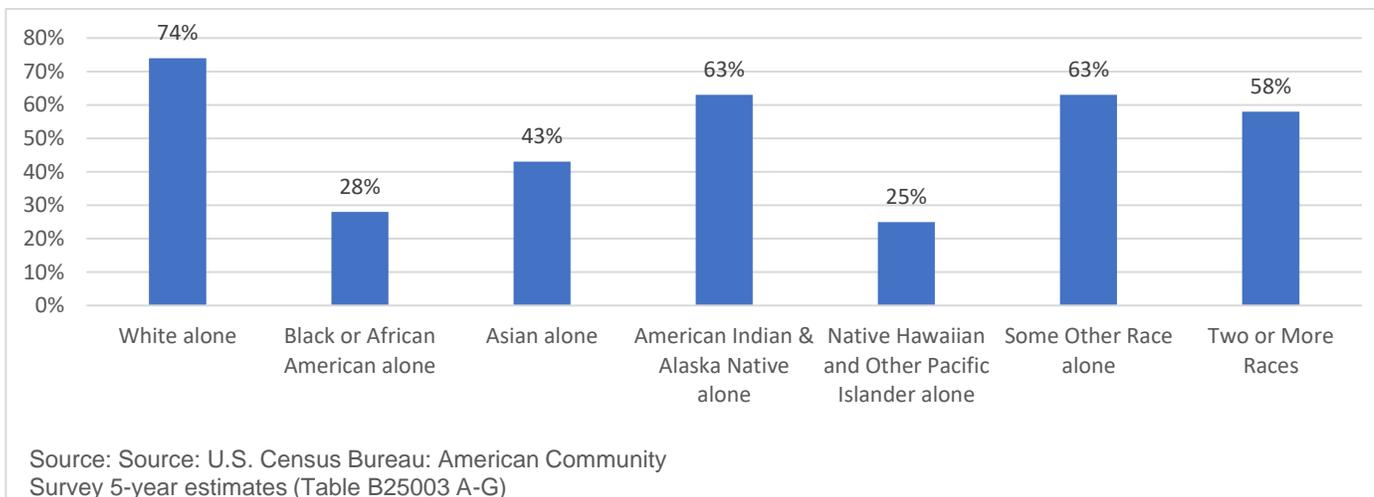
Figure 5-7 Projected growth of Vermont owner households by age group, 2025-2029



### Race of Homeowners

There are even larger discrepancies in homeownership rates by race. When households that are categorized as “white alone” by the U.S. Census Bureau are compared to all other households, the discrepancy in homeownership rates is striking. While 74% of white households are homeowners, only 54% of all other households own their homes. The difference between Black or African American households and white households is stark, with a homeownership rate of only 28% for Black households.

Figure 5-8 Vermont homeownership rate by race, 2022



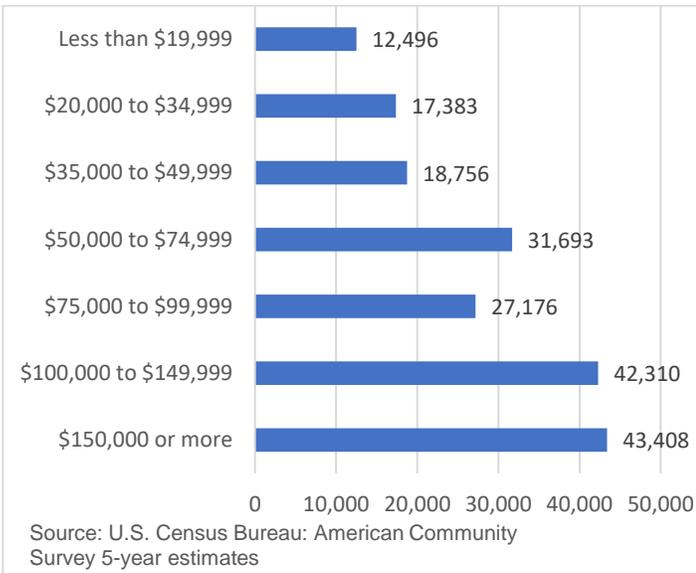
Demographic trends in homeownership in the 5 years between 2017 and 2022 have shown improvements for households under 35. Younger households under 35 years of age have seen a 1% increase in the homeownership rate between 2018 and 2022 after years of declining rates. In 2022 the homeownership rate among 25–34-year-olds has increased to 48.9%, a 7% increase from the 2017 ACS estimates. This represents the highest homeownership rate that this age group has seen since 2007.

Overall, there has been an increase of over 2,500 homeowner households that are not “White alone” between the 2017 and 2022 ACS 5-year estimates, reflective of increasing racial diversity in Vermont. However, it does not represent an increase in the overall rate of homeownership across census racial categories. The homeownership rate has remained stagnant for households headed by a person of color are considered.

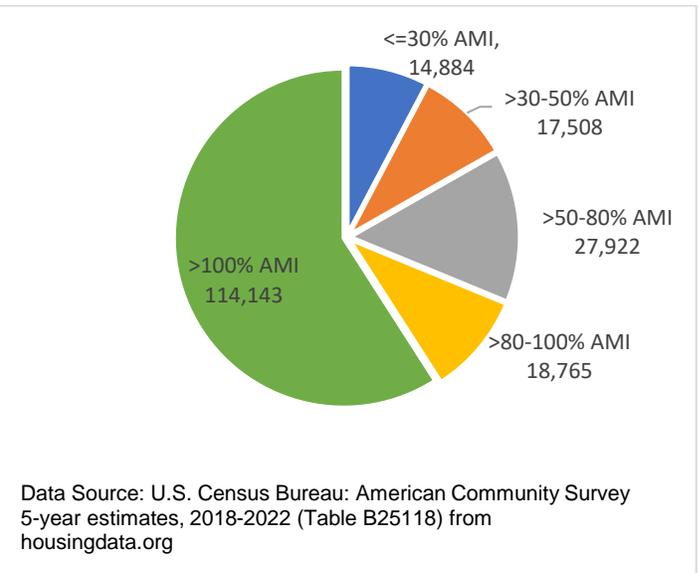
## Income of Homeowners

Homeownership is more common than renting in Vermont, even among lower income Vermonters. Of all Vermont households earning less than median income (\$74,014), an estimated 60% are homeowners.

**Figure 5-9 Homeowner households by income, 2022**

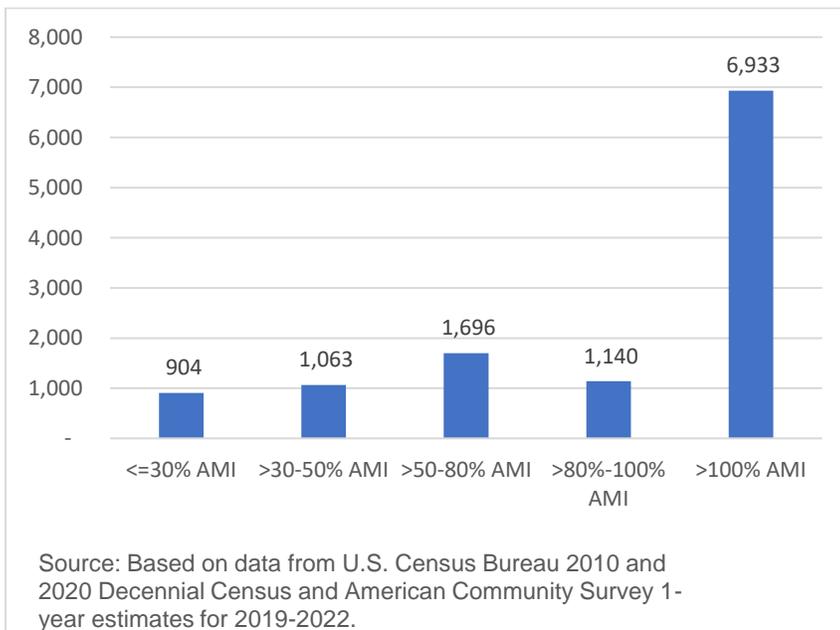


**Figure 5-10 Owner households by AMI group, 2022**



Most of the projected growth in demand for owner-occupied homes will come from the highest income bracket home buyers. Due in part to the current price of homes and the current income levels of homeowners, approximately 6,933 additional home buyers will have household incomes greater than 100% of the area median income, compared to only 4,803 homebuyers below the area median income.

**Figure 5-11 Projected growth of owner-occupied households in Vermont by income group, 2025-2029**



Area Median Income (AMI) group	Household Income
30% AMI	\$22,204
50% AMI	\$37,007
80% AMI	\$59,211
Statewide Median Income (100% AMI)	\$74,014
Renter Median Income	\$43,102
Homeowner Median Income	\$90,311

Source: HUD Income Estimates, American Community Survey 5-year estimates 2018-2022

## Household Size

The available housing supply is not only constrained but also mismatched to homeowner needs. The number of people per household has been shrinking over the past few decades. The median year of construction for Vermont’s homes is 1975, with 23% of homes constructed prior to 1940. These homes were built at a time when households were larger and needed more bedrooms than today’s smaller households require.

Figure 5-12 Owner homes by household size, 2022

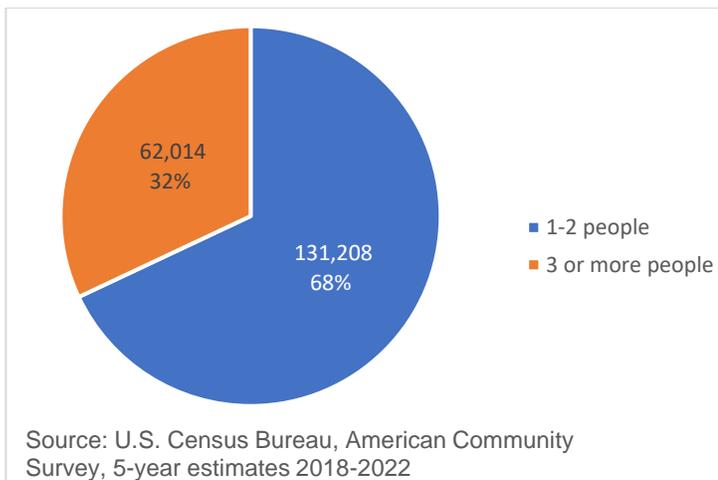
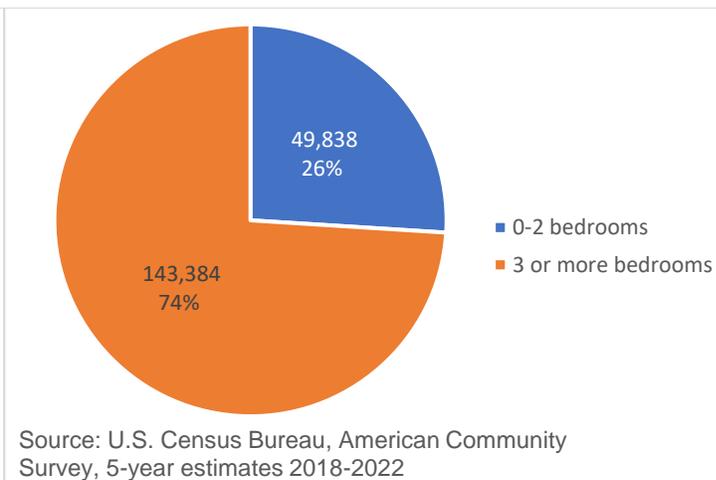
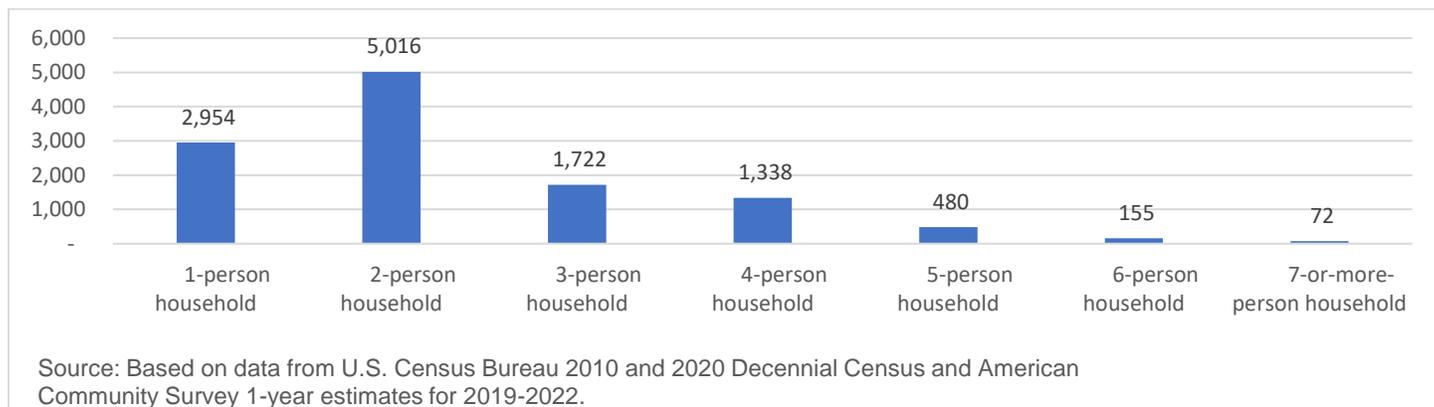


Figure 5-13 Owner homes by number of bedrooms, 2022



Although 68% of the homeowner households in Vermont consist of 1 or 2 people, only 26% of the state’s homes have two bedrooms or fewer. One quarter of Vermont homeowners are individuals living alone. Too few right-sized homes for smaller households can result in families having no choice but to purchase larger homes than they need, which can inflate housing expenses, including mortgage payments, heating/cooling costs, property taxes, and repair expenses. This exacerbates housing affordability issues statewide.

Figure 5-14 Projected growth of owner-occupied households in Vermont by household size, 2025-2029

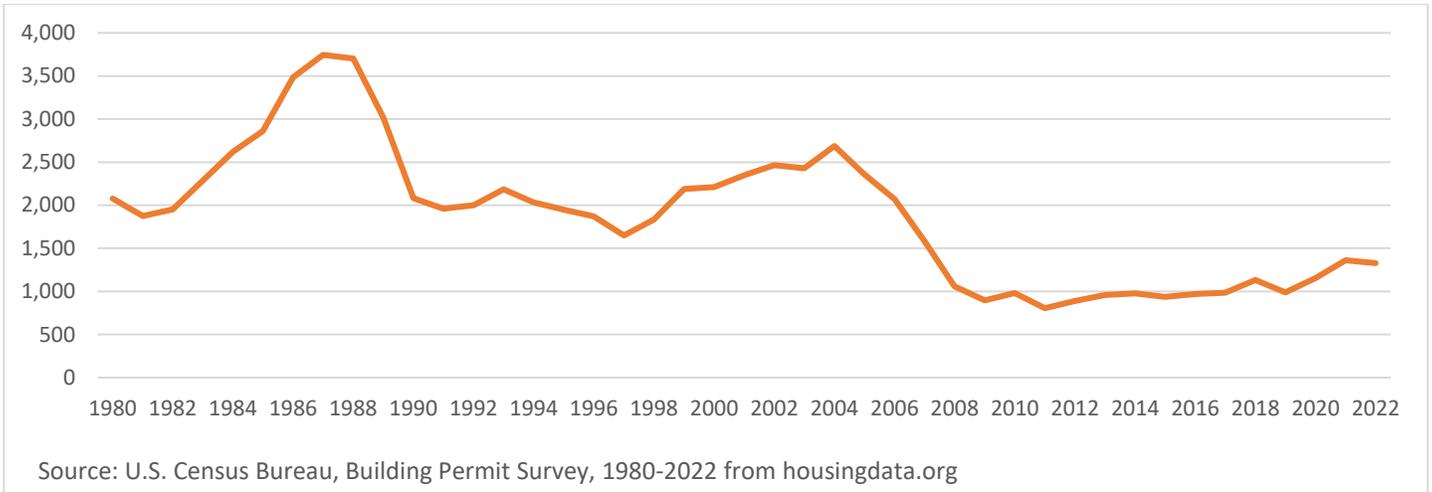


Most of the growth in the owner households expected in Vermont by 2029 will be among small households with 2 or fewer members. This will likely further the competition for homes with lower bedroom counts, which already fall short of the number needed in Vermont. More housing stock with 2 or fewer bedrooms is necessary to meet the current demand. The projections indicate imbalance between supply and demand for smaller bedroom count homes will only be exacerbated over the next five years when new households with 1 to 2 people will likely outnumber new households with 3 or more people by two to one. Targeted efforts to right-size new housing to better align with Vermont household sizes is one of many ways to promote housing affordability for the future.

## Housing Supply

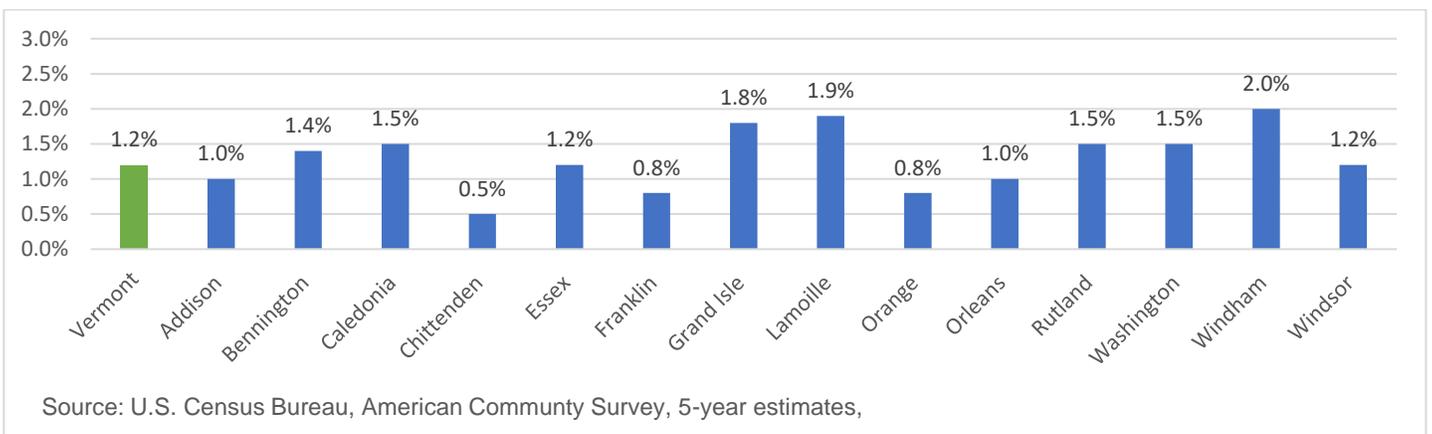
Vermont suffers from a constrained housing supply and new construction has not kept pace with the demand for homes. Annual building permits for new single-family homes have averaged just over 1,000 per year for the last decade. Pandemic in-migration further strained the market with an unexpected increase in out of state households relocating their year-round home to Vermont.<sup>98</sup>

Figure 5-15 Building permits for single family homes, 1980-2022



The combination of a decade of low rates of housing production and higher than expected demand has led to a low homeowner vacancy rate. The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont's homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

Figure 5-16 Vermont homeowner vacancy rate, 2022



Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. Chittenden County has a notably low vacancy rate reflecting the high demand for homes in the region. While higher vacancy rates can make it easier for homeowners to find homes and can keep pricing more affordable, they can also be indicative of substandard quality. Some homes remain on the market for extended periods because they do not meet homebuyer needs and fewer homebuyers are willing or financially able to invest in necessary improvements.

<sup>98</sup> In 2021, an estimated 24,438 households reported moving into the state from another state. In typical years prior to the pandemic, in-movers to Vermont numbered 15,000-16,000, according to U.S. Census Bureau American Community Survey 1-year estimates.

## Home Sales

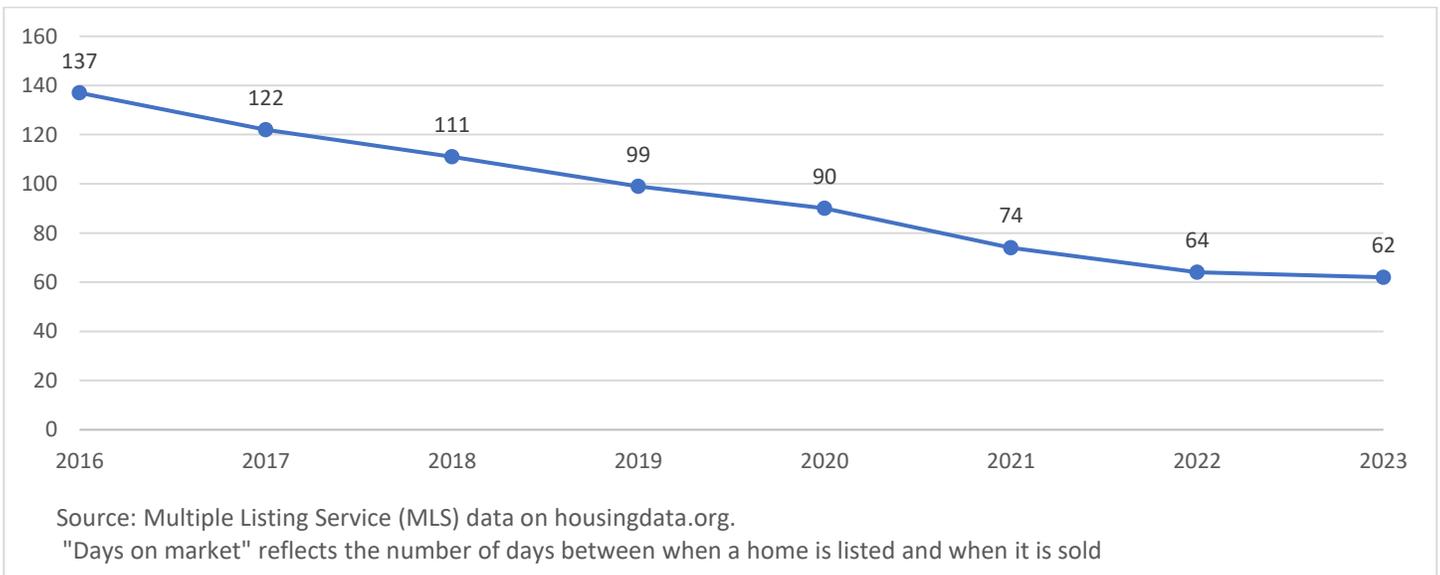
In 2023 there were 5,759 primary home sales. This was the lowest number of sales in Vermont since 2012 when the housing market was still recovering from the fallout of the Great Recession. Between 2019 and 2021, the number of primary sales exceed 8,000 annually, placing those years amongst the most active on record for Vermont. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

**Figure 5-17 Number of primary home sales, 1988-2023**



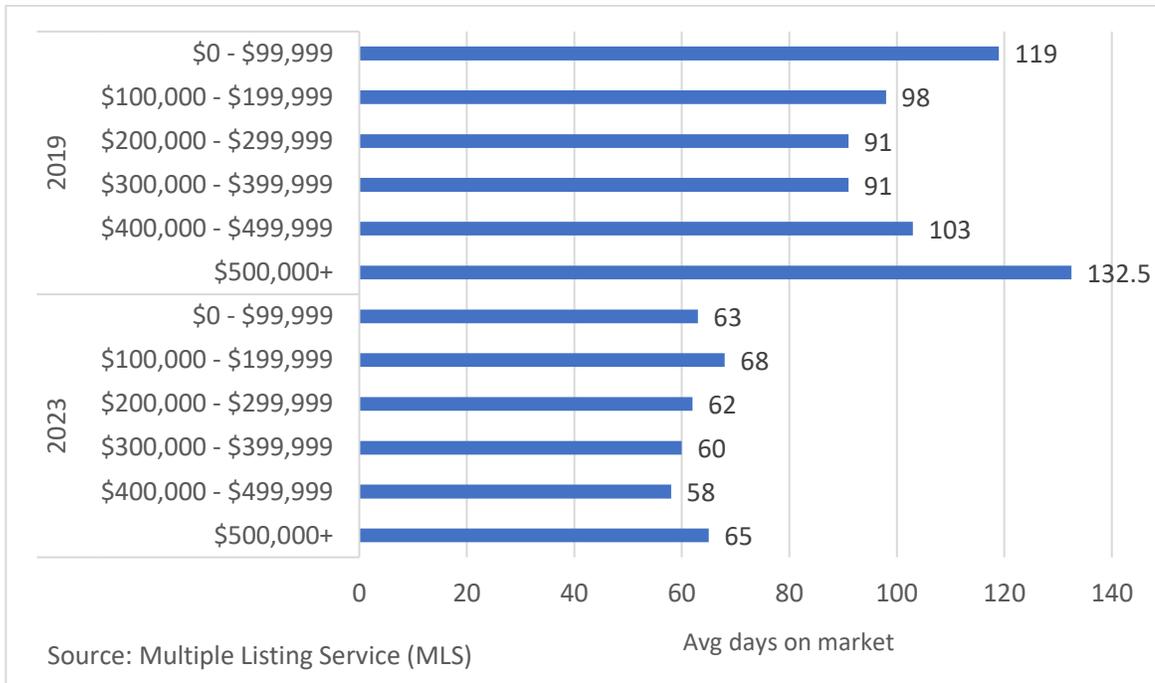
Homes were on the market for a median of 64 days in 2022 and continued the ongoing trend of decreasing time on the market in 2023, dropping to 62 days. The median days on market has dropped for all home price groups. Homes are on the market for under two thirds of the time they were in 2019, roughly equivalent to a month less. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

**Figure 5-18 Median days on market, 2016-2023**



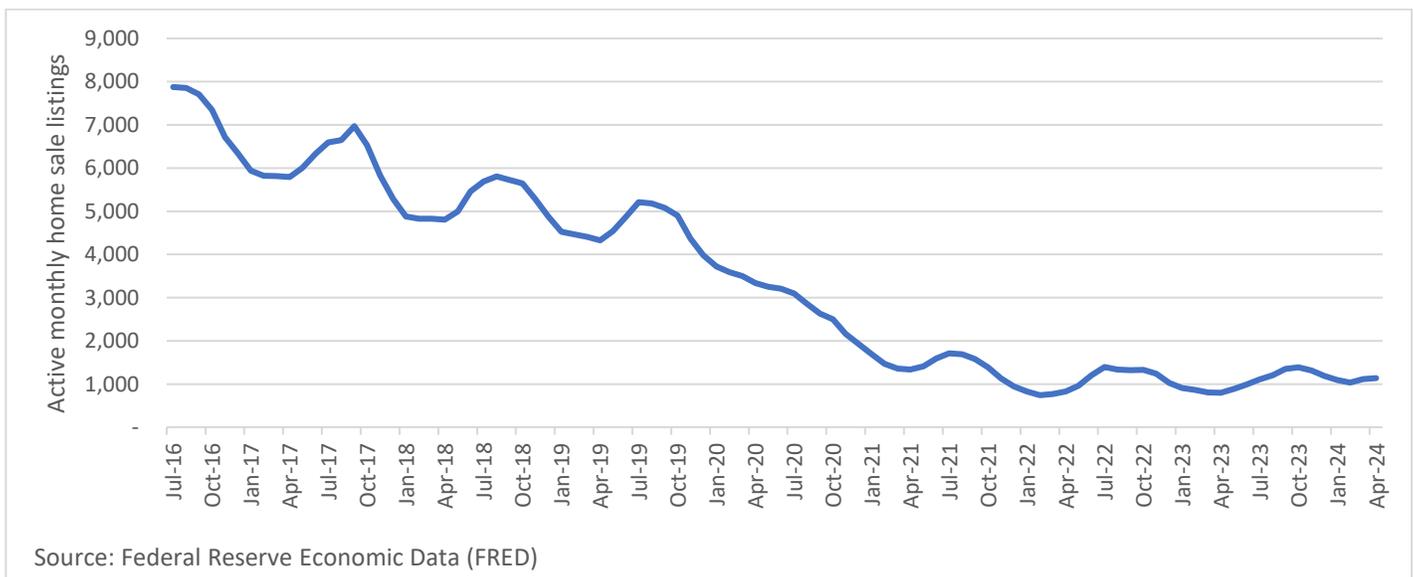
After years of moderate growth, Vermont’s owner housing market recently experienced substantial home price increases, putting home buying out of reach for more and more of the state’s renters and potential in-migrants. The vacancy rate among owner homes is even lower than among rentals, with Vermont’s median days-on-market of homes listed for sale at an all-time low. With the median price of a home for sale up 30% from 2020, few renters have the income needed to even consider purchasing the few homes listed for sale.

Figure 5-19 Days on market by home sale price, 2019 and 2023



Since 2021, the number of homes for sale in Vermont has remained at an unprecedented low level. Since then, there have not been more than 2,000 actively listed homes for sale during any calendar month, reflecting the low homeowner vacancy rate and the constrained home sale market. By contrast, all recorded months prior to 2020 had more than 4,000 listings every month.

Figure 5-20 Monthly active home sale listings, 2016-2024



## Home Prices

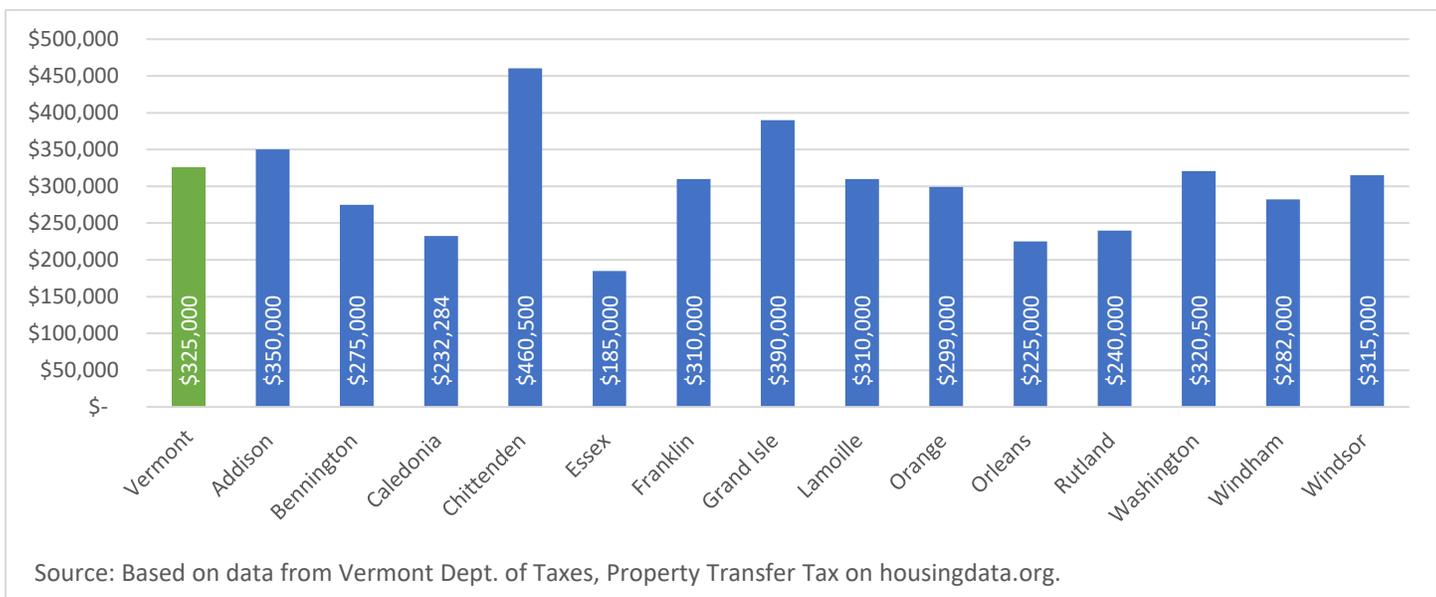
The median sales price of primary homes sold in Vermont continued increasing in the first half of 2023, reaching a median value of \$315,000 for homes sold during that period, according to recent Vermont Property Transfer Tax (PTT) records. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

**Figure 5-21 Vermont median primary home sale price, 1988-2023**



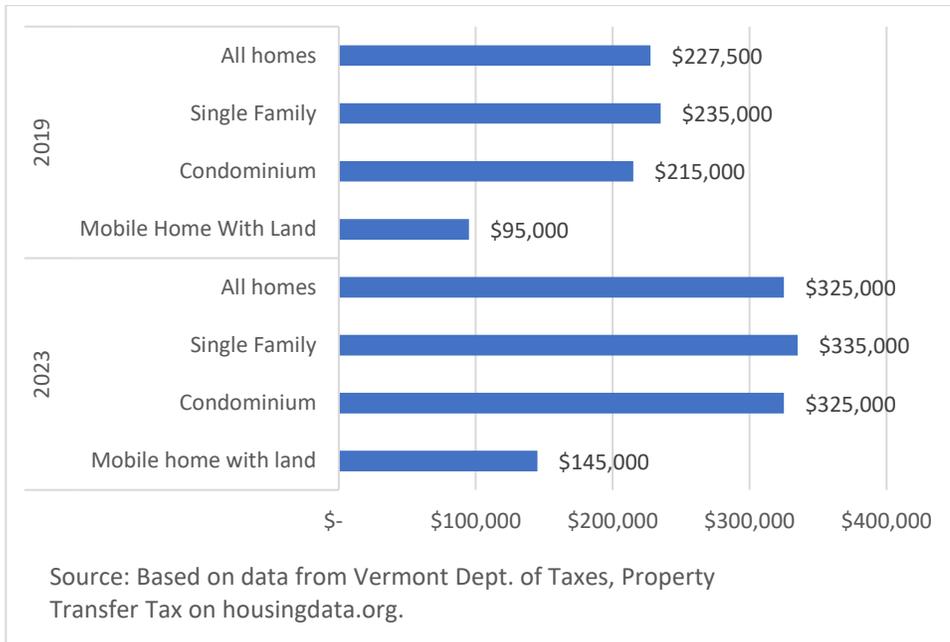
Median home prices by county range from \$185,000 in Essex County to \$450,000 in Chittenden County. Chittenden County has seen price growth in every year this century, except 2009 and 2011 amidst the fallout of the Great Recession. Prior to the pandemic, the largest annual home sale price increases occurred in and around the Burlington metro area, which serves as the state’s largest job center.

**Figure 5-22 Median primary home sale price by county, 2023**



Prices for all home types have increased significantly between 2019 and 2023. The purchase prices for single-family homes and mobile homes with land have increased by 38% and 37% respectively. Condominium prices have increased by 52%, resulting in a median priced condominium costing more than the median single-family home for the first time in 2023.

Figure 5-23 Median primary home sale price by building type, 2019 and 2023

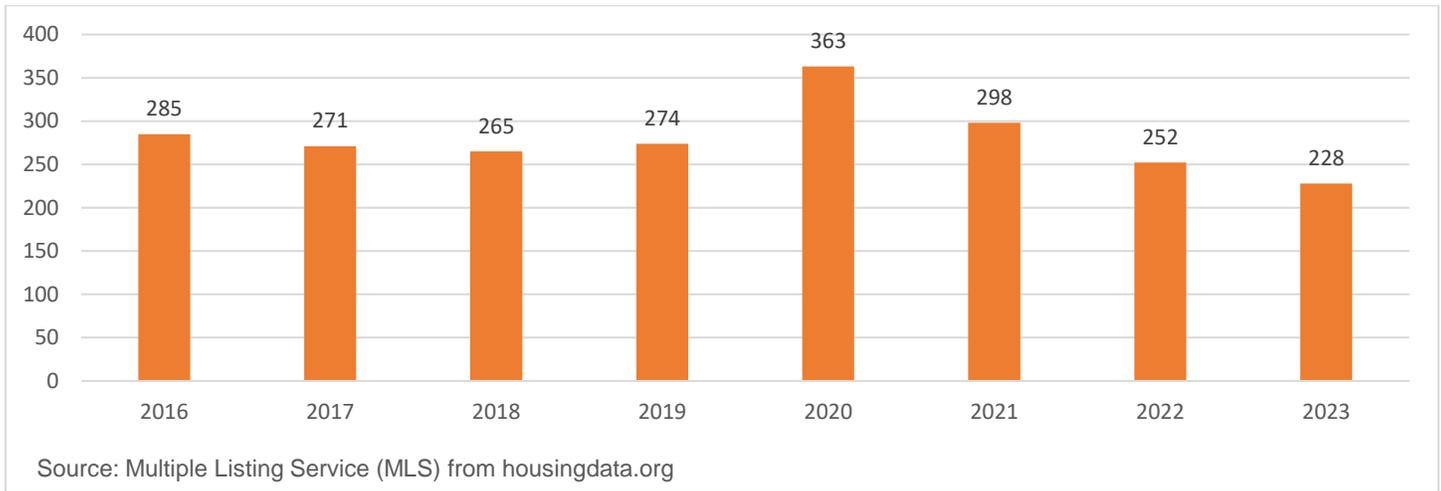


A national study found that Vermont ranks among the top 10 states in the country for the highest manufactured home prices in 2022. This home type is typically the most affordable for home buyers. A household would need to earn at least \$47,465 to afford a median price mobile home with land in Vermont. For over half of Vermont’s renters, even the most affordable option is out of reach.

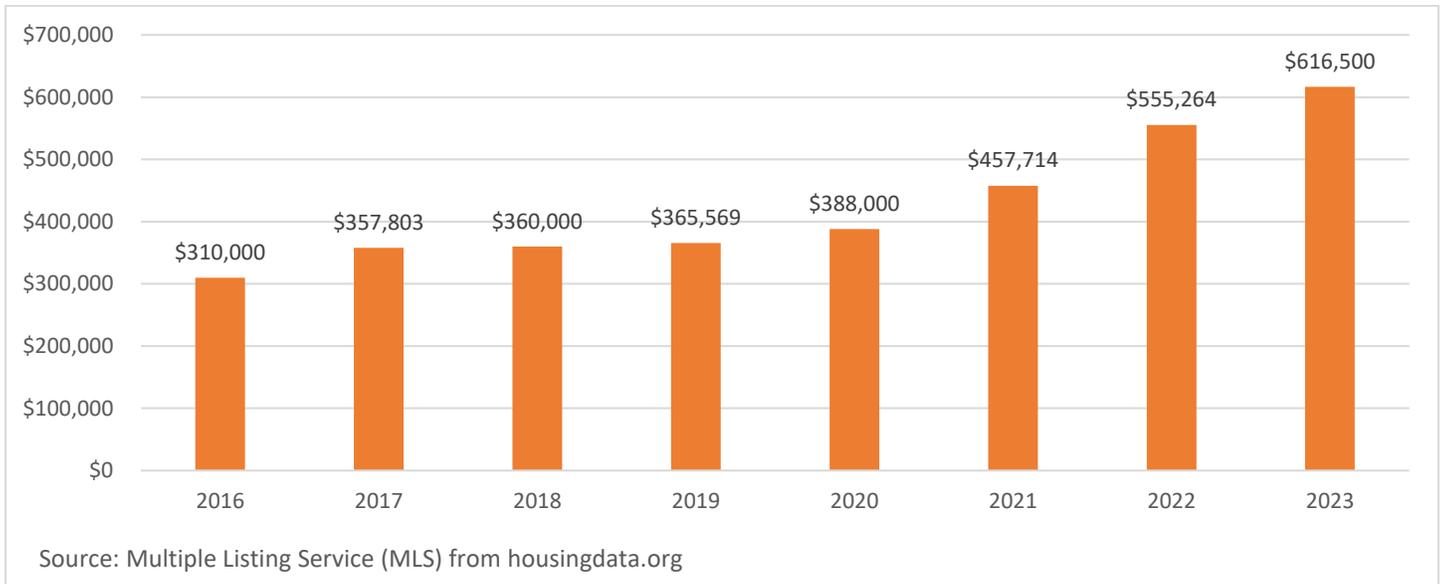
## New Home Sales

Since 2020, 1,141 newly constructed homes have been sold in Vermont (not including homes that were not listed with a real estate agent or multifamily rental buildings). 2020 had the highest number of new home sales of any single year since data became available in 2016. 2020 was also the turning point year for rapidly increasing prices for new homes. In the four year period between 2016 and 2019, median new home prices increased by 18% - between 2020 and 2024, the median new home sale price increased by 59%. As prices have increased, as well as interest rates, the number of new home sales has declined year over year, reaching a low of 228 sales in 2023.

**Figure 5-24 New home sales, 2016-2023**



**Figure 5-25 Median price of new home sales, 2016-2023**

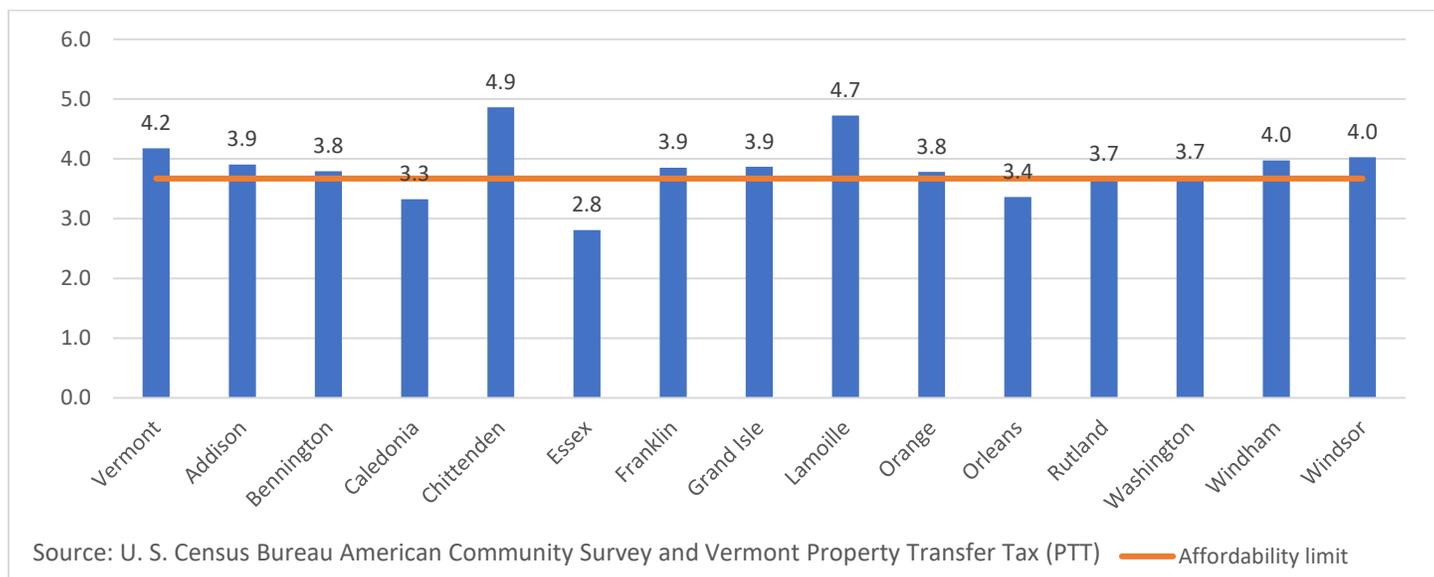




## Home Purchase Affordability

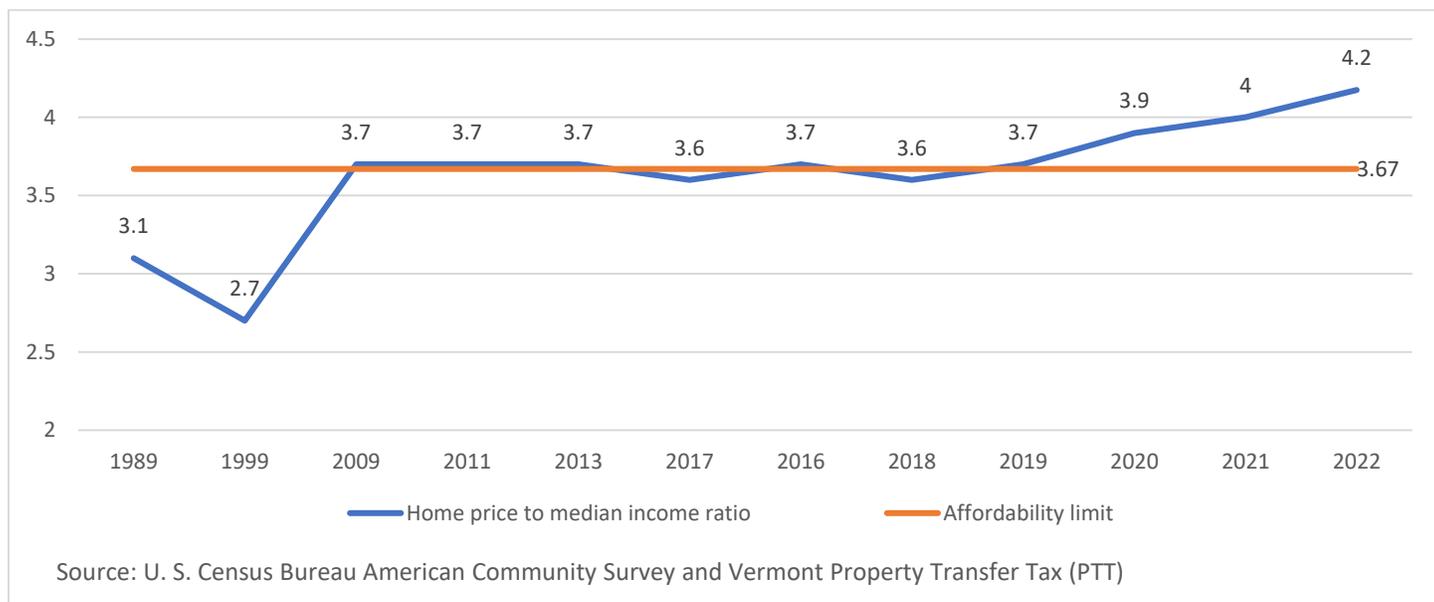
The ratio of median home price to median household income has been rising in Vermont since 2018. While homeownership rates have increased slightly, homes are less affordable in 2022 than they were 5 years ago. The price to income ratio should not exceed 3.67 for housing to be considered generally affordable. As of 2022, only Caledonia, Orleans and Essex counties had price to income ratios that fell within the affordable range.

Figure 5-26 Ratio of median home sale price to county median household income, 2022



At a state level, Vermont’s home price to income ratio has hovered at the threshold of unaffordability since 2009. More recently, starting in 2019, the ratio has exceeded the affordability threshold and has become increasingly unaffordable from year to year.

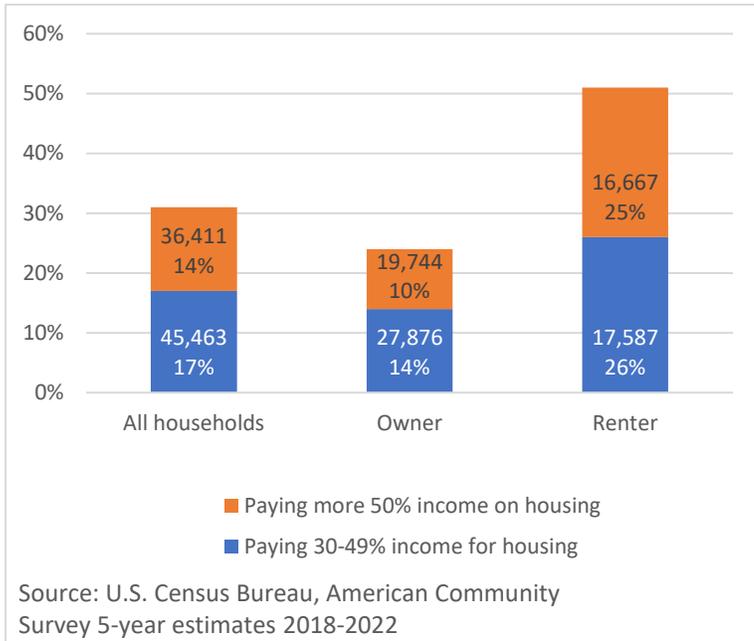
Figure 5-27 Ratio of Vermont median primary home sale price to median household income, 1989-2022



## Homeowner Cost Burden

About a quarter of Vermont homeowners (47,000 households) have housing costs that consume more than 30% of their income—the standard for assessing affordability. 10% of Vermont’s homeowners (about 19,000 households) spend more than half of their income for housing costs. These households are at an elevated risk of housing instability including foreclosure, especially if they face unanticipated expenses or decreases in income.

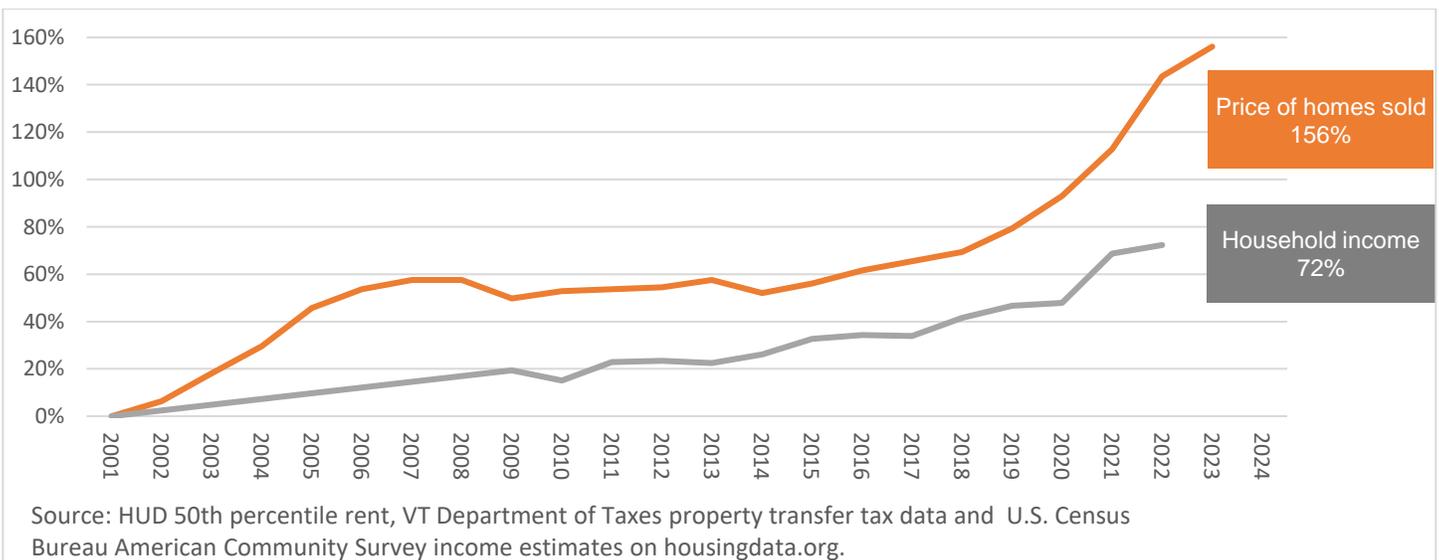
Figure 5-28 Cost burden and severe cost burden by tenure, 2022



Homeowners are about half as likely to be cost burdened as renters, with an estimated 24% of all homeowner households being cost burdened compared with 51% of renter households. While there has been a great deal of focus on renter cost burden at a state-wide level, numerically there are more cost burdened homeowner households than cost burdened renter households in Vermont. This is due to the much higher rate of overall homeowner households as opposed to renter households. An estimated 46,000 homeowner households in Vermont are cost burdened as compared with 34,000 renter households. Even when looking at severely cost burdened households, those paying more than 50% of income toward housing costs, there are numerically more severely cost burdened homeowner households than severely cost burdened renter households in Vermont.

Cost burden among Vermont homeowners has been a long-standing challenge in Vermont because housing prices have risen faster than incomes. Since 2001, the median home price has increased 148% compared to only 72% increase in median household income in Vermont. The rate of home price increases has accelerated over the past decade.

Figure 5-29 Change in median household income and median home sale price, 2001-2023





## Homeowners Assistance Program

In January 2022, in partnership with the Agency of Commerce and Community Development, VHFA developed and launched the Vermont Homeowner Assistance Program (VHAP) to assist Vermont homeowners who had been financially impacted by the pandemic. The program was funded by \$50 million from the federal American Rescue Plan Act (ARPA). The program provided up to \$40,000 per household towards overdue mortgage payments, utility bills, property taxes, and property association charges, paid directly to the service provider. The program stopped accepting applications in July 2023 when all funding had been allocated. The program provided more than \$41 million to 5,800 Vermont households (\$20 million in mortgage relief, \$10 million in utility assistance, \$9 million in property tax payments and \$1 million in property association fees.) VHAP assisted homeowners in every Vermont county. Most households receiving assistance had low or moderate incomes, with the median household earning just \$34,492 per year.<sup>99</sup>

## Housing Quality

At least 14,000 owner households in Vermont are living in homes with serious housing quality concerns, according to U.S. Census Bureau estimates. Housing quality issues for homeowners are defined by the following criteria:

- The heating fuel type was coal or the home lacked a heat source.
- The home lacked complete kitchen facilities.
- The home lacked complete plumbing facilities.
- The home was a mobile home built before 1979.
- The home was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

The most common homeowner housing quality issues are mobile homes manufactured prior to 1980 (closest data proxy for the pre-1979 threshold) and homes with a property value less than \$75,000 (excluding mobile homes, RVs/vans/boats).

**Figure 5-30 Owner homes with potential housing quality issues, 2022**

Region	Owner-occupied homes
<b>Northern Vermont</b> (Grand Isle, Franklin, Lamoille, Orleans, Caledonia & Essex Counties)	5,151
<b>Central Vermont</b> (Addison, Washington & Orange Counties)	3,093
<b>Chittenden County</b>	2,516
<b>Southern Vermont</b> (Rutland, Windsor, Bennington & Windham Counties)	3,341
<b>Statewide</b>	14,101

*Source: Based on Census Bureau Public Use Microdata Sample (PUMS), 2022*

## Other Housing Problems

The number of owner households with housing problems is even higher when overcrowding and housing cost burden are considered. The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households.

The CHAS identifies four housing problems: 1. Home lacks complete plumbing, 2. Home lacks complete kitchen, 3. Household is overcrowded, and 4. Household is cost burdened. Cost burden is the most prevalent of these housing issues – there are approximately 46,000 cost burdened owner households in Vermont. Homes lacking complete plumbing and kitchen facilities overlap with housing quality issues that have been considered

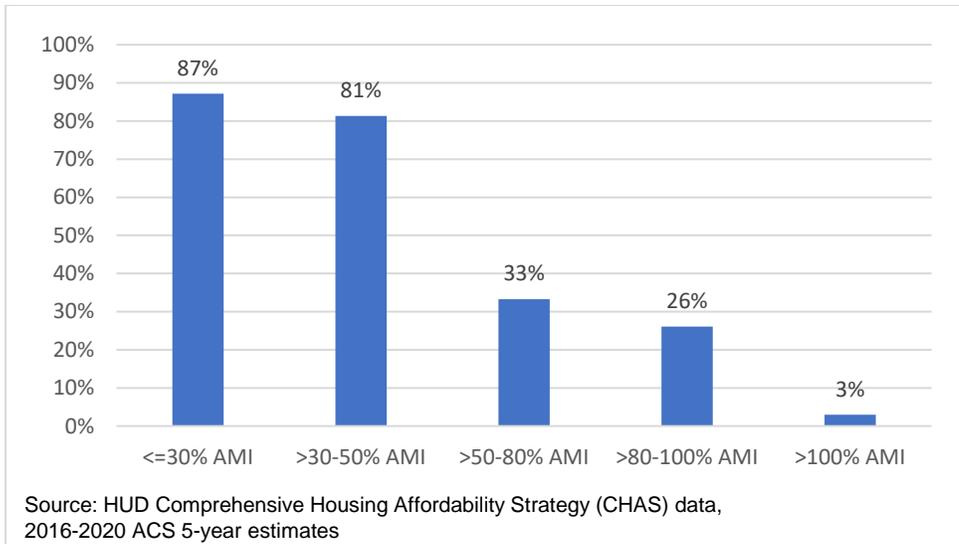
<sup>99</sup> VHFA, Mia Watson, [Pandemic assistance program awards \\$41 million to help homeowners](#), May 13, 2024



in the previous section. However, when the 1,860 overcrowded and 46,000 cost burdened owner household metrics are added to households with quality issues there are approximately 48,000 owner households with potential housing problems. This represents 26% of all homeowner households.

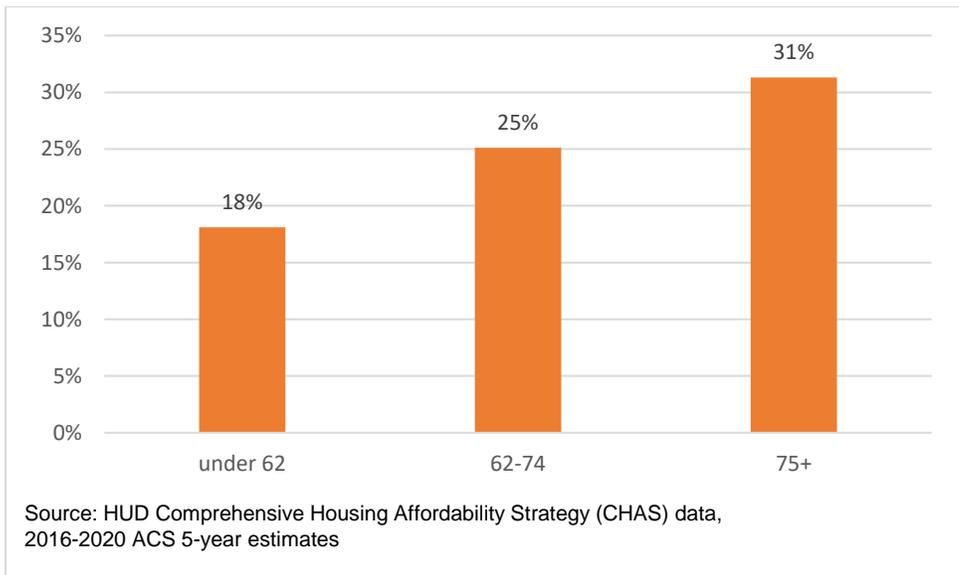
37,000 households identified with 1 of 4 CHAS housing problems have incomes below 80% AMI. Two out of three of all homeowner households with incomes under 80% AMI have housing problems. Unsurprisingly, homeowner households with income levels over 80% AMI have a significantly lower incidence of housing problems, with only one in 25 homes in this income bracket meeting the CHAS defining criteria for housing problems. Higher income homeowners can afford better quality homes and fix housing problems immediately when they occur.

Figure 5-31 Percentage of homeowner households with 1 of 4 housing problems by income bracket



In addition, homeowners over 62 years old face a higher rate of housing problems than younger households. Housing problems become even more likely among homeowners over 75 years of age, with roughly one in three homeowners over 75 years identified as having at least one of the four housing problems delineated by the HUD Comprehensive Housing Affordability Strategy.

Figure 5-32 Percentage of households with 1 of 4 housing problems by homeowner age





## Chapter 6: Older Vermonters

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## Older Vermonter Population

The percentage of Vermont’s population that is aged 55 and up is rising, especially as the “Baby Boom” generation has reached this threshold. Vermont has a relatively high number of seniors relative to the country at large, although the state’s median age and proportion of residents over 55 are by no means an outlier relative to other states.<sup>100</sup> Vermont’s median age of 43.2 is the third highest in the country behind only Maine and New Hampshire. Nationally, the number of households headed by someone 80 years or older will likely double by 2040.<sup>101</sup>

The number of Vermonters over 55 living in the state year-round reached 231,496 as of 2022, comprising 37% of the total population. More than half of the households currently living in Vermont year-round are headed by someone who is at least 55 years old.

Figure 6-1 Vermont population pyramid, 2022

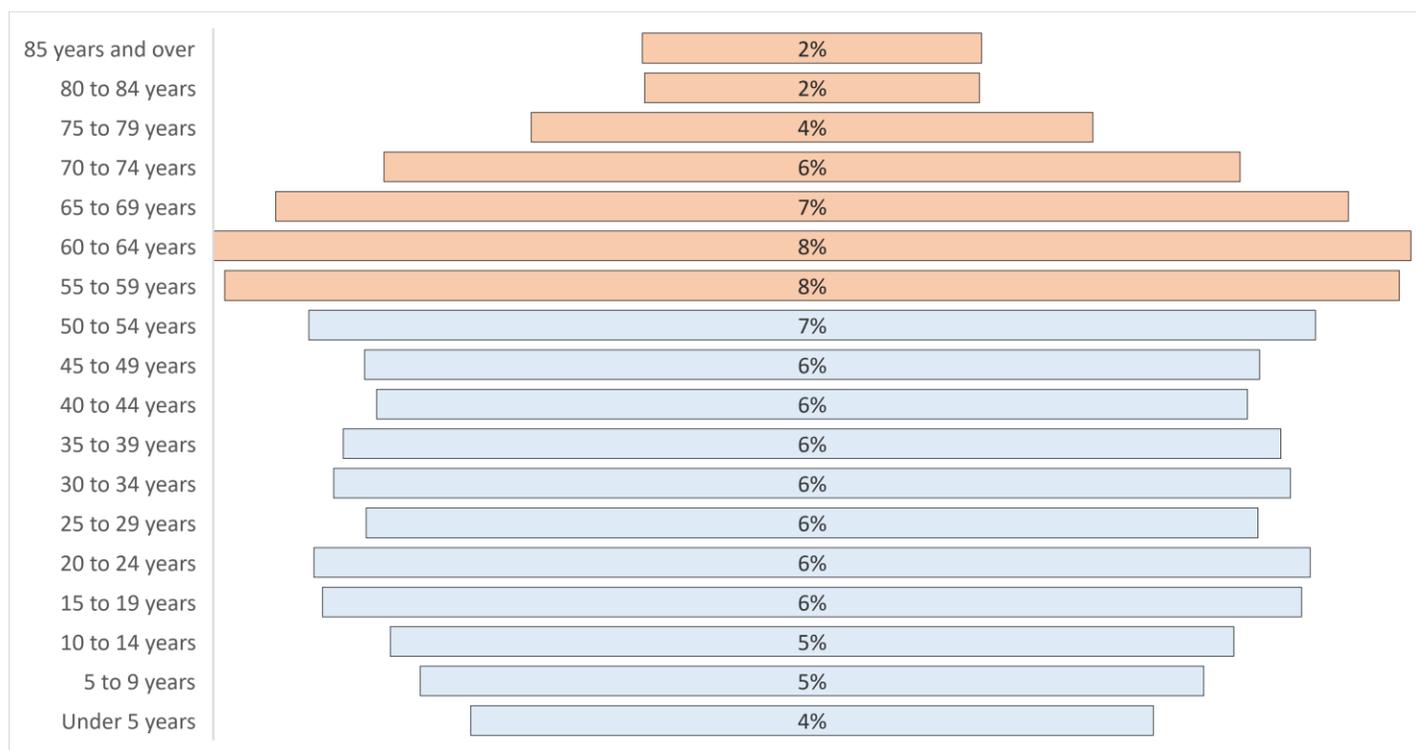


Figure 6-2 Vermont population and households aged 55 and up, 2022

Age range	Population	% of total population	Households	% of total households
55 to 59 years	49,108	8%	26,488	10%
60 to 64 years	50,083	8%	29,560	11%
65 to 69 years	44,861	7%	50,218	19%
70 to 74 years	35,786	6%		
75 to 79 years	23,475	4%	23,975	9%
80 to 84 years	13,992	2%		
85 years and over	14,191	2%	8,833	3%
<b>Total over 55 years</b>	<b>231,496</b>	<b>37%</b>	<b>139,074</b>	<b>37%</b>

Source: U.S. Census Bureau, American Community Survey 5-Year estimates, Table B25007 (via HousingData.org)

<sup>100</sup> Kaiser Family Foundation, [Population Distribution by Age](#)

<sup>101</sup> Harvard Joint Center for Housing Studies, [Housing America’s Older Adults](#), 2023



### Households Headed by Seniors

More than half of the households currently living in Vermont year-round are headed by someone who is at least 55 years old.

By 2029, Vermont households headed by someone who is at least 55 years old will number a projected 170,000 households, with 49,000 of these headed by someone who is least 75.

Figure 6-3 Vermont households by age of householder

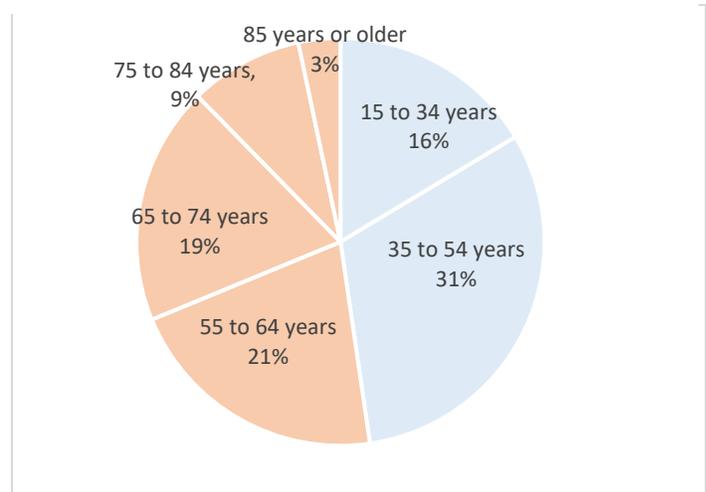
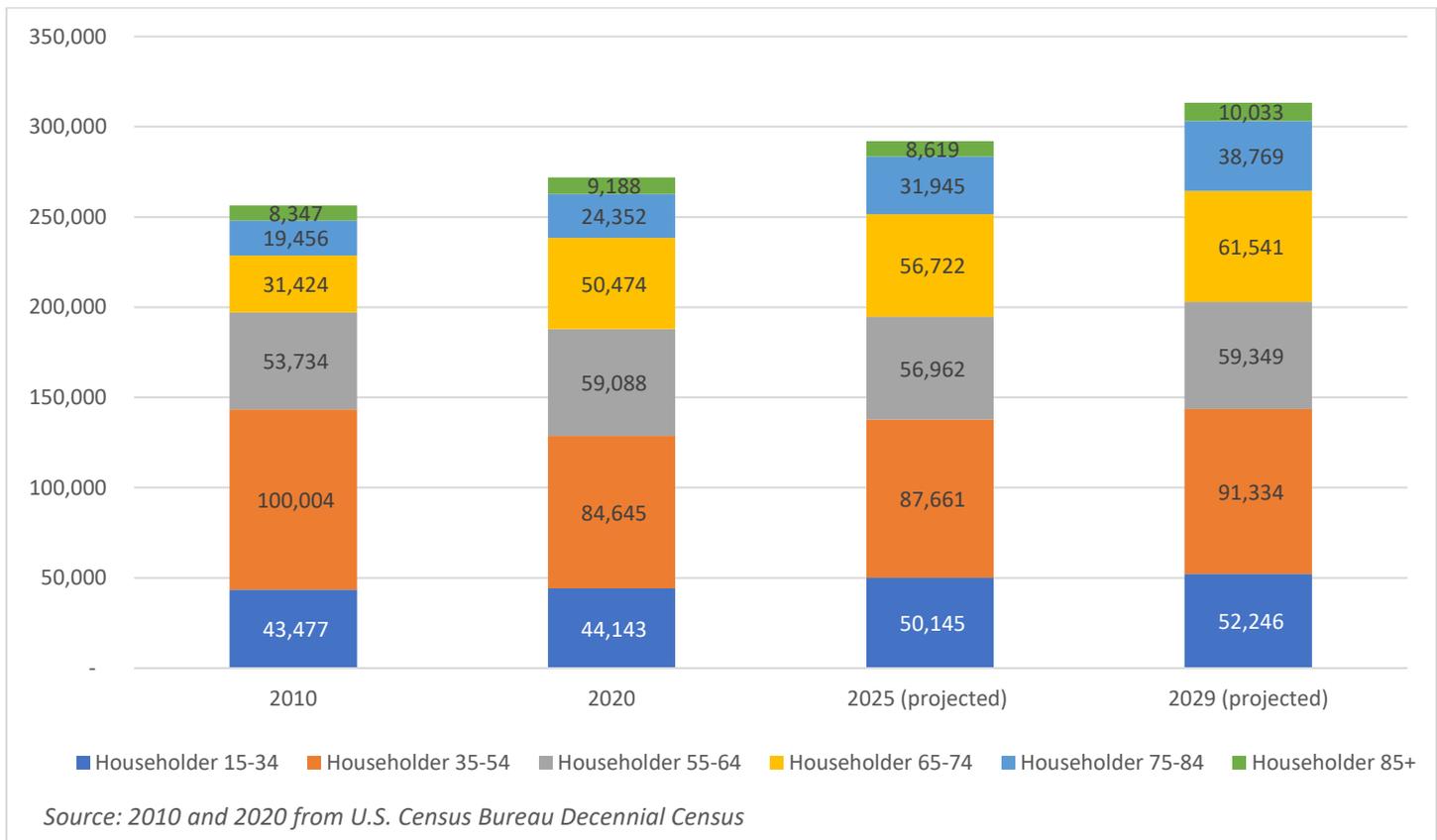


Figure 6-4 Vermont household projections by age of householder, 2025 and 2029



## Disability

An estimated 56,000 Vermonters are at least 75 years old, with 13,000 of these elders aged 85 and older. The likelihood of having a cognitive, ambulatory, self-care, or independent living disability is much higher among Vermonters who are older. The onset of disabilities, which, whether physical, mental, or intersecting between the two, can make independent living increasingly difficult, and needs for housing accessibility increasingly acute.

*Figure 6-5 Vermont population by age and disability type, 2022*

	Vermonters with a disability	Percent with a disability
<b>Cognitive disability</b>	<b>38,146</b>	<b>6%</b>
18 to 64 years	24,715	6%
65 to 74 years	3,425	4%
75 years and over	5,086	11%
<b>Ambulatory disability</b>	<b>38,235</b>	<b>6%</b>
18 to 64 years	17,495	4%
65 to 74 years	8,149	10%
75 years and over	12,096	25%
<b>Self-care disability</b>	<b>14,139</b>	<b>2%</b>
18 to 64 years	6,834	2%
65 to 74 years	1,996	3%
75 years and over	4,507	9%
<b>Independent living disability</b>	<b>29,305</b>	<b>6%</b>
18 to 64 years	16,794	4%
65 to 74 years	3,619	5%
75 years and over	8,892	18%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates 2018-2022, (Table S1810)

Mobility conditions require additional home features such as ramps, grab bars, and stairlifts. Although the United States has been a leader for guaranteeing accessible housing, namely through the Fair Housing Act and the Americans with Disabilities Act passed in 1990, 75% of Vermont's housing stock was built prior to the law's passage. Although comprehensive data on the accessibility of recent construction is limited, the most recent Analysis of Impediments to Fair Housing Choice found that around 80% of post-1990 construction had issues with accessibility<sup>102</sup>.

<sup>102</sup> [Analysis of Impediments to Fair Housing Choice, State of Vermont, 2017 Update](#)



## Income and Wealth

Individual wealth of Americans has historically been directly related to age, particularly due to the correlation with home ownership<sup>103</sup>, although data from the New York Federal Reserve suggests that the assets of younger people have grown more rapidly since the COVID-19 pandemic, due to the tendency of younger Americans to be invested in financial assets<sup>104</sup>. With aging comes retirement, and with retirement, a fixed, typically lower income than during earlier peak earning years. The median household income headed by someone over 65 in Vermont was \$55,435 in 2022, about \$19,000 lower than the statewide median. With a fixed income, households have less available money to address housing needs, which is an especially acute problem for older renters.

As a result, 28,000 Vermont households headed by someone aged 65 and up have a very low income of less than 50% of the area median. Households headed by someone aged 65 and up comprise 44% of all low-income Vermont households. For the portion of these low-income, older Vermonters with few assets, public help in meeting housing needs is critical, especially for renters, but for homeowners as well, considering the costs of home maintenance in Vermont.

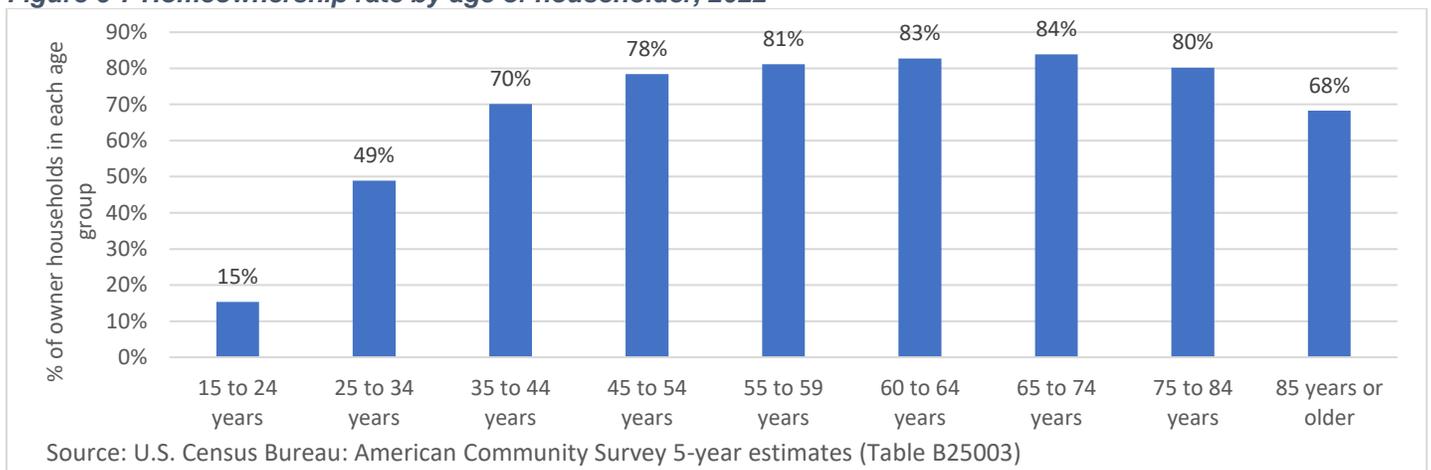
Figure 6-6 Household income compared to Area Median Income (AMI) by age of householder

	Age of householder				
	<=24	25-44	45-64	65+	Total
<=30% AMI	2,887	6,085	10,759	14,501	34,232
>30-50% AMI	1,787	5,898	8,195	13,889	29,769
>50-80% AMI	2,304	10,842	13,893	15,447	42,486
>80%-100% AMI	994	7,392	9,758	7,952	26,096
>100% AMI	2,107	42,444	57,491	31,237	133,279
Total	10,079	72,661	100,096	83,026	265,862

Source: VHFA analysis of U.S. Census Bureau 2022 American Community Survey 5-year estimates from housingdata.org.

Older Vermonters are far more likely to own their homes than their younger counterparts. Of the Vermont households headed by someone older than 55, 81% own their homes compared to 59% among younger households. Among householders aged 65 and up, the homeownership rate is 82%.

Figure 6-7 Homeownership rate by age of householder, 2022



<sup>103</sup> Pew Research Center, [Wealth Gaps in Age](#) November 2011

<sup>104</sup> Rajashri Chakrabarti, Natalia Emanuel and Ben Lahey, [Wealth Inequality by Age in the Post-Pandemic Era](#), February 7, 2024

## Housing Availability

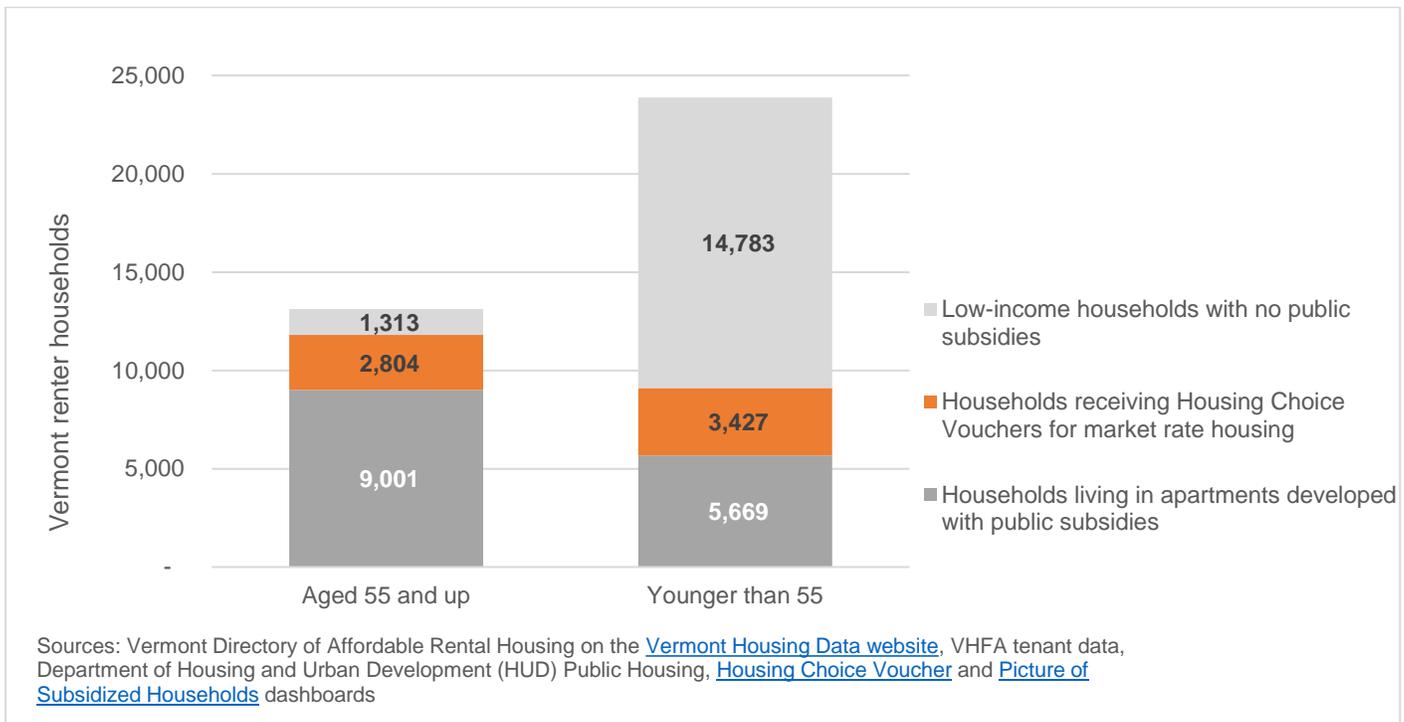
Most older people continue to live in their long-term homes - between 2016 and 2021, just 5% of households age 65 and older reported that they had relocated in the previous year, compared to 16% of those under 65, according to a 2023 Harvard study.<sup>105</sup> In a 2022 survey of Vermonters aged 45-74, 93% of respondents said it was “extremely important or very important to age in their own home.”

However, some older people move to age-restricted housing or other homes. Older adults who do move often relocate for housing and family reasons. According to the Current Population Survey, between 2010 and 2022, older movers aged 65–79 most frequently cited housing motivations, including the desire for cheaper, newer, or better housing, and family as reasons for relocating. Among those aged 80 and over, family and housing again topped the list of most frequent reasons for moving.

An estimated 44,000 Vermont households headed by a Vermonter aged 55 and up have low incomes of less than 60% of median household income. An estimated 70% of these households own their homes.<sup>106</sup>

Among the estimated 13,118 low-income households headed by a Vermonter aged 55 and up who rent, the vast majority are likely to receive some form of public rental housing assistance. An estimated 90% of these older households either live in apartments developed through public investments (9,001 households) or have a tenant-based Housing Choice Voucher that provides ongoing rental assistance (2,804 households). Among younger renters, the portion of low-income households assisted is only 38%<sup>107</sup>

Figure 6-8 Use of rental housing subsidies by age group



<sup>105</sup> Joint Center for Housing Studies, [Housing America's Older Adults](#), 2023

<sup>106</sup> Based on U.S. Census Bureau, American Community Survey estimates, 2018-2022

<sup>107</sup> Based on analysis of Vermont Directory of Affordable Rental Housing on the [Vermont Housing Data website](#), VHFA tenant data, Department of Housing and Urban Development (HUD) Public Housing, [Housing Choice Voucher](#) and [Picture of Subsidized Households](#) dashboards. In addition to total counts of assisted households in Vermont, these sources indicate that Vermonters aged 55+ use 38% of general occupancy subsidized apartments, 86% of subsidized apartments available to tenants who are aged 55+ or have a disability, and 45% of tenant-based vouchers. Low-income renters are defined as those with household income at or below 60% of the area median based on estimates from the U.S. Census Bureau, American Community Survey 2018-2022.



In 2020, the Vermont Legislature passed Act 156, known as the Older Vermonters Act, to guide State decision-making in how to “promote aging with health, choice, and dignity in order to establish and maintain an age-friendly state for all Vermonters.”<sup>108</sup> Act 156 called for the creation a cross-sector strategic plan to determine how the State can reach this goal. As part of this initiative, thousands of Vermonters provided input on the development of Vermont’s Age Strong Road Map for 2024-2034.

The Age Strong Roadmap set the following 3 objectives:

1. Increase the number of new units of high-quality affordable housing that enable residents to age well in community.
2. Increase age-specific housing available for older Vermonters.
3. Increase the number of older Vermonters who can “age in place” [which means choosing to remain at home or in a supportive living community as they grow older without having to move each time their needs increase].<sup>109</sup>

During the Age Strong surveys conducted in 2022 and 2023, most respondents wanted to remain in their own home as they grow older but shared that many of their homes would need repairs and home modifications to do so. Many noted that housing cost and the ability to be independent in the home would be major factors in moving.

Older adults are the most likely of all age groups to report challenges entering, navigating, and using their homes. Accessibility features such as walk-in showers and no-step entries into the home can promote an older adult’s independence, sense of autonomy, and opportunity to age at home, as well as help prevent injury. Despite these benefits, such features are not widely available. While rates of accessible housing do not differ significantly between rural and urban communities, they do vary drastically by region due to differences in housing stock. In New England, only 24% of older households reported single floor living as compared to 58% in the Mountain West and Pacific states and 73% in the West South Central states of Arkansas, Louisiana, Oklahoma, and Texas.

## Supports and Services

In addition to affordable, accessible housing, most older adults will need services and supports, particularly as they enter their late 70s and 80s. For some, this may mean weekly assistance with housework and shopping. For others, it may mean daily assistance with bathing or dressing. According to LongTermCare.gov, nearly 70% of adults who reach age 65 will at some point require long-term care services for an average period of three years. 20% will likely need care for more than five years. In 2023, 4,884 people in Vermont received home-based wellness services through the Support and Services at Home program (SASH).<sup>110</sup>

Given that many people prefer to live in their own homes as they age, most long-term care services are currently delivered in the home. An alternative to in-home care is assisted living, a setting that offers housing, meals, and a base level of long-term care services that can be augmented at additional cost. Nationwide, approximately 762,000 assisted living units are home to about 623,000 older adults, according to the National Investment Center for Seniors Housing and Care (NIC), which tracks senior housing and care properties of more than 25 units in major markets across the U.S. In 2021, their data showed the median annual cost of assisted living was \$63,000, though rates vary widely, from a low of \$43,000 to a high of \$98,000.

Vermont facilities for elders who have difficulty living independently include Vermont Veteran’s Home, Skilled Nursing Facilities (38 facilities), Residential Care (112 facilities), and Assisted Living (15 facilities), in addition to the HomeShare program, which helps people live with seniors as caregivers. Assisted Living options are limited to Addison, Chittenden, Orange, Rutland, Washington, Windham and Windsor counties<sup>111</sup>. Approximately 3,640 Vermonters were reported as living in nursing facilities in 2022.<sup>112</sup>

<sup>108</sup> Vermont Legislature, [Title 33, Chapter 062: Supports for Older Vermonters](#)

<sup>109</sup> [Age Strong VT](#), November 1, 2023

<sup>110</sup> Dept. of Housing and Community Development, [Vermont Housing Budget and Investment Report](#), 2023

<sup>111</sup> Vermont Department of Disabilities, Aging, and Independent Living, [Facility List](#)

<sup>112</sup> U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table Group quarters)

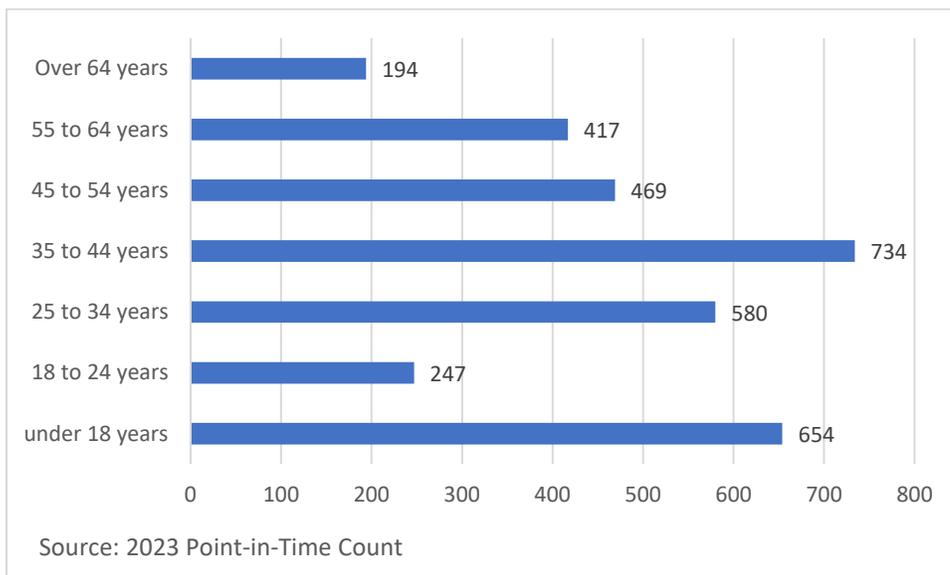
There is available space in most Vermont facilities for the elderly, but this would likely not be the case if more of the facilities were able to accept Medicaid as a form of compensation- only 13 of the state’s residential care and assisted living facilities do<sup>113</sup>. This results in an undetermined number of the most vulnerable Vermont elders living at home without care when they could potentially be in hardship or at risk. According to Age Strong Vermont, 70% of older adults claimed they will need long-term care as they age, but 46% do not know how they will pay for long-term care.<sup>114</sup>

As the elderly portion of the Vermont population grows, the need for facilities to support them will grow. Recent reports have demonstrated that the greatest area of need is not necessarily in the construction or acquisition of beds to house people who have difficulty living independently, but the hiring and retention of nurses and other qualified support staff. Nursing homes have had to increasingly rely on traveling nurses, who command high wages, or close down, as in the example of the Loretto House in Rutland, due to a lack of available staff.

## Homelessness

Seniors are less likely than younger Vermonters to experience homelessness. During the 2023 Point-in-Time Count, 611 Vermont seniors aged 55 and over were experiencing homelessness, with 194 older than 64. In January 2023, 26 out of every 1,000 Vermonters aged 55+ were experiencing homelessness compared to 65 out of every 1,000 younger Vermonters.

**Figure 6-9 Age of individual Vermonters experiencing homelessness, 2023**



<sup>113</sup>Vermont Public, Nina Keck, Corey Dockser, [Shuttering sites and spiking costs: The crisis facing older Vermonters who need affordable care](#), November 30, 2023

<sup>114</sup> Vermont Dept. of Health, [Age Strong Vermont: Our roadmap for an Age-friendly State](#), 2024

## Chapter 7: Large and Small Households

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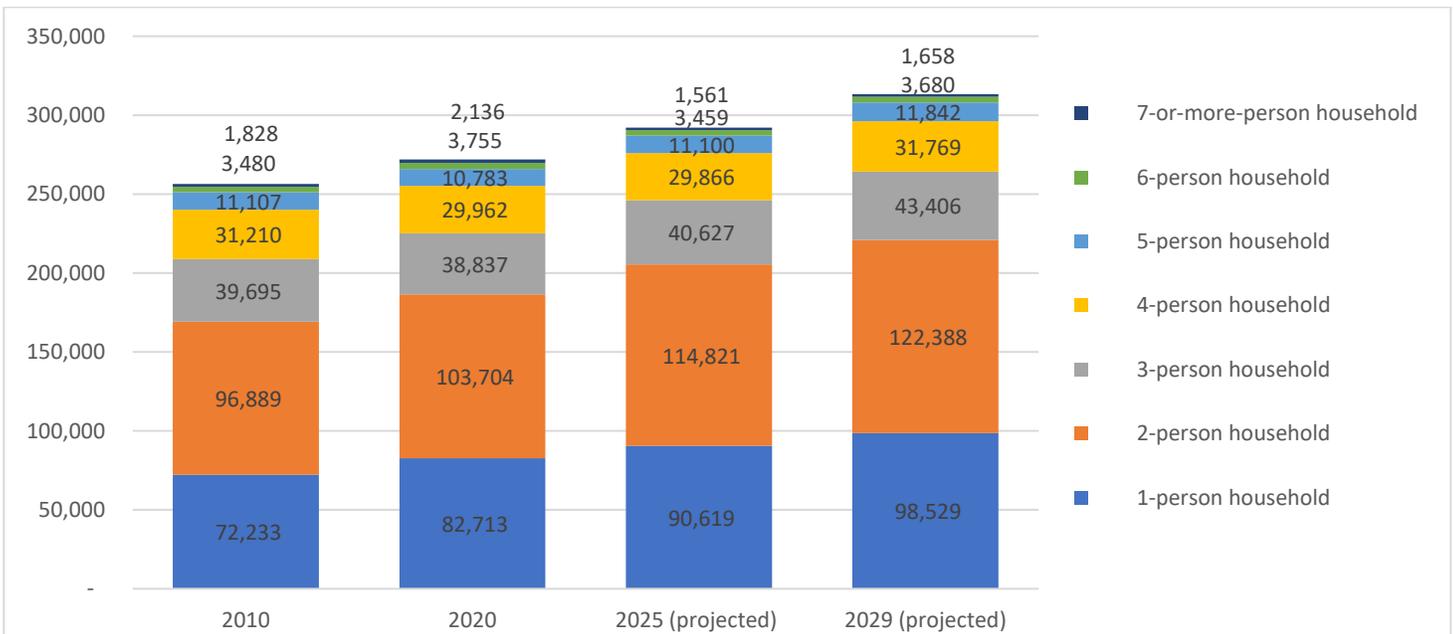
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## Vermont Household Composition

As the Baby Boom generation ages and births dwindle, Vermont’s 1-2 person households have grown, comprising 70% of the state’s year-round residents. Although overcrowding can be a serious concern for the state’s small population of large, low-income households, the prevalence of large Vermont homes creates opportunities to use the existing housing stock in new ways. Exploring opportunities for utilizing existing large homes for large families and for multiple households through ADU development and other subdividing could help Vermont meet multiple housing needs.

In 2022 the average Vermont household size dropped to 2.3 people from 2.6 people in 1990.<sup>115</sup> This pattern is likely to persist through 2029. Households that own their homes in Vermont tend to be slightly larger than renter households, with an average household size of 2.5 compared to 2.0 people in renter households. Only 16% of Vermont households have four or more people as of 2022 Census Bureau estimates. Large households of 5 or more members will likely comprise about 6% of all Vermont year-round residents by 2029.

**Figure 7-1 Projected Vermont households by number of people, 2025 and 2029**



Source: Based on data from U.S. Census Bureau 2010 and 2020 Decennial Census and American Community Survey 1-year estimates for 2019-2022.

<sup>115</sup> U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25010)



Figure 7-2 Households by household size and tenure, 2010-2029

	2010 (actual)	2020 (actual)	2025 (projected)	2029 (projected)
Owner occupied:	181,407	190,041	212,032	221,231
1-person household	39,950	46,158	53,368	55,684
2-person household	75,142	79,358	90,612	94,544
3-person household	29,326	28,612	31,115	32,465
4-person household	24,668	23,540	24,181	25,230
5-person household	8,425	8,183	8,668	9,044
6-person household	2,562	2,738	2,794	2,915
7-or-more-person household	1,334	1,452	1,293	1,349
Renter occupied:	75,035	81,849	80,023	92,041
1-person household	32,283	36,555	37,251	42,845
2-person household	21,747	24,346	24,209	27,845
3-person household	10,369	10,225	9,512	10,941
4-person household	6,542	6,422	5,685	6,539
5-person household	2,682	2,600	2,433	2,798
6-person household	918	1,017	665	765
7-or-more-person household	494	684	269	309
Source: Based on data from U.S. Census Bureau 2010 and 2020 Decennial Census and American Community Survey 1-year estimates for 2019-2022.				

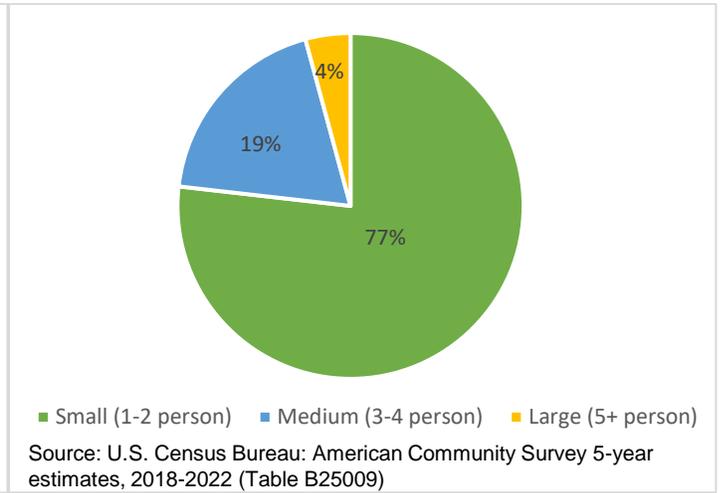
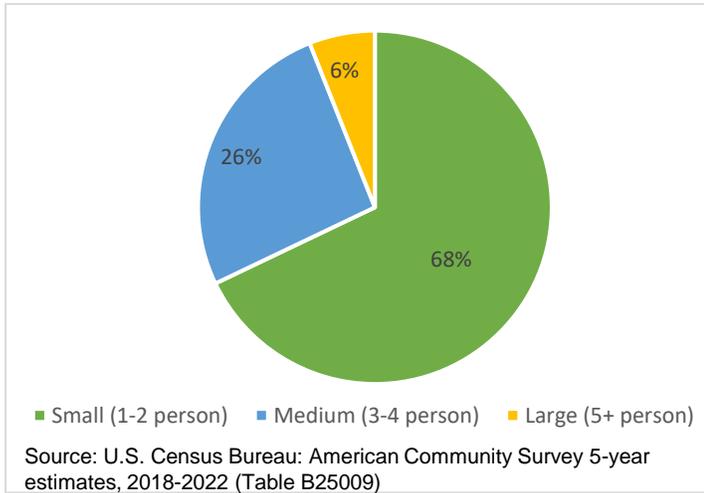
## Small Households

Vermont has the second smallest average household size by state after Maine.<sup>116</sup> As of 2022, there were approximately 187,000 1- and 2- person households in Vermont.

An estimated 70% of these small households own their homes. They comprise 68% of all homeowner households and 77% of all renter households. There are more one person households (33,812) than two person households (21,974) among all rental households. The reverse is true for homeowner households where 2-person households outnumber 1-person households.

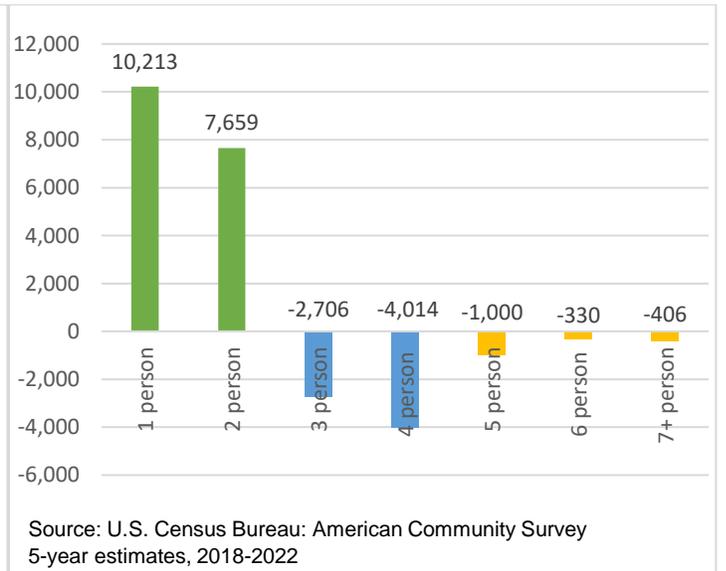
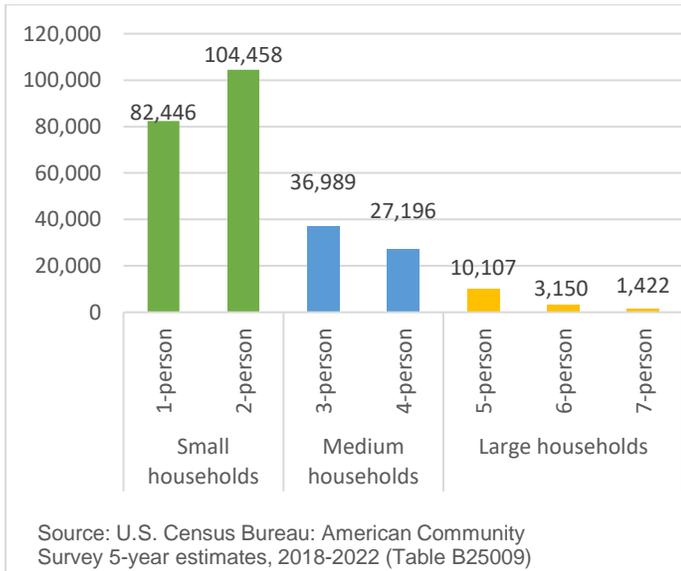
Figure 7-3 Owner households by number of people

Figure 7-4 Renter households by number of people



While 2-person households make up a larger percentage of all Vermont households (39%), the number of 1-person households is increasing faster than any other type of household.

Figure 7-5 Number of small, medium, and large households, 2022    Figure 7-6 Change in households, 2010-2022



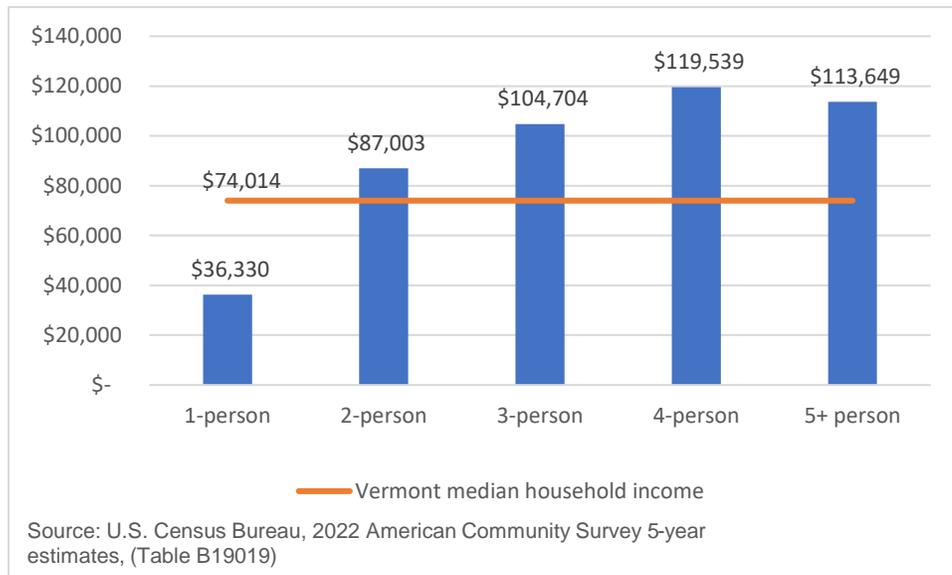
Between 2010 and 2022 the number of one-person households expanded by over 10,000 (14%). Two-person households grew by 8% in the same period, while households with 3 or more people contracted by 10%. There are over twice as many 1-2 person households as those with 3 or more people.

<sup>116</sup> U.S. Census Bureau, American Community Survey 5-year estimates, 2018-2022



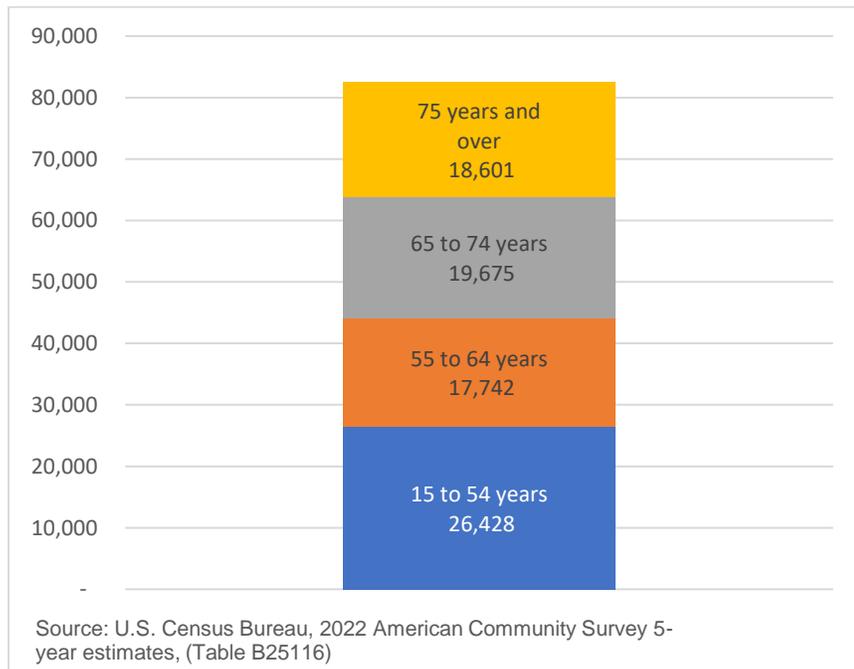
The median household income for a one-person household in 2022 was \$36,330 which is less than 50% of Vermont’s area median income (AMI). Lower income households are more likely to encounter housing problems, such as being cost burdened by monthly housing costs, being overcrowded, or lacking a complete kitchen or working plumbing. 75% of households earning less than 50% AMI face housing problems.

Figure 7-7 Median income by household size, 2022



Roughly 85% of Vermonters over 65 live in small households of one or two people. 46% of all householders over 65 years of age live alone, and they are more likely to be homeowners than renters. There are 4 times as many owner households as renter households in this age group. An estimated 26,500 homeowners and 12,000 renters over 65 years of age live alone. These older homeowners make up more than half (54%) of all homeowners that live alone.

Figure 7-8 Single person households by age of householder, 2022

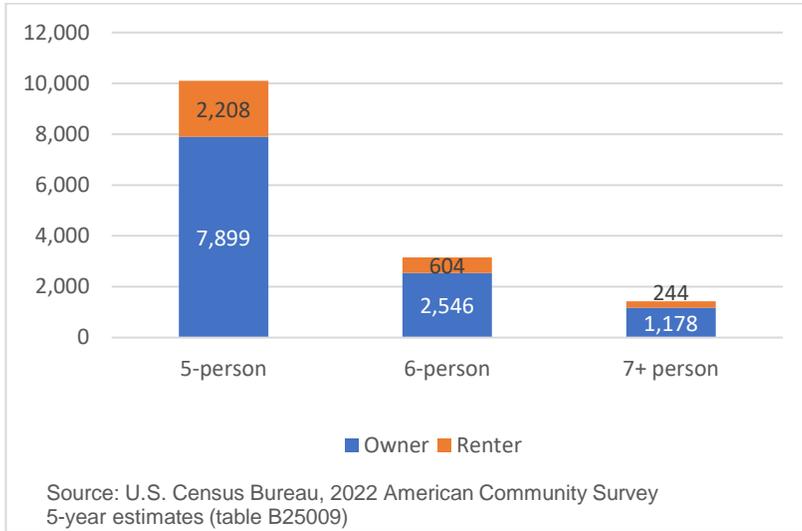


## Large Households

Large households, comprised of 5 or more people, have been on the decline in Vermont and in the U.S. Between 2010 and 2022 the number of large households in Vermont decreased by 11%. As of 2022, Vermont's 14,679 households with 5 or more members represent only 6% of total Vermont households. This figure is down from 16,415 households in 2010.

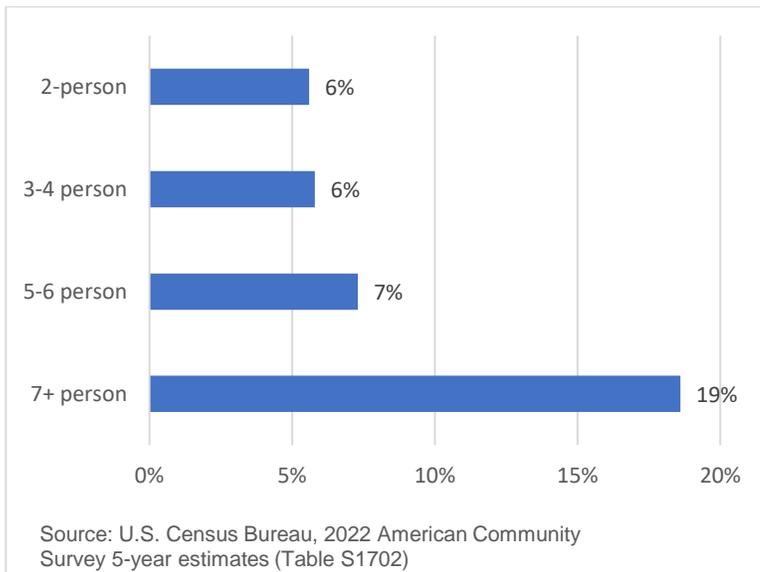
96% of these large households are comprised of families of related members. There is a higher rate of large households among homeowners (6%) than among renters (4%). Notably, there has been a large (22%) decline in households with 7 or more people between 2010 and 2022.

**Figure 7-9 Large households by tenure, 2022**



Poverty rates increase as family size increases. There is a sharp increase in the rate of family poverty between 5-6 person households and 7+ person households, with households of 7+ people having a higher rate than small households that is statistically significant. While large households are a small share of the overall market, there were an estimated 270 families of 7 or more people living on household incomes of \$42,000 or less in 2022.

**Figure 7-10 Poverty rate by household size, 2022**



Household size	Poverty threshold for household size
2-person	\$18,310
3-4 person	\$23,030-\$27,750
5-6 person	\$32,470-\$37,190
7+ person	\$41,910

## Size of Homes

Large owner-occupied homes on large lots dominate Vermont’s year-round housing stock. HUD guidelines state that for every bedroom in a home, two occupants are adequately housed. <sup>117</sup>

The number of large homes in Vermont far outweighs the large households that would be considered commensurate for them based on size alone. There are 66,467 homes with four bedrooms or more in Vermont, with only 14,679 households that technically need homes that large, based on the HUD guidelines for overcrowding.

Figure 7-11 Large homes outnumber large households

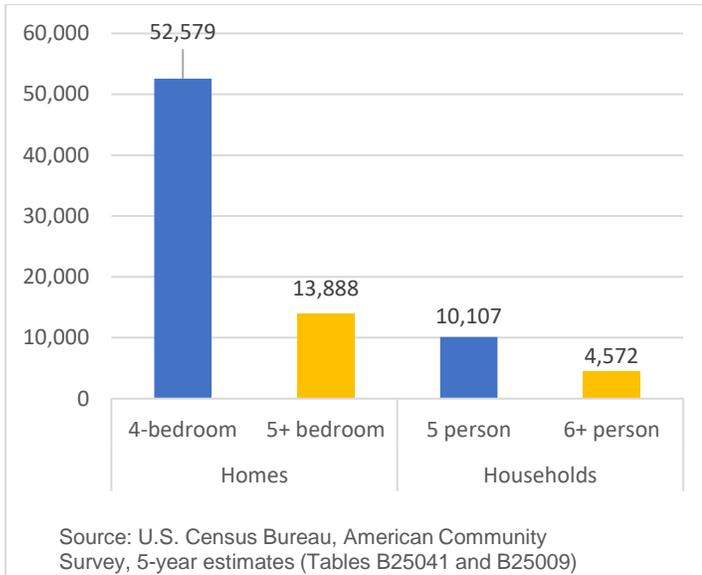
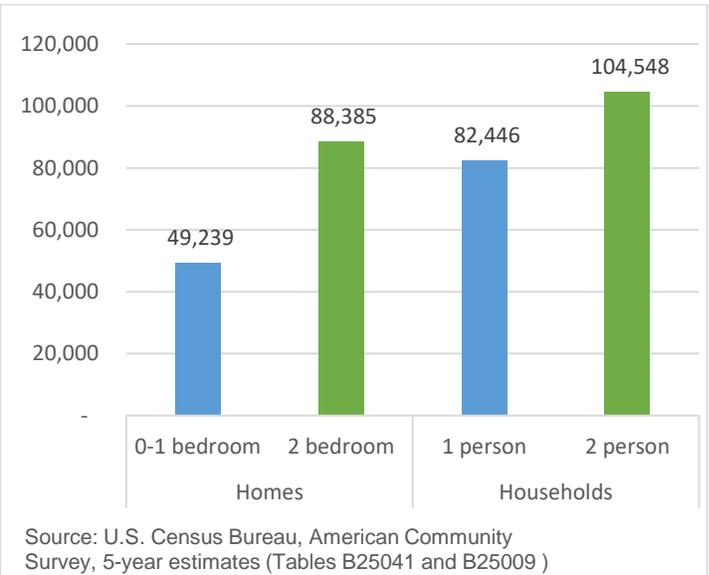


Figure 7-12 Small households outnumber small homes



Conversely, there are not enough small homes to accommodate the number of small households in Vermont. The number of 1 and 2 person households exceeds homes with two or fewer bedrooms by 49,370 households. 31% of Vermont households are made up of a single person living alone, whereas only 15% of the total homes have 0-1 bedrooms. Although some households in Vermont can afford to have more bedrooms than they require, there are many more households that have no choice but to accept the cost burden of having more bedrooms than necessary since larger homes typically come with a higher price tag (i.e. rent or home price).

Based on VHFA estimates, the maximum affordable rent for a 1-bedroom apartment for a household at 50% AMI would be \$921 including all utilities.<sup>118</sup> Vermont’s median gross rent for a 1-bedroom rental home was \$930 in 2022. However, due to the lack of supply of 1-bedroom homes, at least 40% of 1-person households must live in a larger home. For a 2-bedroom rental the median rent was \$1,290, an additional \$360 per month or \$4,320 per year. For a person living alone with an income of \$36,330 (median for a 1-person household in 2022) the additional unnecessary bedroom would absorb the equivalent of 12% of their annual income.

Despite a national decline in the size of homes for sale, homes for sale in Vermont consistently fluctuate around 2,000 square feet, according to Realtor.com.<sup>119</sup>

<sup>117</sup> HUD defines an overcrowded home as having more than one person per room of the unit OR more than two people per bedroom. HUD, Measuring Overcrowding in Housing

<sup>118</sup> Vermont Housing Finance Agency, HousingData.org, [Maximum rent and purchase price affordability thresholds by income and household size](#)

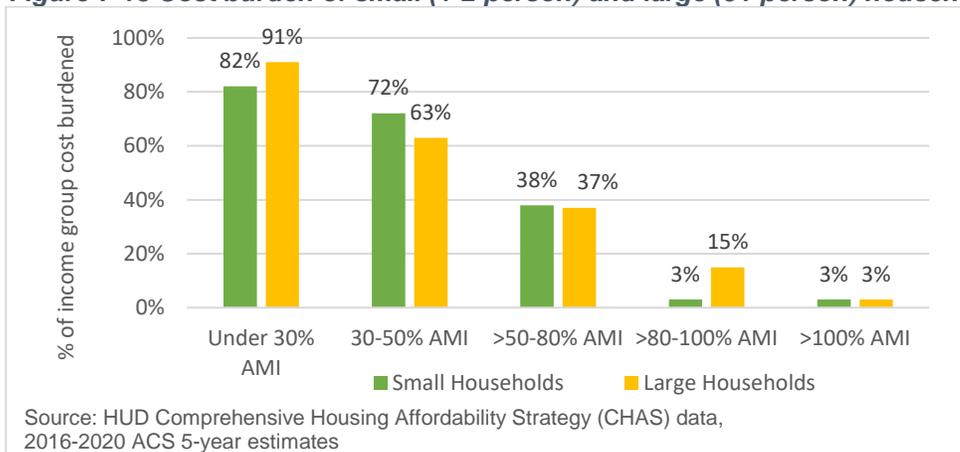
<sup>119</sup> Federal Reserve Bank, St. Louis, [Realtor.com from FRED](#), May 2, 2024



## Housing Problems

The U.S. Department of Housing and Urban Development (HUD) tracks and tabulates households with housing problems.<sup>120</sup> Housing problems include living in a home that lacks complete kitchen or plumbing facilities, is overcrowded, or costs above 30% of household income (cost burdened). A household is categorized as having a housing problem if it has any one or more of these four problems. An estimated 83,180 households (about 33% of the households in the state) at all income levels in Vermont have housing problems. However, for about 95% of these households, paying more than 30% of their income for housing is their only problem or one of their housing problems.

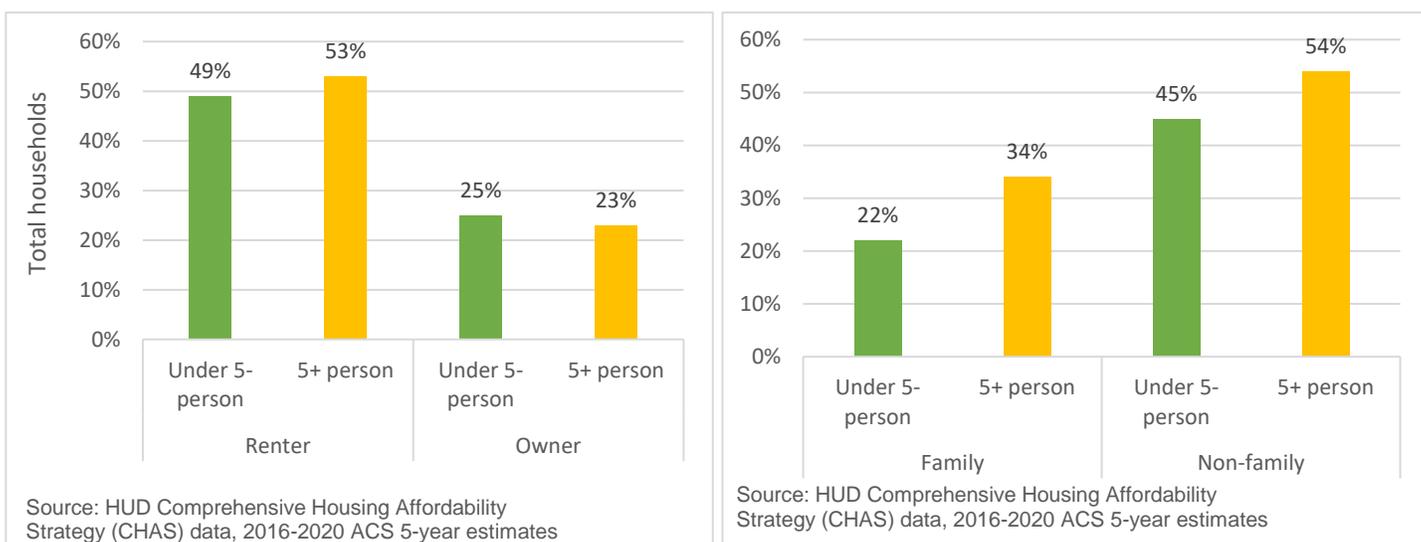
**Figure 7-13 Cost burden of small (1-2 person) and large (5+ person) households by income level**



Households that rent are twice as likely to have housing problems as homeowners. Large renter households (over 5 people), while representing a small share of Vermont total households, are more likely to have housing problems than not. Over half of large renter households have at least one of four housing problems.

Non-family households also have a high rate of housing issues, with 45% of all non-family households experiencing at least one housing problem. Large non-family households have the highest incidence of housing problems of all the demographics discussed (54%).

**Figure 7-14 Households with one housing problem as a percentage of total households by household size, tenure, and family status**



<sup>120</sup> Office of Policy Development and Research (PD&R), [Comprehensive Housing Affordability Strategy \(CHAS\)](#) data based on 2016-2020 ACS 5-year estimates, September 5, 2023

## Overcrowding

There are fewer overcrowded homes in 2022 than were reported in the 2020 Vermont Housing Needs Assessment. About 4,200 (or 2%) of Vermont households live in overcrowded homes.<sup>121</sup> Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms.<sup>122</sup> Thus, it would be considered overcrowded if the household had 4 members.

Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease<sup>123</sup> and mental health problems.<sup>124</sup> Recent national research into the impacts of overcrowded housing has focused on COVID outcomes. In Vermont, a direct correlation between large multi-generational households and increased vulnerability to COVID was indicated by several outbreaks in Winooski. These outbreaks occurred repeatedly among new American communities with larger family sizes and multiple generations living together in crowded households. The families were unable to isolate sick members of the household to protect other family members from infection.

Renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households. More than one-half (2,154) of Vermont's overcrowded households have more than 1.5 person per room, which qualifies them as severely overcrowded. 2% of rental households are severely overcrowded.

Figure 7-15 Overcrowded households by tenure, 2022

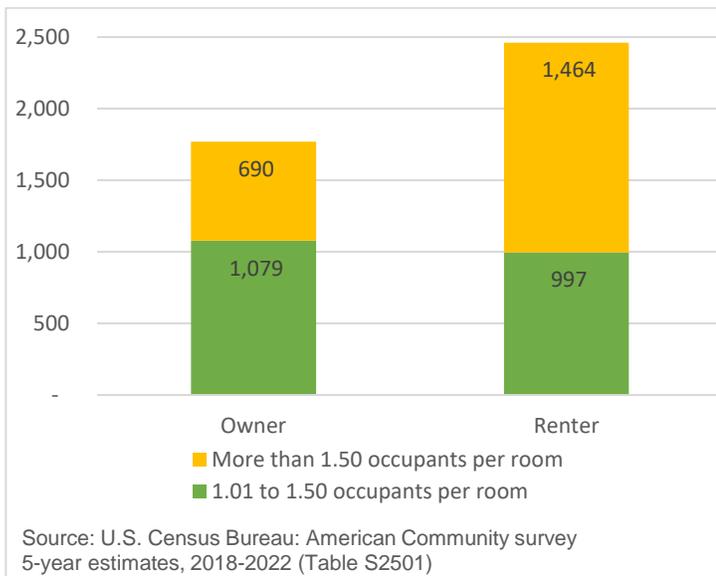
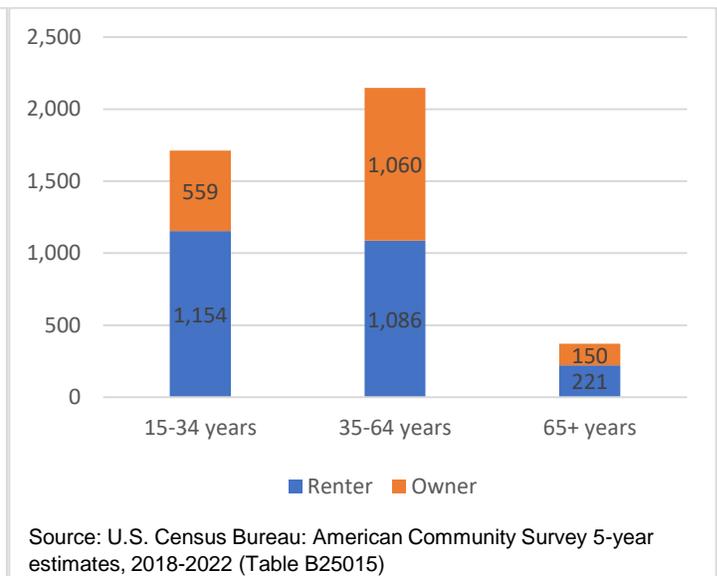


Figure 7-16 Overcrowding by age and tenure, 2022



Overcrowding rates also vary by householder age and race. Households headed by someone under 35 years of age are more likely to be overcrowded, with 4% of all households in this demographic overcrowded. Rates of overcrowding drop in older households, whether renter or owner households. Less than 1% of households led by someone who is age 65+ are overcrowded.

Due to Vermont's small sample sizes and large margins of error it is difficult to determine differences in overcrowding rates by race. However, at a national level there are clear divisions by race of households. Black or African American households (4%) are twice as likely as white households (2%) to be overcrowded. The rate of overcrowded Asian households is even higher at 7%. Native Hawaiian or Other Pacific Islander households are the most likely to be overcrowded (15%).

<sup>121</sup> U.S. Dept. of Housing and Urban Development (HUD), [Measuring Overcrowding in Housing](#), 2007.

<sup>122</sup> Bathrooms are not considered in room calculations under HUD standards.

<sup>123</sup> Ghosh, A.K et. al, [Association between overcrowded households, multigenerational households, and COVID-19: a cohort study](#), Public Health, Volume 198, 2021

<sup>124</sup> U.S. Dept. of Health and Human Services, [Healthy People 2030 - Housing Instability](#)

## Under-Occupied Homes

While Vermont has a small percentage of overcrowded households, a much larger portion of households in the state have more than 2 rooms for every household member. These homes could be referred to as underutilized or under-occupied, or the households could be considered over-housed. Over three-quarters of all Vermont homes contain more than 2 rooms for every household member.

Figure 7-17 Vermont's under-occupied homes, 2022

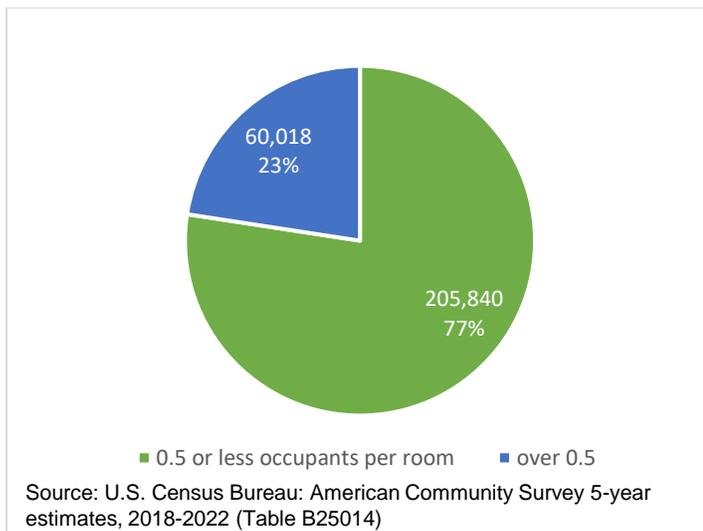
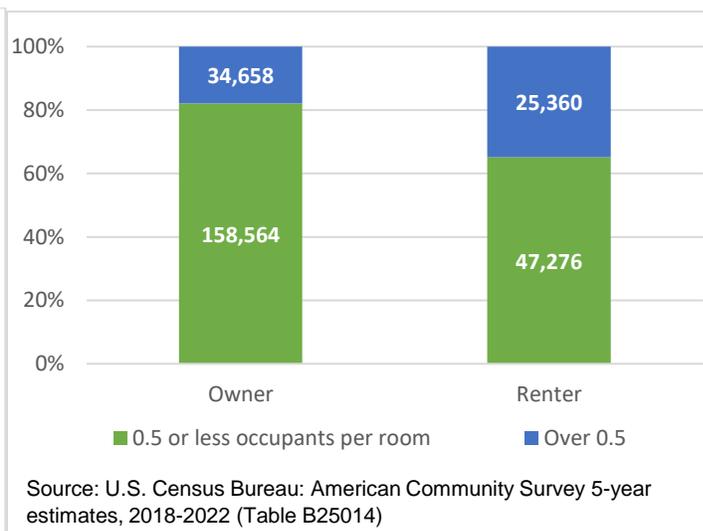


Figure 7-18 Under-occupied homes by tenure, 2022



Under-occupancy in the Vermont housing stock presents multiple problems. For households that cannot find right-sized housing options, affordability may be sacrificed to find an available home. There are far fewer one- and two-bedroom options in Vermont than there are 1- and 2-person families. As housing size increases, so does the cost of the home.

Figure 7-19 Overcrowded and under-occupied homes by county, 2022

	Under-occupied (0.50 or less occupants per room)	Under-occupied %	Overcrowded (1.01 to 1.50 occupants per room)	Severely Overcrowded (More than 1.51 occupants per room)	Overcrowded %	Total households:
Addison County	11,533	80%	94	109	1%	14,416
Bennington County	11,589	80%	125	65	1%	14,566
Caledonia County	9,893	77%	98	36	1%	12,819
Chittenden County	51,682	75%	489	547	1%	69,318
Essex County	2,138	80%	30	51	3%	2,667
Franklin County	14,879	77%	167	21	1%	19,233
Grand Isle County	2,429	80%	6	6	0%	3,027
Lamoille County	8,491	76%	111	30	1%	11,176
Orange County	9,697	76%	169	50	2%	12,690
Orleans County	9,071	79%	111	55	1%	11,528
Rutland County	19,266	76%	160	726	3%	25,334
Washington County	20,183	80%	153	89	1%	25,166
Windham County	15,565	80%	118	95	1%	19,382
Windsor County	19,424	79%	245	274	2%	24,536
Vermont	205,840	77%	2,076	2,154	2%	265,858

Source: U.S. Census Bureau, American Community Survey, 5-year estimates, 2018-2022, Table B25014

## Chapter 8: Race and Ethnic Groups

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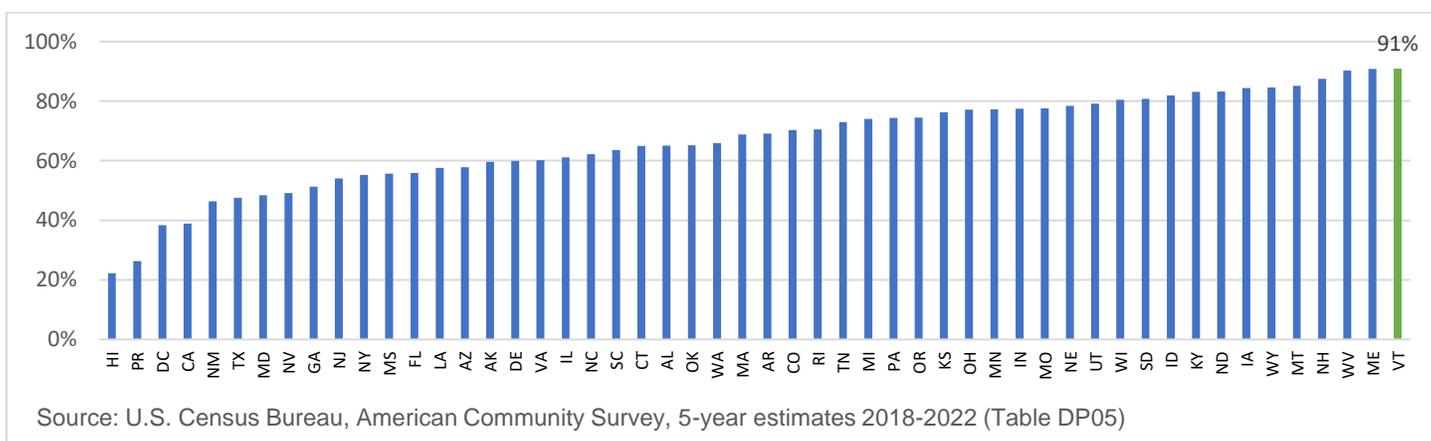
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## Population

Vermonters who identify as people of color or Hispanic comprise a small, but growing, portion of the state’s households. Compared to white Vermonters, the number of people of color living in Vermont grew at a much faster pace between 2010 and 2020. The largest disparity in housing needs exist among Black or African American Vermonters who currently comprise about 1% of the state’s population. Black and African American Vermonters are far less likely to own homes and more likely to experience homelessness than white Vermonters.

Vermont is the least racially diverse state in the United States, according to the latest Census Bureau estimates. Only Maine reaches about the same threshold as Vermont, at which over 90% of the population identifies only as white. About 1% of the Vermont population is Black, just under 2% are Asian, and about 4% of the state is multiracial. Smaller populations include Native Americans, Pacific Islanders, and people who do not identify with any of these categories.

Figure 8-1 Percentage of population who are white alone, 2022



Per Census data, the Black, Asian, multiracial, and Hispanic populations of Vermont are all growing at a substantially higher rate than that of the white population. Only 2% of Vermonters identify as Hispanic or Latino, one of the lowest rates in the nation. However, over the past decade, the percentage of Vermonters that identify as people of color or Hispanic has been growing steadily.

Figure 8-2 Race and ethnicity of Vermonters, 2022

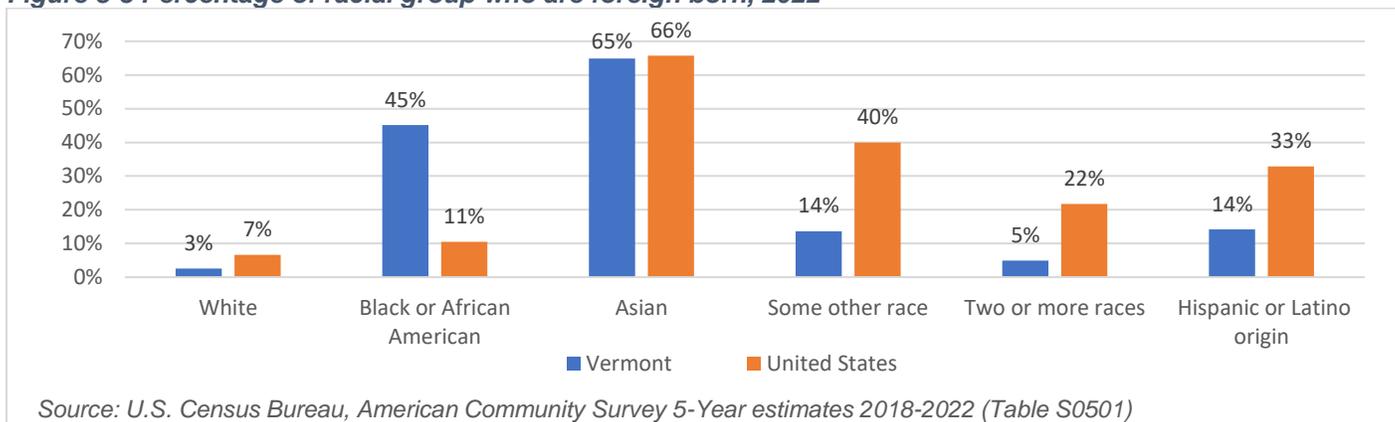
	Population	% of Vermont population	Foreign-born population	% Foreign-born
White	588,046	90.9%	15,358	3%
Black or African American	6,320	1.0%	2,851	45%
American Indian and Alaska Native	1,296	0.2%	-	-
Asian	11,711	1.7%	7,594	65%
Native Hawaiian and Other Pacific Islander	59	0.0%	-	-
Some Other Race	4,147	0.6%	565	14%
Two or More Races	35,485	5.5%	1,750	5%
Hispanic or Latino	14,770	2.3%	2,089	14%

Source: U.S. Census American Community Survey, 2022 5-Year Estimates 2018-2022 (Table DP05)



## Foreign-Born Vermonters

Figure 8-3 Percentage of racial group who are foreign born, 2022



Approximately 28,468 Vermonters identify as being foreign-born. Vermont has a smaller percentage of foreign-born residents than the United States, with 4% of the Vermont population being born elsewhere, compared to 14% in the country at large. Foreign-born Vermonters were less likely to own their home than Vermonters born in the United States. The overall homeownership rate among Vermont households is 71%. However, among households headed by someone who is foreign-born, the rate is 62%.<sup>125</sup>

People who identify as Asian had the greatest likelihood of the major race and ethnic groups of being born outside of the U.S. Black or African Americans living in Vermont are more than three times as likely to be immigrants as Black or African Americans living in the U.S. as a whole. Over 40% of all Vermonters who identify as Black or African American are immigrants compared to only 10% nationwide. This is likely due to the growing communities from the Democratic Republic of the Congo and Somalia, in Chittenden County.

## Projected Households

Census data on the number of household heads belonging to each race and ethnicity demonstrates that Vermont is becoming more racially diverse. While the number of white householders is expected to rise by 7%, the number of Black householders is expected to rise by 78%, the number of Asian householders by 84%, and the number of Hispanic households by 73%. For this reason, it will be important for policymakers to be increasingly conscious of housing discrimination and economic disparities that result from racial bias.

Figure 8-4 Projected Vermont households by race and ethnicity of householder, 2025 and 2029

	2010 (actual)	2020 (actual)	2025 (projected)	2029 (projected)
White alone	248,163	250,739	263,966	267,504
Black or African American alone	1,594	2,484	3,207	4,430
Asian alone	2,077	3,224	4,359	5,934
Some Other Race alone*	554	1,746	2,291	4,786
American Indian and Alaska Native alone*	912	981		
Native Hawaiian and Other Pacific Islander alone*	48	94		
Two or more races	3,094	12,622	17,531	30,618
Hispanic householder	2,571	4,636	6,423	8,026

Source: 2010 and 2020 are from U.S. Census Bureau Decennial Census. 2025 and 2029 assume average VT household growth rate in 2019-2022 of 1.8%. \*The small number of these households required aggregation in projections for 2025 and 2029.

<sup>125</sup> U.S. Census Bureau, American Community Survey 5-Year estimates 2018-2022 (Table S0501)

## Homeownership Rate Disparities

Nationally, the gap in homeownership between white and Black households stands at 30%, a rate even larger than that in 1960.<sup>126</sup> This is true in Vermont as well, where white Vermonters are more likely to own their own home than BIPOC Vermonters. The difference is most stark between white and Black Vermonters; only 26% of white households live in rented housing, compared to 72% of Black households. Similar, but less drastic discrepancies in housing tenure are reflected in the American Indian and Alaska Native, Asian, multiracial, and Hispanic populations.

Figure 8-5 Homeownership rate by race, 2010-2022

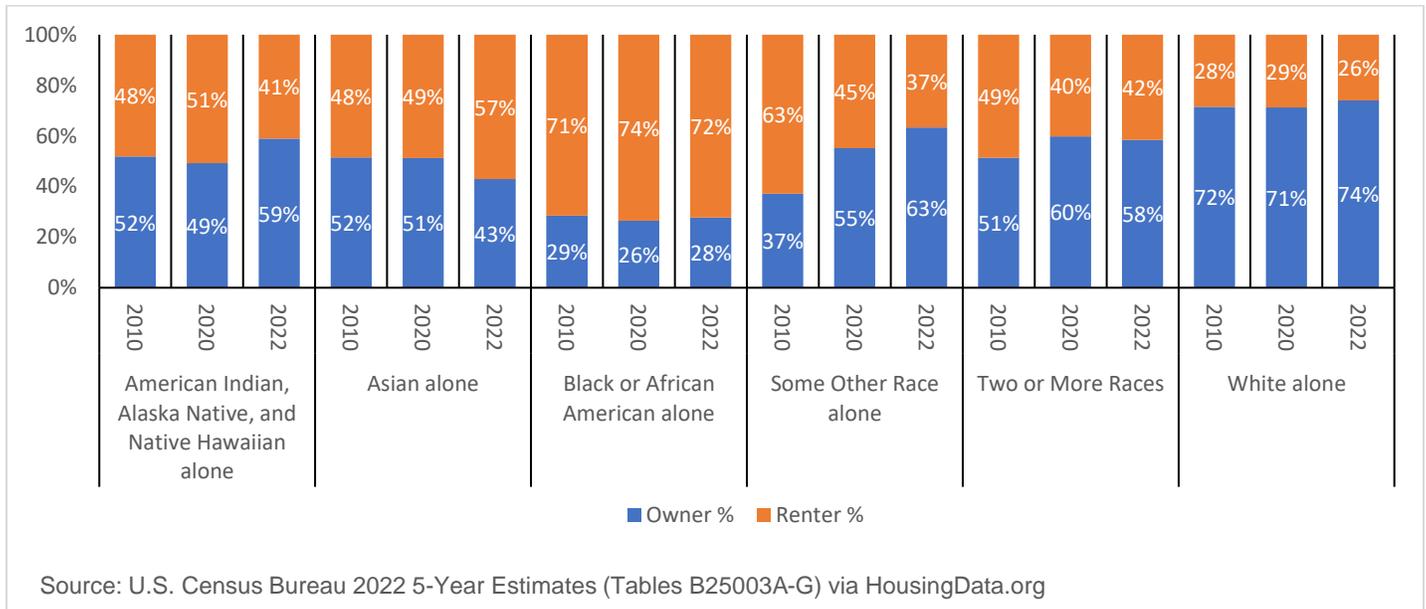
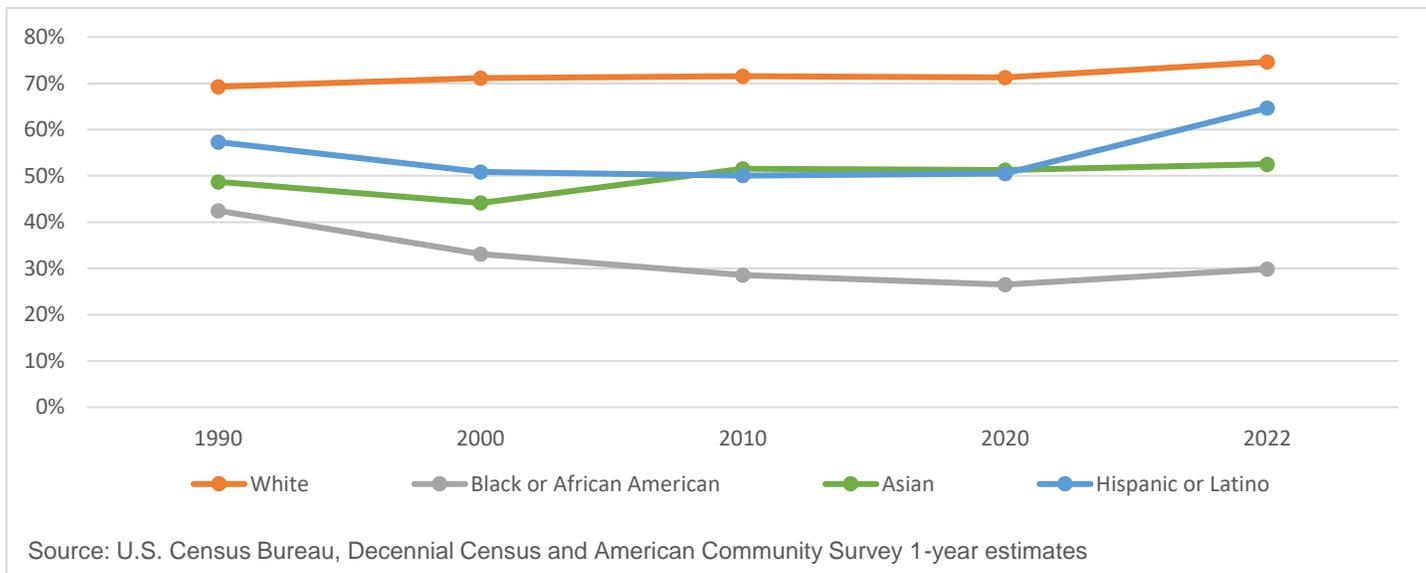


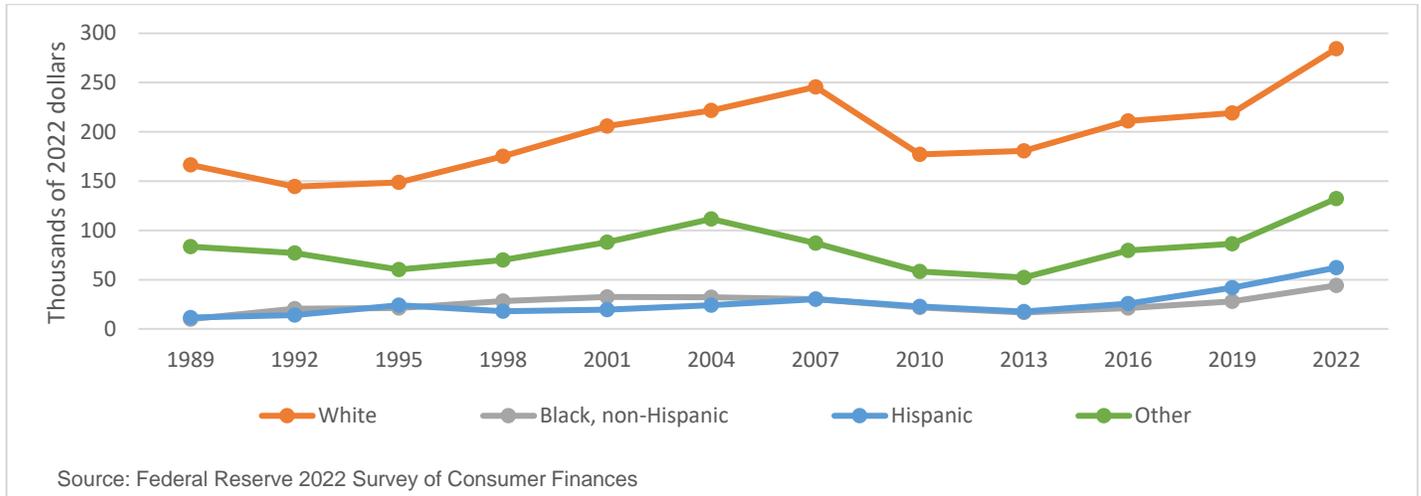
Figure 8-6 Homeownership rate by race, 1990-2022



<sup>126</sup> Urban Institute, [Reducing the Racial Homeownership Gap](#)

The discrepancy in homeownership may be attributed largely to the discrepancy in generational wealth between white and non-white households. According to the Federal Reserve’s 2022 Survey of Consumer Finances,<sup>127</sup> national median wealth for white households is about 600% that of Black households, with a very similar trend reflected for Hispanic households.

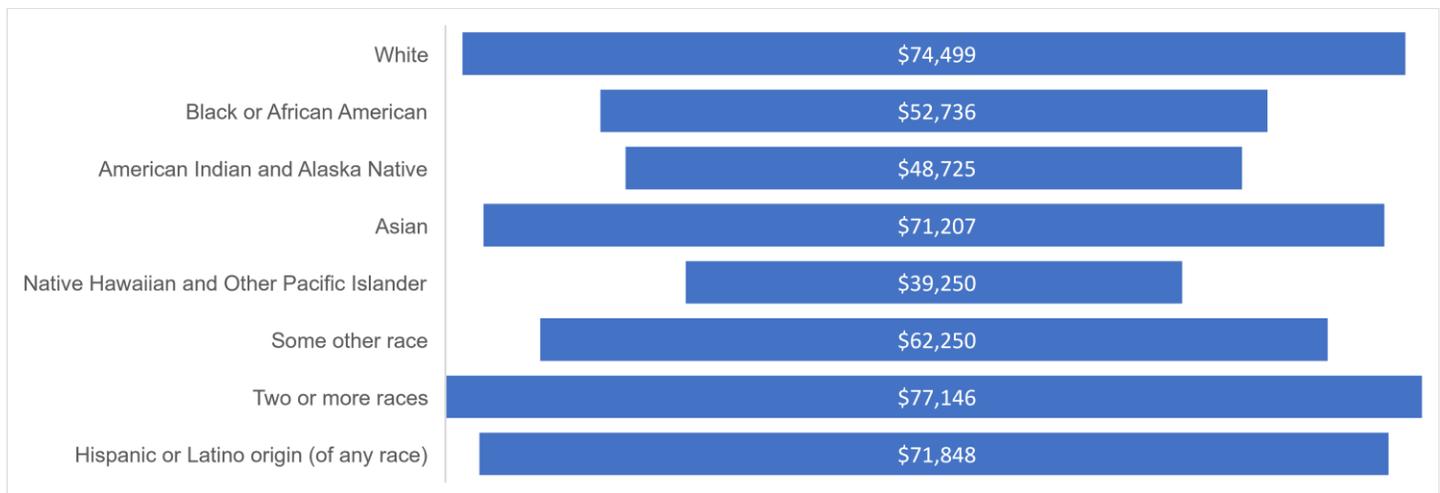
Figure 8-7 National net worth by race and ethnicity, 1989-2022



In addition to the disparity in wealth, BIPOC Vermonters may continue to face housing and lending discrimination, despite the significant protections that have been established against such practices, including the federal Fair Housing Act and the state omnibus, Act 182<sup>128</sup>.

Vermonters of color also tend to have lower incomes. The median income for Black Vermonters in 2022 was only 70% of the median income of the white population.

Figure 8-8 Median household income, 2022



Source: U.S. Census Bureau, American Community Survey, 2022 5-Year Estimates 2018-2022 (Table S1903)

<sup>127</sup> Federal Reserve, [2022 Survey of Consumer Finances](#)

<sup>128</sup> State of Vermont, [Analysis of Impediments to Fair Housing Choice](#), November 2022



## Homelessness Disparities

Black, Hispanic and Native American Vermonters are disproportionately likely to experience homelessness, according to the most recent data available. While Black Vermonters represent 1.2% of the state population, they comprised 7.7% of the people experiencing homelessness as of the 2023 Vermont Point-In-Time count of people experiencing homelessness. The disparity for Black residents is greater in Vermont than it is on the national level.<sup>129</sup> Similar disparities existed for Hispanic Vermonters and Native American Vermonters who were disproportionately likely to experience homelessness.

**Figure 8-9 Homeless population compared to overall population by race, 2022**

	Vermont Population	% of total population	Homeless Population	% of homeless population
Asian	10,824	1.7%	36	1.0%
Black	8,000	1.2%	266	7.7%
Hispanic	13,793	2.1%	154	4.5%
Native American	1,336	0.2%	83	2.4%
Two or More Races	25,809	3.9%	69	2.0%
White	594,131	90.9%	2,835	82.3%
Total	653,893		3,443	

Source: U.S. Census ACS 2022 5-year Estimates, Table DP05; 2023 HUD Point In Time Count

<sup>129</sup> National Alliance to End Homelessness, [Racial Inequalities in Homelessness, by the Numbers](#), June 1, 2020



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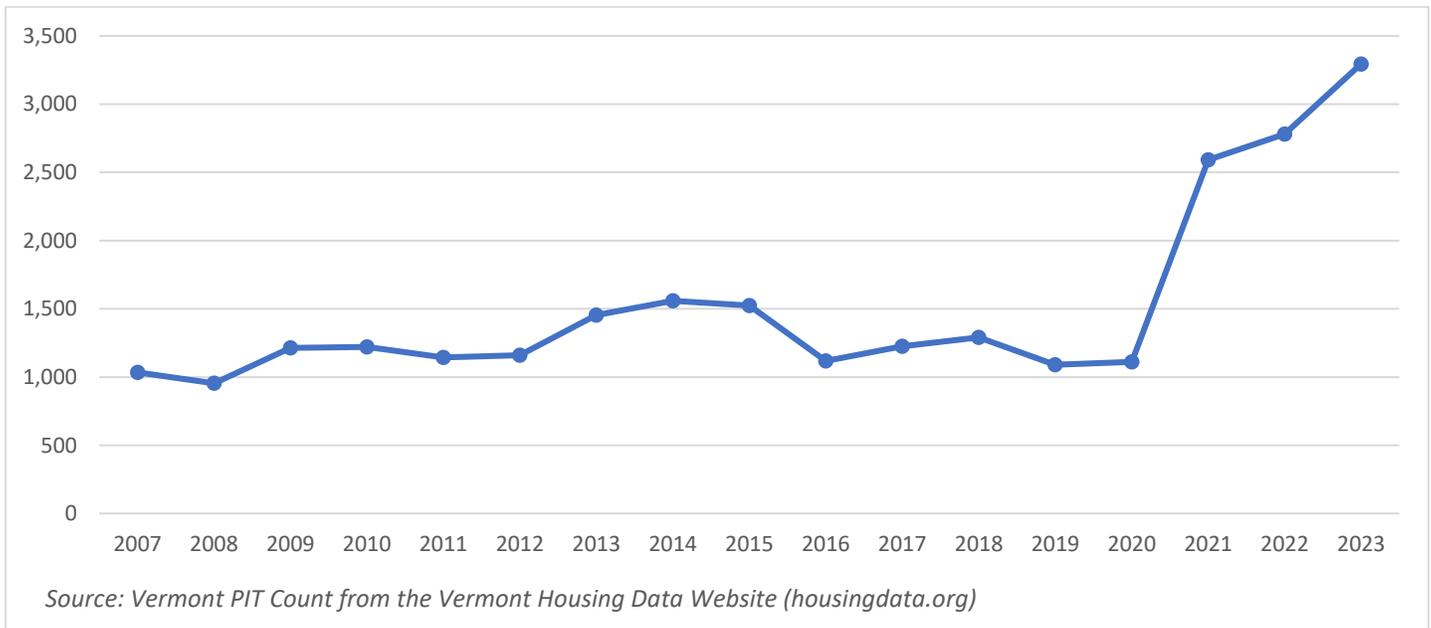
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## Homelessness Trends

In the U.S. and Vermont, more people experiencing homelessness were counted by the 2023 Point-In-Time (PIT) count than any previous collection of such data.<sup>130</sup> A total of 3,295 Vermonters experienced homelessness during this count, putting Vermont at the second-highest state rate of homelessness in the country (51 per 10,000 people). This count also suggests that the number of people without homes in Vermont has increased roughly 18.5% since 2022 and tripled since 2019.

Figure 9-1 Individuals experiencing homelessness during Point-in-Time Count, 2007-2023



Between 2020 and 2021, the number of people experiencing homelessness counted during the PIT increased by 133%, likely reflective at least in part of the results of the COVID-19 pandemic. In order to prevent the spread of COVID-19 among people experiencing homelessness, Vermont dramatically expanded eligibility for its Emergency Housing program. The expansion of this program to allow unhoused people to move into motels beyond Winter Adverse Weather Conditions in 2020 is apparent in the increased PIT count in 2021. The expanded access also improved the PIT by making the count itself more accurate. People who would have otherwise been in unstable housing situations that escape the scope of the count may have been more easily counted due to their emergency housing location.

It is likely that the true number of Vermonters without homes is even higher than this, since the PIT count tends to be conservative due to its inability to count homeless people who are unseen, such as living in their cars, or in jails or hospital at the time of the count, as well as the generally transitory nature of homelessness. Additionally, the PIT is conducted on one night in January and is thus unable to capture changes in homelessness over the course of the year.

Nationally, homelessness increased 12% between 2022 and 2023, reaching the highest level since the federal government began the Point-in-Time count in 2007.<sup>131</sup> This was true for both sheltered and unsheltered homelessness, with both exceeding pre-pandemic levels.

<sup>130</sup> U.S. Dept. of Housing and Urban Development (HUD), [2023 Annual Homelessness Report \(AHAR\) to Congress](#), December 2023

<sup>131</sup> Joint Center for Housing Studies of Harvard, Riordan Frost, [Record Homelessness Amid Ongoing Affordability Crisis](#), Feb 12, 2024



While the PIT captures only a single “point-in-time,” the state’s Coordinated Entry system provides more up-to-date information about instances of homelessness over the course of the year. Coordinated Entry is the process through which individuals experiencing homelessness access services from Vermont’s housing support agencies. The housing agencies within the Local Continuum of Care (CoC) share Coordinated Entry data to “ensure people experiencing a housing crisis have fair and equal access and are quickly identified, assessed for, referred and connected to housing assistance based on their strengths and needs.” With this information, households are prioritized for different programs depending on their unique characteristics.<sup>132</sup> As such, the Coordinated Entry data, compiled weekly by the state’s Homelessness Management Information System (HMIS), reflects a more granular look at the state of homelessness in Vermont at a given time.

Similar to the Point-In-Time count data, the number of Vermonters experiencing homelessness and receiving services through Vermont’s Coordinated Entry system increased steadily in 2022 with a continued increase of 31% between January 2023 and January 2024.<sup>133</sup>

Figure 9-2 Weekly record of individuals receiving services through Vermont's Continuum of Care, 2022-2024

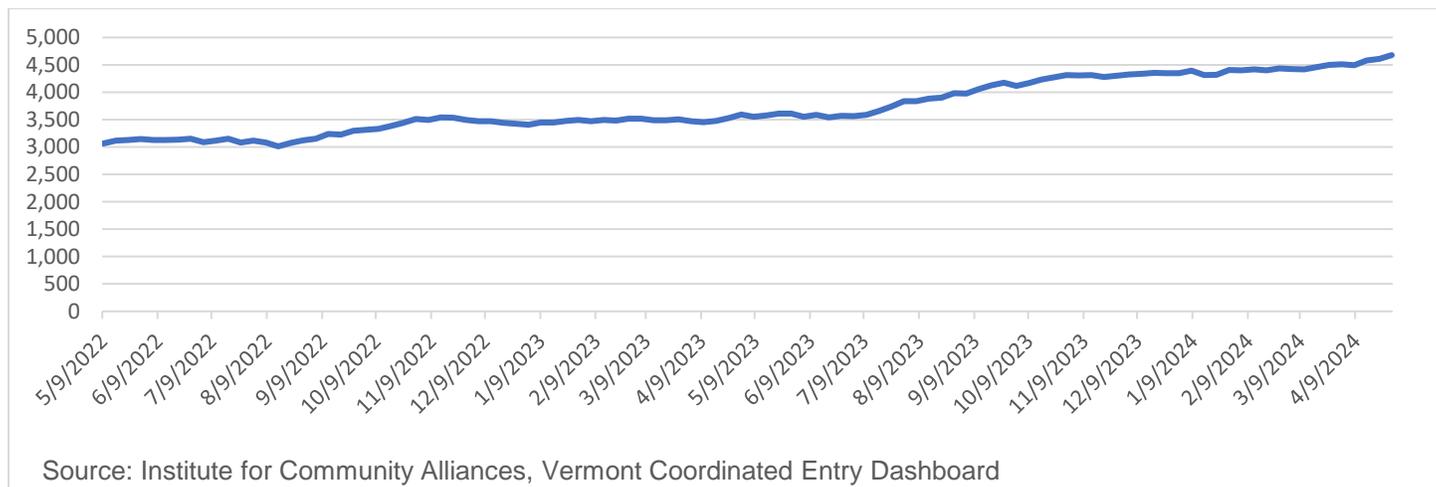


Figure 9-3 Homeless individuals during Point-In-Time Count and in the Coordinated Entry System

Local Housing Coalition (CoC)	Number of homeless individuals during Point-in-Time 2023	Number of homeless individuals in Coordinated Entry Week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard

<sup>132</sup> Homeless Prevention Center, [Testimony to House Committee on Human Services](#), Feb. 22, 2024

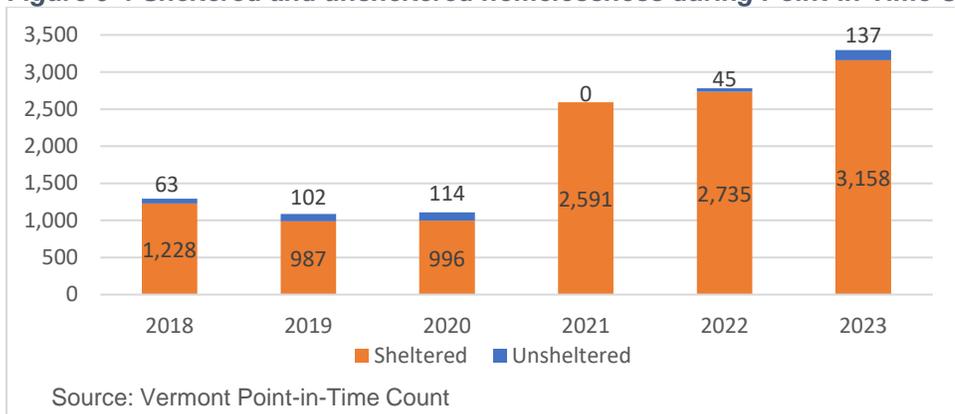
<sup>133</sup> Institute for Community Alliances, [Vermont Coordinated Entry Dashboard](#), April, 2024



## Sheltered and Unsheltered Homelessness

In addition to having a high rate of total homelessness, Vermont also has a higher rate than any other state of sheltering people experiencing homelessness. Shelters include emergency housing and transitional housing. During the 2023 PIT count, 137 people, or 3% of the total experiencing homelessness were unsheltered. This is a stark contrast with states like California and Washington which each have over 50% of their homeless population living without shelter.<sup>134</sup>

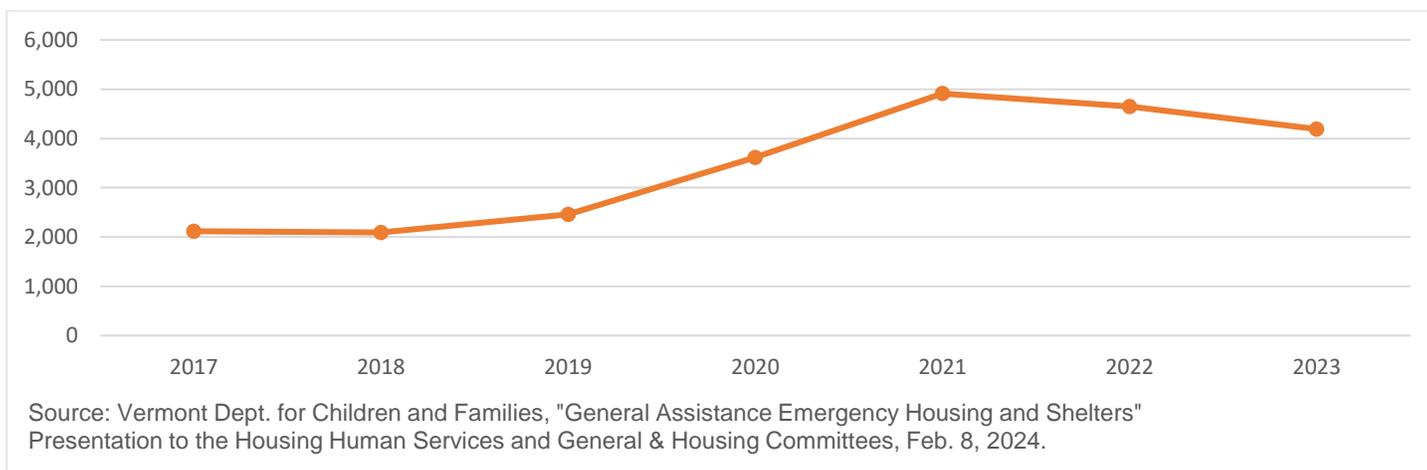
Figure 9-4 Sheltered and unsheltered homelessness during Point-in-Time Count, 2017-2023



During the pandemic, the state of Vermont made the decision to provide emergency housing to all households experiencing homelessness during the contemporaneous “state of emergency.” As such, the unsheltered homelessness count in the first effective year of that mandate (2021) dropped to zero households despite a significant increase in overall instances of homelessness that same year.<sup>135</sup>

In tandem, housing for the homeless in the state moved away from congregate shelters and towards individualized rooms for homeless households in an effort to stop the spread of the pandemic. To do so, the state shifted the administration of the typical Adverse Weather Conditions aspect of the General Assistance housing program to become a full-year program. In this program, the state Agency of Human Services (AHS) pays for a hotel room nightly for homeless households. Typically, this service has been only available when winter weather forecasts dropped below 20 degrees or snow was projected – during the pandemic, this eligibility was expanded to all homeless households during all weather conditions until the end of the pandemic. This led to a sharp increase in program usage in 2021 which has since started to decline. In 2023, 4,203 unduplicated households were served in the General Assistance Emergency housing program.<sup>136</sup>

Figure 9-5 Unique households served by Vermont General Assistance Program, 2017-2023



<sup>134</sup> Dept. of Housing and Urban Development, [Annual Homelessness Assessment Report](#), 2023

<sup>135</sup> The unsheltered count was not conducted during the 2021 PIT as a reflection of increased shelter access and pandemic conditions

<sup>136</sup> Vermont Dept. for Children and Families (DCF), [General Assistance Emergency Housing and Shelters](#), February 8, 2024

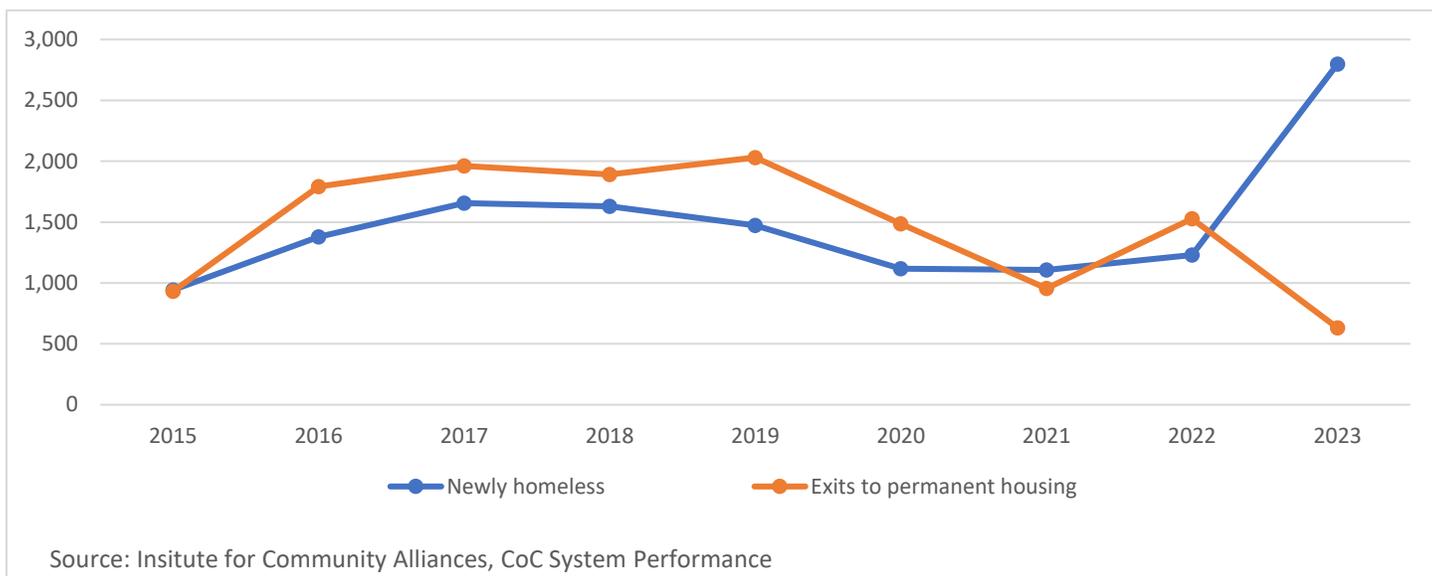
## Chronic and Temporary Homelessness

Typically, chronic homelessness is described as a situation in which a person who lives in a place not meant for human habitation or in an emergency shelter for a year or more or has been homeless in these circumstances on at least four separate occasions in the last three years, as long as the combined occasions equal at least twelve months.

The state General Assistance housing program began collecting signatures on occupancy agreements from motel residents supported by the program in 2022. The individuals who signed these agreements are regarded as living in transitional housing, and no longer as chronically homeless. This is likely the reason that the growing trend of chronic homelessness that began in 2020 appears to have reversed in 2023. This change in program operations also is the cause of the apparent stark jump in households living in transitional housing between the 2022 and 2023 Point-in-Time count.

As such, the PIT count for 2023 found 249 Vermonters were chronically homeless under the new policy, representing 6.5% of the homeless population in total. These Vermonters comprised 198 households. However, during the month of January 2024, 747 Vermonters experiencing chronic homelessness were receiving care through Vermont’s Continuums of Care.

**Figure 9-6 Number of newly homeless individuals and exits to permanent housing, 2015-2023**



Beyond tracking chronic homelessness, the state’s Coordinated Entry teams also track when a household is newly homeless or when a household exits homelessness into permanent housing.<sup>137</sup> To be considered newly homeless, a household or individual must not have accessed housing services from within the coordinated entry system in the prior two years. For several years between 2015 and 2020, exits from homelessness outnumbered the newly homeless, evidenced by the declining PIT numbers in the years leading up to the pandemic. However, in 2023 the number of newly homeless increased while exits to permanent housing decreased. In 2023, there were 2,799 newly homeless households and only 631 exits to permanent housing.

<sup>137</sup> Institute for Community Alliances, [System Performance Measures](#)



## Racial Disparity in Homelessness

Black, Hispanic and Native American Vermonters are disproportionately likely to experience homelessness, according to the most recent data available. While Black Vermonters represent 1% of the state population, they comprised 8% of the people experiencing homelessness as of the 2023 PIT.<sup>138</sup> Similar disparities existed for Hispanic Vermonters and Native American Vermonters who were disproportionately likely to experience homelessness.

Figure 9-7 Vermont homeless population compared to total population by race, 2022

	Vermont Population	% total	Homeless Population	% homeless
Asian	10,824	2%	36	1%
Black	8,000	1%	266	8%
Hispanic	13,793	2%	154	5%
Native American	1,336	0.2%	83	2%
Two or More Races	25,809	4%	69	2%
White	594,131	91%	2,835	82%
Total	653,893		3,443	

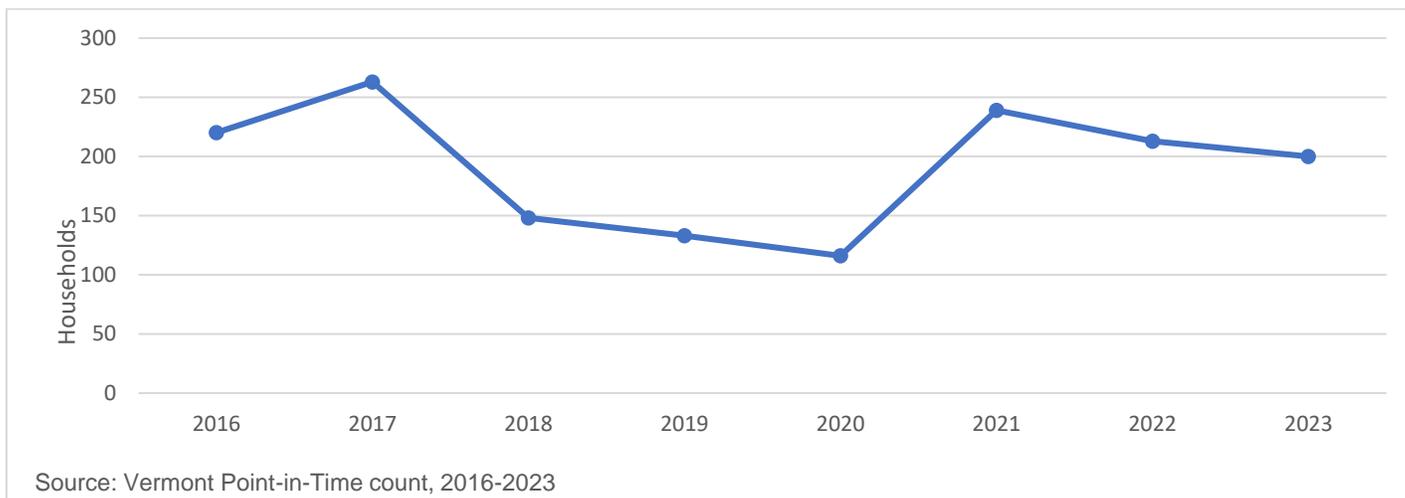
Source: U.S. Census ACS 2022 5-year Estimates, Table DP05; 2023 HUD Point In Time Count

The disparity for Black residents is greater in Vermont than it is on the national level, and similar trends are reflected in the Hispanic and Native American populations. The disparity in homelessness is likely driven by factors such as the greater prevalence of poverty among people of color in Vermont.

## Households Fleeing Domestic Violence

In 2022, the Vermont Network [tracked 2,483 individuals](#) who were provided emergency or permanent housing support following domestic or sexual violence. Amongst these were 89 families which secured stable housing as a result of government programs. During the [2023 Vermont Point-In-Time count](#), 200 households that had experienced domestic violence were experiencing homelessness.

Figure 9-8 Households fleeing domestic violence during the Point-in-Time Count, 2016-2023



Source: Vermont Point-in-Time count, 2016-2023

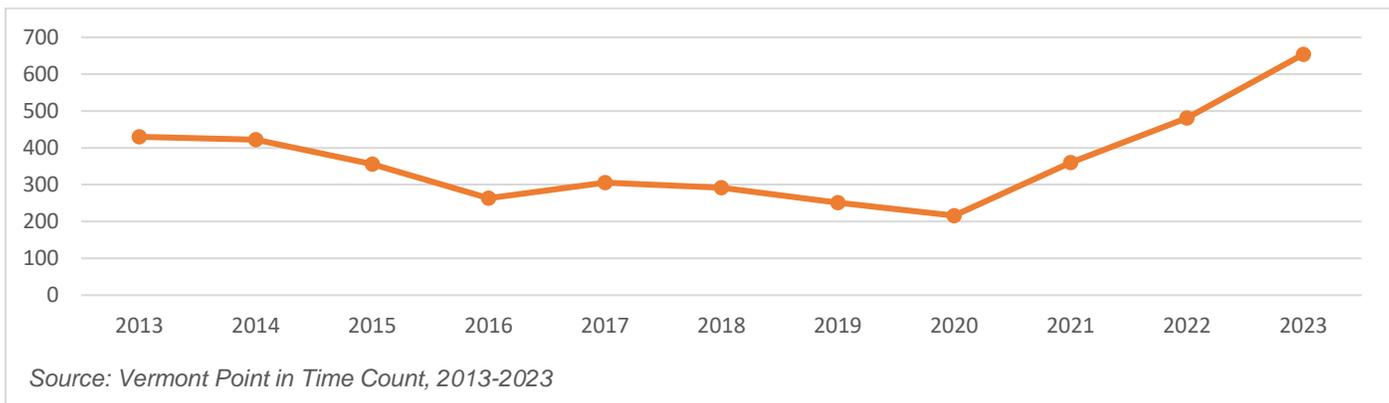
<sup>138</sup> National Alliance to End Homelessness, [Racial Inequalities in Homelessness, by the Numbers](#), June 1, 2020

## Children and Youth

The physical, emotional, and economic trauma associated with homelessness is amplified when the people experiencing it are children. Homeless children typically experience inadequate nutrition, frequently interrupted education, and domestic violence. Children who are homeless are sick twice as often as those with homes, have twice the incidence of learning disabilities, and three times the rate of behavioral problems.<sup>139</sup>

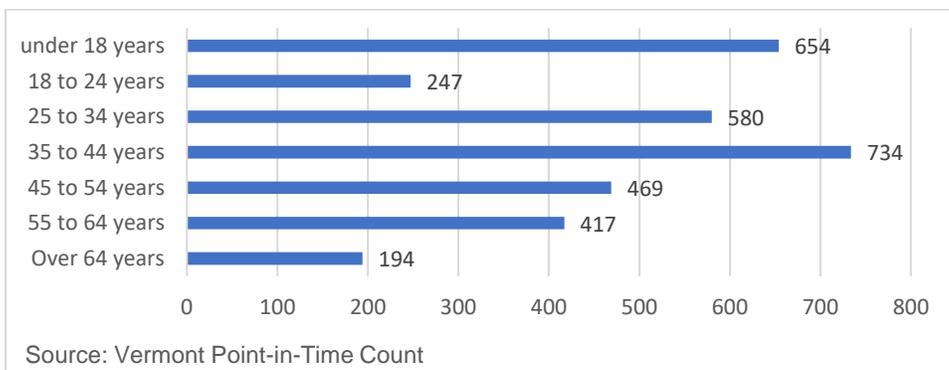
As of the 2023 PIT count, there were 654 homeless children under the age of 18 living in Vermont. Of that population, 440 were living in transitional housing, 205 were living in an emergency shelter, and 9 were living without any shelter. Since 2020, the number of children in Vermont experiencing homelessness has increased at a greater rate than that of the adults, with an increase of over 200% since the January 2020 low of 216, according to PIT counts.

**Figure 9-9 Vermont children experiencing homelessness, 2013-2023**



The state agencies of Education and Human Services coordinate resources for homeless children, per the requirements of the McKinney-Vento Homeless Assistance Act. The Act requires that homeless children receive the same services as children who have a place to live and allows homeless students to enroll in a new school, or remain in their old one, independent of the residency requirements typical for public schools.<sup>140</sup>

**Figure 9-10 Age of Vermonters experiencing homelessness, 2023**



There were 247 homeless youth between the ages of 18 and 24 counted in the 2023 Point in Time count. Services for unaccompanied young people are coordinated statewide by the Vermont Coalition for Runaway and Homeless Youth Programs (VCRHYP)<sup>141</sup>, including access to the 19 emergency shelter beds, and the 31 transitional housing beds, that are dedicated exclusively to the use of homeless youth.<sup>142</sup>

<sup>139</sup> Family Housing Fund, [Homelessness and its Effects on Children](#), December 1999

<sup>140</sup> Vermont Agency of Education, [Resources to Support Students Experiencing Homelessness](#)

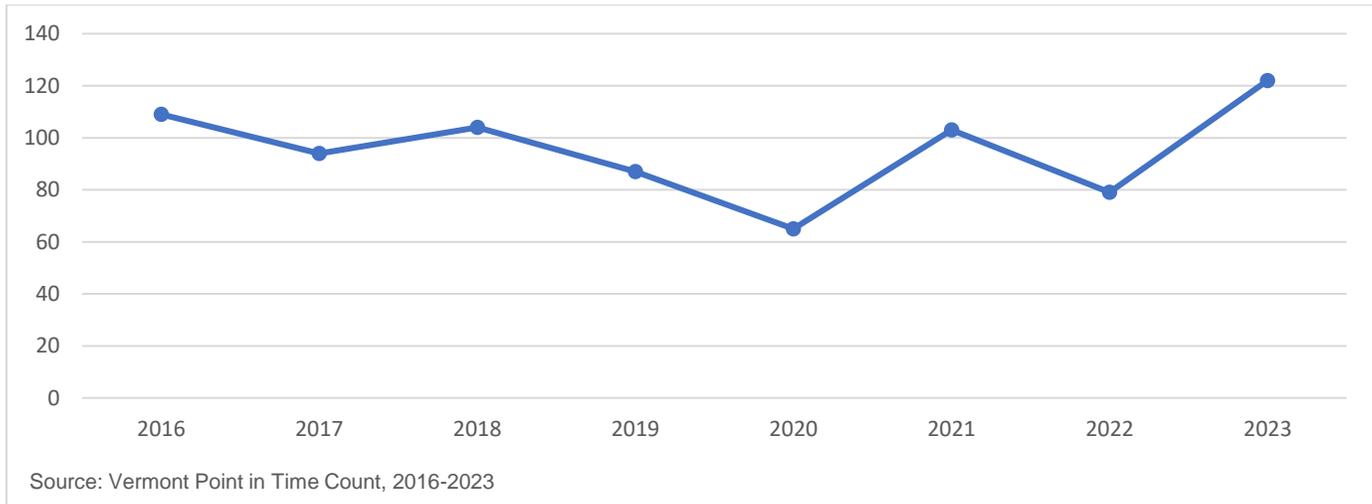
<sup>141</sup> [Vermont Coalition of Runaway & Homeless Youth Programs](#)

<sup>142</sup> U.S. Dept. of Housing and Urban Development (HUD), [Housing Inventory Count](#)

## Veterans

The 2023 PIT count found 122 veterans experiencing homelessness in Vermont, one of the lowest per capita rates in the country. Of this number, 36 were living in emergency housing, 66 were living in transitional housing, and 9 had no shelter at all. In addition to the Vermont Veteran’s Home, there are four transitional housing facilities dedicated to veterans spread across the state. In addition, the federal department of Veteran’s Affairs has a full-time staff person dedicated to assisting homeless veterans around the state<sup>143</sup>.

**Figure 9-11 Veterans experiencing homelessness during Point-in-Time count**



<sup>143</sup> [Vermont Office of Veterans Affairs](#)



## Available Housing for Vermonters Experiencing Homelessness

Most of the state’s expenditure towards ending homelessness is directed through the state Agency of Human Services (AHS). AHS’s programs serve the lowest income, most vulnerable Vermonters. Federal Emergency Solutions Grants (ESG) are administered by AHS Office of Economic Opportunity (OEO) to help non-profit organizations provide emergency overnight and day shelter, offer supportive services for homeless families and individuals, and implement effective homeless prevention and rapid rehousing initiatives within the local continuum of care.

Within the framework of housing for people experiencing homelessness, shelter can be broken down as either temporary housing (aka not intended for long-term habitation) or permanent housing.

**Figure 9-12 Vermont housing inventory count, 2023**

	Family Units	Family Beds	Adult-Only Beds	Child-Only Beds	Total Year-Round Beds	Seasonal	Overflow / Voucher	Chronic Beds	Veteran Beds	Youth Beds
<b>Temporary Housing</b>	<b>359</b>	<b>1,158</b>	<b>1,686</b>	<b>13</b>	<b>2,857</b>	<b>39</b>	<b>569</b>	<b>n/a</b>	<b>47</b>	<b>50</b>
Emergency Shelter	99	339	418	8	765	39	569	n/a	3	19
Transitional Housing	260	819	1,268	5	2,092	n/a	n/a	n/a	44	31
<b>Permanent Housing</b>	<b>80</b>	<b>226</b>	<b>508</b>	<b>0</b>	<b>734</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>199</b>	<b>28</b>
Permanent Supportive Housing	21	57	273	0	330	n/a	n/a	305	185	0
Rapid Re-Housing	17	46	76	0	122	n/a	n/a	n/a	14	28
Other Permanent Housing	42	123	159	0	282	n/a	n/a	n/a	0	0
Grand Total	439	1,384	2,194	13	3,591	39	569	305	246	78

Source: Dept. of Housing and Urban Development (HUD) [2023 Continuum of Care Housing Inventory Count Report](#)

**Figure 9-13 Vermont housing inventory count, 2013-2023**

	Emergency Shelter	Transitional Housing	Total temporary shelter beds	Permanent Supportive Housing	Rapid Rehousing (RRH)	Other Permanent Housing	Total permanent housing
2013	1,067	341	1,408	549	0	0	549
2014	653	381	1,034	598	138	0	736
2015	583	316	899	529	315	0	844
2016	424	324	748	575	465	14	1054
2017	649	308	957	609	703	0	1,312
2018	675	262	937	576	588	22	1,186
2019	630	223	853	554	465	79	1,098
2020	621	202	823	550	576	104	1,230
2021	653	192	845	471	981	131	1,583
2022	749	198	947	464	971	236	1,671
2023	765	2,092	2,857	330	122	282	734

Source: Dept. of Housing and Urban Development (HUD) Housing Inventory Count, 2013-2023



## Emergency Shelter and Transitional Housing

People experiencing a housing crisis or fleeing an unsafe situation need to find a place to stay, quickly. Emergency shelter and transitional housing can fill this role in a crisis response system. These interventions are generally low-barrier and aligned with state's homelessness system goals, including to make homelessness brief and non-repeating with focus on transition to permanent housing. As of 2023, Vermont has 2,857 total emergency shelter and transitional housing beds.

Per HUD, "emergency shelter" refers to any facility, the primary purpose of which is to provide temporary or transitional shelter for the homeless in general or for specific populations of the homeless. Vermont's 765 emergency housing beds in 2023 are intended for use temporarily, and residents are typically not permitted to stay for an extended period. Examples include ANEW and COTS in Burlington, Samaritan House in St. Albans, and the Groundworks center in Brattleboro. In 2023, 3,180 unique people utilized emergency shelter programs funded by the state's Housing Opportunity Grant Program.<sup>144</sup>

The state's 2,092 transitional housing beds are used for a broader range of purposes. According to HUD, transitional housing is a "project that has as its purpose facilitating the movement of homeless individuals and families to permanent housing within a reasonable amount of time" (usually 24 months). Transitional housing includes housing primarily designed to serve deinstitutionalized homeless individuals and other homeless individuals with mental or physical disabilities and homeless families with children". Transitional programs aim to establish part of the stability required for people to regain their independence and role within the community. Programs typically include support services, while providing more privacy, and a greater semblance of home life, than an emergency shelter. Examples of transitional housing providers include the Dismas Houses, Capstone Community Action, and the Vermont Coalition of Runaway & Homeless Youth.

The dramatic shift in the number of transitional housing units between 2022 and 2023 reflects administrative changes in the state's General Assistance Emergency housing program. Starting in 2023, participants were required to sign short-term occupancy agreements for their GA-supported hotel or motel rooms. As such, these rooms were considered transitional housing.

## Permanent Apartments with Services for Formerly Homeless Households

Permanent supportive housing for formerly homeless households is an intervention that combines affordable housing assistance with voluntary support services to address the needs of people chronically experiencing homelessness. The services are designed to build independent living and tenancy skills and connect people with community-based health care, treatment and employment services.

Investments in permanent supportive housing have historically helped decrease the numbers of individuals experiencing chronic homelessness. In addition, research has demonstrated that permanent supportive housing can increase housing stability and improve health, according to the National Alliance to End Homelessness. Permanent supportive housing is a cost-effective solution, shown to lower public costs associated with the use of crisis services such as shelters, hospitals, jails and prisons.<sup>145</sup>

Residents of Permanent Support Housing are not reflected in the annual PIT count as they are no longer considered "literally homeless," by HUD's standards. Instead, the number of units set-aside for people exiting homelessness is recorded in the annual Housing Inventory Count. According to HUD's definition of permanent housing, Vermont had a total of 734 beds in this category as of 2023, with 330 in permanent supportive housing, 122 for Rapid Re-Housing and 282 in other permanent housing. Vermont has steadily increased its supply of permanently supportive housing, largely in apartment buildings that have been publicly subsidized to enable serving lower income renters. As of January 2024, there were 424 apartments in these buildings designated for people who had experienced homelessness.

Vermont will be piloting providing 100 Medicaid supportive housing for formerly homeless households that include a higher level of services through collaboration with the Vermont Agency of Human Services.

<sup>144</sup> Dept. of Housing and Community Development, [Vermont Housing Budget and Investment Report](#), 2023

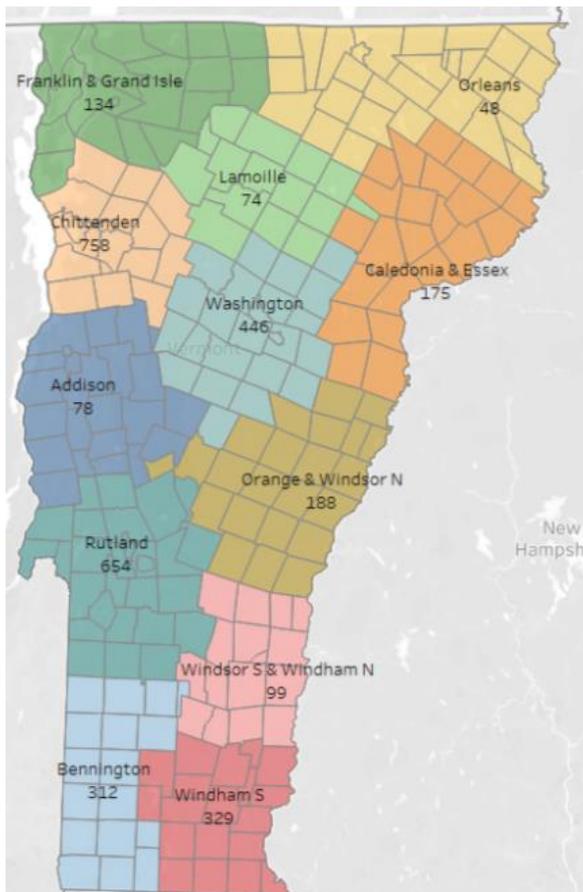
<sup>145</sup> National Alliance to End Homelessness, [Permanent Supportive Housing](#), April 2023

## Location of People Experiencing Homelessness

Understanding the geographic locations of homelessness in Vermont is uniquely complex. Many people experiencing homelessness move frequently to find shelter or to access other resources. HUD recognizes and delegates funds to two bodies in Vermont known as Continuum of Care (CoC): the Chittenden County CoC and the Balance of State CoC (containing the rest of the counties in the state). To more effectively manage services within the large Balance of State CoC, Vermont housing service providers have further broken down into 12 local housing coalition (formerly local CoCs). All of Vermont’s homelessness data is available for the Chittenden and Balance of State CoC – several sources are available more granularly at the local CoC level.

Vermont’s local CoCs conform to county boundaries almost entirely for Addison, Bennington, Chittenden and Rutland counties. Franklin and Grand Isle counties are combined in the Franklin & Grand Isle CoC. The remaining 7 local CoCs in the central and eastern parts of Vermont have service areas that cross county lines.

Figure 9-14 Service areas of Vermont’s Local Continuum of Care and homeless individuals during PIT count 2023



As of the January 2023 PIT, 758 Vermonters experienced homelessness in Chittenden County and 446 in the Washington County.

Local Housing Coalition (CoC)	Towns within jurisdiction of Local Housing Coalition
Addison CoC	All towns in Addison County
Bennington CoC	All towns in Bennington County
Caledonia & Essex CoC	<ul style="list-style-type: none"> <li>- All of Caledonia County, except the town of Hardwick.</li> <li>- Essex County towns of: East Haven, Granby, Guildhall, Lunenburg, Victory, and Concord.</li> </ul>
Chittenden CoC	All towns of Chittenden County
Franklin & Grand Isle CoC	All towns of Franklin and Grand Isle Counties
Lamoille CoC	<ul style="list-style-type: none"> <li>- All towns of Lamoille County</li> <li>- Caledonia County town of Hardwick.</li> </ul>
Orange & Windsor North CoC	<ul style="list-style-type: none"> <li>- All towns of Orange County</li> <li>- Windsor County towns of: Bethel, Rochester, Stockbridge, Barnard, Hartford, Hartland, Norwich, Pomfret, Royalton, Sharon, Bridgewater and Woodstock.</li> </ul>
Orleans CoC	All towns of Orleans County
Rutland CoC	All towns of Rutland County
Washington CoC	All towns of Washington County
Windham South CoC	<ul style="list-style-type: none"> <li>- Windham County towns of: Stratton, Jamaica, Townshend, Athens, Westminster, Brookline, Wardsboro, Newfane, Putney, Somerset, Dover, Dummerston, Wilmington, Marlboro, Brattleboro, Whitingham, Halifax, Guilford and Vernon.</li> </ul>
Windsor South & Windham North CoC	<ul style="list-style-type: none"> <li>- Windsor County towns of Andover, Baltimore, Cavendish, Chester, Ludlow, Plymouth, Reading, Springfield, Weathersfield, Weston, West Windsor, and Windsor.</li> <li>- Windham County towns of: Grafton, Londonderry, Rockingham and Windham</li> </ul>
Source: Housing & Homeless Alliance of Vermont	



Figure 9-15 Homeless households compared to emergency housing and permanent supportive housing by district

Local Housing Coalition (CoC)	Homeless Households Point-in-Time 2023	Households with one adult and one child Point-in-Time 2023	Emergency shelter household capacity	Units with permanent supportive housing
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time County, Dept. for Children and Families GA Emergency Housing brief and Vermont Housing Data Website, <https://www.housingdata.org/profile/housing-programs/features-eligibility>

## Next Steps

The challenge of responding to homelessness and the COVID-19 pandemic have highlighted the need for housing and services to be aligned more effectively in communities across the state. At the request of the Vermont Housing Finance Agency (VHFA) and the Vermont Housing & Conservation Board (VHCB), the Corporation for Supportive Housing convened a steering committee of leaders across the state in 2021 to develop solutions.

This initiative culminated in eight concrete recommendations for moving forward, including aligning workforce solutions to develop across sectors, re-engaging cross sector partnerships and establishing a new statewide supportive services fund:

1. Address workforce needs in the housing, social service and health care agencies.
2. Support cross-sector collaboration
3. Build on the opportunity of the PSH Pilot within the Global Commitment to Health Medicaid Waiver
4. Create an Innovation HUB for agencies that want to explore new ways of delivering services
5. Develop funding and a process for building capacity of agencies working on cross-sector efforts
6. Create a state-based supportive services fund aligned with housing
7. Strengthen opportunities for collaboration by shifting responsibility for ensuring new supportive housing is developed with the level of service supports needed.
8. Use ARPA resources to jointly align housing and services sector activities<sup>146</sup>

These recommendations have been reflected in the efforts since 2021 by the Vermont Agency of Human Services (AHS) in the development of the state’s new Medicated Permanent supportive Housing (PSH)

<sup>146</sup> Corporation for Supportive Housing, [Strengthening the Housing and Services System: Recommendations and Strategies for Vermont](#), December 2021



Assistance Program. For AHS, the Technical Assistance Corporation has conducted studies and community outreach and prepared recommendations to assist with Vermont's Medicaid PSH program. November 2023, TAC published these recommendations and detailed action steps to put them into place:

1. Increase both tenant based and project based rental assistance resources for the PSH target population to make PSH affordable for this population.
2. Increase Production of Integrated PSH
3. Align the new Program with Affordable Housing and Supportive Services Resources<sup>147</sup>

With the launch later this year of a pilot for the Medicaid Permanent Supportive Housing Assistance Program<sup>148</sup> for 100 Vermont households exiting homelessness, the state will move effectively toward addressing complex needs. This program is being designed by the Vermont Agency of Human Services to provide a Medicaid/Agency of Human Services Supportive Housing Assistance benefit to expand services for Medicaid enrollees ages 18 and over who meet specific eligibility and health- and risk-based criteria. Services will include access to pre-tenancy supports, tenancy sustaining services, and community transition services. The goal is to enroll approximately 100 individuals in the first year and seek funding for additional capacity in future years with the aim to eventually having capacity to serve 350 individuals. Individuals who are eligible for full State Plan benefits and are enrolled in one of Vermont's Home and Community-Based Services (HCBS)-like programs (CFC, CRT, Developmental Disabilities Services, Brain Injury Program, or Mental Health under 22 for SMI/SED) will be eligible for the Pilot.<sup>149</sup>

The challenge of responding to homelessness and the COVID-19 pandemic has highlighted the need for housing and services to be aligned more effectively in communities across the state. To better align these stakeholders and their efforts, Governor Phil Scott created a Vermont Council on Housing and Homelessness in May 2023, consisting of the leaders of state agencies, the Vermont Housing Finance Agency, and other groups, and tasked them with providing a set of findings and recommendations of how to best move forward on ending homelessness.

In addition to identifying the creation of more affordable housing units as the primary homelessness prevention measure, Vermont's Council on Housing and Homelessness made a series of recommendations in 2023 to support and provide more much needed service enriched housing. Their recommendations include supporting substance use disorder stabilization locations, developing a statewide model for medical respite, expanding the Vermont Department of Mental Health Housing First program and increasing recovery housing and residential therapeutic group homes.<sup>150</sup>

<sup>147</sup> Technical Assistance Collaborative, [Vermont's Medicaid Permanent Supportive Housing Program: Research and Housing Policy Alignment Strategy Report](#), Nov. 2023.

<sup>148</sup> Technical Assistance Collaborative, [Vermont's Medicaid Permanent Supportive Housing Program: Research and Housing Policy Alignment Strategy Report](#), Nov. 2023.

<sup>149</sup> Vermont Agency of Human Services, [Request for Information, Medicaid Permanent Supportive Housing \(PSH\) Assistance](#), Feb. 2024.

<sup>150</sup> Vermont Council on Housing & Homelessness, Dec. 2023, [2023 Report: Recommendations to support affordable housing development and help reduce and prevent homelessness](#).

# Chapter 10: Households With Special Needs and Challenges

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## Households with Special Needs and Challenges

Many households in Vermont are impacted by conditions that require additional support for housing. Often, these conditions are intersecting and complex, such as age and disability, or substance abuse and mental illness. Vermonters that fall into these categories have lower median incomes and can have difficulty navigating the system of housing supports, as well as dealing with instances of housing discrimination.<sup>151</sup>

Due to Vermont’s aging population, the proliferation of addictive drugs, and the mental health crisis exacerbated by the COVID-19 pandemic, data shows that the percentage of Vermont households facing these challenges is increasing.

### Disability

Disability encompasses an extremely wide range of conditions, tied by the common thread to the fact that stable housing is even more critical to the health and well-being of disabled people than those without disabilities.

On the surface, this is clear because of the need for homes to be accessible, for example, allowing people with mobility impairments to get around the house safely, or ensuring that accommodations are made for those with difficulty seeing and/or hearing. The Fair Housing Act and the Americans with Disabilities Act (ADA) represent some of the most stringent requirements for housing accessibility anywhere in the world, but violations are prevalent and enforcement is difficult, even in Vermont where an estimated 80% of residences that fall under the requirements of the laws have accessibility violations. Vermont Legal Aid has estimated that 70% or more of newly constructed homes in Vermont since 1990 have violations of the Fair Housing Act and ADA. Complaints from disabled people make up a majority of complaints to the HUD Fair Housing Enforcement Office and related state and local agencies.<sup>152</sup>

Just as significant a challenge, however, is the fact that disability makes working more difficult, resulting in lower incomes for disabled Vermonters than those without disabilities.

**Figure 10-1 Vermont population with a disability by sex and age, 2022**

	Total population	Population with a disability	Percent of total population with a disability
Total population	637,608	92,193	15%
Male	317,034	46,267	15%
Female	320,574	45,926	14%
Under 5 years	28,275	325	1%
5 to 17 years	88,386	6,199	7%
18 to 34 years	143,126	13,840	10%
35 to 64 years	250,459	33,658	13%
65 to 74 years	78,933	16,672	21%
75 years and over	48,429	21,499	44%

Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table S1810).

<sup>151</sup> U.S. Department of Housing and Urban Development, Office of Policy Development and Research [reports on housing discrimination research](#).

<sup>152</sup> Vermont Legal Aid report, [Renters At Risk: The Cost of Substandard Housing](#)



Figure 10-2 Types of disabilities among Vermont population, 2022

Disability Type	Number of Vermonters	Percentage of Vermonters
Hearing difficulty	30,079	5%
Vision difficulty	13,890	2%
Cognitive difficulty	38,146	6%
Ambulatory difficulty	38,235	6%
Self-care difficulty	14,139	2%
Independent living difficulty	29,305	6%

Source: U.S. Census Bureau, American Community Survey 5-year estimates 2018-2022 (Table S1810)

As we can see in data from the U.S. Census' American Community Survey, 15% of Vermonters have a disability, for a total of around 96,000 individuals. This compares to the ACS estimate of 13% of all Americans, a discrepancy that is like the result of Vermont's population being slightly older on average relative to other states. The median age of the United States is 38, while the median age of Vermont is 43.<sup>153</sup> Rates of disability increase steadily with the age of a given population. Over 40% of Vermonters 75 and older are disabled. No one type of disability is especially prevalent in Vermont relative to others.

Disabled Vermonters are disproportionately low-income compared to Vermonters without disabilities. This stems from the facts that fewer disabled people are able to work, able to work in high-income positions, and able to advance their education.

Figure 10-3 Economic status of Vermonters with disabilities, 2022

Category	Total noninstitutionalized population	Population with a Disability	Population with No Disability
Total population	541,444	90,902	450,542
Median earnings	<b>\$42,150</b>	<b>\$24,705</b>	<b>\$44,011</b>
Employed	64%	33%	70%
Not in Labor Force	35%	65%	28%
Less than high school graduate	5%	11%	4%
High school graduate (includes equivalency)	26%	36%	24%
Some college or associate's degree	25%	27%	24%
Bachelor's degree or higher	45%	26%	48%
Below 100% of the poverty level	10%	20%	8%
100 to 149% of the poverty level	6%	12%	5%
At or above 150% of the poverty level	84%	68%	87%

Source: U.S. Census Bureau, 2022 American Community Survey 5-year estimates (Table S1811)

<sup>153</sup> U.S. Census Bureau, American Community Survey, 5-year estimates 2018-2022 (Table S0101)



The Census Bureau’s ongoing Household Pulse Survey has found that disabled Vermonters in rental housing are far more likely to be behind on rent than those without disabilities, and that disabled Vermonters who are behind on rent are more likely to expect eviction in the face of their circumstances than those without disabilities.<sup>154</sup>

The Urban Institute performed the most recent comprehensive national study on the housing status of disabled Americans and estimated that 18,000,000 out of 39,000,000 disabled Americans were in need of housing assistance, or 46%.<sup>155</sup> If this rate is mirrored in Vermont, we can assume that roughly **44,260** disabled Vermonters are in need of housing assistance. By contrast, there are only 2,713 accessible or adaptable apartments within Vermont’s subsidized affordable housing stock.

**Figure 10-4 Accessible apartments and apartments targeted towards people with disabilities in Vermont's subsidized housing stock**

County	Accessible or adaptable units	Units limited to disabled tenants	Units limited to tenants aged 55 and older	Units limited to senior or disabled tenants
Addison	46	14	109	75
Bennington	128	12	122	122
Caledonia	88	2	15	152
Chittenden	1,336	97	1,329	715
Essex	9	0	0	63
Franklin	229	6	187	214
Grand Isle	7	0	46	24
Lamoille	97	30	73	120
Orange	106	6	91	119
Orleans	62	29	70	135
Rutland	178	23	197	573
Washington	147	29	86	560
Windham	146	16	190	429
Windsor	134	4	219	306
Statewide	2,713	268	2,734	3,607

Source: Vermont Directory of Affordable Rental Housing on housingdata.org

As of the 2023 Point In Time count of Vermont’s homeless population, 339 adult Vermonters were homeless with a long-term physical disability, while 135 had a developmental disability. In addition, there were 39 homeless children with disabilities.<sup>156</sup>

<sup>154</sup> U.S. Census Bureau, [Household Pulse Survey](#)

<sup>155</sup> Urban Institute, [People With Disabilities Living In The US Face Urgent Barriers To Housing](#)

<sup>156</sup> 2023 Vermont Annual [Point-In-Time Count Report](#)



## Substance Use and Substance Use Disorder

Data consistently shows that substance use and substance use disorder affect Vermonters at a higher rate than the rest of the country, on average.

Figure 10-5 Prevalence of substance use disorders in Vermont, 2021

Condition	% of Vermont population	Vermont population estimate	% of national population
Drug use disorder	11%	65,000	9%
Pain reliever use disorder	2%	10,000	2%
Opioid use disorder	2%	12,000	2%
Alcohol use disorder	12%	69,000	11%
Substance use disorder	21%	120,000	17%
Needing but not receiving treatment at a specialty facility for illicit drug use	9%	48,000	7%
Needing but not receiving treatment at a specialty facility for alcohol use	12%	68,000	10%
Needing but not receiving treatment at a specialty facility for substance use	20%	111,000	15%

Source: Substance Abuse and Mental Health Association, [2021 State-Specific Tables](#)

Substance use represents a double-edged sword when it comes to housing instability, as while a safe place to live is critical both to reducing the harm of using drugs, and to receiving the consistent treatment necessary to treat addiction, substance use has historically been a disqualifying factor for housing assistance, as well as a factor that has led to eviction. People who are homeless or in difficult housing circumstances often turn to drugs as a means to escape or cope with their situation, spreading the actual prevalence of this problem, and dramatically increasing the false belief that many or most people become homeless *because* of addiction. The variety of studies on drug use amongst the homeless population find that roughly 50% of homeless people are actively suffering from alcohol or substance use disorder, while a staggering 80% have suffered from such an addiction at some point in their life.<sup>157</sup>

Detailed data on the number of Vermonters in an unstable housing situation that suffer from substance use and substance use disorder is not currently available. It is quite safe to assume, based on available national data, that an outsize percentage of Vermonters who do not have stable housing, also struggle with alcohol and substance use, and that the issues are in many cases, of an intertwining nature. With what data is available, according to the 2023 Point-in-Time count, at least 233 Vermonters were homeless and suffering from chronic alcohol and/or drug abuse.<sup>158</sup>

The most critical intersection of substance use disorders and housing is the fact that living in proximity to people using drugs or alcohol is the key factor leading individuals in recovery to relapse. The solution to this is to ensure that people in recovery have access to places to live where substance abuse is not permitted for anyone, and where they are able to easily access the resources necessary to ensure their health and personal stability going forward. This kind of housing is referred to as a recovery residence.

There are a variety of recovery residences located across the state but following the closure of the Phoenix and Stonecrop residences, only 80 beds total beds remain certified by the Vermont Association of Recovery

<sup>157</sup>National Institutes of Health: [Social Relationships, Homelessness, and Substance Use Among Emergency Department Patients](#)

<sup>158</sup> VCEH, [Vermont's Annual Point-In-Time Count of Those Experiencing Homelessness](#), 2023



Residences (VTARR). There are no certified beds in Burlington, Bennington, Brattleboro, Springfield, Newport, Montpelier, or Middlebury- although some of these communities are home to recovery residences that are not certified, such as the Dismas Houses. This total represents a significant decline from before the COVID-19 pandemic, when there were 211 beds across the state.

With few exceptions, recovery residences are segregated by gender, and by family status. While there are two certified residences for women with children, in Barre and White River Junction, this population is believed to represent the direst need. There are also no residences dedicated to housing people who identify as part of the LGBTQ+ community.

There are several factors that have led to closures, and that limit the proliferation of recovery residences in Vermont. There is a persistent need for financial resources. Low wages, high cost of rent and homes, and the difficulty of the work has led to a severe lack of available staff. Recovery residences also face difficulty resulting from protections for tenants. Disruptive residents, including those that flaunt the rules and the healing of others by using alcohol or other drugs in the recovery setting, can be impossible to remove. This presents a need not only for reforms that exempt recovery residences from certain landlord provisions of law, but for the creation of stabilization beds that allow recovery residences to remove violators without adding them to the ranks of the unsheltered homeless.

## Mental Illness

According to the National Alliance on Mental Illness, access to safe and affordable housing is the biggest single barrier faced by adults with severe mental illness, as they attempt to achieve a decent standard of living, or recovery from their conditions.

Mental illness has long been stereotyped as a cause of homelessness, but research increasingly shows that unaffordability of housing, and the stress caused by eviction and life on the street, are more often the cause of mental illness, than mental illness is the cause of homelessness. A recent longitudinal study showed that the cost burden of housing was indirectly correlated with social, emotional, and mental functionality, over a five-year period.<sup>159</sup> The difficulty that people with mentally illness face in obtaining a sufficient income, and navigating the search for housing in a tight market, as well as the array of housing assistance programs and associated requirements, lead to an acute need for support from the government sphere.

Per 2021 data, about 27,000 Vermonters suffer from a severe mental illness- a rate slightly lower than the national average.<sup>160</sup> Of this number, approximately 370 individuals are homeless, according to the Vermont chapter of the National Alliance on Mental Illness. The 2023 Point In Time count found that 698 homeless Vermonters reported they were suffering from mental illness. Over 118 people were housed through the Department of Mental Health's Housing Subsidy & Care program which helps people experiencing homelessness to exit from mental health acute care beds.<sup>161</sup>

<sup>159</sup> Baker, E., Lester, L., Mason, K., [Mental health and prolonged exposure to unaffordable housing: a longitudinal analysis](#), Social Psychiatry and Psychiatric Epidemiology, March 2020

<sup>160</sup> National Alliance on Mental Illness, [Vermont Fact Sheet](#), 2021

<sup>161</sup> Dept. of Housing and Community Development, [Vermont Housing Budget and Investment Report](#), 2023



## Domestic Violence and Sexual Abuse

Victims of domestic violence often struggle to find permanent housing after fleeing abusive relationships. Many have fled with little money or possessions, and often to a place devoid of personal connections which could provide assistance. Abusers commonly sabotage a victim's economic stability, making victims more vulnerable to homelessness. Many victims and survivors of domestic violence have trouble securing rental housing because of poor credit, rental, and employment histories that result from their abuse.

The Vermont Network has data and firsthand reporting, including a report on economic impacts from 2021. This study found that annually, about 400 children and 20,700 adults are victims of sexual violence, while 10,000 children and another 10,000 adults are victims of domestic violence. In an attempt to derive an estimate from the National Network's 2018 study<sup>162</sup> which found that 80% to 85% of victims were in need of stable housing, this would imply that there are roughly between **16,000 to 17,000 Vermonters** that are victims of domestic violence and in need of a stable housing

In 2022, the Vermont Network tracked 2,483 individuals who were provided emergency or permanent housing support following domestic or sexual violence.<sup>163</sup> Amongst these were 89 families which secured stable housing as a result of government programs. During the 2023 Vermont Point-In-Time count, 200 households that had experienced domestic violence were experiencing homelessness

## Unaccompanied Youth

Evaluating the size and characteristics of the population of unaccompanied youth in Vermont and their unmet housing needs is a difficult question that has yet to be fully answered by any study or survey. By nature, the population is difficult to define and capture in data at any given moment in time, because of the fluid nature of individual situations, the transient status of many individuals, and the difficulty in obtaining a reasonably complete set of survey responses with any measure of confidence.

One key resource is the Vermont Coalition of Runaway & Homeless Youth Programs (VCRHYP).<sup>164</sup> This nonprofit alliance is one of only 18% of the roughly 1,000 unaccompanied youth programs deemed by the federal government to be effective in its goals. Per their most recent data, VCRHYP provided support, usually in the form of temporary housing and social services, to 118 unaccompanied youth in 2020, and was able to secure safe and stable housing for roughly 85% of those individuals. A total of 150 unaccompanied youth experienced homelessness in 2023, according to the Point-In-Time count.

## HIV/AIDS

According to the U.S. Department of Health and Human Services, stable housing is closely linked to positive outcomes for the increasingly treatable condition of HIV/AIDS. Housing is critical to ensure consistency of treatment, which is the key factor in securing these outcomes. HIV+ households face an uphill battle, however, due to the stigma and subsequent discrimination posed by the disease, and the excessive medical costs required to receive appropriate care. In 2021, there were 728 people living with HIV in Vermont, with 12 of these people newly diagnosed that year.<sup>165</sup>

The federal Housing Opportunities for Persons with AIDS (HOPWA) program, which serves as the main program providing housing support funding specifically for people with HIV+, Vermont has a portfolio of two grantees. Between these, the Burlington Housing Authority and the VHCB, the program provided housing for 30 new individuals in the household of HOPWA-eligible HIV+ individuals in 2022, to make a total of 37 households currently assisted by the program in Vermont.<sup>166</sup>

<sup>162</sup> National Network to End Violence, [Domestic Violence, Housing, and Homelessness](#), 2018.

<sup>163</sup> Vermont Network, [2022 Data Snapshot](#)

<sup>164</sup> [Vermont Coalition of Runaway & Homeless Youth](#)

<sup>165</sup> AIDS.VU.org [Local Data: Vermont](#)

<sup>166</sup> HUD Exchange, [HOPWA Performance Profiles](#)



## Exiting The Correctional System

In the United States, formerly incarcerated people are 10 times more likely to be homeless than Americans who have not been incarcerated.<sup>167</sup> Far from being a rehabilitation into society, prison tends to be a traumatic experience from which people emerge unprepared to deal with living in the free world. Additionally, a prison term imposes an economic sentence; few people emerge from their sentence with funds sufficient to obtain stable housing. Additionally, people with more than one prison term are even more likely to be homeless, exacerbating a cycle of unstable housing, homelessness, and prison.

The Vermont Department of Corrections (DOC) supports about 275 beds of transitional housing at any given time, but this is not a sufficient resource to ensure stable housing for people leaving prison. In 2022, the DOC reported that 71 people were held in prison past their intended release date, because of an inability to find housing, from DOC assistance or otherwise. Additionally, the rate at which prisoners require transitional housing out of an inability to afford shelter on their own is rising- in 2022, 25% of Vermonters prisoners required housing support upon release, up from 19% in 2021.<sup>168</sup> In 2023, 429 individuals who were formerly incarcerated were housed through the DOC Transitional Housing program.<sup>169</sup>

Researchers and reform advocates both within Vermont and beyond have placed an emphasis on the impact that unstable housing situations have on recidivism. Although Vermont has a low recidivism rate compared to the rest of the country at roughly 40%, 80% of Vermont prison admissions from 2017 to 2019 were the result of violations of parole or probation. Research has also shown that housing instability has an outsize effect on the recidivism of people who committed low-level offenses, and considered at low risk of reoffending.<sup>170</sup>

## Migrant Workers

Migrant workers in Vermont fall into two main categories: agriculture and tourism, with the latter category being concentrated around the state's ski resorts. Until a 2021 report commissioned by the VHCB, there was little research conducted statewide compiling data on the deficit of stable, safe housing for migrant agricultural workers<sup>171</sup>. Data is also compiled by the University of Vermont Extension, but in all cases, data is difficult to confirm due to the fluidity of migrant work, and the undocumented immigrant status of a majority of workers.

There are about 2,000 farm workers who live across about 560 farm-owned, farm-adjacent dwellings each year in Vermont. The estimate from both the VHCB report and UVM is that there are between 1,000 and 1,200 migrant farm workers in Vermont each year. While there is diversity of backgrounds and situations of these workers, the majority are single men, working in the dairy industry in Franklin, Addison, and Orleans counties.

While the state has the **9 V.S.A. § 4469a** law to regulate the standards of living for these residences, the VHCB report found that 175 to 250 of these required significant improvements of over \$5,000 in order to meet the state's standards of safe living. Additionally, the report found a need for an additional 50 to 75 of these dwellings in order to meet the deficit of housing that still exists for migrant and domestic hired farmworkers. Vermont's state government and public housing providers have recognized this need and dedicated more funding to farmworker housing programs after the VHCB report.

There has been no comprehensive survey to date on the needs for migrant worker housing across Vermont's ski resorts and other tourism destinations. This may be in part due to the fact that ski resorts have historically had greater resources with which to adopt innovative solutions to meet additional needs their temporary employees face for housing. For example, in recent years Killington and Jay have constructed new apartment buildings, Smuggler's Notch has housed employees in dormitories through a contract with Vermont State University- Johnson, and Sugarbush has a program allowing locals who rent rooms to employees at fixed rates to ski at the resort with a substantial discount.

<sup>167</sup> Prison Policy, Nowhere to Go: [Homelessness among formerly incarcerated people](#), August 2018

<sup>168</sup> Vermont Department for Children and Families, [Transitional Housing](#), 2024

<sup>169</sup> Dept. of Housing and Community Development, [Vermont Housing Budget and Investment Report](#), 2023

<sup>170</sup> Crime Research Group, VT Office of the Attorney General, [Recidivism Study and Cost Analysis for Vermont Court Diversion](#), 2019.

<sup>171</sup> Vermont Housing and Conservation Board, [Farmworker Housing Needs Assessment](#), 2021.



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## Household Growth and Projected Homes Needed

Between 2010 and 2020, the number of households living year-round in Addison County increased at an average rate of 0.6% per year to 14,906. By 2029, a projected 16,131-16,987 households will live in the county.

**Figure 11-1 Projected year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Owner households	10,662	11,196	12,308	12,584	12,382	13,039
Renter households	3,422	3,710	3,181	3,253	3,749	3,948
Total households	14,084	14,906	15,489	15,836	16,131	16,987

Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on U.S. Census Bureau American Community Survey estimates of 2016-2019 trends ("Lower") and 2019-2022 trends ("Higher").

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Addison County is likely to need a projected 1,171-1,799 additional homes between 2025 and 2029.

**Figure 11-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	827	920
Renter homes	344	879
Total additional homes needed	1,171	1,799

Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.



## Housing Stock

Addison County's housing stock consists of 17,455 year-round and seasonal homes. The county has a greater proportion of year-round owner occupied homes (66%) than the state (59%) and a lesser proportion of year-round rental homes and seasonal homes. Addison County represents 5% of the state's total housing stock.

Figure 11-3 Addison County housing stock, 2022

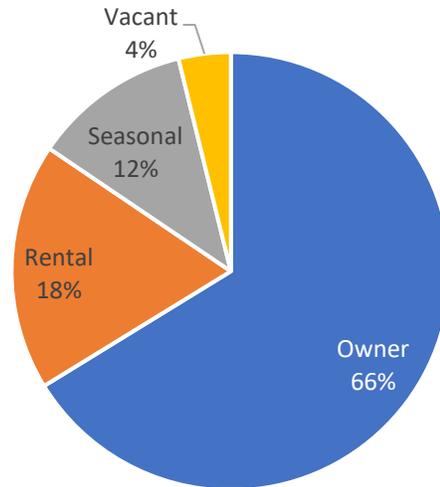


Figure 11-4 Addison County home types by town, 2022

Location	Owner homes	Owner % of total	Renter homes	Renter % of total	Seasonal homes	Seasonal % of total	Vacant homes	Vacant % of total	Total homes	% of all county homes
Addison County	11,561	66%	3,183	18%	2,040	12%	671	4%	17,455	100%
Addison	409	62%	64	10%	178	27%	9	1%	660	4%
Bridport	393	62%	103	16%	115	18%	22	4%	633	4%
Bristol	1,278	72%	360	20%	55	3%	77	4%	1,770	10%
Cornwall	401	72%	45	8%	109	20%	3	1%	558	3%
Ferrisburgh	947	62%	165	11%	345	23%	64	4%	1,521	9%
Goshen	63	67%	0	0%	31	33%	0	0%	94	1%
Granville	138	54%	29	11%	78	31%	11	4%	256	1%
Hancock	118	47%	95	37%	31	12%	10	4%	254	1%
Leicester	419	59%	76	11%	195	27%	23	3%	713	4%
Lincoln	497	74%	74	11%	94	14%	10	2%	675	4%
Middlebury	1,924	59%	1,038	32%	154	5%	171	5%	3,287	19%
Monkton	778	86%	73	8%	27	3%	28	3%	906	5%
New Haven	600	76%	147	19%	18	2%	25	3%	790	5%
Orwell	393	65%	45	7%	126	21%	45	7%	609	3%
Panton	235	70%	49	15%	46	14%	7	2%	337	2%
Ripton	193	65%	30	10%	61	20%	15	5%	299	2%
Salisbury	399	60%	57	9%	196	29%	17	3%	669	4%
Shoreham	429	68%	118	19%	61	10%	28	4%	636	4%
Starksboro	653	80%	60	7%	62	8%	43	5%	818	5%
Vergennes	708	61%	388	34%	29	3%	28	2%	1,153	7%
Waltham	154	82%	16	9%	13	7%	4	2%	187	1%
Weybridge	284	75%	57	15%	12	3%	27	7%	380	2%
Whiting	148	59%	94	38%	4	2%	4	2%	250	1%

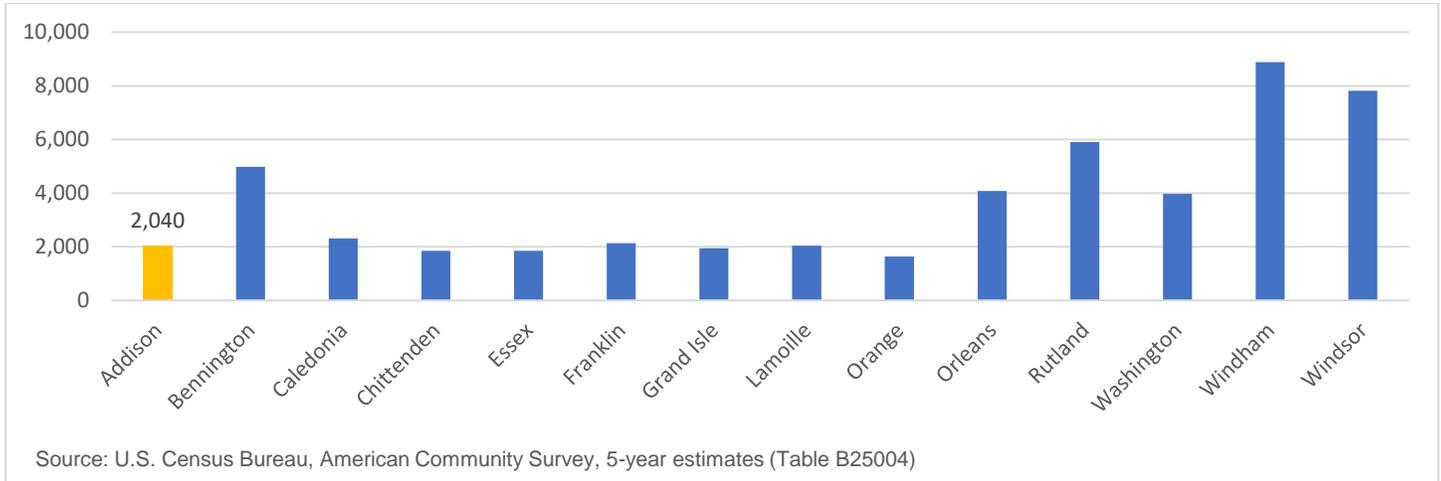
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 2,040 seasonal or occasional use homes in Addison County, making up 12% of all homes in the county.

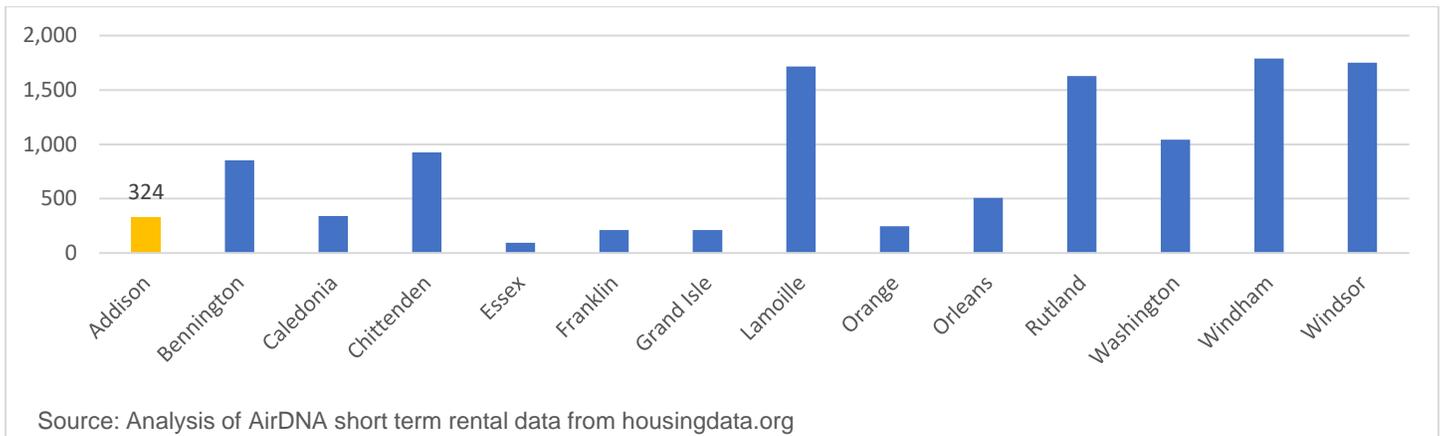
Figure 11-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals (STR); as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 11-6 Homes used as short-term rentals by county, Oct. 2023



Addison County, however, has seen relatively modest growth in the STR market. In 2023, 324 homes were listed as STRs, representing less than 2% of the county’s total housing stock, below the state average of 4%.



Figure 11-7: Addison County short-term rental homes, 2014-2024

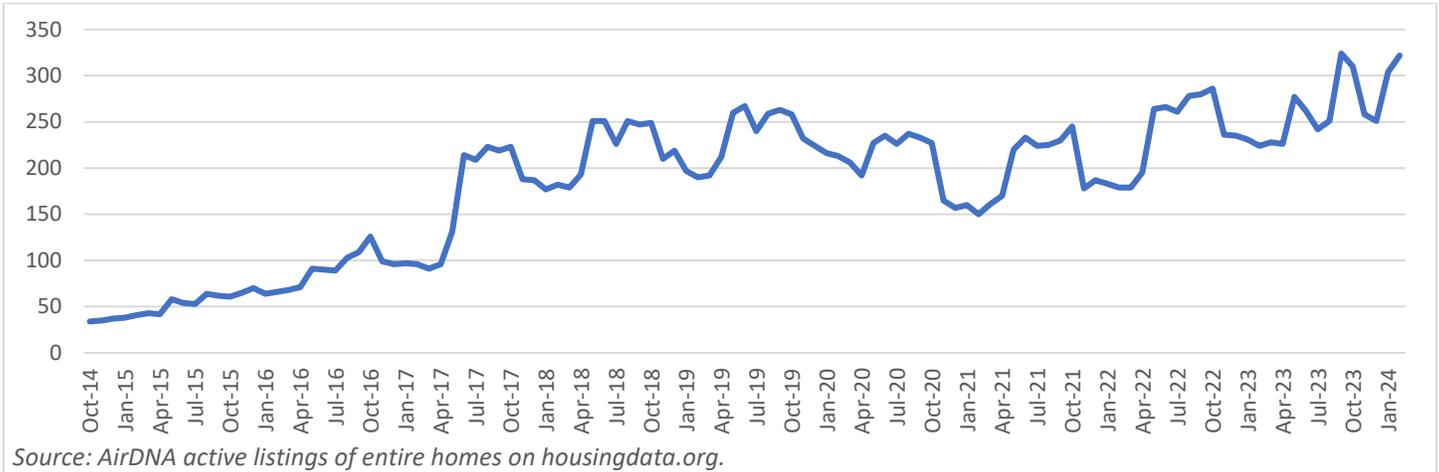


Figure 11-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal homes relative to total housing stock	Short-term rentals	Short-term rental relative to total housing stock	Total housing stock
<b>Addison County</b>	<b>2,040</b>	<b>12%</b>	<b>324</b>	<b>1.9%</b>	<b>17,455</b>
Addison	178	27%	0	0.0%	660
Bridport	115	18%	15	2.4%	633
Bristol	55	3%	47	2.7%	1,770
Cornwall	109	20%	0	0.0%	558
Ferrisburgh	345	23%	26	1.7%	1,521
Goshen	31	33%	0	0.0%	94
Granville	78	30%	19	7.4%	256
Hancock	31	12%	9	3.5%	254
Leicester	195	27%	0	0.0%	713
Lincoln	94	14%	0	0.0%	675
Middlebury	154	5%	78	2.4%	3,287
Monkton	27	3%	0	0.0%	906
New Haven	18	2%	10	1.3%	790
Orwell	126	21%	9	1.5%	609
Panton	46	14%	0	0.0%	337
Ripton	61	20%	27	9.0%	299
Salisbury	196	29%	31	4.6%	669
Shoreham	61	10%	7	1.1%	636
Starksboro	62	8%	7	0.9%	818
Vergennes	29	3%	36	3.1%	1,153
Waltham	13	7%	0	0.0%	187
Weybridge	12	3%	0	0.0%	380
Whiting	4	2%	3	1.2%	250

Source: U.S. Census Bureau, American Community Survey 2018-2022 and AirDNA on housingdata.org

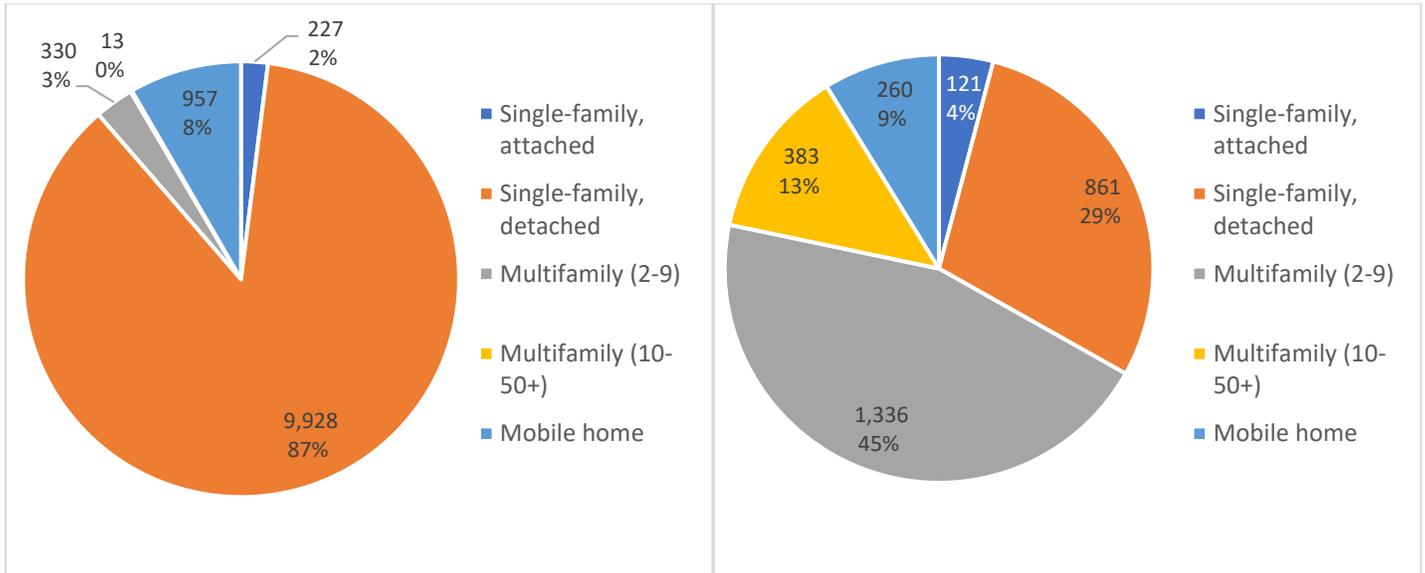


### Characteristics of Housing Stock

The types of homes that make up the housing stock in Addison County are similar to the state as a whole. Addison County’s stock consists primarily of single-family detached homes. 77% of the combined year-round owner and renter-occupied housing stock are single-family detached homes, even greater than the proportion statewide (67%). Similar to Vermont as a whole, the owner housing stock consists primarily of single-family homes (87%), while the rental housing stock has a greater proportion of homes in multifamily buildings (58%).

Figure 11-9: County year-round owner home types

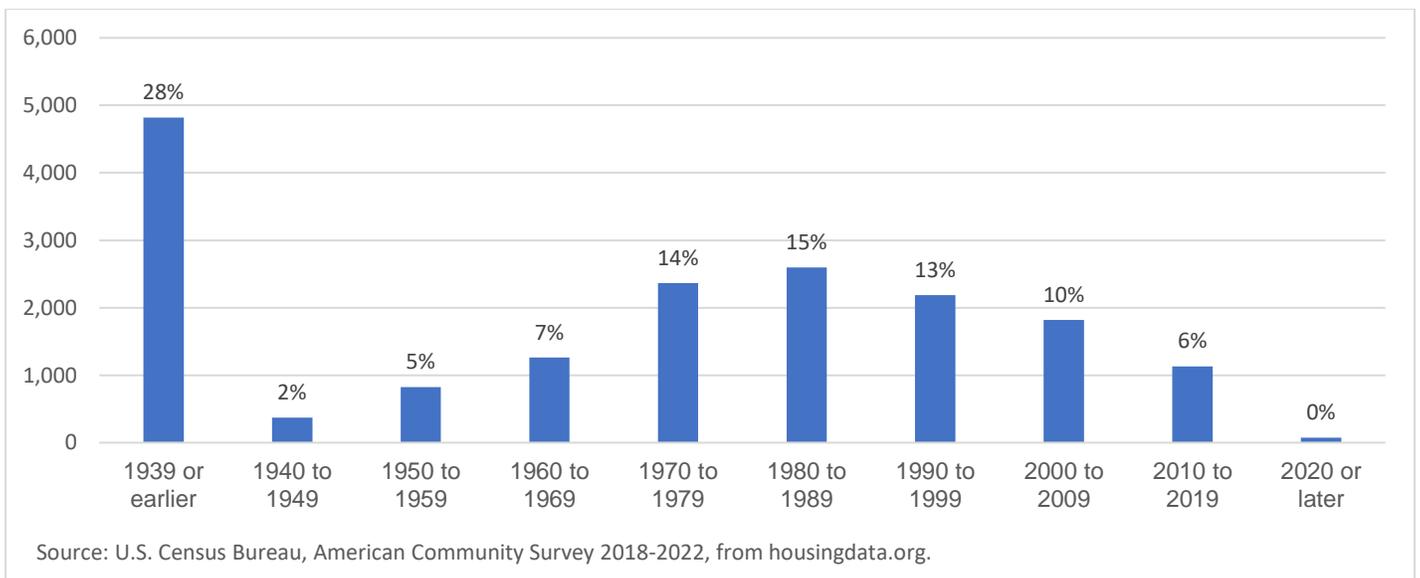
Figure 11-10 County year-round renter home types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Addison County, an estimated 28% were built prior to 1940, greater than the statewide average of 25%. The median Addison County home was built in 1976. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 11-11: Year built for Addison County homes, 2022



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont’s housing stock. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of year-round owner homes) outnumber large households of 3+ people (32% of year-round owner households). This difference in household size and number of bedrooms is not as pronounced within the renter housing market.

This mismatch is present in Addison County as well, where large homes (63% of year-round homes) far outnumber large households (29% of households). Conversely, single person households (28% of households) outnumber smaller homes with 0-1 bedroom (11% of year-round homes).

Figure 11-12 Household size, 2022

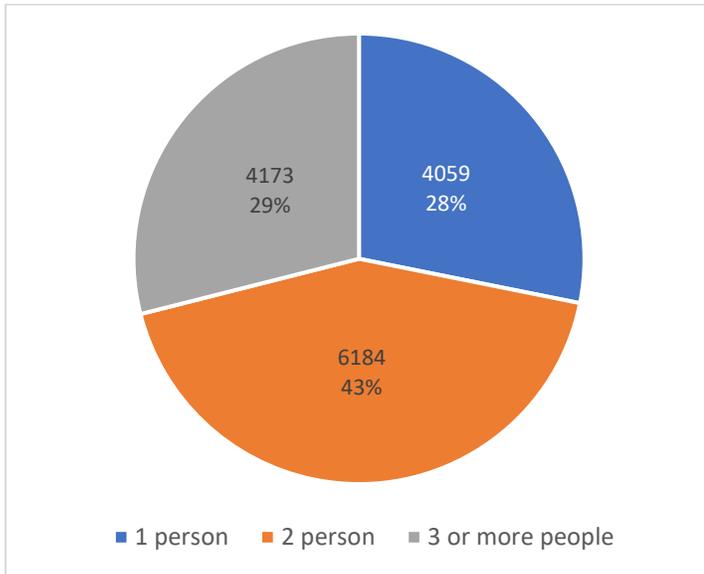
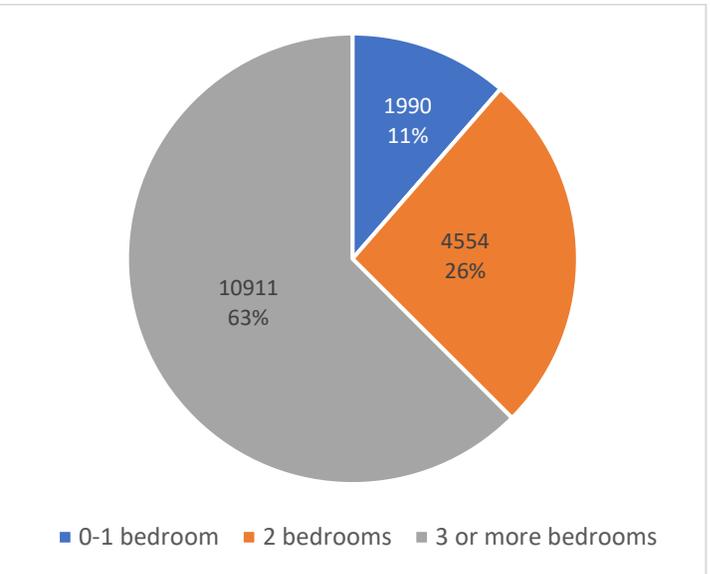


Figure 11-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,217 occupied manufactured homes in Addison County, of which 957 are owner-occupied and 260 are renter-occupied. An additional 114 manufactured homes are considered vacant by the U.S. Census Bureau, including homes used seasonally or occasionally. Manufactured homes make up 8% of the county housing stock, greater than the 5% state average, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Addison County has 15 state-recognized mobile home parks which include 387 total lots. At the end of 2022, 5 lots were vacant which results in a 2.8% vacancy rate. Approximately 29% of the manufactured homes in the county are located in a mobile home park.

Critical concerns facing mobile home parks in Addison County include six parks located in a 100-year floodplain, at least one mobile home park at risk due to poor quality units, and multiple infrastructure vulnerabilities that include drinking water and public wastewater systems as well as a number of major capital improvement needs.

Figure 11-14 Mobile home parks by ownership type

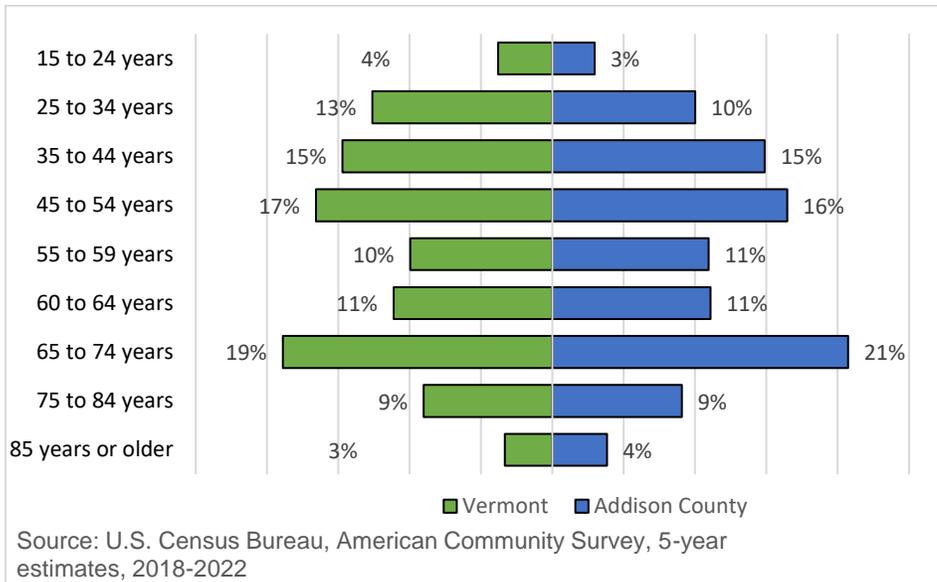
Park Ownership type	Parks	Lots
For Profit	4	36
Non-profit	9	340
Cooperative	0	0
All Rental (for profit)	2	11
<b>Total</b>	<b>15</b>	<b>387</b>
Median lot rent	\$383	
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Addison County’s household composition by age is similar to the state’s age pattern. An estimated 4,848 households, 34% of the households in the county, are led by someone 65 and older and 3,177 households, 22% of the county, are led by someone between 55-64 years old.

Figure 11-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	428
25 to 34 years	1,444
35 to 44 years	2,146
45 to 54 years	2,373
55 to 59 years	1,580
60 to 64 years	1,597
65 to 74 years	2,987
75 to 84 years	1,309
85 years or older	552
<b>Total</b>	<b>14,416</b>

The vast majority of household heads living in Addison County identify as white alone, but the number of those identifying as people of color has risen since 2010, with the largest increases occurring among people who identify as two or more races.

Figure 11-16 Households by race and tenure, 2010-2022

Addison County	All households			Owner households			Renter households		
	2010	2020	2022	2010	2020	2022	2010	2020	2022
American Indian and Alaska Native alone	40	45	n/a	23	20	n/a	17	25	n/a
Asian alone	73	70	n/a	32	40	n/a	41	30	n/a
Black or African American alone	27	51	n/a	18	25	n/a	9	26	n/a
Native Hawaiian and Other Pacific Islander alone	-	4	n/a	-	2	n/a	-	2	n/a
Some Other Race alone	39	104	n/a	10	46	n/a	29	58	n/a
Two or More Races	149	646	345	81	443	222	68	203	123
White alone	13,756	13,986	13,868	10,498	10,620	11,114	3,258	3,366	2,754
<b>Grand Total</b>	<b>14,084</b>	<b>14,906</b>	<b>14,416</b>	<b>10,662</b>	<b>11,196</b>	<b>11,455</b>	<b>3,422</b>	<b>3,710</b>	<b>2,961</b>

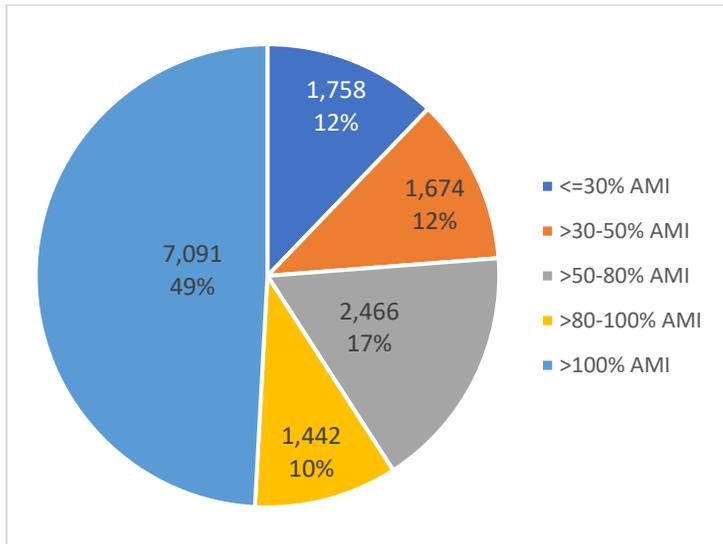
Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from [www.housingdata.org](http://www.housingdata.org). Note: Estimates for small groups are not available (“n/a”) for 2022 because they are based on samples with large margins of error.

The median household income in Addison County was \$85,870 in 2022. More than 50% of homeowners in the county had a household income greater than the Area Median Income (AMI), while only 30% of renters had



incomes greater than AMI. An estimated 24% of Addison County households have very low incomes of less than 50% AMI.

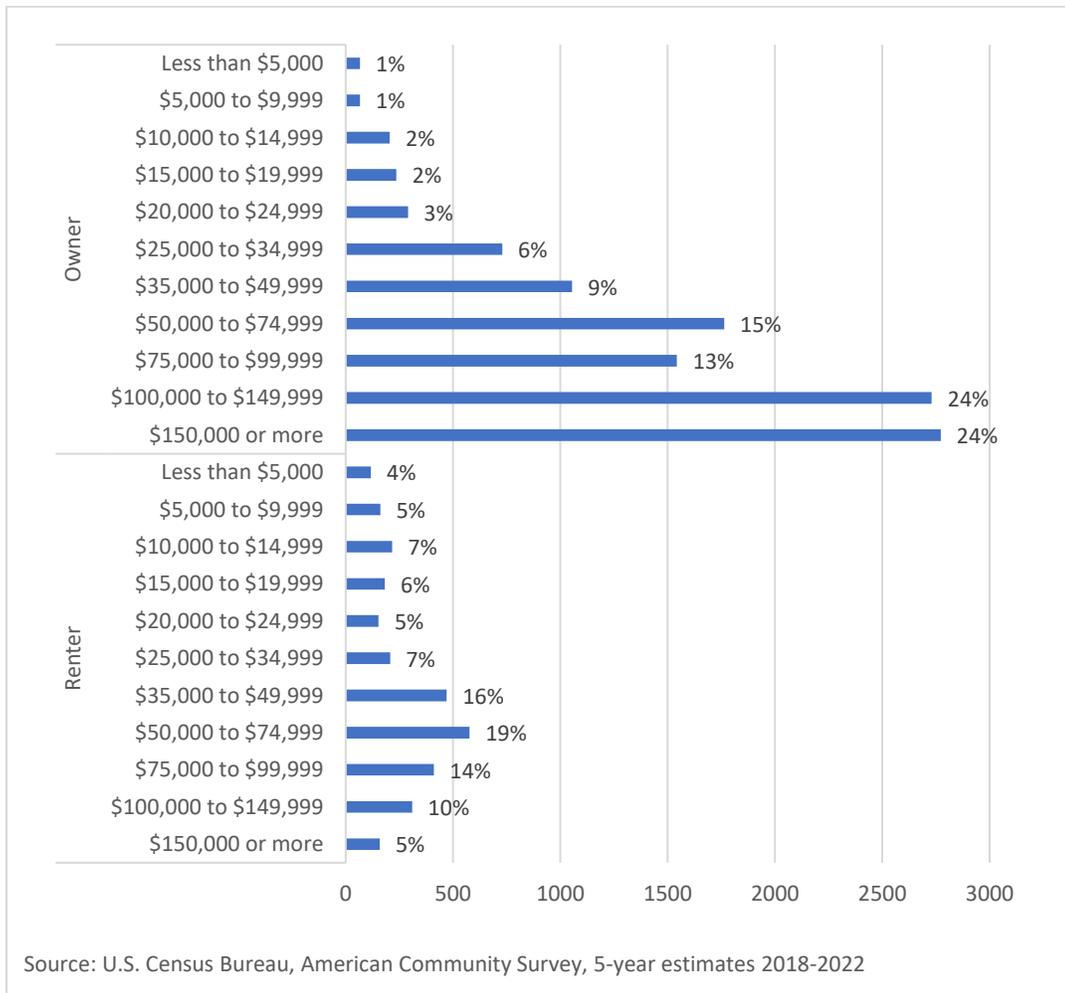
Figure 11-17 Household income relative to Area Median Income (AMI)



Income group threshold	Income
30% AMI	\$22,500
50% AMI	\$37,450
80% AMI	\$59,950
Area Median Income (100%)	\$85,870
Owner household median	\$97,058
Renter household median	\$49,127

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 11-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 11,500 homeowner households in Addison County. 79% of Addison County households are homeowners compared with 73% of all Vermont households. The median home price in the county in 2023 was \$350,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 11-19: Median primary home sale price, 1988-2023

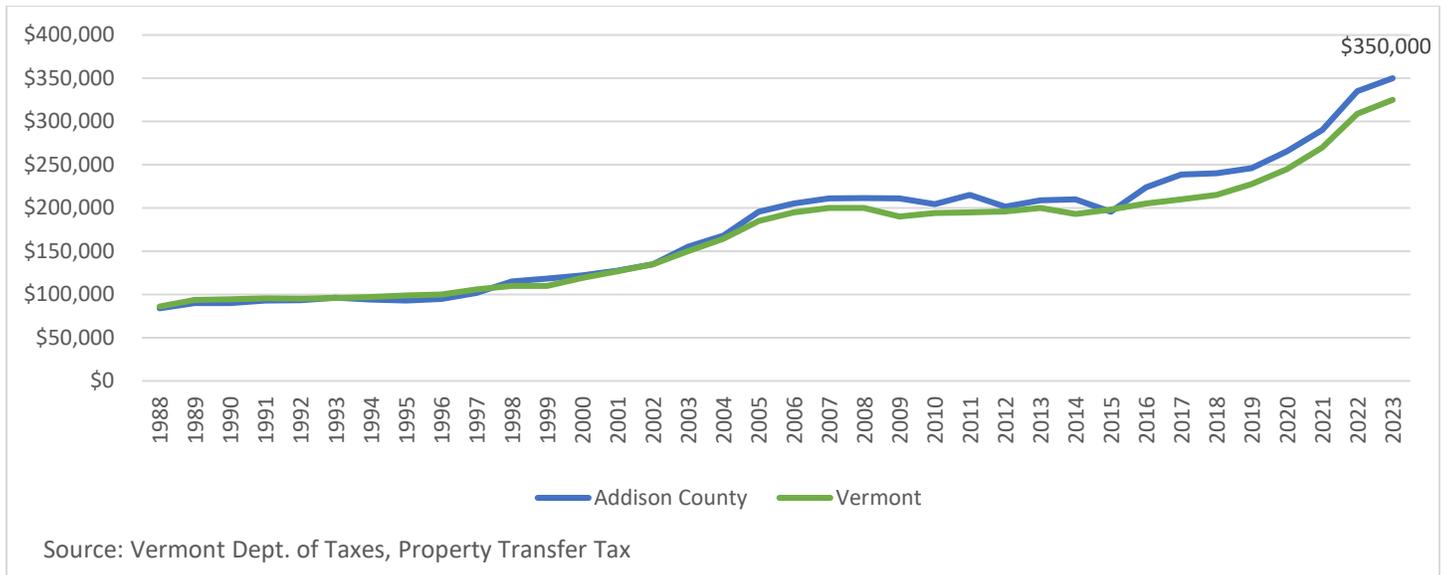
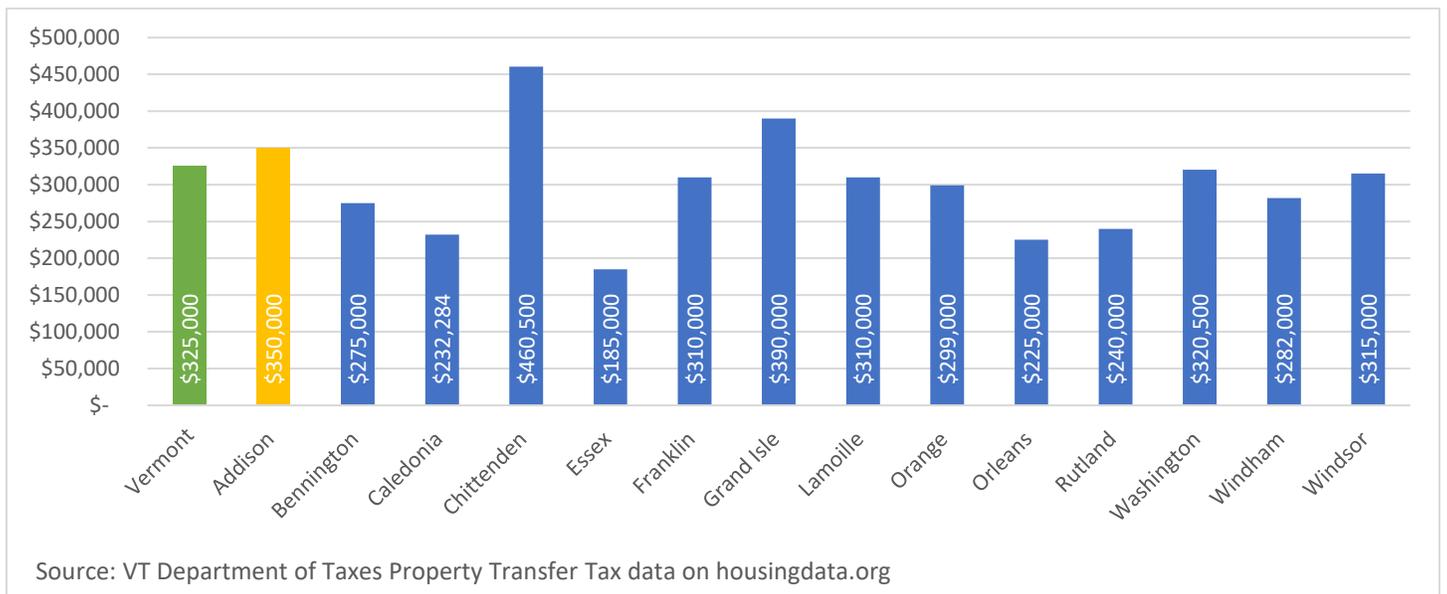


Figure 11-20 Median primary home sale price by county, 2023





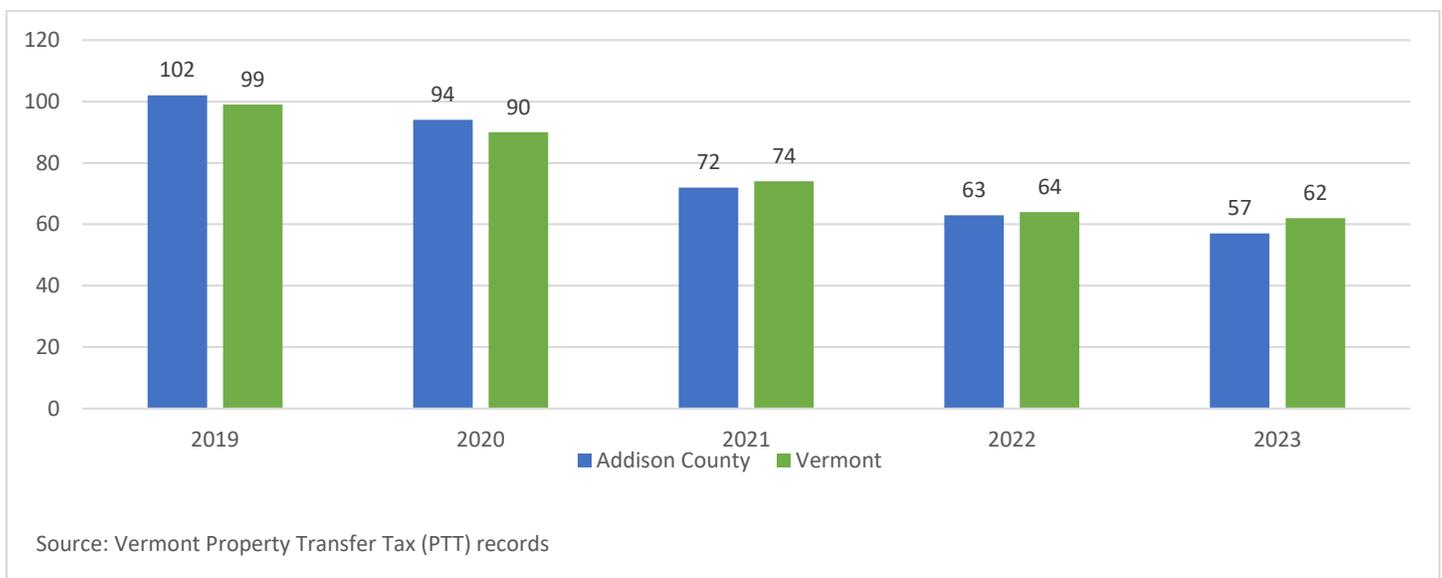
In 2023, there were 297 primary homes sales in Addison County, making up 5% of the 5,759 primary home sales in the state. The annual total number of homes sold in Addison County peaked in 2021 when 453 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 11-21 Number of primary home sales, 1988-2023



The median days on the market for an Addison County home dropped to 57 days in 2023 from 102 days in 2019. Homes in the county stay on the market fewer days than the Vermont median of 62 days. Homes are on the market for approximately a month less than they were in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 11-22: Median days on market, 2019-2023

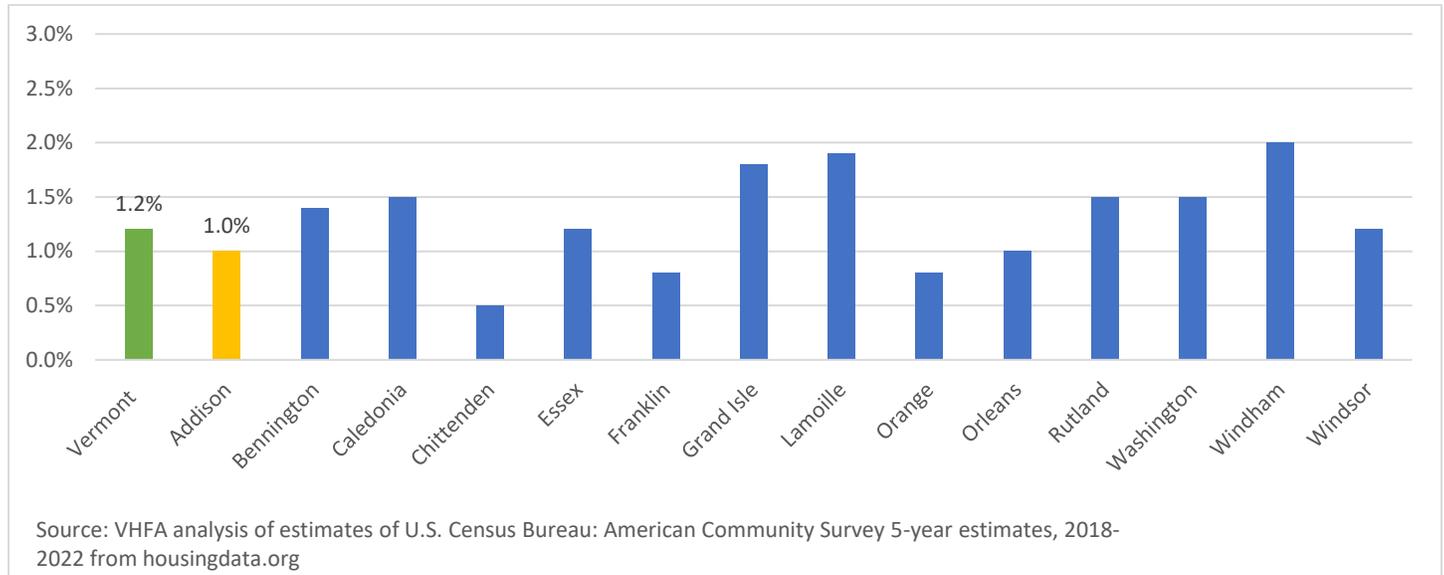




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

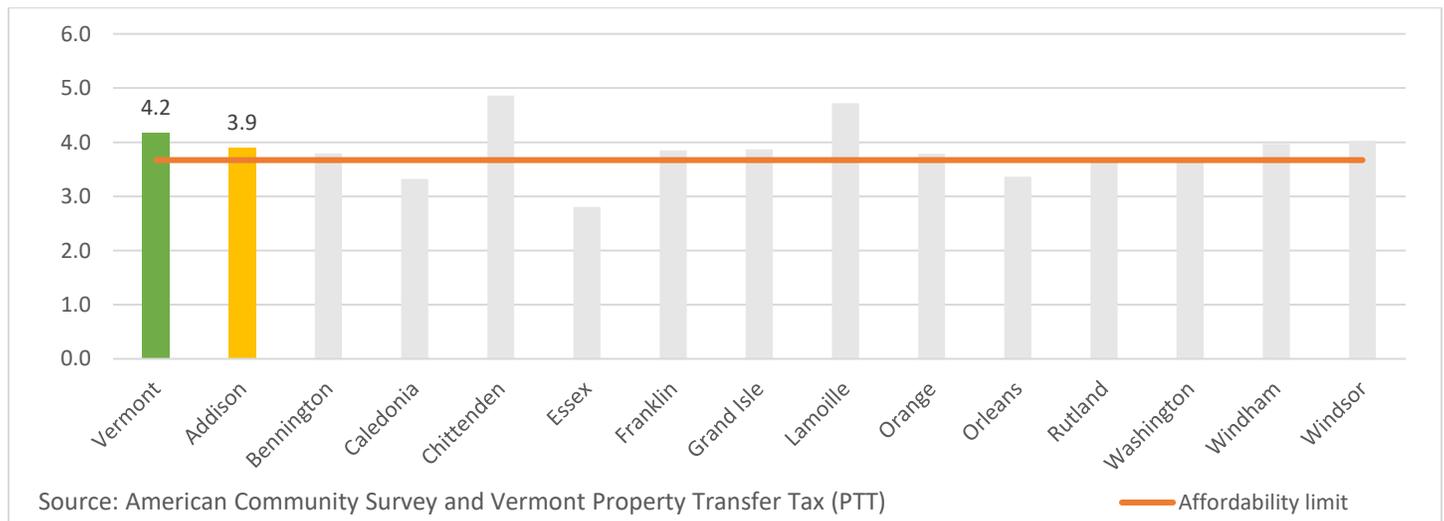
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Addison County (1%) is lower than both the healthy market range and the statewide vacancy rate.

Figure 11-23: Homeowner vacancy rates by county, 2022



As with most Vermont counties, home affordability is a concern in Addison County. In 2022, the ratio of county home prices to median county household income is 3.9. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. 24% of owner-occupied households in Addison County are cost-burdened.

Figure 11-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>1</sup> The fair market rent for a 2-bedroom apartment in Addison County was set at \$1,332 in 2024, 32% higher than in 2019. Median rents in Addison County track closely with statewide figures with near identical median gross rent figures in 2022.

Figure 11-25: Fair market rent for a 2-bedroom apartment, 1992-2024

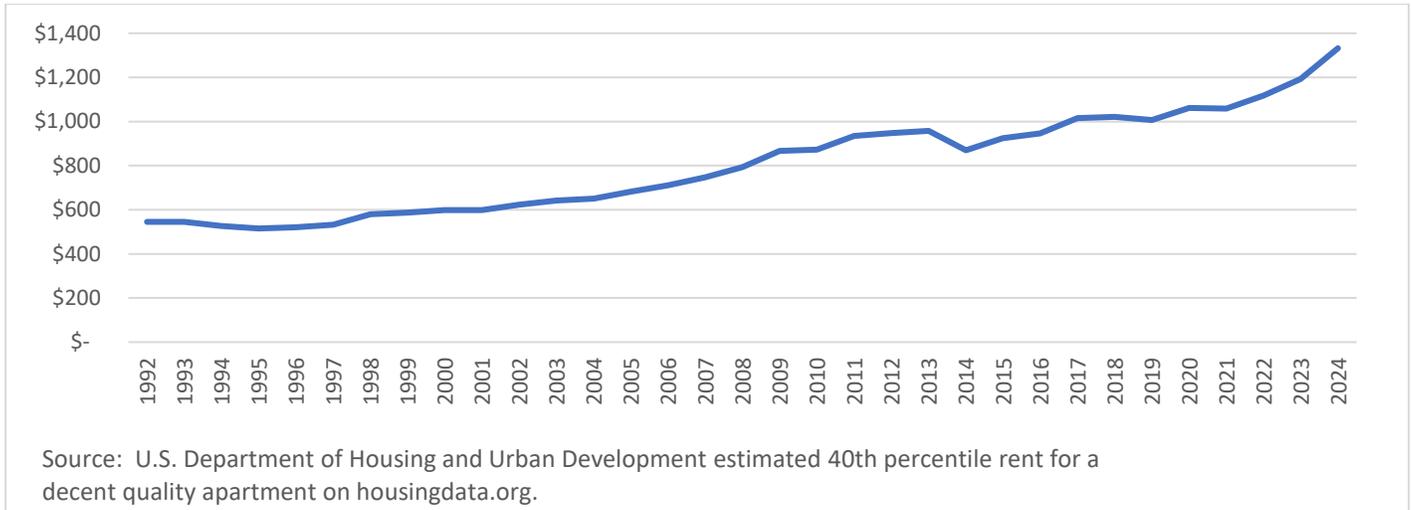
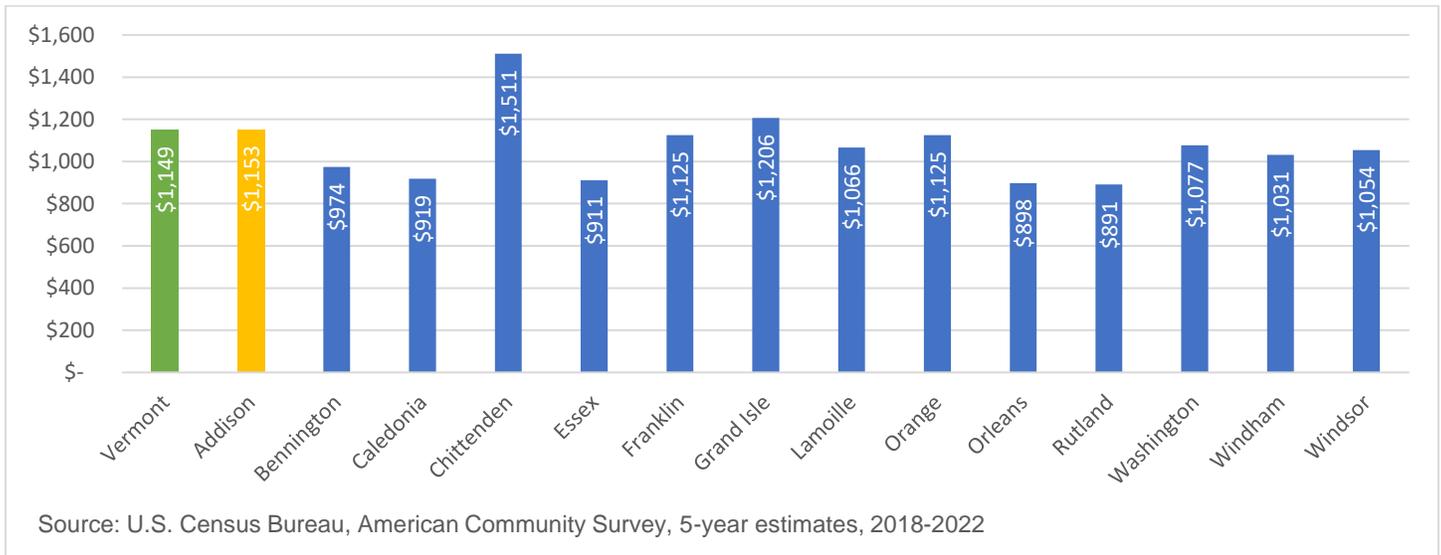


Figure 11-26: Median gross rent by county, 2022

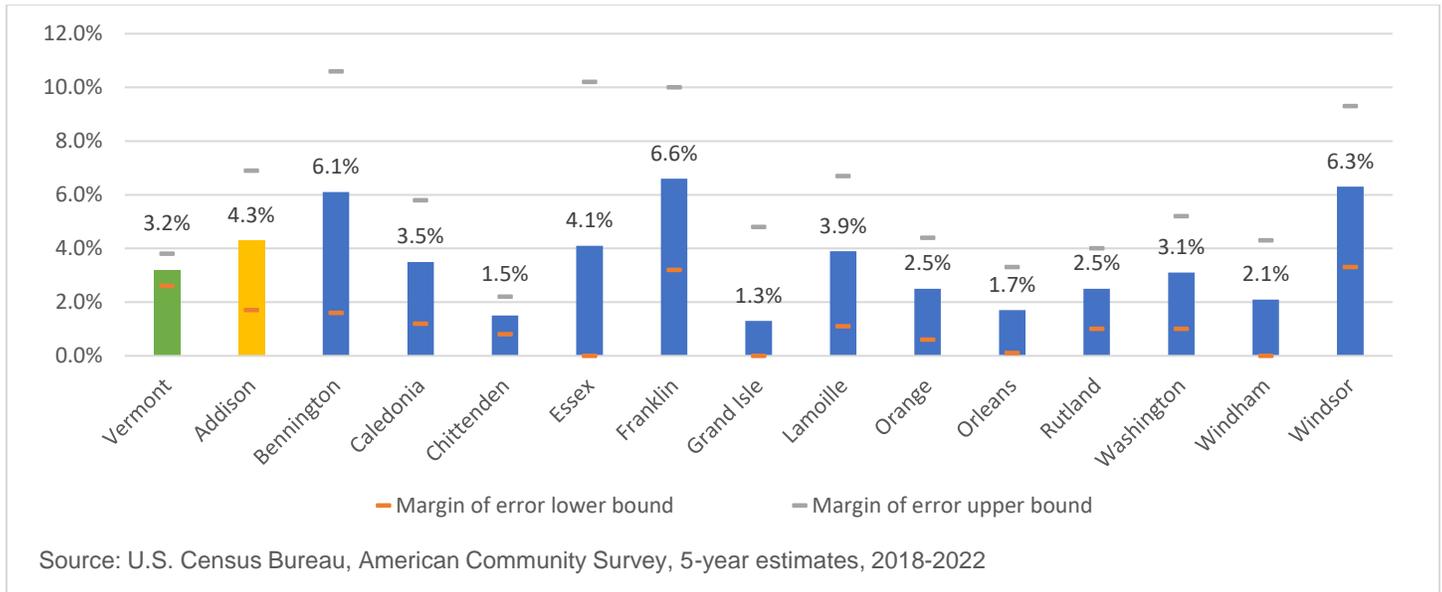


<sup>1</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



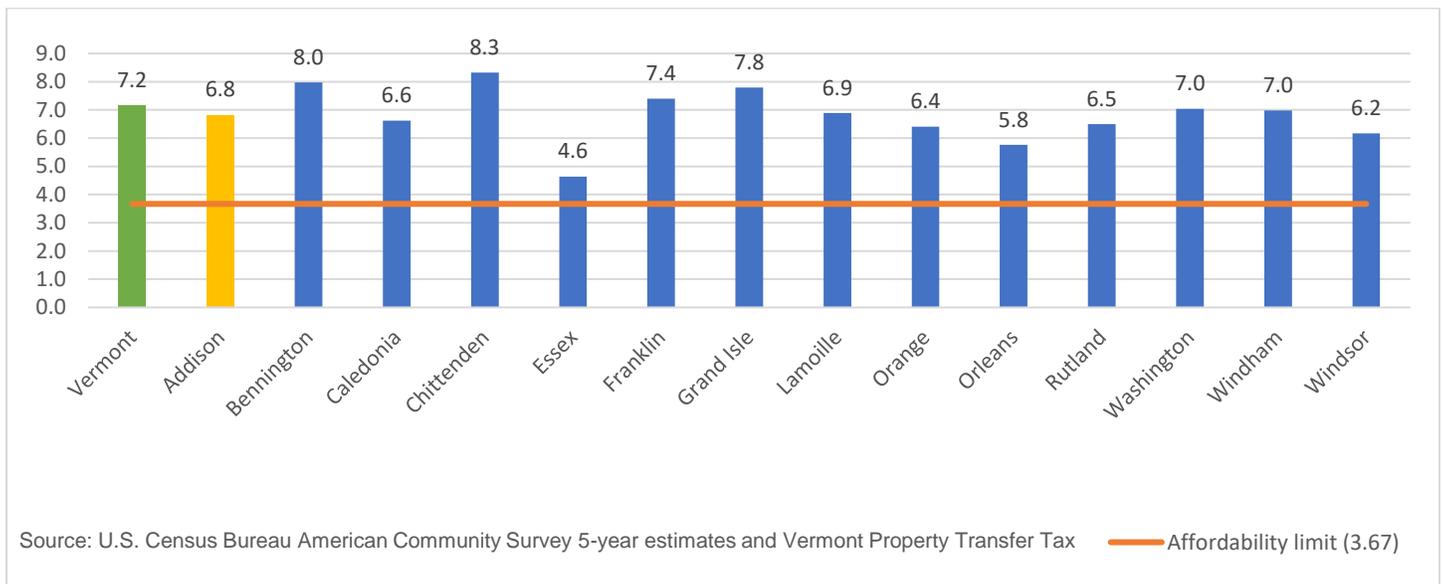
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Addison County had a rental vacancy rate of 4.3% in 2022 – greater than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 11-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Addison County.

Figure 11-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 11-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Addison County, there are 507 apartments in buildings that were built with public development subsidies. These apartments account for 16% of the county rental housing stock. Among those apartments, 279 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Addison County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority. Between May 2021 and September 2023, between 641 and 1214 households in Addison County accessed the Vermont Emergency Rental Assistance Program (VERAP).



## Households with Housing Problems

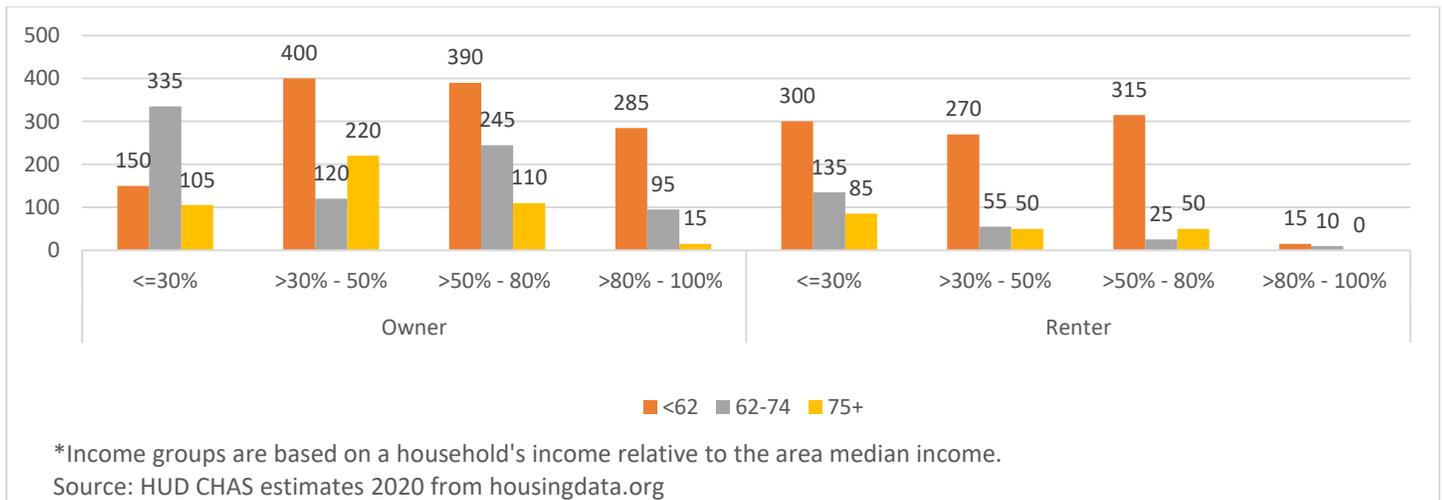
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Addison County experiencing housing problems is homeowners with household incomes between 30-50% of the median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 400 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 11-30: Addison County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This number almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above. This accounts for about 7% of the occupied housing stock.

PUMS data is not available at the county level, instead grouping counties geographically. Addison County is classified as part of the Central Vermont PUMs region and represents 27% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 902 owner occupied and 429 renter occupied homes in Addison County with these indicators.

Figure 11-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Central Vermont</b> (Addison, Orange & Washington Counties)	3,093	1,099	163	4,355
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 671 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 203 households in Addison County that are considered overcrowded. Of those households, 154 are owner-occupied and 49 are renter-occupied. Among all overcrowding in Addison County, an estimated 109 households are considered severely overcrowded.

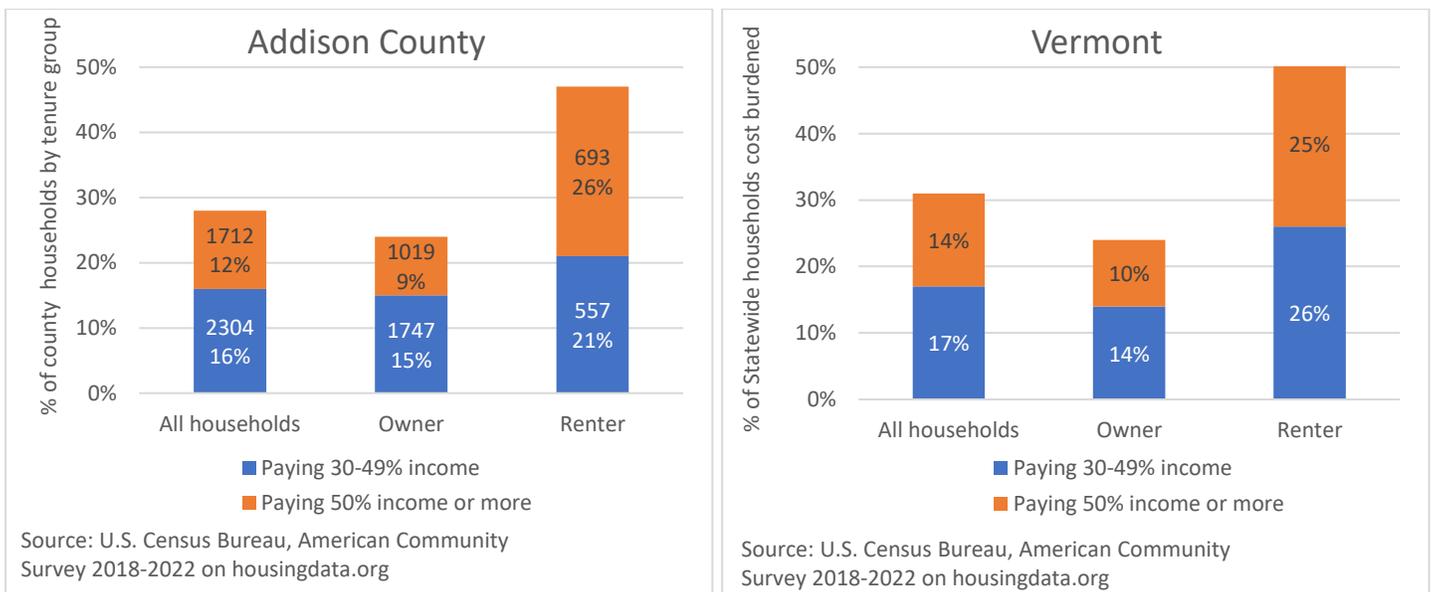
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

There are an estimated 4,016 cost burdened households in Addison County, of which 2,766 households are homeowners and 1,250 households are renters. The proportion of households in Addison County that are cost-burdened (28%) is less than the state as a whole (31%). Approximately 1,700 households are severely cost-burdened in Addison County and may be at risk of housing instability. Like the state, the percentage of renter households cost burdened (47%) far exceeds the percentage of owner households cost burdened (24%).

**Figure 11-32: Cost burden among Addison County households compared to statewide cost burden**





## Homelessness

During the most recent 2023 Point-In-Time count, 78 people in 59 households were experiencing homelessness in Addison County. This represents a slight decrease since the peak in 2021. Vermont's Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont's housing support agencies. During the last week in January 2024, 118 people in the Addison County area were receiving support through this area's continuum of care.

Figure 11-33: Number of people experiencing homelessness served by the Addison Continua of Care (CoCs)

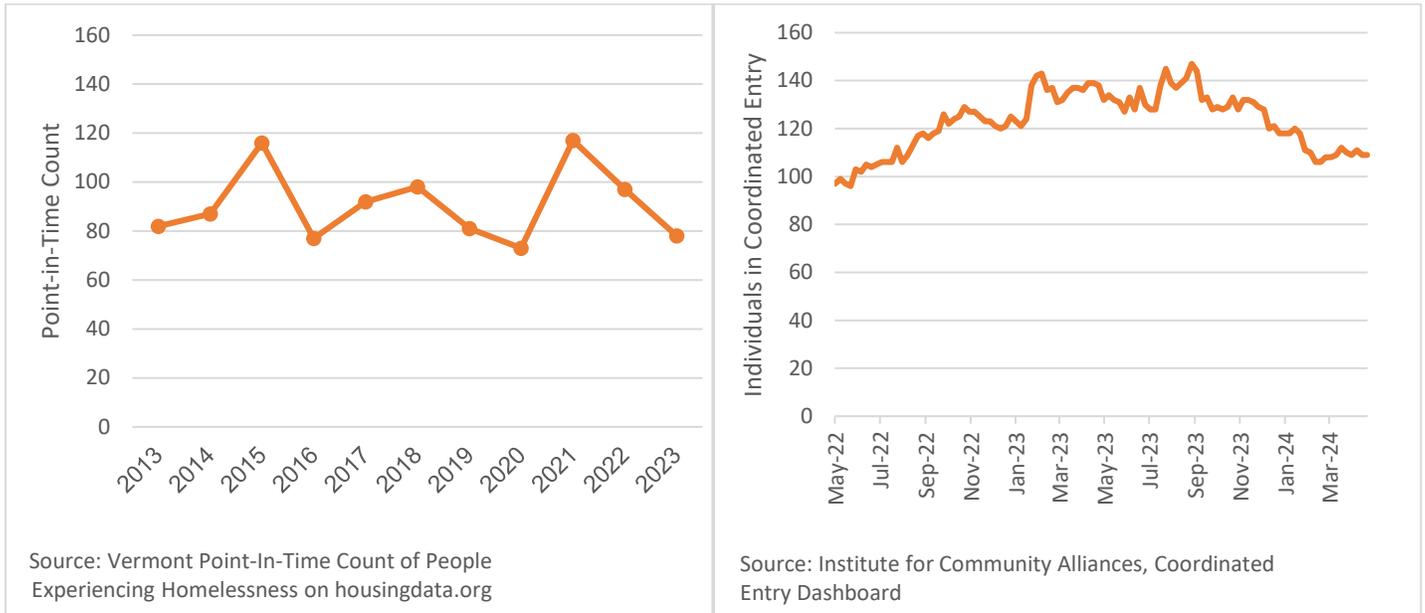


Figure 11-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 11-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Addison County is covered by the Addison County Continuum of Care (CoC) which also includes Buels Gore (in Chittenden County). Within the Addison CoC, permanent buildings designated for people experiencing homelessness have a capacity to provide emergency shelter to 62 households and 8 apartments with services. This CoC includes the following facilities for emergency and transitional housing:

- John Graham Shelter in Vergennes, which has 16 family beds, and 16 adult-only beds
- Charter House Coalition in Middlebury, which has 26 beds
- Counseling Service of Addison County in Middlebury, which has 9 beds including one family unit<sup>2</sup>

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

## Recent Studies

There are no recent housing needs assessment studies published for Addison County.

<sup>2</sup>U.S. Department of Housing and Urban Development, “[HUD 2023 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report](#)”.



# Chapter 12: Bennington County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Bennington County year-round increased at an average rate of 0.1% to 15,699. By 2029, a projected 15,647-16,477 households will live in the county.

*Figure 12-1 Projected Bennington County year-round household demand, 2025 and 2029*

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	15,470	15,699	15,416	15,761	15,647	16,477
Owner households	11,017	11,322	11,454	11,711	11,251	11,848
Renter households	4,453	4,377	3,961	4,050	4,396	4,629

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Bennington County is likely to need a projected 985-1,588 additional homes between 2025 and 2029.

*Figure 12-2 Projected Bennington County year-round homes needed by tenure, 2025 and 2029*

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	149	530
Renter homes	836	1,058
Total additional homes needed	985	1,588

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing stock

Bennington County's housing stock consists of 20,848 year-round and seasonal homes. The county has a greater proportion of seasonal homes (24%) than the state (15%) and a lesser proportion of year-round owner and rental homes. Bennington County represents 6% of the state's total housing stock.

Bennington County's seasonal homes are disproportionate compared to its overall housing stock, making up 10% of the seasonal housing in the state.

Figure 12-3 Bennington County housing stock, 2022

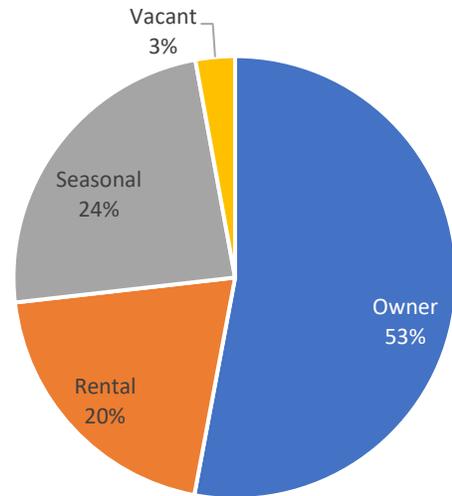


Figure 12-4 Bennington County housing stock by town, 2022

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county total homes
Bennington County	11,039	53%	4,222	20%	4,987	24%	600	3%	20,848	100%
Arlington	814	64%	176	14%	237	19%	36	3%	1,263	6%
Bennington	3,577	52%	2,777	40%	258	4%	259	4%	6,871	33%
Dorset	705	49%	143	10%	587	40%	18	1%	1,453	7%
Glastenbury	0		0		0		0		0	0%
Landgrove	108	51%	10	5%	93	44%	0	0%	211	1%
Manchester	1,352	47%	569	20%	951	33%	19	1%	2,891	14%
Peru	145	21%	25	4%	521	75%	8	1%	699	3%
Pownal	1,166	83%	77	6%	48	3%	114	8%	1,405	7%
Readsboro	307	56%	77	14%	140	26%	20	4%	544	3%
Rupert	248	52%	50	11%	170	36%	7	2%	475	2%
Sandgate	232	65%	16	5%	106	30%	1	0%	355	2%
Searsburg	52	68%	6	8%	10	13%	8	11%	76	0%
Shaftsbury	1,103	70%	202	13%	197	13%	65	4%	1,567	8%
Stamford	370	78%	20	4%	66	14%	16	3%	472	2%
Sunderland	438	77%	31	6%	97	17%	0	0%	566	3%
Winhall	294	18%	31	2%	1,328	80%	14	1%	1,667	8%
Woodford	128	38%	12	4%	178	54%	15	5%	333	2%

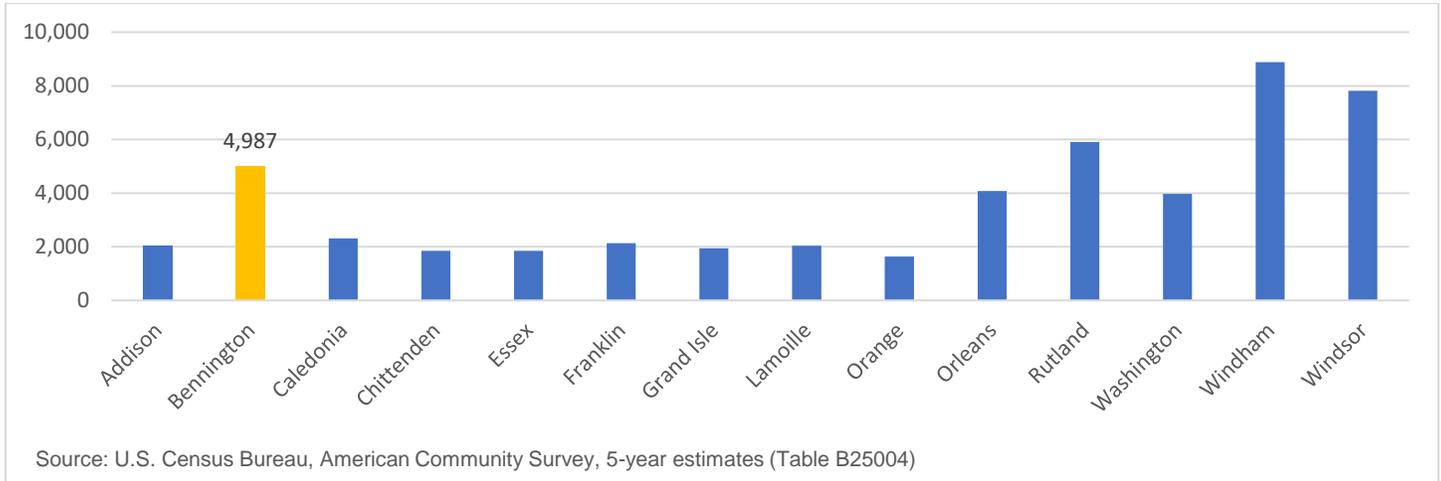
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 4,987 seasonal or occasional use homes in the county, making up 24% of all homes in the county.

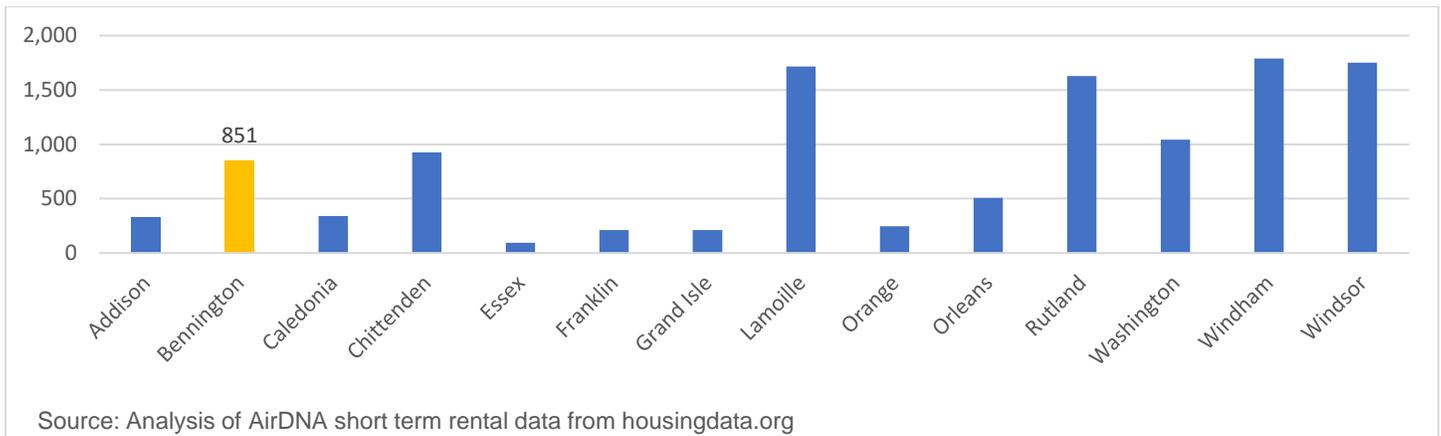
Figure 12-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals has risen statewide dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 12-6 Homes used as short-term rentals by county, Oct. 2023



Bennington County has followed the statewide STR market trends. In 2023, 851 homes were listed as STRs, representing more than 4% of the county’s total housing stock, about the same as statewide.

Winhall and Peru, two towns near Stratton and Bromley mountains, had the greatest portion of their housing stock dedicated to Short-term Rentals, both at 14%. Manchester and Winhall contain half of the STRs in the county.



Figure 12-7: Bennington County short-term rental homes

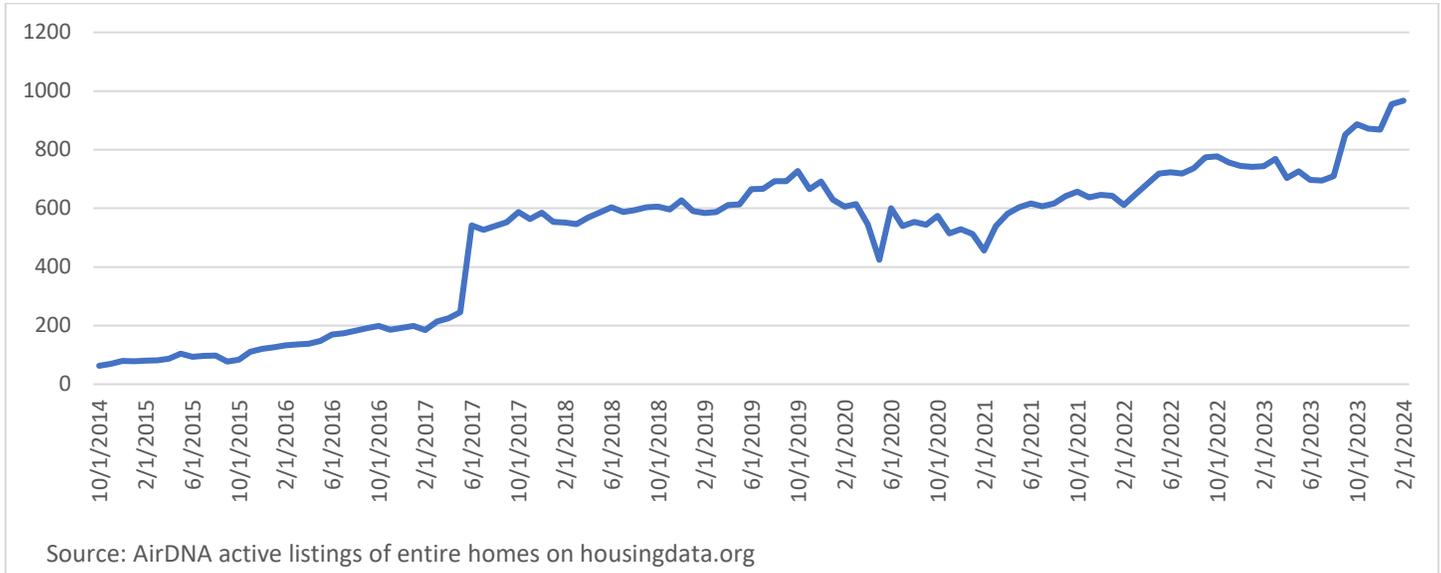


Figure 12-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rental to total housing stock	Total housing stock
<b>Bennington County</b>	<b>4,987</b>	<b>24%</b>	<b>851</b>	<b>4.10%</b>	<b>20,857</b>
Arlington	237	19%	64	5.10%	1,263
Bennington	258	4%	89	1.30%	6,871
Dorset	587	40%	86	5.90%	1,453
Landgrove	93	44%	0	0.00%	211
Manchester	951	33%	203	7.00%	2,891
Peru	521	75%	99	14.20%	699
Pownal	48	3%	25	1.80%	1,405
Readsboro	140	26%	8	1.50%	544
Rupert	170	36%	15	3.20%	475
Sandgate	106	30%	0	0.00%	355
Searsburg	10	13%	0	0.00%	76
Shaftsbury	197	13%	21	1.30%	1,567
Stamford	66	14%	5	1.10%	472
Sunderland	97	17%	0	0.00%	566
Winhall	1,328	79%	236	14.10%	1,676
Woodford	178	53%	0	0.00%	333

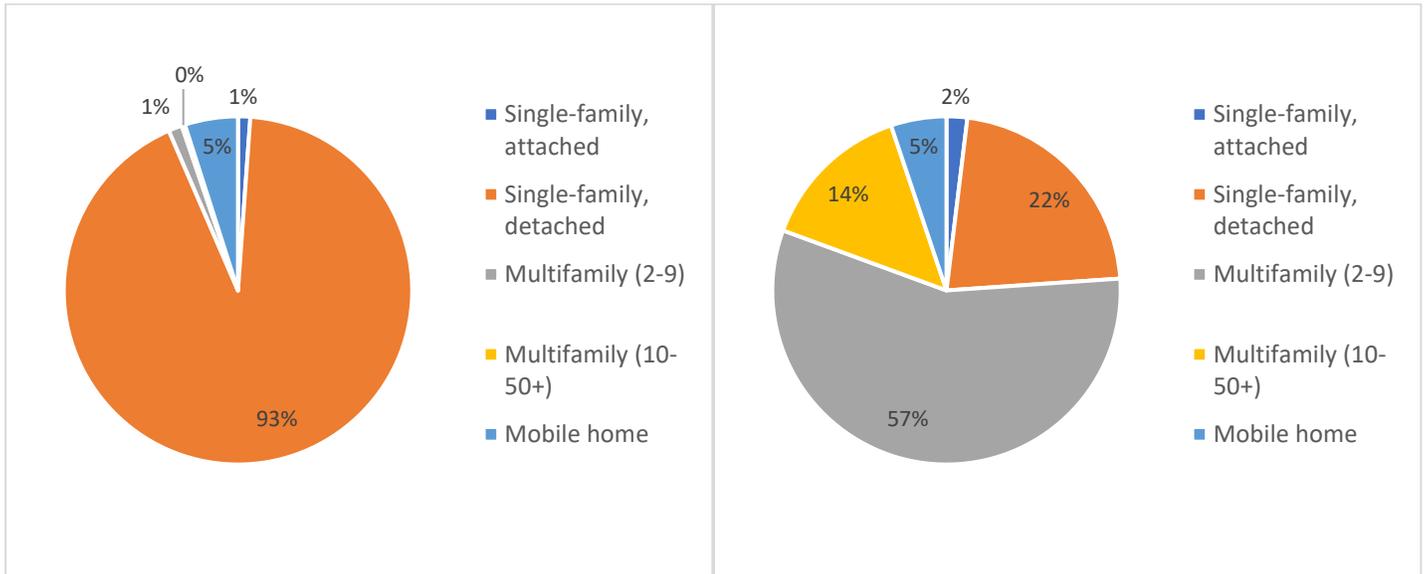
Source: U.S. Census Bureau, American Community Survey 2018-2022 and AirDNA on housingdata.org

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Bennington County are similar to the state as a whole. Bennington County’s stock consists primarily of single-family detached homes. 73% of the combined year-round owner and renter-occupied housing stock are single-family detached homes, even greater than the proportion statewide (67%).

Figure 12-9: Bennington County owner homes types

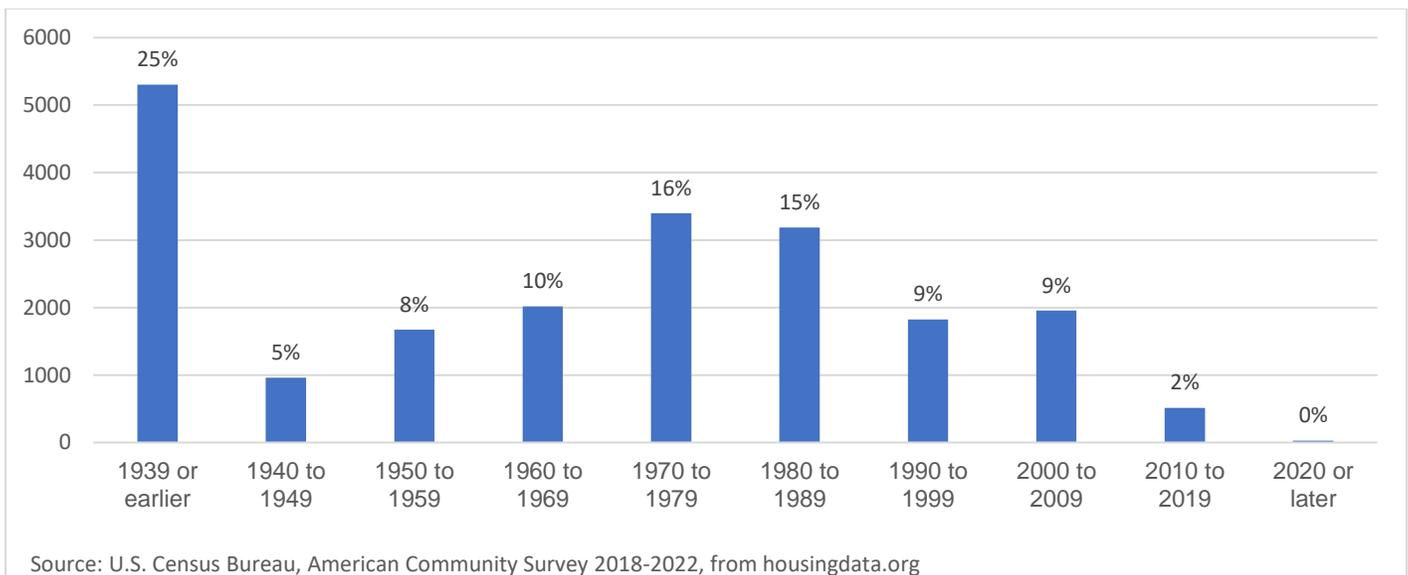
Figure 12-10: Bennington County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Bennington County, an estimated 30% were built prior to 1940—slightly more than the statewide average. The median home was built in 1971. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant. Notably, a smaller proportion of the Bennington County housing stock was built since 2010 (2%) than the state as a whole (6%).

Figure 12-11: Year built for Bennington County homes





In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Bennington County as well, where large homes (64% of the county’s year-round homes) far outnumber large households (30% of the county’s year-round households). Conversely, single person households (28% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (13% of the county’s year-round homes).

Figure 12-12 Household size, 2022

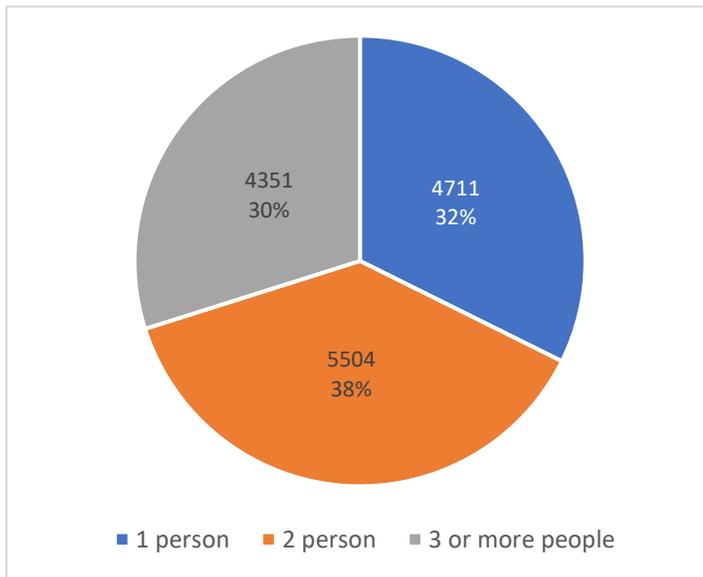
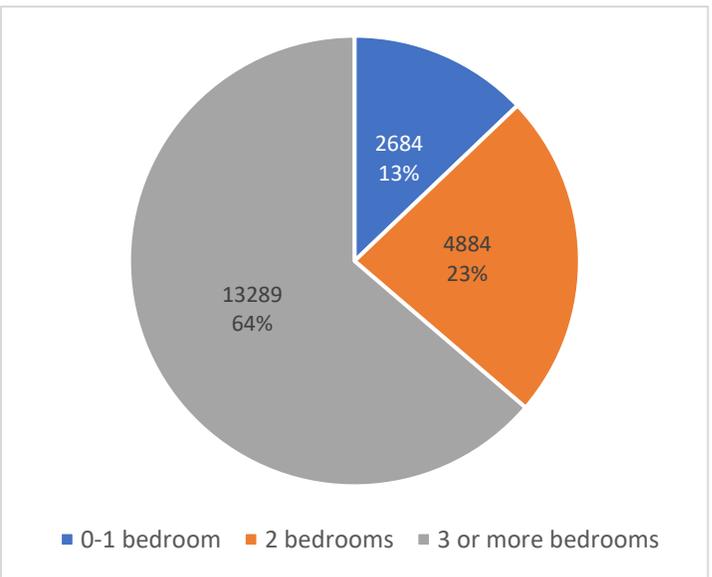


Figure 12-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,059 manufactured homes in Bennington County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 5% of the county housing stock, about the same as the state average, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Most manufactured homes in Bennington County are located in manufactured home communities, also known as mobile home parks. Bennington County has 27 mobile home parks with 709 lots. As of November 2023, there were 68 vacant lots in the county, resulting in a 9.6% park vacancy rate. Eight

of its parks are located in 100-year flood plains, with one park containing land located within a floodway.

Figure 12-14 Bennington County mobile home parks

Park Ownership type	Parks	Lots
For Profit	22	652
Non-profit	2	45
Cooperative	0	0
All Rental (for profit)	1	7
<b>Total</b>	<b>25</b>	<b>704</b>
Median lot rent	\$415	

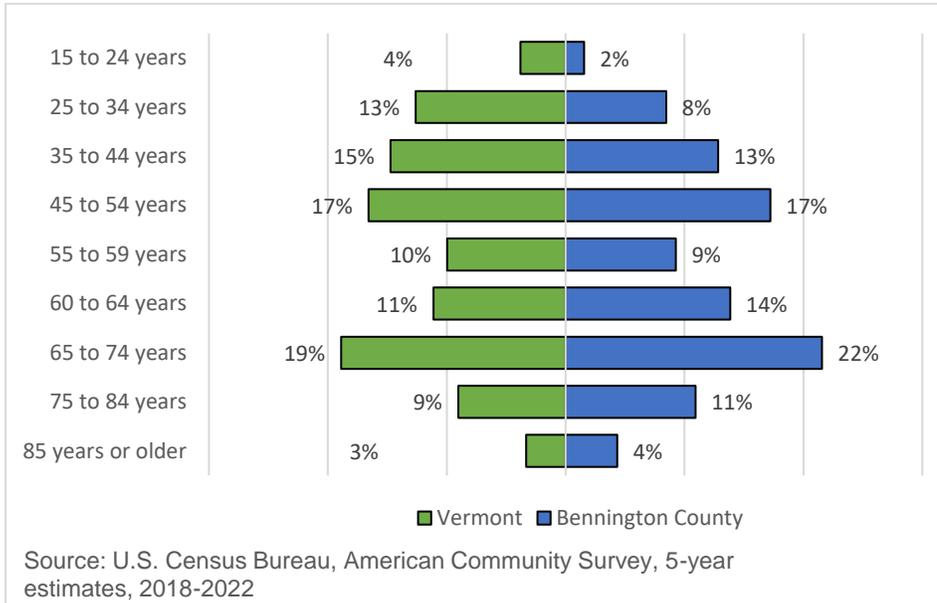
Source: Vermont Mobile Home Park Registry



## Household Demographics

Bennington County households are more likely to be headed by someone aged 65 or older (37% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up only 10% of the county's residents, compared to 17% statewide.

Figure 12-15 Households by age of householder, 2022



Age of head of household	Households
15 to 24 years	228
25 to 34 years	1,231
35 to 44 years	1,867
45 to 54 years	2,507
55 to 59 years	1,351
60 to 64 years	2,016
65 to 74 years	3,141
75 to 84 years	1,591
85 years or older	634
<b>Total</b>	<b>14,566</b>

The vast majority of household heads living in the county identify as white alone, but the number of those identifying as people of color has risen since 2010 while the number identifying as white alone decreased.

Figure 12-16 Households by race and tenure, 2010-2022

Bennington County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	35	20	n/a	13	5	n/a	22	15	n/a
Asian alone	72	107	64	42	77	27	30	30	37
Black or African American alone	84	119	n/a	30	43	n/a	54	76	n/a
Native Hawaiian and Other Pacific Islander alone	3	5	n/a	3	1	n/a	-	4	n/a
Some Other Race alone	33	101	n/a	10	54	n/a	23	47	n/a
Two or More Races	119	606	344	72	361	223	47	245	121
White alone	15,124	14,741	13,964	10,847	10,781	10,504	4,277	3,960	3,460
<b>Grand Total</b>	<b>15,470</b>	<b>15,699</b>	<b>14,566</b>	<b>11,017</b>	<b>11,322</b>	<b>10,823</b>	<b>4,453</b>	<b>4,377</b>	<b>3,743</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from [www.housingdata.org](http://www.housingdata.org). \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median householder income in Bennington County was \$68,558 in 2022. More than 60% of homeowners in the county had a household income greater than Area Median Income (AMI), while only 20% of renters had incomes greater than AMI. An estimated 26% of households in Bennington County have very low incomes of less than 50% of AMI.

Figure 12-17 Household income relative to Area Median Income (AMI)

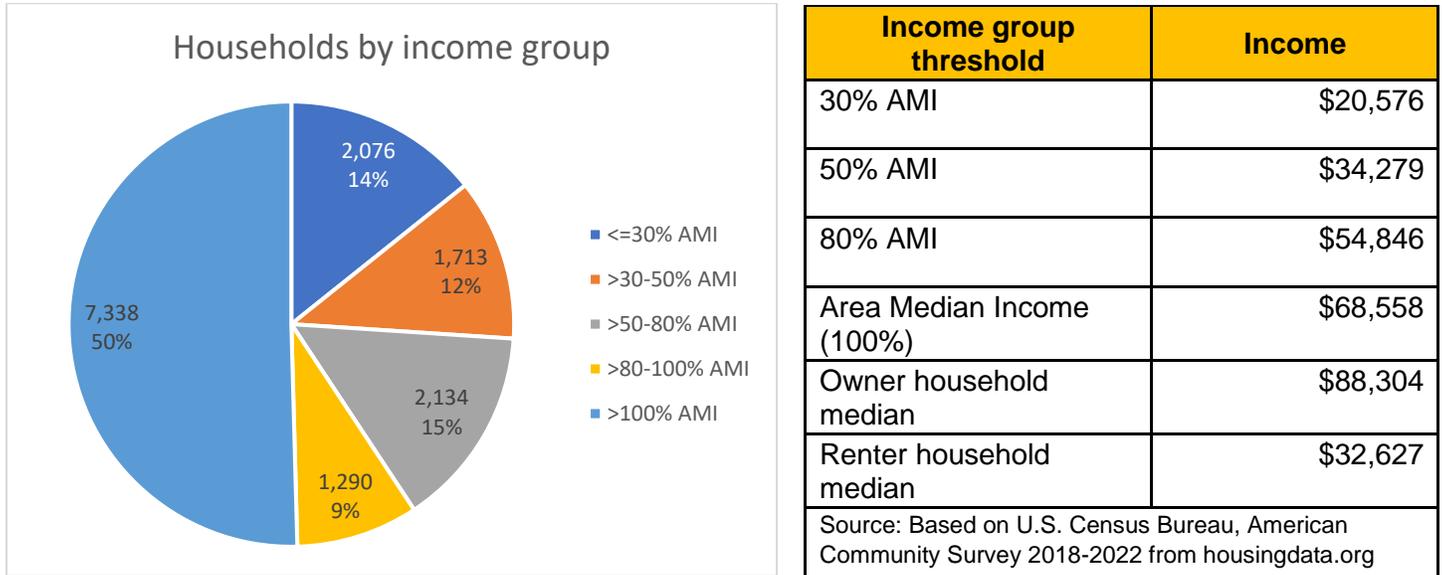
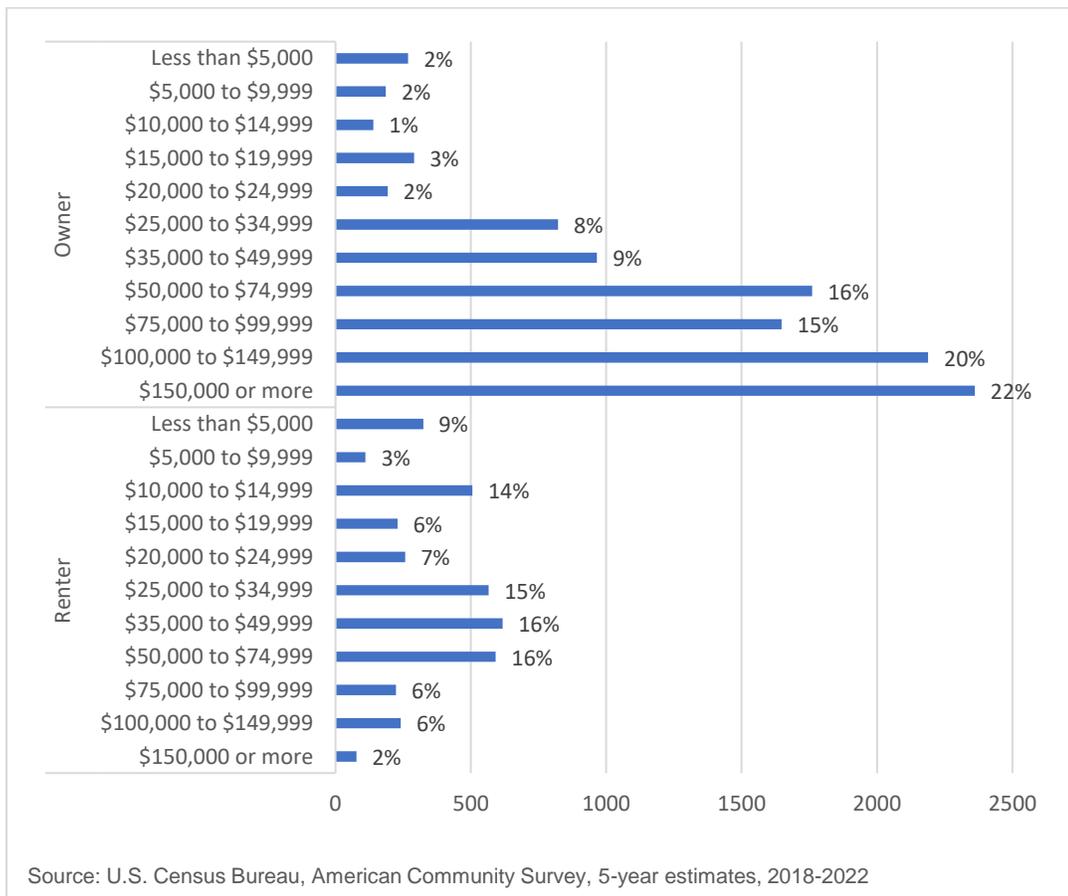


Figure 12-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 11,000 homeowner households in Bennington County. 74% of the county's households are homeowners compared with 73% of all Vermont households. The median home price in the county in 2023 was \$275,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 12-19: Median home prices

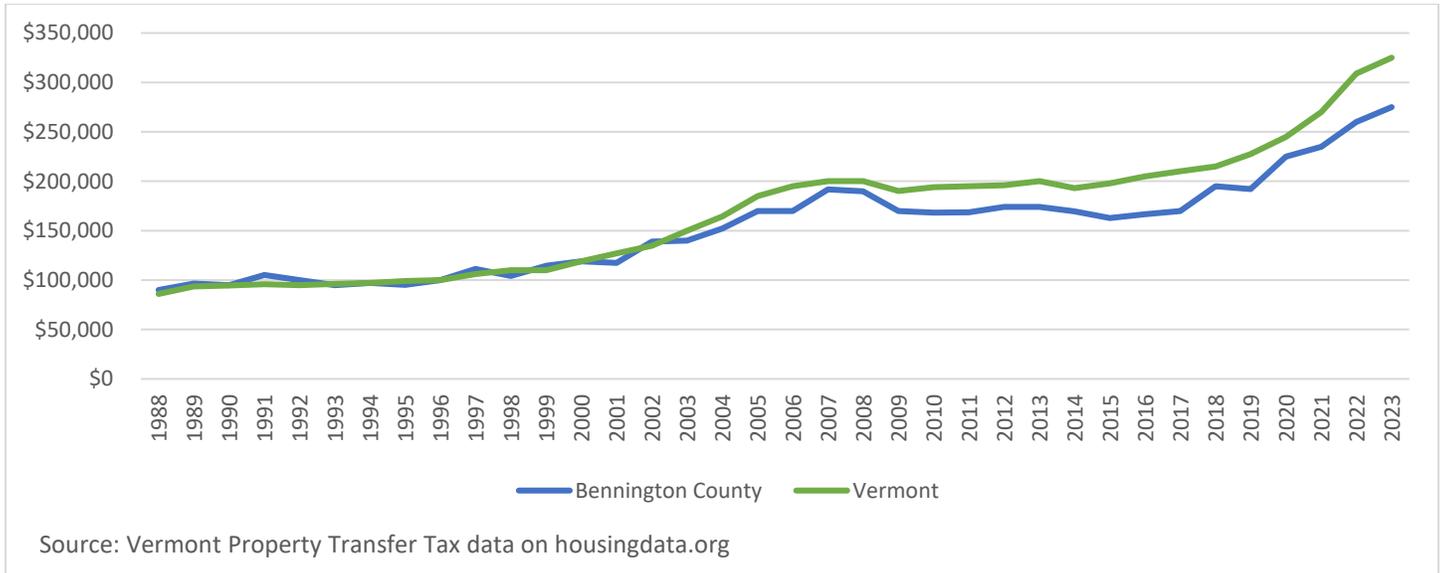
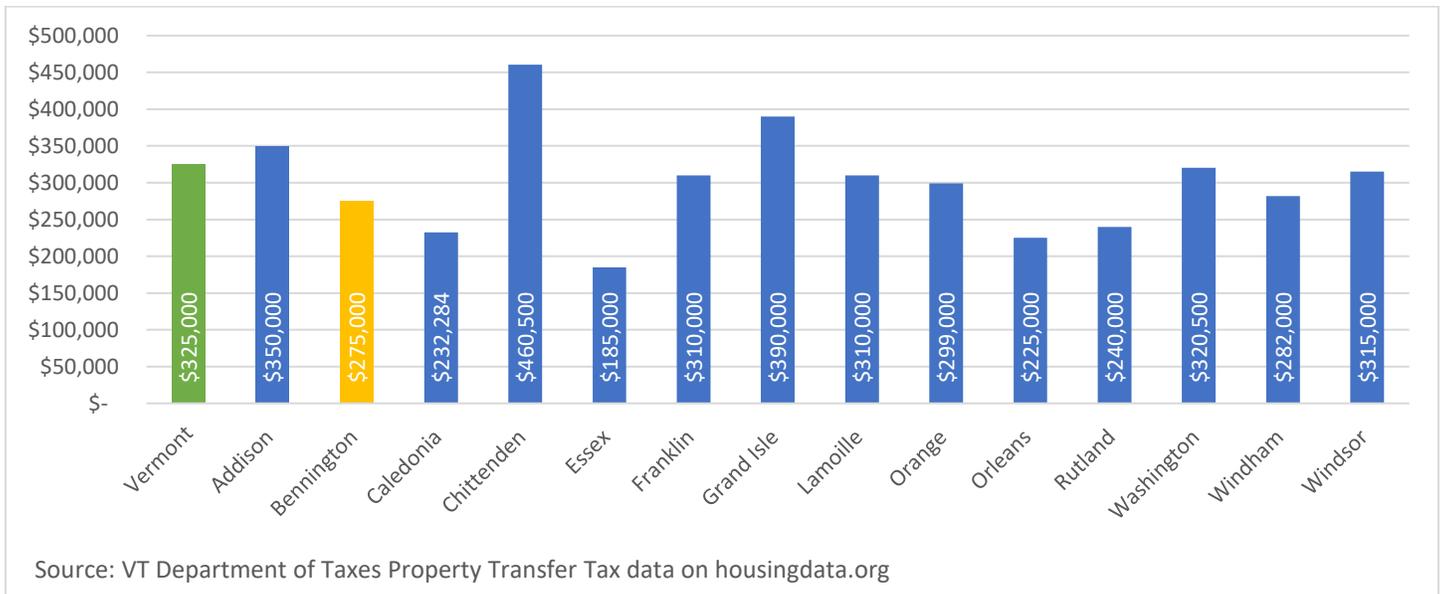


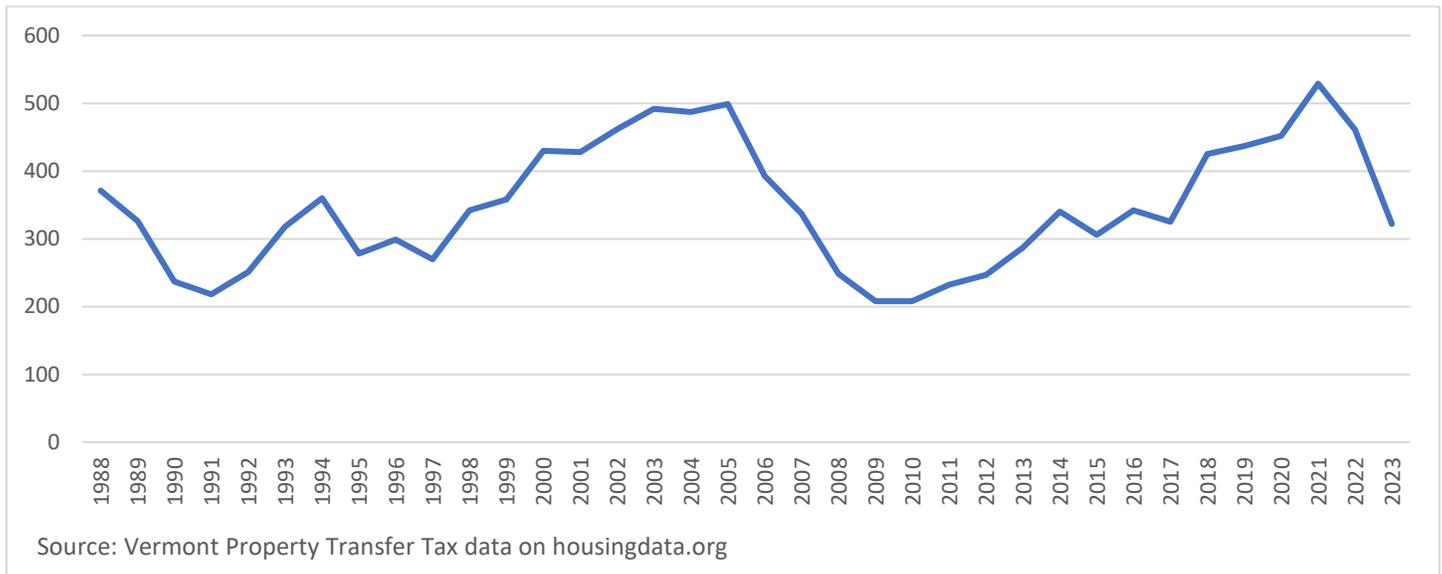
Figure 12-20 Median primary home sale price by county, 2023





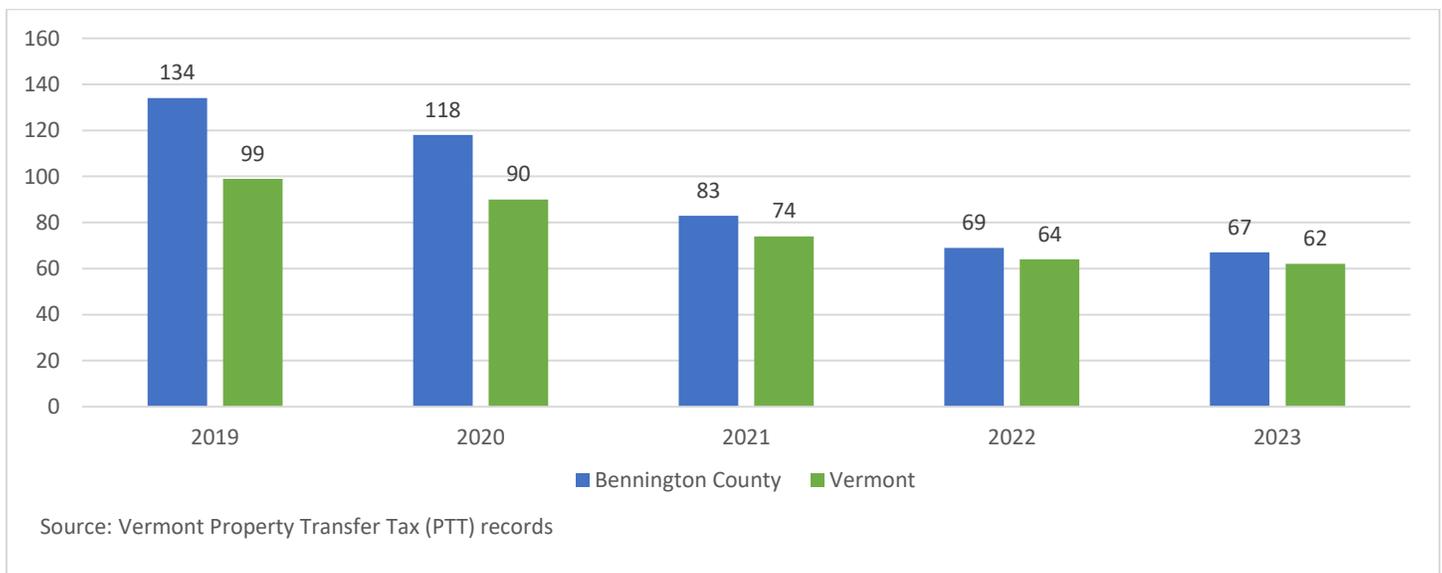
In 2023, there were 322 primary homes sales in Bennington County. The annual total number of homes sold in the county peaked in 2021 when 529 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 12-21 Number of primary home sales in Bennington County, 1988-2023



The median days on the market for a Bennington County home dropped to 67 days in 2023 from 134 days in 2019. Homes in the county stay on the market about the same number of days as the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 12-22: Median days on market

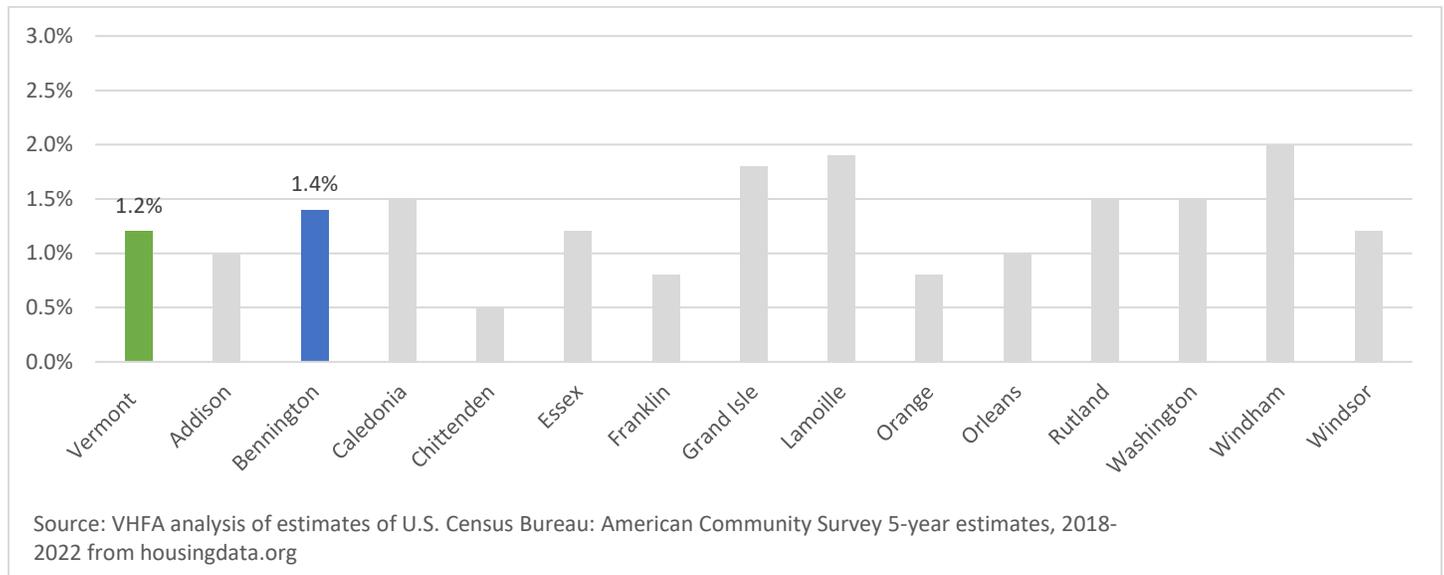




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

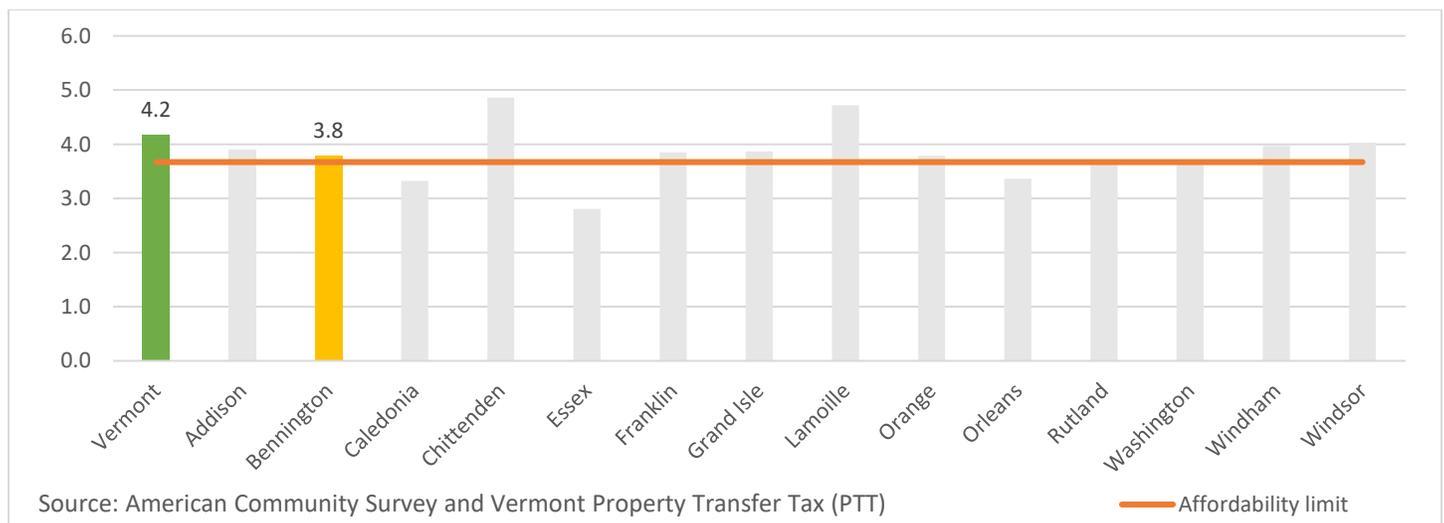
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Bennington County (1.4%) is similar to the statewide rate and lower than the healthy market range.

Figure 12-23: Homeowner vacancy rates, 2022



As with most Vermont counties, home affordability is a concern in Bennington County. In 2022, the ratio of county home prices to median county household income is 3.8. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. 23% of owner-occupied households in Bennington County are cost-burdened.

Figure 12-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>3</sup> The fair market rent for a 2-bedroom apartment in Bennington County was set at \$1,241 in 2024. The median rent in Bennington County is slightly less than the \$1,149 statewide median gross rent in 2022.

Figure 12-25: Fair market rent for a 2-bedroom apartment

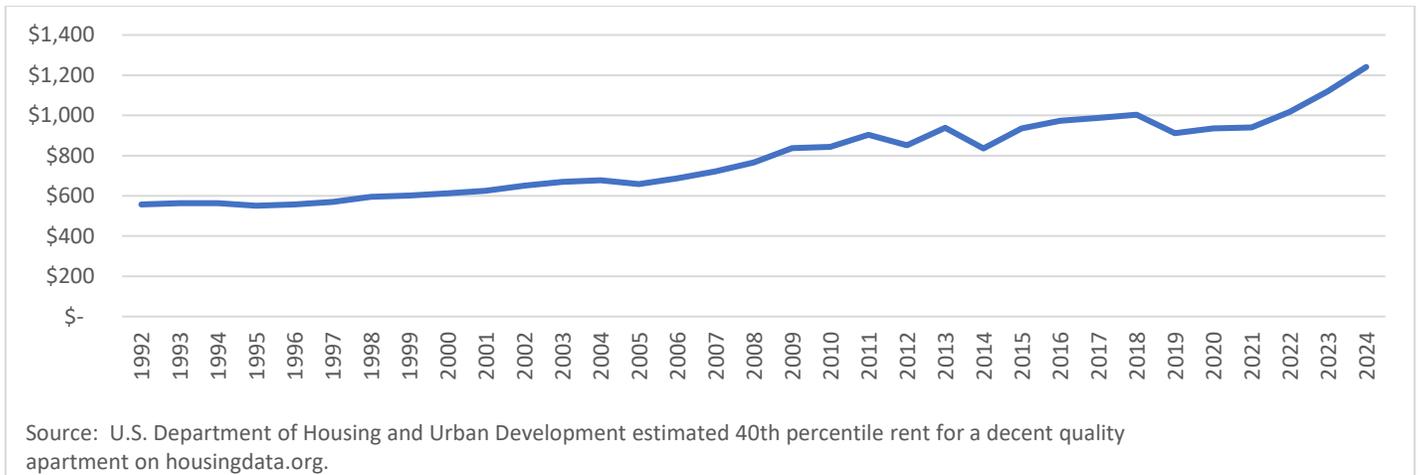
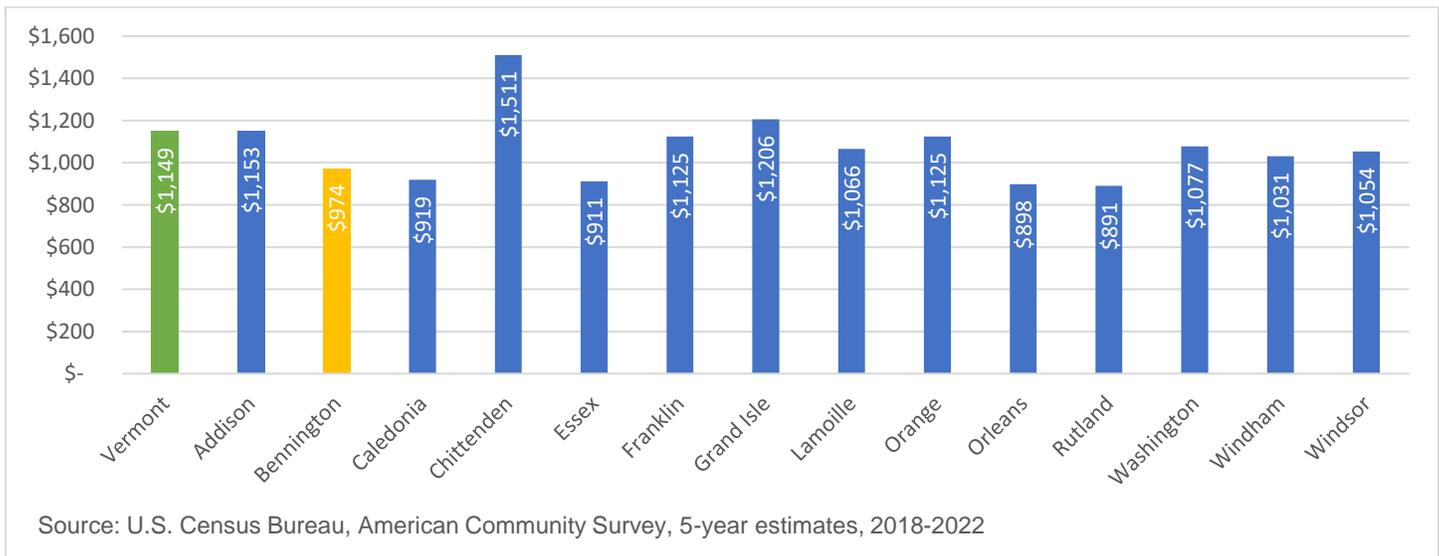


Figure 12-26: Median gross rent by county, 2022

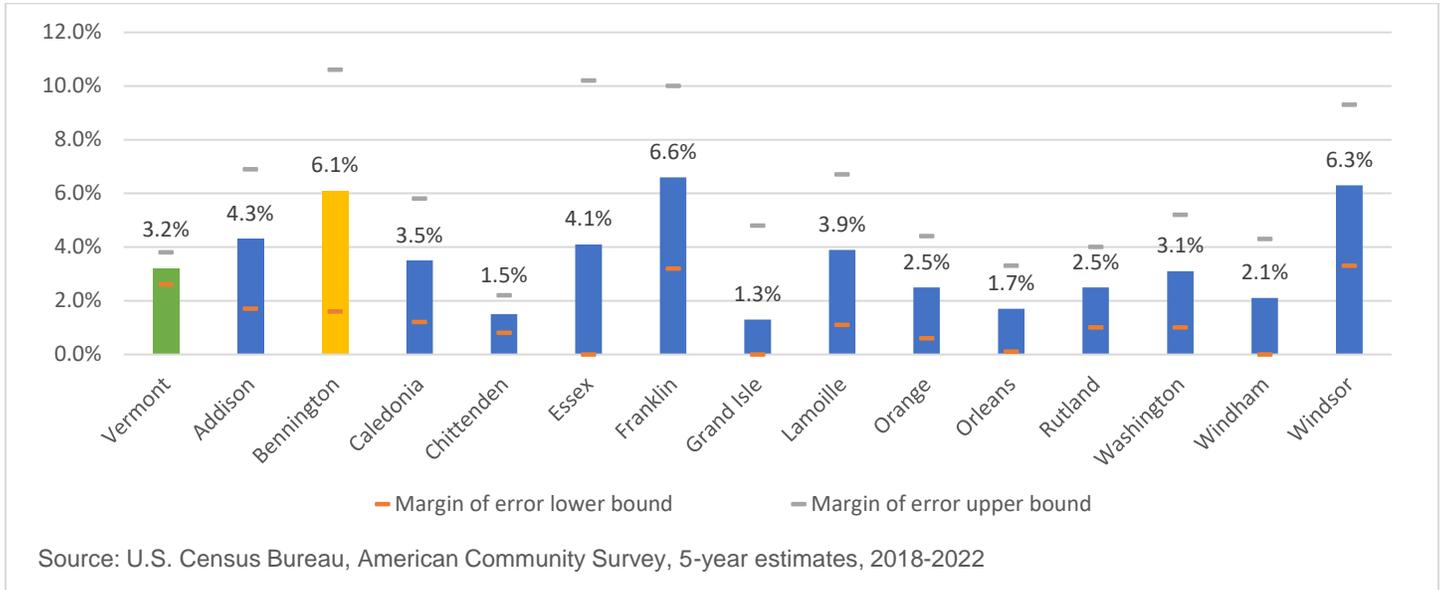


The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Bennington County had an estimated rental vacancy rate of 6.1% in 2022 – greater than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

<sup>3</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024

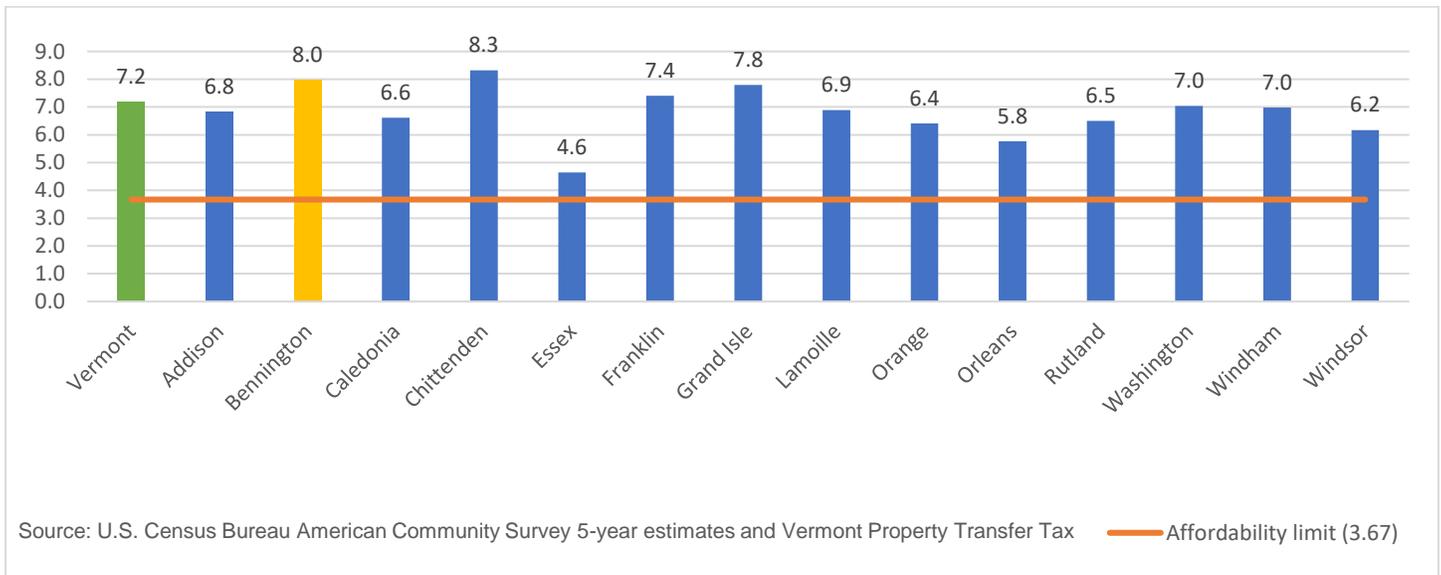


Figure 12-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Bennington County.

Figure 12-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 12-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Bennington County, there are 836 apartments in buildings that were built with public development subsidies. These apartments account for 20% of the county rental housing stock. Among those apartments, 400 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Bennington Housing Authority administers certain federal housing programs including 379 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

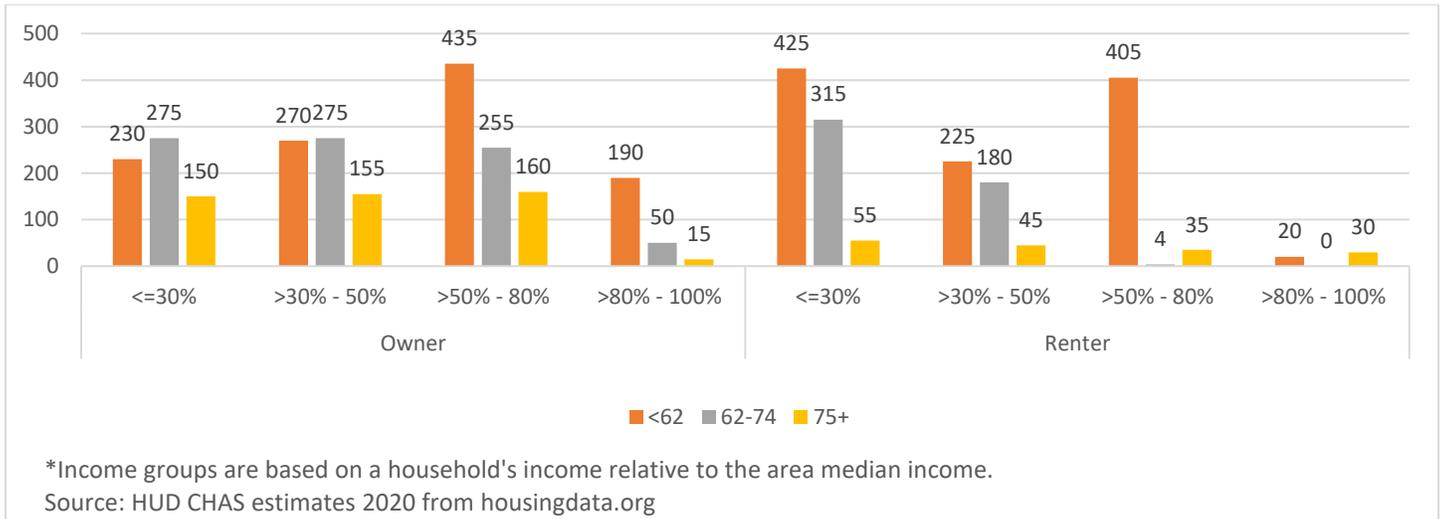
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Bennington County experiencing housing problems is homeowners with household incomes of 50-80% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 435 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 12-30: Bennington County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Bennington County is classified as part of the Southern Vermont PUMs region and represents 17% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 568 owner occupied and 270 renter occupied homes in Bennington County with these indicators.

Figure 12-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Southern Vermont</b> (Bennington, Rutland, Windham & Windsor Counties)	3,341	1,591	366	5,298
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 190 households in Bennington County that are considered overcrowded. Of those households, 95 are owner-occupied and 95 are renter-occupied. Among all overcrowding in Bennington County, an estimated 65 households are considered severely overcrowded.

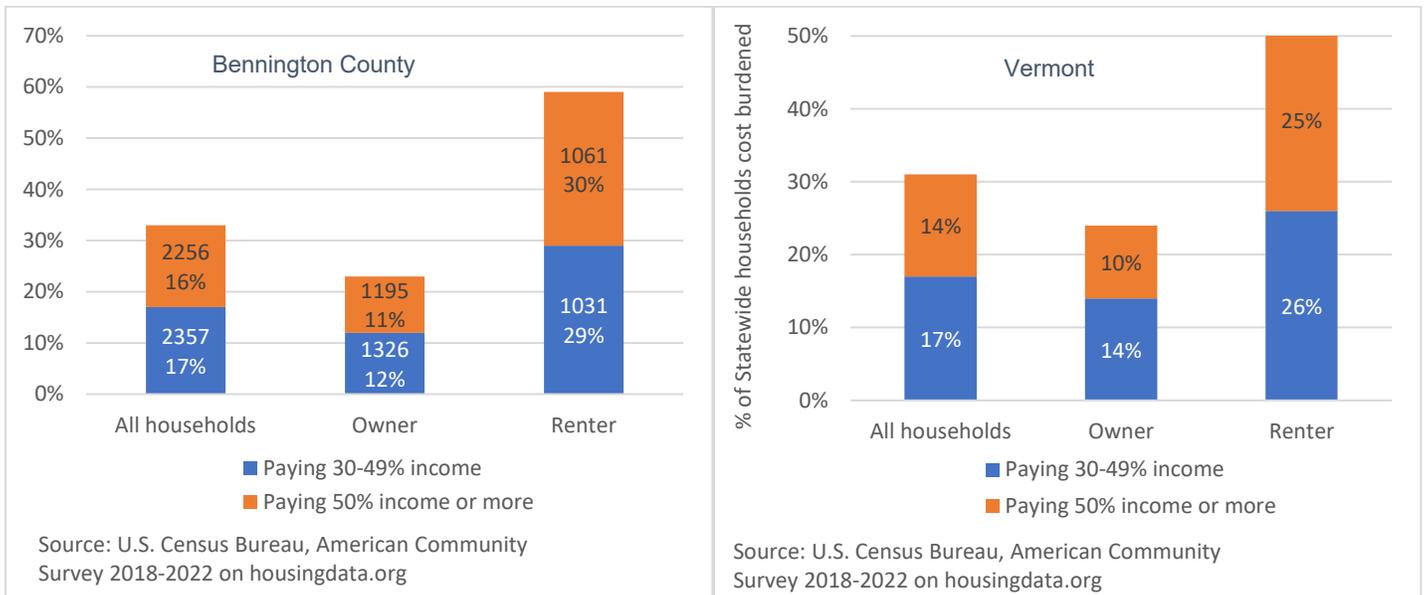
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of households that are cost-burdened is slightly greater in Bennington County than the state as a whole. Owner cost burden tracks very closely between the county and state, but 59% of renters are cost burdened in Bennington County as compared to at 51% at the state level. Approximately 2256 households are severely cost-burdened in Bennington County and may be at risk of housing instability.

**Figure 12-32: Cost burden among Bennington County households compared to statewide cost burden**





## Homelessness

During the most recent 2023 Point-In-Time count, 312 people in 201 households were experiencing homelessness in Bennington County. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 244 people in the Bennington County area received support through this area’s continuum of care.

Figure 12-33: Number of people experiencing homelessness served by the Bennington Continua of Care (CoCs)

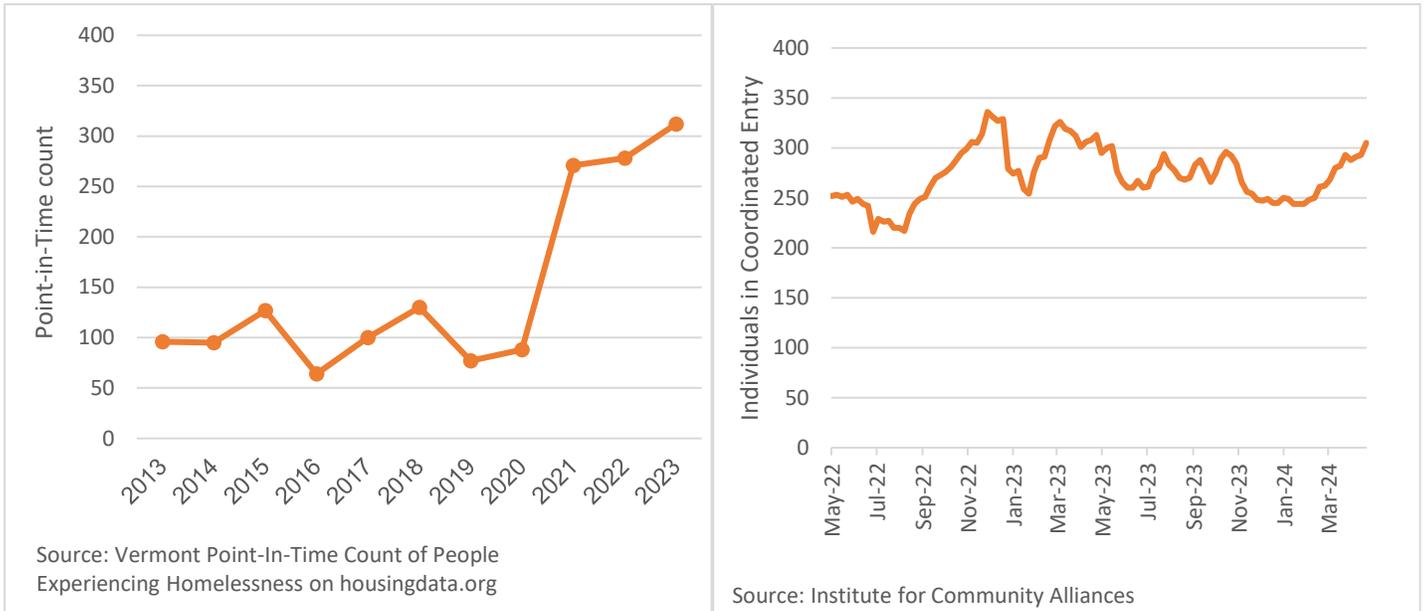


Figure 12-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 12-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families "GA Emergency Housing and Shelters"](#) Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024 and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

The Bennington County Coalition for the Homeless operates two shelters in Bennington town, the 16-bed facility for adults at 966 Main Street, and the 26-bed Thatcher House for families. The General Assistance housing program is sheltering the majority of people experiencing homelessness in the county, at the time of writing. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

### Recent Studies

There are no recent housing needs assessment studies published for Bennington County.



# Chapter 13: Caledonia County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Caledonia County year-round increased at an average annual rate of 0.1% to 12,654. By 2029, a projected 14,082-15,105 households will live in the county.

**Figure 13-1 Projected Caledonia County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	12,553	12,654	13,773	14,082	14,344	15,105
Owner households	9,233	9,271	10,627	10,866	10,614	11,178
Renter households	3,320	3,383	3,146	3,217	3,730	3,928

Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Caledonia County is likely to need a projected 1,117-1,676 additional homes between 2025 and 2029.

**Figure 13-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	220	678
Renter homes	897	998
Total additional homes needed	1,117	1,676

Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.



## Housing Stock

Caledonia County’s housing stock consists of 16,037 year-round and seasonal homes. The county has a greater proportion of year-round homeowners (63%) than the state (59%) and a lesser proportion of year-round rental homes. Caledonia County represents 5% of the state’s total housing stock.

Figure 13-3 Caledonia County housing stock, 2022

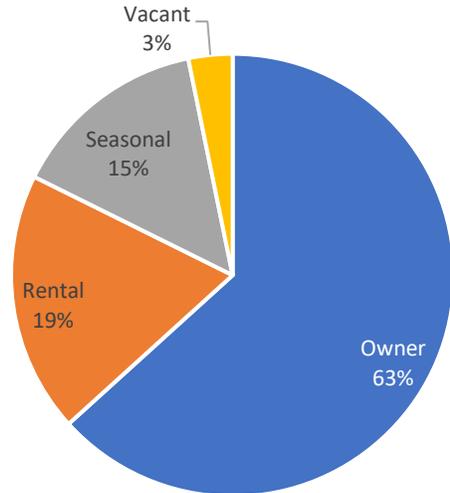


Figure 13-4: Caledonia County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Caledonia County	10,147	63%	3,056	19%	2,318	14%	516	3%	16,037	100%
Barnet	511	57%	101	11%	241	27%	42	5%	895	6%
Burke	494	52%	105	11%	296	31%	55	6%	950	6%
Danville	826	64%	178	14%	273	21%	11	1%	1,288	8%
Groton	420	61%	47	7%	194	28%	30	4%	691	4%
Hardwick	1,021	68%	310	21%	125	8%	52	3%	1,508	9%
Kirby	257	87%	30	10%	9	3%	0	0%	296	2%
Lyndon	1,844	75%	506	21%	77	3%	25	1%	2,452	15%
Newark	211	38%	30	5%	295	53%	23	4%	559	3%
Peacham	308	56%	61	11%	173	31%	10	2%	552	3%
Ryegate	396	64%	80	13%	117	19%	27	4%	620	4%
Sheffield	234	64%	43	12%	58	16%	30	8%	365	2%
St. Johnsbury	2,050	57%	1,425	40%	32	1%	65	2%	3,572	22%
Stannard	86	71%	1	1%	18	15%	16	13%	121	1%
Sutton	302	64%	32	7%	131	28%	10	2%	475	3%
Walden	398	61%	41	6%	164	25%	46	7%	649	4%
Waterford	521	82%	22	4%	30	5%	62	10%	635	4%
Wheelock	268	66%	44	11%	85	21%	12	3%	409	3%

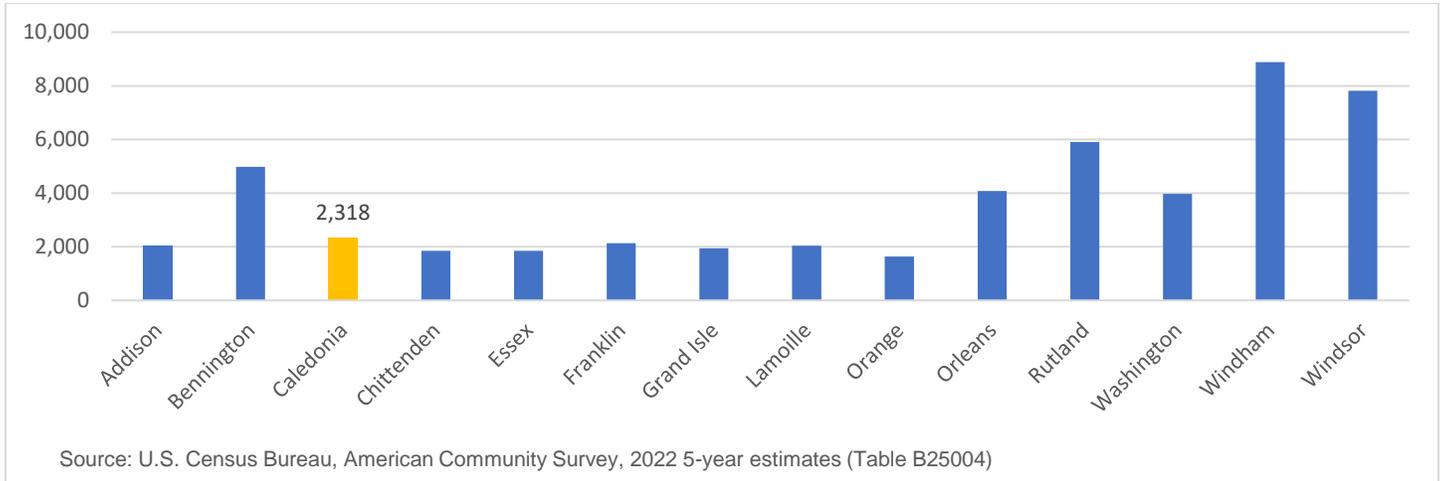
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 2,318 seasonal or occasional use homes in Caledonia County, making up 14% of all homes in the county.

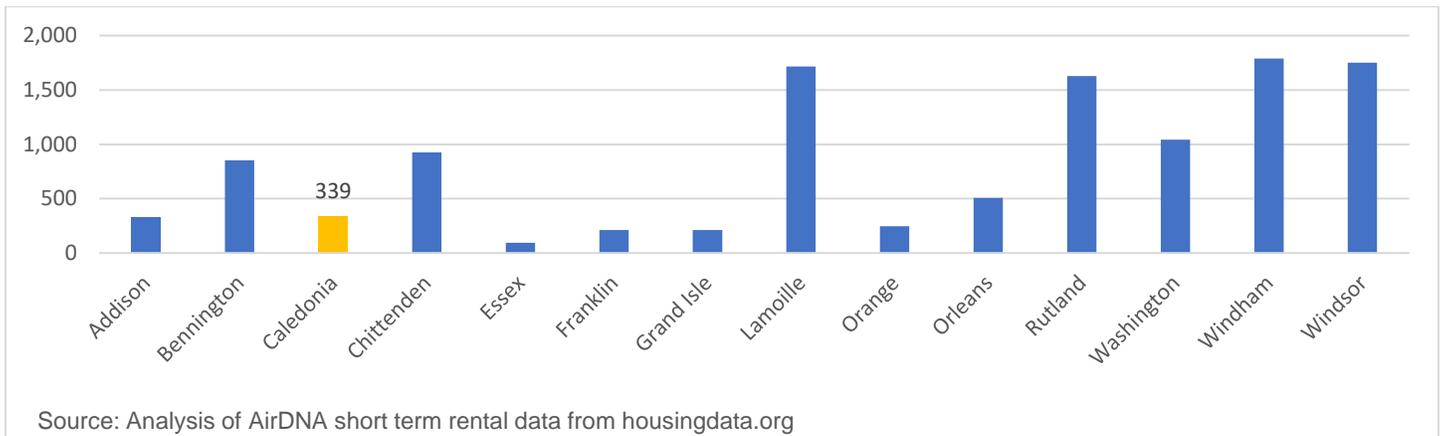
Figure 13-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 13-6 Homes used as short-term rentals by county, Oct. 2023



Caledonia County, however, has seen relatively modest growth in the STR market. In 2023, 339 homes were listed as STRs, representing less than 2% of the county’s total housing stock, below the statewide rate of 4%.

Burke had the greatest portion of their housing stock dedicated to Short-term Rentals at 18.6% and contained half of the STRs in the county.



Figure 13-7: Caledonia County short-term rental homes

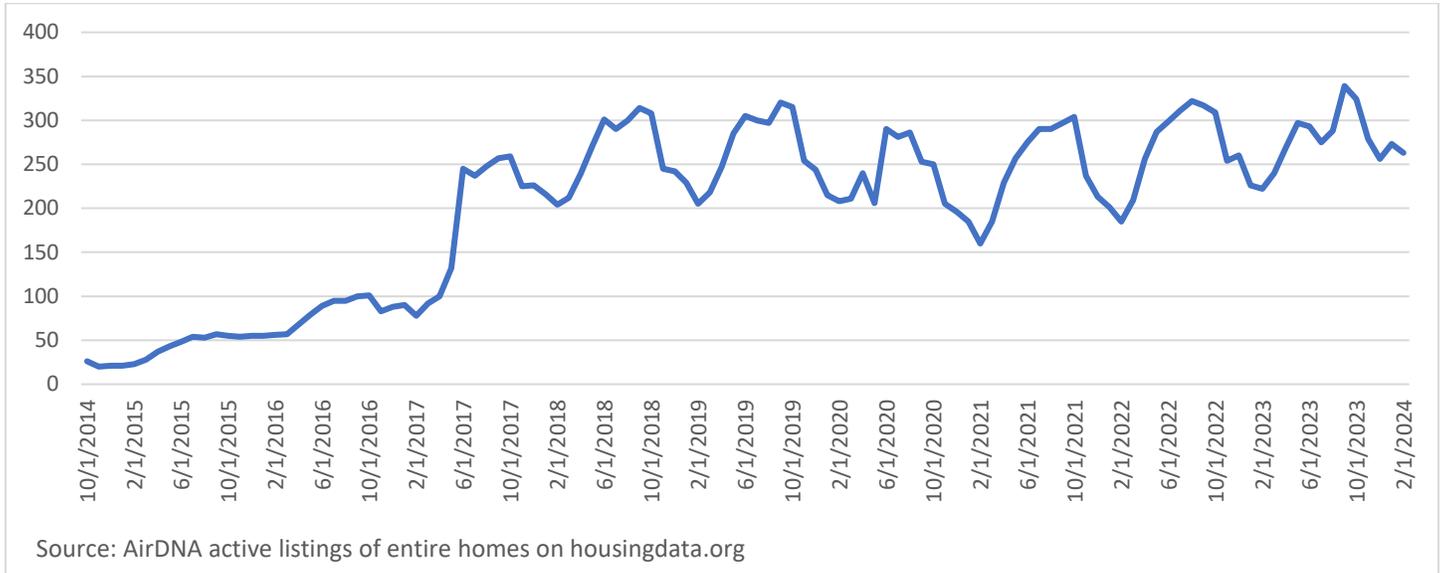


Figure 13-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rental to total housing stock	Total housing stock
<b>Caledonia County</b>	2,318	14%	339	2.10%	16,037
Barnet	241	27%	11	1.20%	895
Burke	296	31%	177	18.60%	950
Danville	273	21%	20	1.60%	1,288
Groton	194	28%	6	0.90%	691
Hardwick	125	8%	22	1.50%	1,508
Kirby	9	3%	0	0.00%	296
Lyndon	77	3%	48	2.00%	2,452
Newark	295	53%	0	0.00%	559
Peacham	173	31%	6	1.10%	552
Ryegate	117	19%	10	1.60%	620
Sheffield	58	16%	3	0.80%	365
St. Johnsbury	32	1%	31	0.90%	3,572
Stannard	18	15%	0	0.00%	121
Sutton	131	28%	5	1.10%	475
Walden	164	25%	0	0.00%	649
Waterford	30	5%	0	0.00%	635
Wheelock	85	21%	0	0.00%	409

Source: U.S. Census Bureau, American Community Survey 2018-2022 and AirDNA on housingdata.org

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Caledonia County are similar to the state as a whole. Caledonia County’s stock consists primarily of single-family detached homes. 74% of the combined stock of owner and renter year-round homes are single-family detached homes, even greater than the proportion statewide (67%).

Figure 13-9: Caledonia County owner homes types

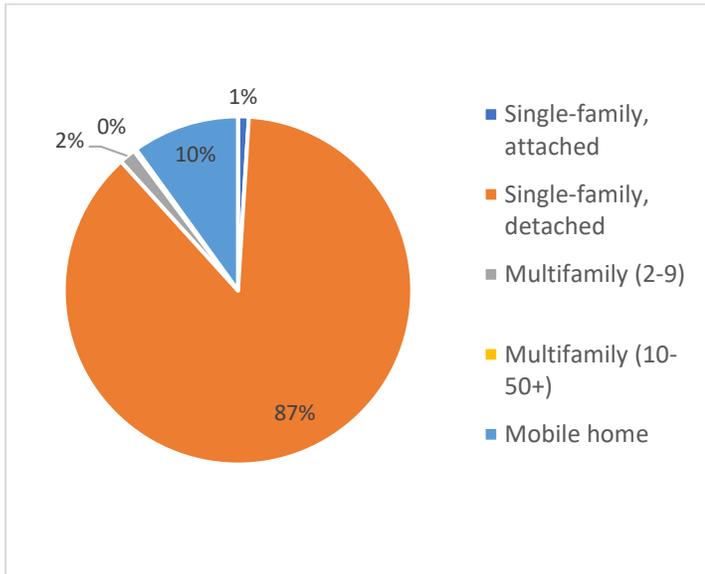
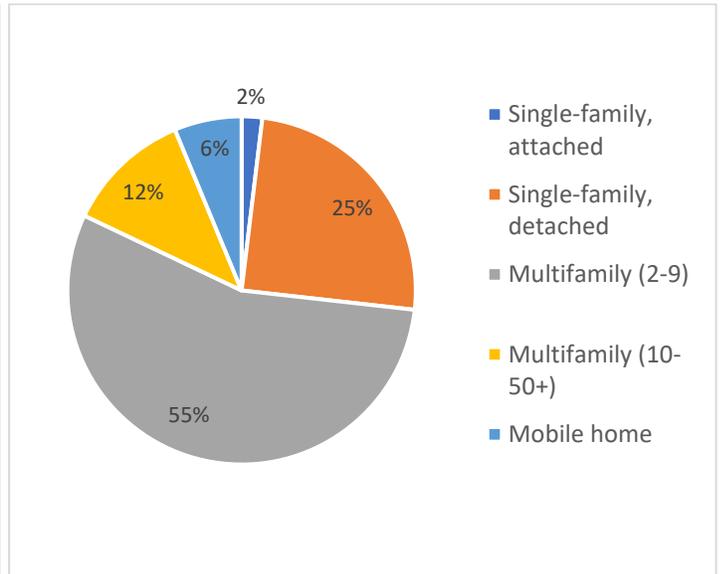


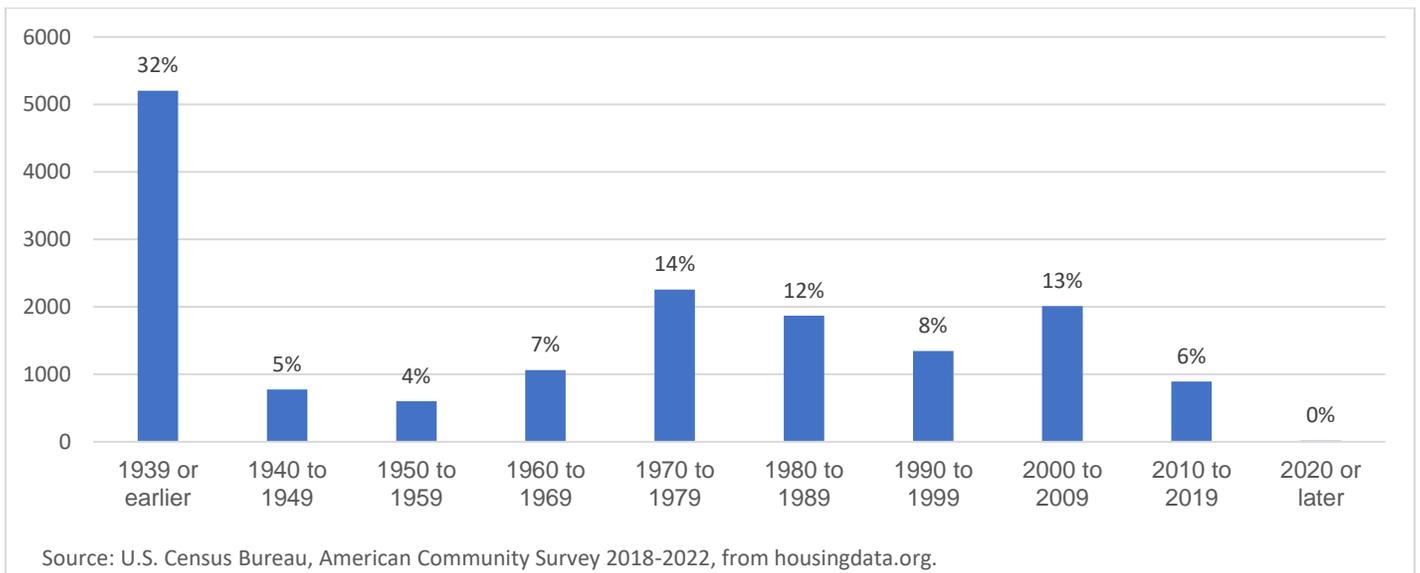
Figure 13-10: Caledonia County renter homes types



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.

Of all homes in Caledonia County, an estimated 32% were built prior to 1940—slightly more than the statewide average of 25%. The median Caledonia County home was built in 1972. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 13-11: Year built for Caledonia County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Caledonia County as well, where large homes (60% of the county’s year-round homes) far outnumber large households (31% of the county’s year-round households). Conversely, single person households (31% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (14% of the county’s year-round homes).

Figure 13-12 Household size, 2022

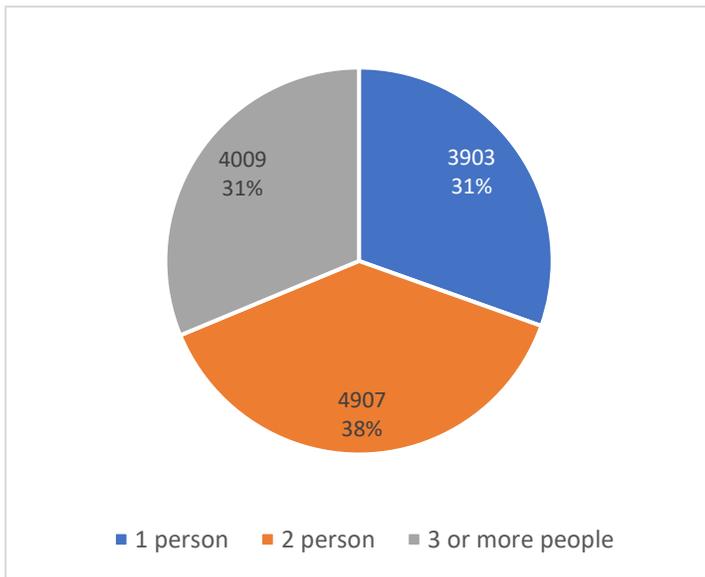
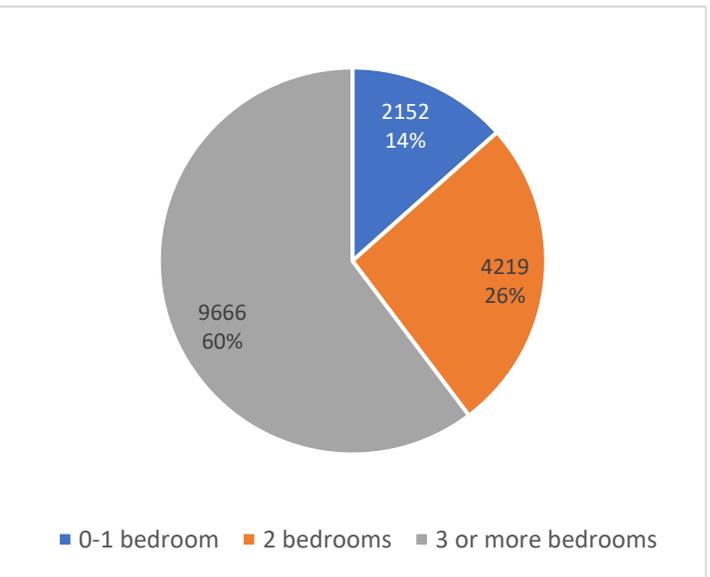


Figure 13-13 Homes (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,390 manufactured homes in Caledonia County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 9% of the county housing stock, more than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Some manufactured homes in Caledonia County are located in manufactured home communities, also known as mobile home parks. Caledonia County has 12 mobile home parks with 355 lots. As of November 2023, there were 34 vacant lots in the

county, resulting in a 9.6% park vacancy rate. One park has lots situated within a floodway.

Figure 13-14 Caledonia County mobile home parks

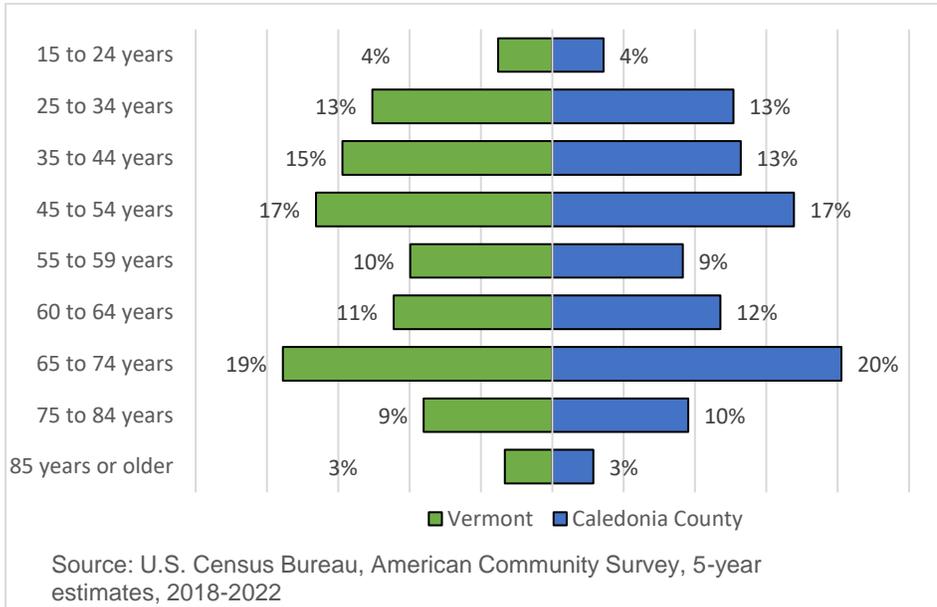
Park Ownership type	Parks	Lots
For Profit	10	301
Non-profit	2	73
Cooperative	0	0
All Rental (for profit)	0	0
<b>Total</b>	<b>12</b>	<b>374</b>
Median lot rent		\$350
Source: Vermont Mobile Home Park Registry		



## Household Demographics

The distribution of Caledonia County households by age is very similar to the state as a whole. An estimated 33% of all year-round households are headed by someone aged 65 or older and households headed by someone under 35 years old make up 17% of the county's residents.

Figure 13-15 Households by age of householder, 2022



Age of head of household	Households
15 to 24 years	461
25 to 34 years	1626
35 to 44 years	1692
45 to 54 years	2172
55 to 59 years	1173
60 to 64 years	1509
65 to 74 years	2597
75 to 84 years	1221
85 years or older	368
<b>Total</b>	<b>12,819</b>

The vast majority of household heads living in the county identify as white alone, but the number identifying as people of color has risen since 2010.

Figure 13-16 Households by race and tenure, 2010-2022

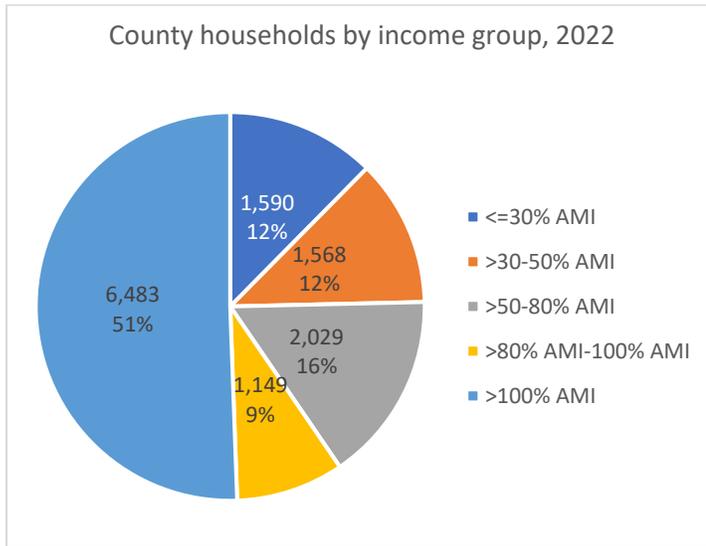
Caledonia County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	50	55	n/a	27	32	n/a	23	23	n/a
Asian alone	40	72	n/a	18	40	n/a	22	32	n/a
Black or African American alone	30	59	n/a	11	23	n/a	19	36	n/a
Native Hawaiian and Other Pacific Islander alone	-	4	n/a	-	3	n/a	-	1	n/a
Some Other Race alone	27	78	n/a	15	53	n/a	12	25	n/a
Two or More Races	148	567	264	82	351	178	66	216	86
White alone	12,258	11,819	12,363	9,080	8,769	9,609	3,178	3,050	2,754
<b>Grand Total</b>	<b>12,553</b>	<b>12,654</b>	<b>12,819</b>	<b>9,233</b>	<b>9,271</b>	<b>9,891</b>	<b>3,320</b>	<b>3,383</b>	<b>2,928</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Caledonia County was \$62,964 in 2022. An estimated 24% of the households in Caledonia have very low incomes of less than 50% AMI.

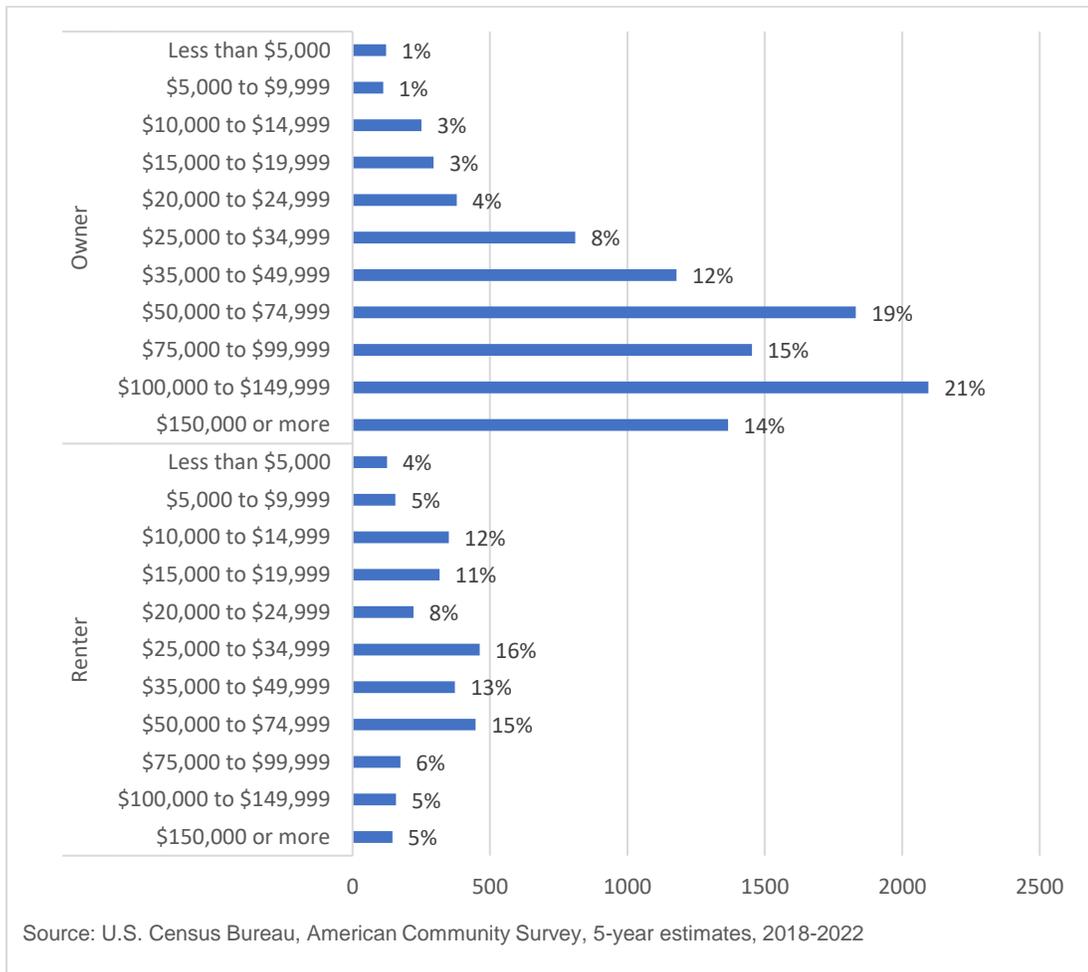
Figure 13-17 Household income relative to Area Median Income (AMI)



Income group threshold	Income
30% AMI	\$18,889
50% AMI	\$31,482
80% AMI	\$51,155
Area Median Income (100%)	\$62,964
Owner household median	\$74,498
Renter household median	\$31,614

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 13-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 10,000 homeowner households in Caledonia County. Like the statewide rate, 73% of the county’s households are homeowners. The median home price in the county in 2023 was about \$232,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 13-19: Median home prices

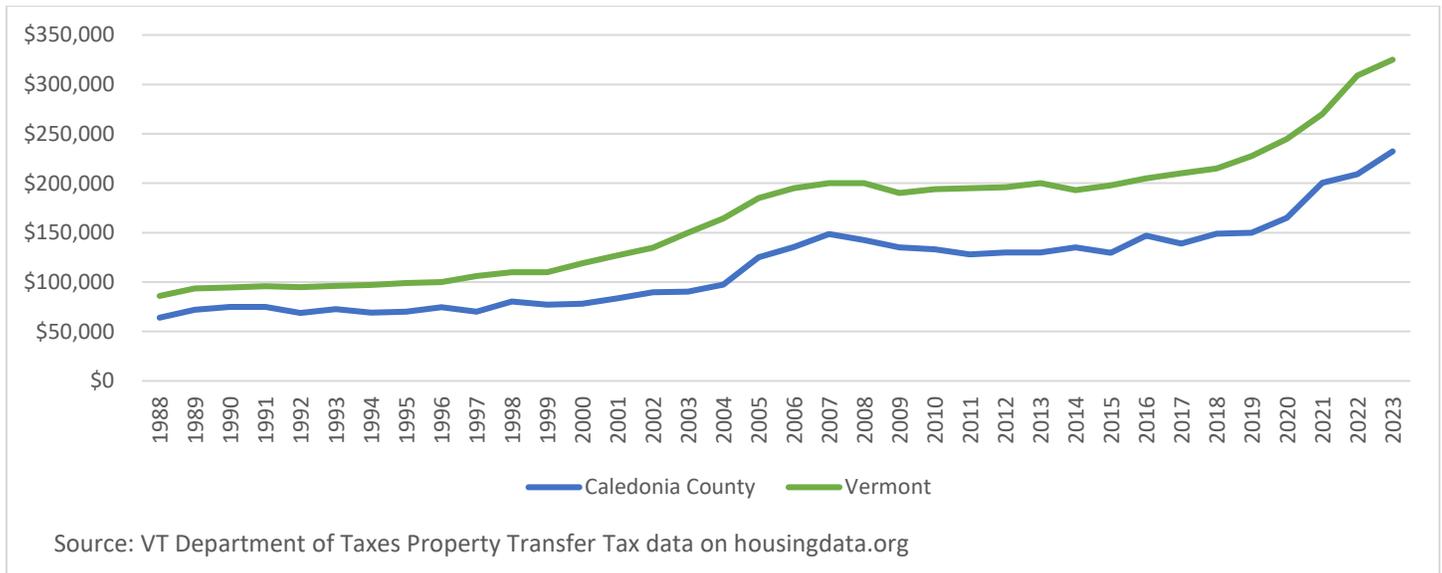
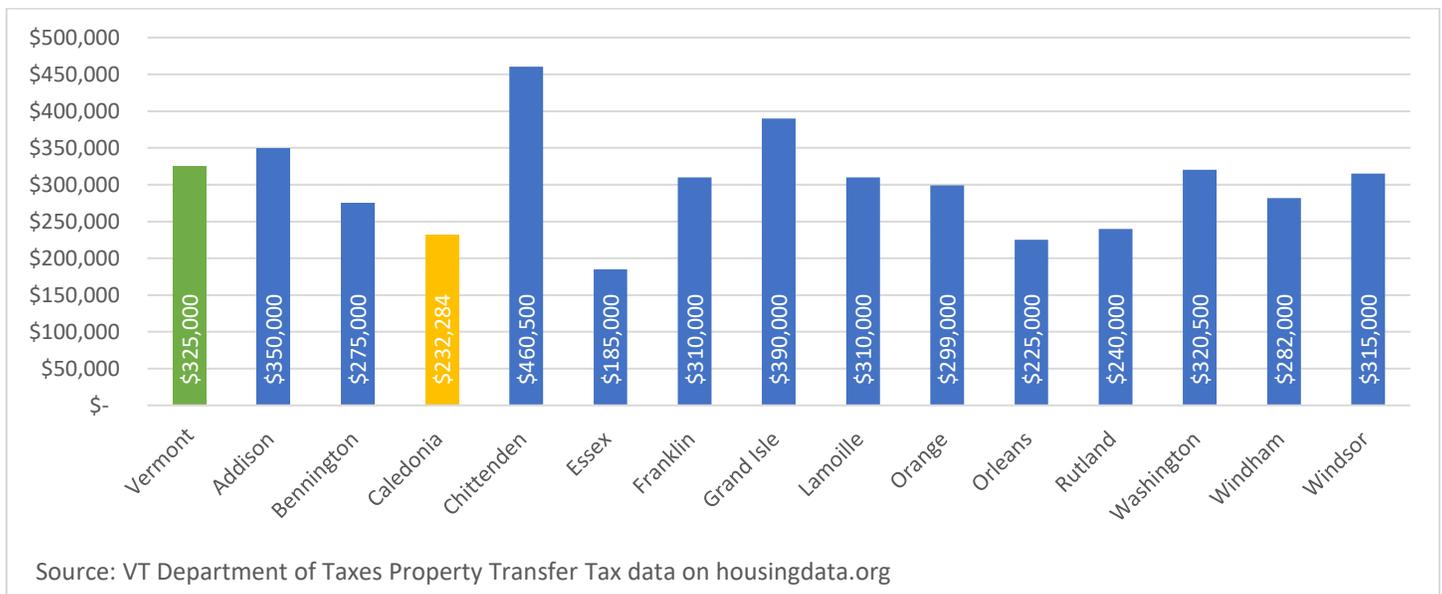


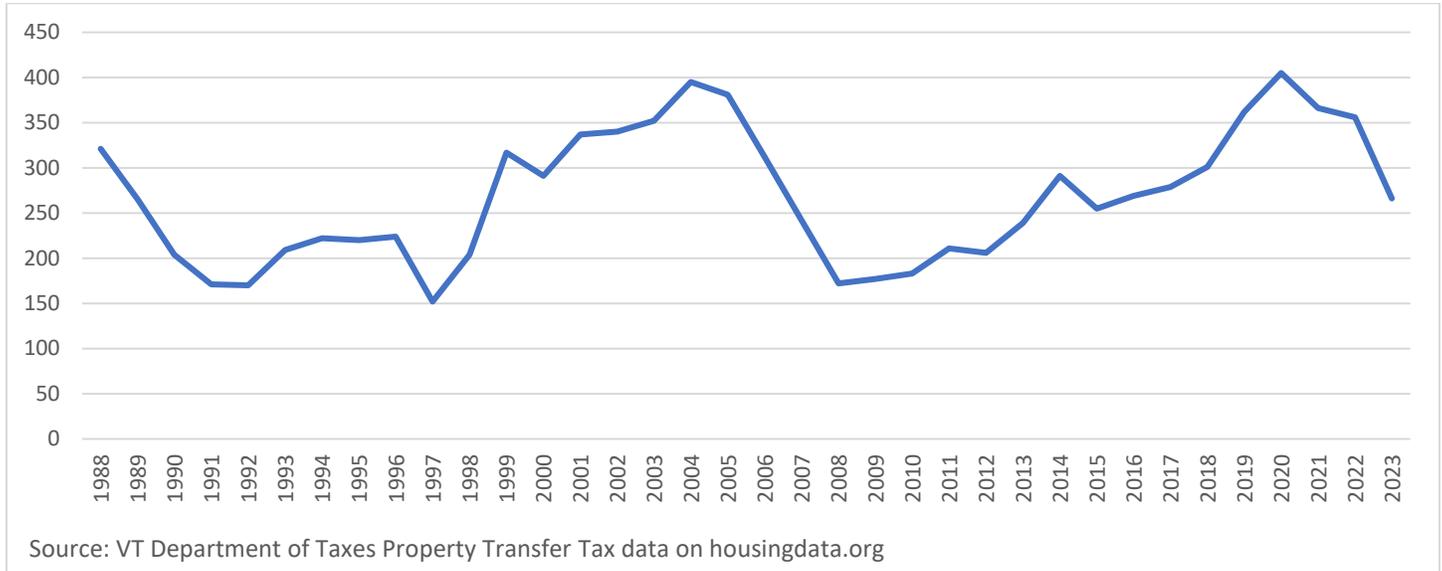
Figure 13-20 Median primary home sale price by county, 2023





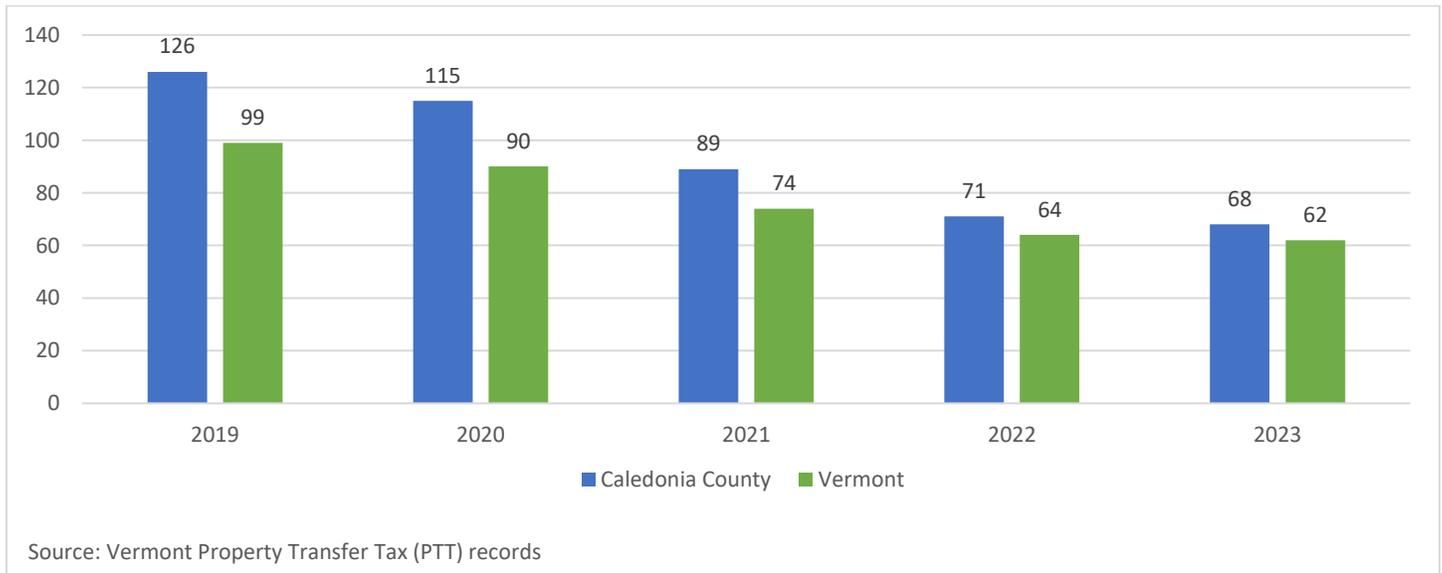
In 2023, there were 266 primary homes sales in Caledonia County. The annual total number of homes sold in the county peaked in 2020 when 405 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 13-21 Number of primary home sales in Caledonia County, 1988-2023



The median days on the market for a Caledonia County home dropped to 68 days in 2023 from 126 days in 2019. Homes in the county stay on the market slightly longer than the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

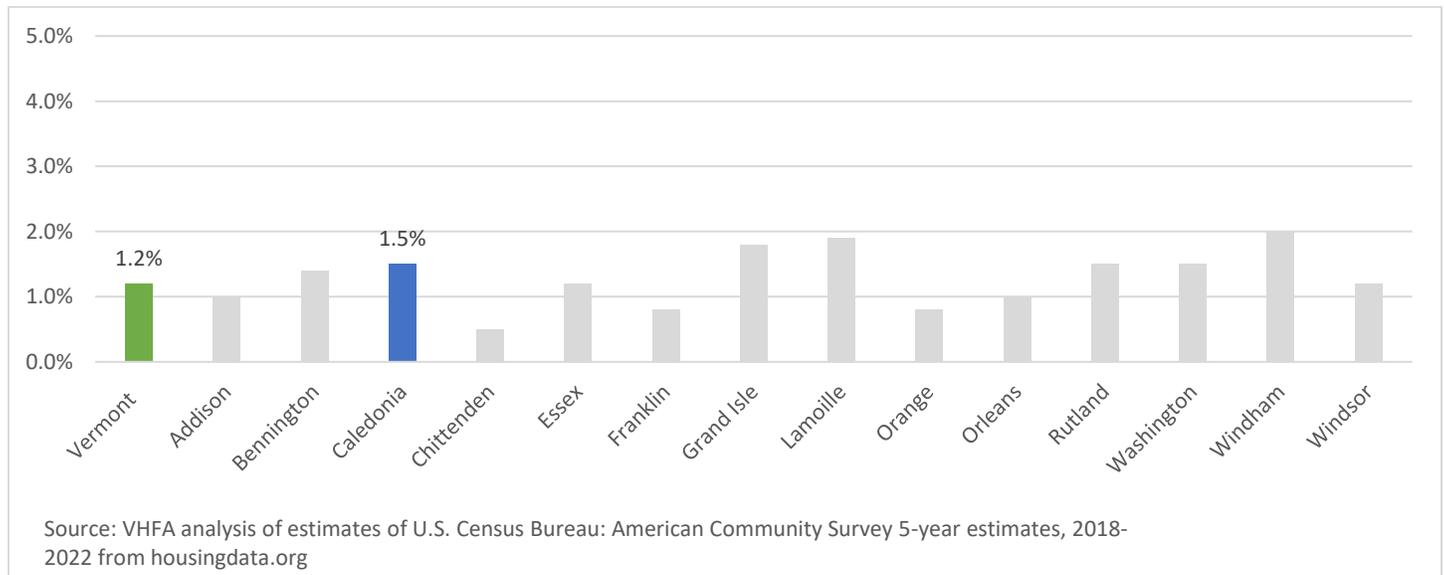
Figure 13-22: Median days on market



The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

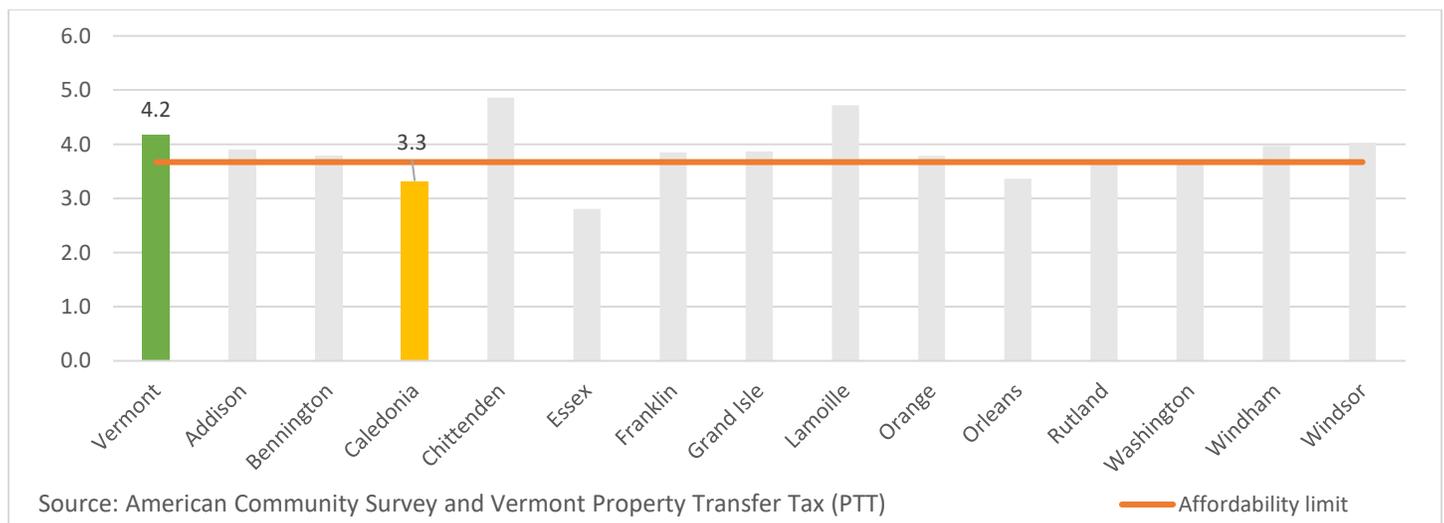
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Caledonia County (1.5%) is similar to the statewide rate and lower than the healthy market range.

**Figure 13-23: Homeowner vacancy rates**



Homes are more affordable in Caledonia County, on average, than in most Vermont counties. In 2022, the ratio of county home prices to median county household income was 3.3. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. 23% of owner-occupied households in Caledonia County are cost-burdened.

**Figure 13-24 Ratio of median home sale price to county median household income, 2022**





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>4</sup> The fair market rent for a 2-bedroom apartment in Caledonia County was set at \$1,068 in 2024. The median rent in Caledonia County of \$919 was less than the \$1,149 statewide median gross rent in 2022.

Figure 13-25: Fair market rent for a 2-Bedroom Apartment

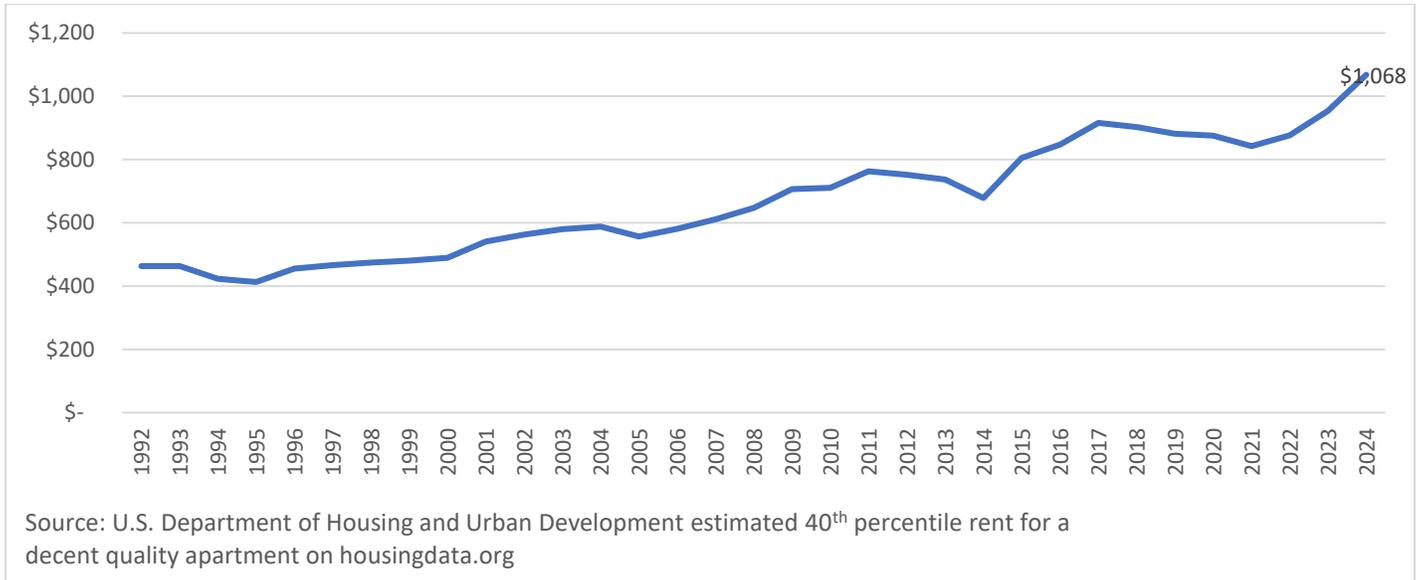
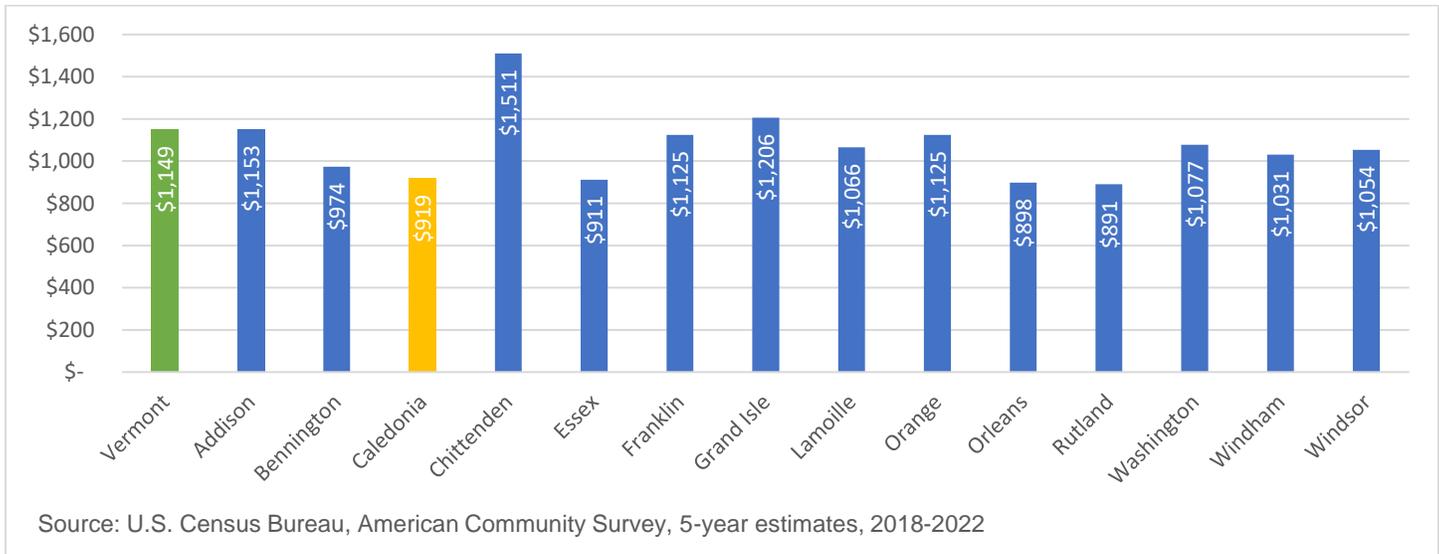


Figure 13-26: Median gross rent by county, 2022

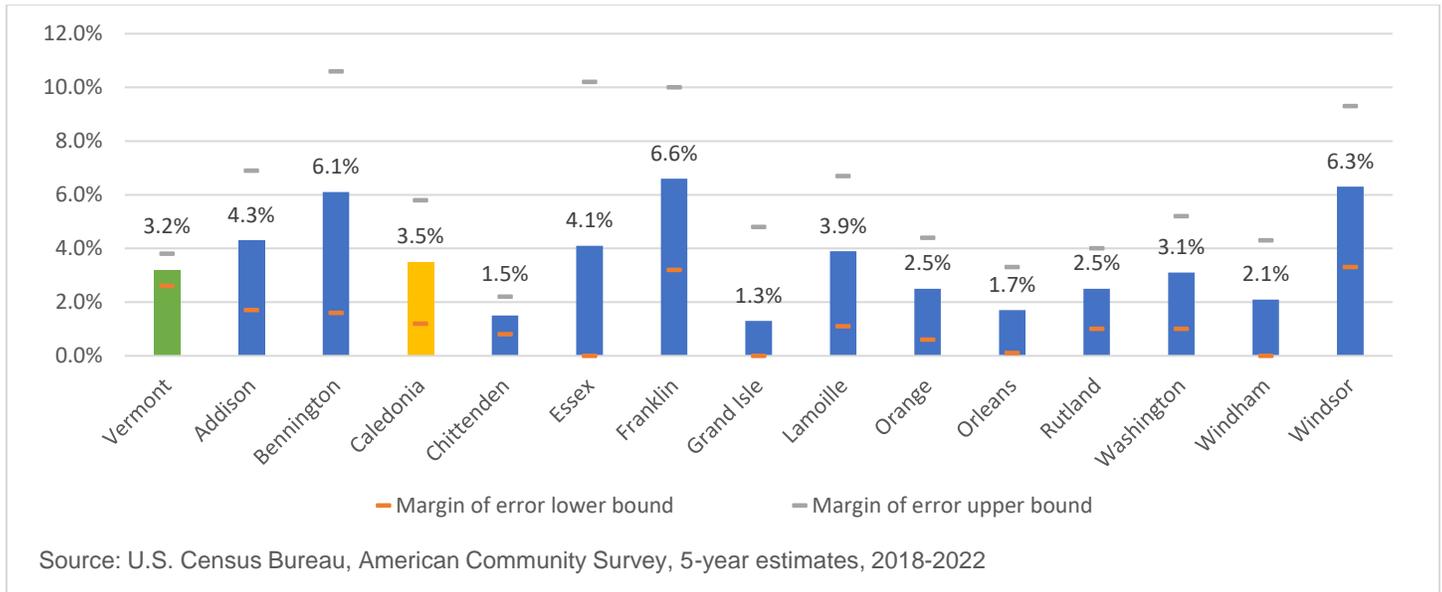


<sup>4</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



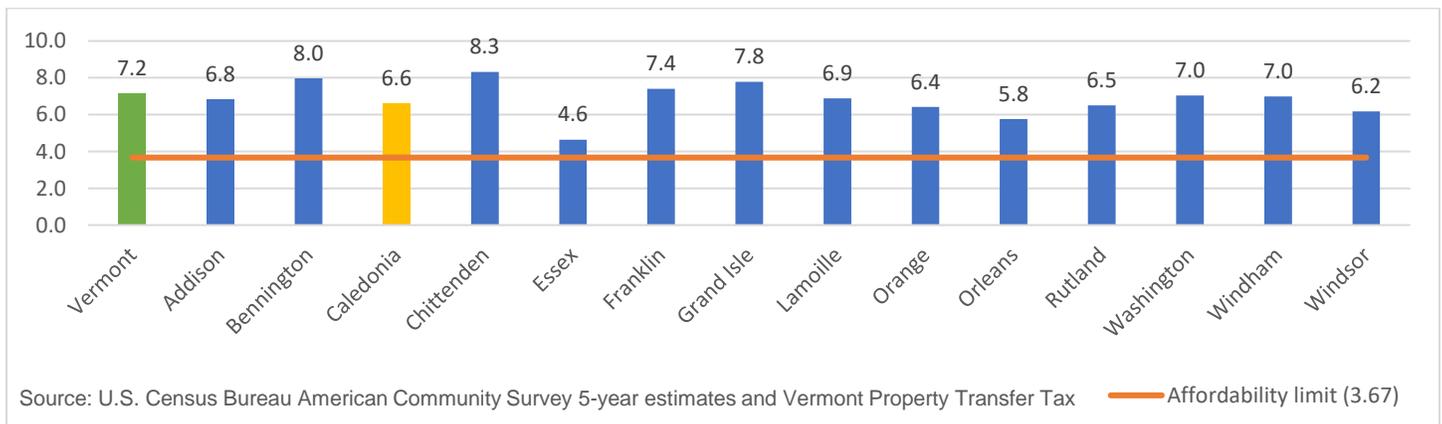
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. The estimated rental vacancy rate in Caledonia County of 3.5% is similar to the statewide average. Both state and county vacancy rates have declined in the last ten years.

Figure 13-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Caledonia County.

Figure 13-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 13-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Caledonia County, there are 528 apartments in buildings that were built with public development subsidies. These apartments account for 17% of the county rental housing stock. Among those apartments, 231 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Caledonia County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority.



## Households With Housing Problems

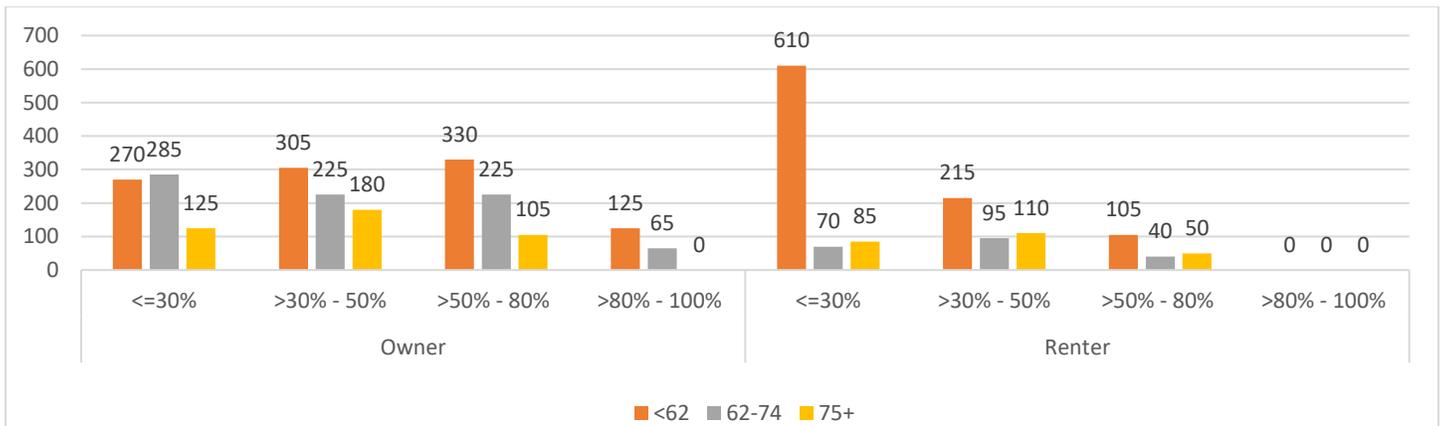
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Caledonia County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 610 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 13-30: Caledonia County households with housing problems, by income group\*



\*Income groups are based on a household's income relative to the area median income.

Source: HUD CHAS estimates 2020 from housingdata.org

## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Caledonia County is classified as part of the Northern Vermont PUMs region and represents 20% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 1,030 owner occupied and 191 renter occupied homes in County with these indicators.

Figure 13-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 600 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 134 households in Caledonia County that are considered overcrowded. Of those households, 114 are owner-occupied and 20 are renter-occupied. Among all overcrowding in Caledonia County, an estimated 36 households are considered severely overcrowded.

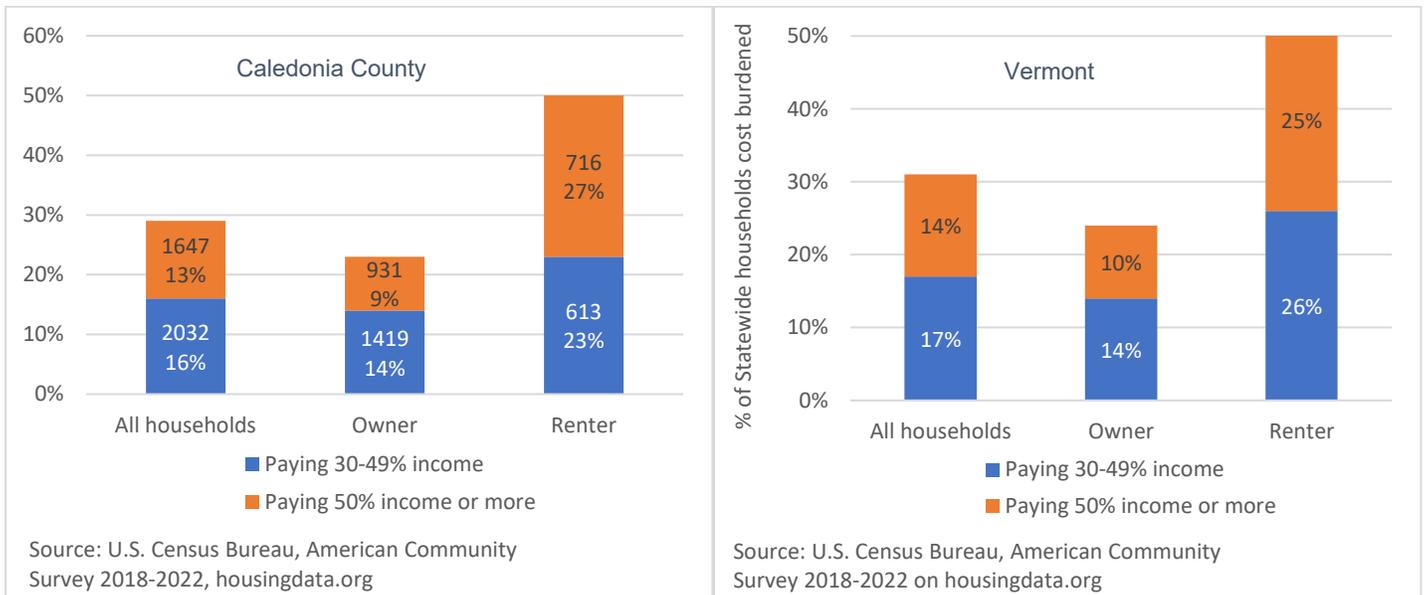
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of households that are cost-burdened is slightly less in Caledonia County than the state as a whole (29%). Owner (23%) and renter (50%) cost burden in Caledonia County were both slightly lower than the state. Approximately 1,647 households are severely cost-burdened in Caledonia County and may be at risk of housing instability.

**Figure 13-32: Cost burden among Caledonia County households compared to statewide cost burden**





## Homelessness

Homelessness services in the Northeast Kingdom are divided between two local Continua of Care (CoC): the Caledonia/Essex CoC and the Orleans CoC. The Caledonia-Essex Continuum of Care contains all towns in Caledonia County excluding Hardwick and Stannard, the Essex County towns of Concord, East Haven, Granby, Guildhall, Lunenburg, and Victory, as well as the Orange County towns of Newbury and Topsham. The Orleans CoC covers all of Orleans County (except for Craftsbury and Greensboro) and the remaining Northeast Kingdom towns.

During the most recent 2023 Point-In-Time count, 175 people in 98 households were experiencing homelessness in the Caledonia/Essex CoC. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 255 people in the Caledonia/Essex CoC area received support through this area’s continuum of care.

Figure 13-33: Number of people experiencing homelessness served by the Northeast Kingdom Continua of Care

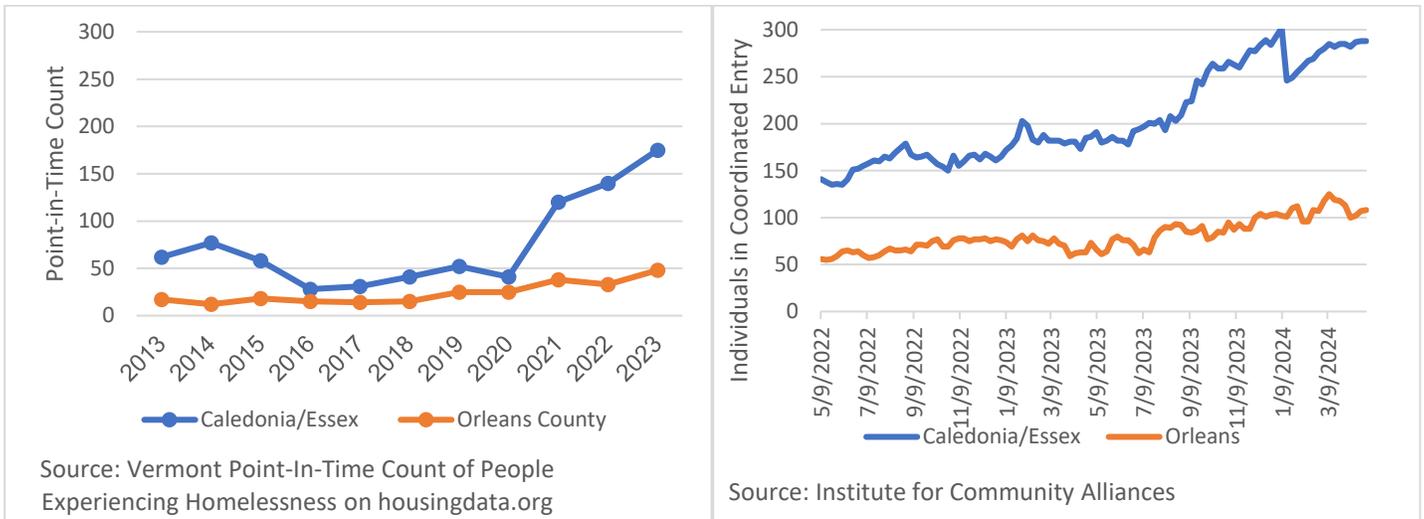


Figure 13-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 13-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Although most residents experiencing homelessness have been sheltered by the General Assistance program since 2020, there is also permanent emergency and transitional housing in place. Northeast Kingdom Community Action operates 32 beds across Lyndonville and St. Johnsbury. Also in St. Johnsbury, the Umbrella program operates 18 beds dedicated to victims of domestic violence, and Northeast Kingdom Youth Services has a 10-bed transitional housing program for people aged 16 to 21. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In April 2023, Doug Kennedy Advisors completed for Rural Edge Housing and Community Development a housing needs assessment for Caledonia, Essex and Orleans counties titled “[Regional Housing Study and Needs Assessment](#).” The report identifies the following major findings regarding the region’s housing needs:

### *Housing Stock*

- Overall, the region’s housing increased at a faster pace than Vermont’s housing stock. It is also apparent that housing development in Orleans County accounted for most of this increase.
- Rental units account for a relatively small segment of occupied units in the study region. This reflects the region’s generally rural nature and the prevalence of single family owner units in rural settings.
- Seasonal housing is a significant factor in Vermont, where 16.5 percent of total housing stock is used on a seasonal or occasional basis. The impact of vacation housing is even more pronounced in the study region, where 23.9 percent of total housing stock is used seasonally.
- Only 34 percent of the region’s rental units are in small (Studio/One Bedroom) configurations.
- After reaching a low point in 2017, regional residential permits increased significantly through 2021, when 300+ permits were granted. Orleans County accounted for the great majority of new housing activity in recent years; 70 percent of all permits granted between 2015 and 2021 were located in Orleans County.
- St. Johnsbury/Lyndon combined account for 42 percent of the region’s subsidized-affordable housing stock. RuralEdge is the region’s primary supplier and manager of housing targeted to very low to moderate income households.

### *Housing Stock – Financial and Market Characteristics*

- Median values for the region’s owned housing stock fall well below Vermont norms. Overall, the regional median value (\$170,339) is 29 percent below the statewide median (\$240,600). Study region owners pay an average of 26 percent of their household income toward mortgage costs.
- Regional rents are 25 percent lower than Vermont levels. The average study region renter pays 34 percent of their household income toward rental costs. 35 percent of the region’s renters pay more than 40 percent of household income toward rental costs.
- Rental vacancy rates have trended downward since 2009 at the regional and national levels. Given low rental vacancies, it is not surprising that the number of publicly listed rentals is extremely low.
- As of early 2023, there were 2,142 households on the waitlists for subsidized/affordable rental units in the region, a factor more than 3.5 households per unit. If these units were to average a 10 percent turnover rate the theoretical waiting period for the last household on the waitlist would be approximately 35 years! Clearly, demand far outstrips availability.
- An upswing in the regional for-sale market started in 2017, and was followed by strong market increases in 2020 and 2021. It appears that market totals for 2022 declined from the 2021 peak, both because of limited availability (number of listings) and increases in mortgage rates.

### *Housing Issues*

- Housing professionals interviewed in the course of study work agreed that the regional housing shortage is not limited to one or two market components. Rather, there is a need for housing in every market segment, ranging from deeply subsidized rentals to the for-sale market for moderate income households. Moreover, the current shortage affects households in all age groups. While emphasizing the breadth of the issue, virtually all contacts noted the ‘missing middle.’ Contacts also noted that:
  - The most acute demand in the rental market appears to be among younger households – aged 20 to 30 years;
  - Vermont and regional demographics are resulting in major imbalances, both in the housing market and throughout the economy. In particular, rapid growth among households in upper age brackets far outweighs the rate of growth among younger households.



### *Housing Supply and Demand*

- An analysis of the regional rental market for households with incomes up to 120 percent of the median indicated that the regional housing need over the next five years is 4,000+/- units. This is not an immediate need, as only 750+/- of the households in the targeted segment will be seeking new housing on an annual basis.
- Senior households will increase in numbers at all income levels. Growth in the number of senior households will be the dominant demographic trend in the study region.
- The analysis points to acute need for housing targeted to very low and low income housing, with a particular emphasis on young persons.
- Notably, the analysis also points to a need for true market rate rentals, as these units are in short supply.
- The region's housing development infrastructure is insufficient for the task at hand. Every regional contact pointed to a lack of building contractors with the wherewithal to take on housing development projects. For some, this situation is a product of slow growth and lack of emphasis on trades education. As several contacts noted, 'a well trained and experienced tradesperson in the region can make a far more than adequate living, yet relatively few young people are choosing to go in that direction.' There is clearly no short-term solution for this situation; however, regional leaders should look to the educational system and forge new partnerships to re-generate regional development infrastructure.
- While there are acute stress points in the housing supply and demand market, it is apparent that there is housing need at virtually all price levels. Moreover, the existing housing stock is poorly matched to an aging population dominated by small households. Housing stock efforts should be focused on both new development and revitalization of housing stock that is not attuned to market needs.
- The study region's small, more remote towns will continue to be attractive to residents seeking a truly rural lifestyle, households that seek the most affordable sources of housing and vacation home owners. However, these communities are unlikely to be the favored residence for in-migrants and local households reaching senior/retired status. These two market segments will prefer a lifestyle that includes open space, but seek locations that make it easy to shop, find services and entertainment. As such, the region's urban centers, and the communities that surround these urban centers are most likely to experience growth in coming years.



# Chapter 14: Chittenden County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Chittenden County year-round increased at an average rate of 1.1% per year to 69,052. By 2029, a projected 78,730-82,909 households will live in the county.

**Figure 14-1 Projected Chittenden County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	61,827	69,052	74,520	76,189	78,730	82,909
Owner households	40,310	42,866	47,006	48,059	49,591	52,223
Renter households	21,517	26,186	27,514	28,131	29,138	30,685

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Chittenden County is likely to need 7,982-11,063 additional homes between 2025 and 2029.

**Figure 14-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	3,869	5,617
Renter homes	4,113	5,446
Total additional homes needed	7,982	11,063

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*

## Housing Stock

Chittenden County’s housing stock consists of 73,209 year-round and seasonal homes. The county has a greater proportion of year-round homeowners (63%) than the state (59%) and a lesser proportion of year-round rental homes. Chittenden County is the largest county in the state and represents 22% of the state’s housing stock and 34% of all rental units. Despite containing 34% of all homes in the state, Chittenden County’s seasonal homes only make up 4% of those in the state.

Figure 14-3 Chittenden County housing stock, 2022

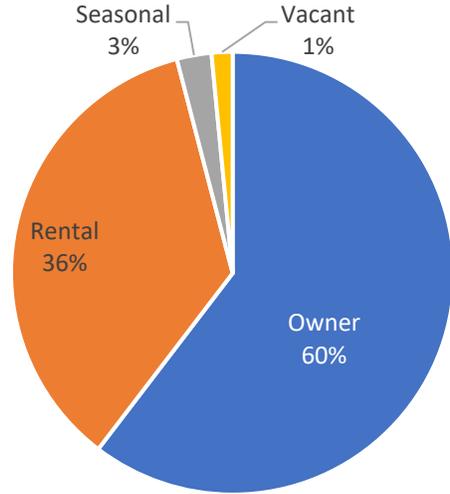


Figure 14-4 Chittenden County housing stock by town, 2022

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Chittenden County	44,204	60%	26,034	36%	1,852	3%	1,119	2%	73,209	
Bolton	395	71%	44	8%	117	21%	0	0%	556	1%
Buels Gore	0		0		0		0		0	0%
Burlington	7,021	39%	10,778	59%	197	1%	207	1%	18,203	25%
Charlotte	1,580	76%	128	6%	303	15%	72	4%	2,083	3%
Colchester	4,920	64%	2,055	27%	424	6%	325	4%	7,724	11%
Essex	6,521	67%	3,157	32%	18	0%	45	1%	9,741	13%
Hinesburg	1,757	83%	331	16%	42	2%	0	0%	2,130	3%
Huntington	729	83%	95	11%	50	6%	0	0%	874	1%
Jericho	1,915	91%	137	7%	22	1%	25	1%	2,099	3%
Milton	3,374	80%	706	17%	106	3%	27	1%	4,213	6%
Richmond	1,446	76%	404	21%	14	1%	50	3%	1,914	3%
Shelburne	2,412	68%	890	25%	198	6%	44	1%	3,544	5%
South Burlington	5,266	57%	3,613	39%	152	2%	150	2%	9,181	13%
St. George	283	87%	27	8%	0	0%	14	4%	324	0%
Underhill	1,063	86%	168	14%	0	0%	0	0%	1,231	2%
Westford	803	88%	77	8%	11	1%	27	3%	918	1%
Williston	3,401	73%	1,054	23%	153	3%	45	1%	4,653	6%
Winooski	1,318	35%	2,370	62%	45	1%	88	2%	3,821	5%

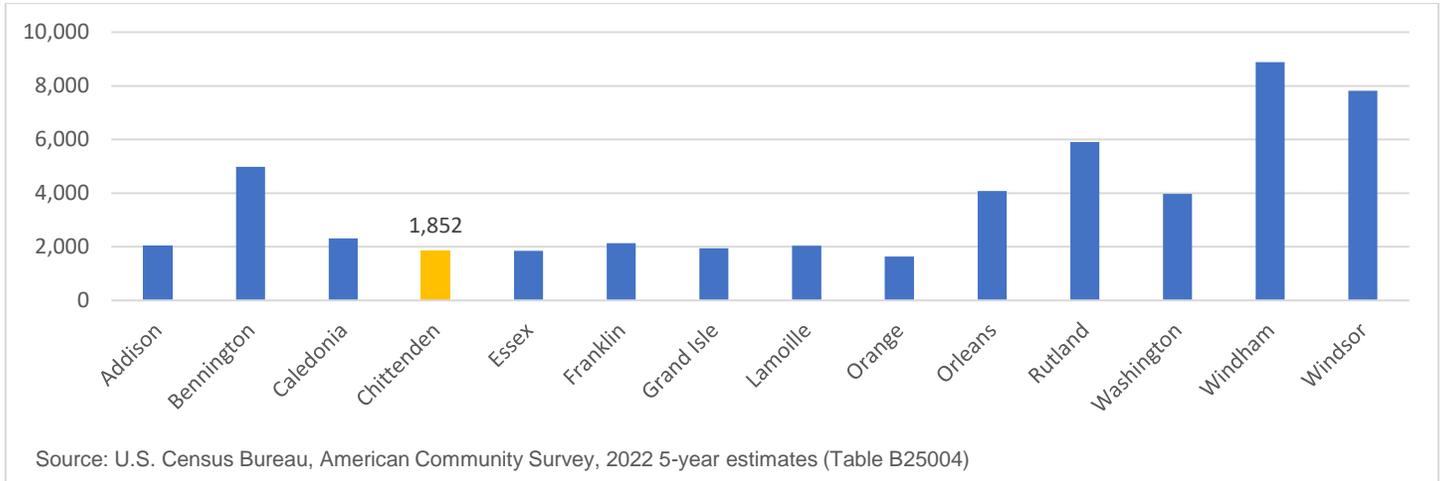
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 1,852 seasonal or occasional use homes in Chittenden County, making up 3% of all homes in the county.

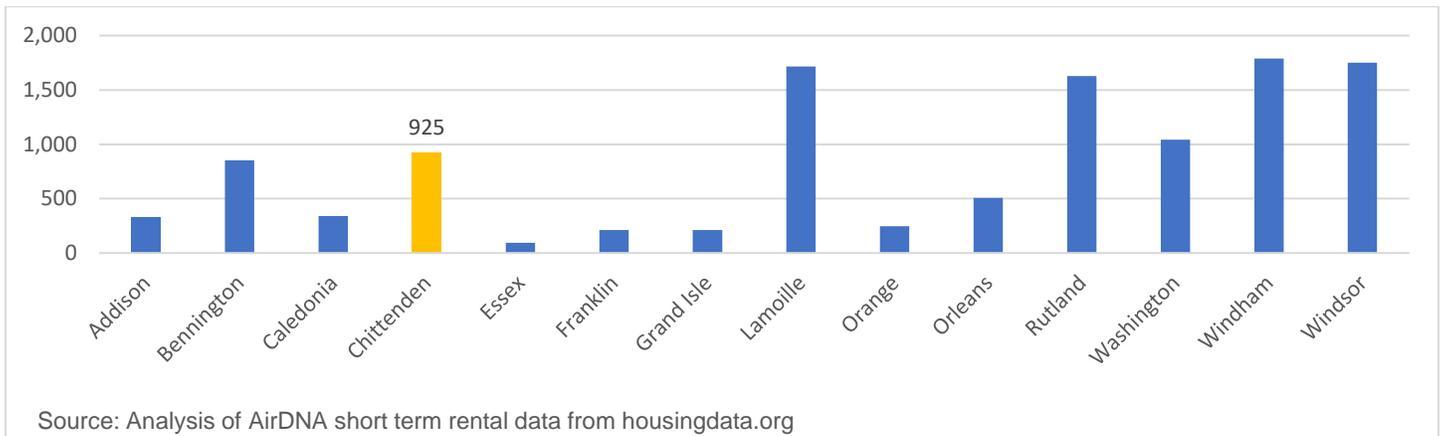
Figure 14-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 14-6 Homes used as short-term rentals by county, Oct. 2023



Chittenden County, however, has seen relatively modest growth in the STR market. In 2023, 925 homes were listed as STRs, representing about 1% of the county’s total housing stock, below the statewide rate of 4%.



Figure 14-7: Chittenden County short-term rental homes

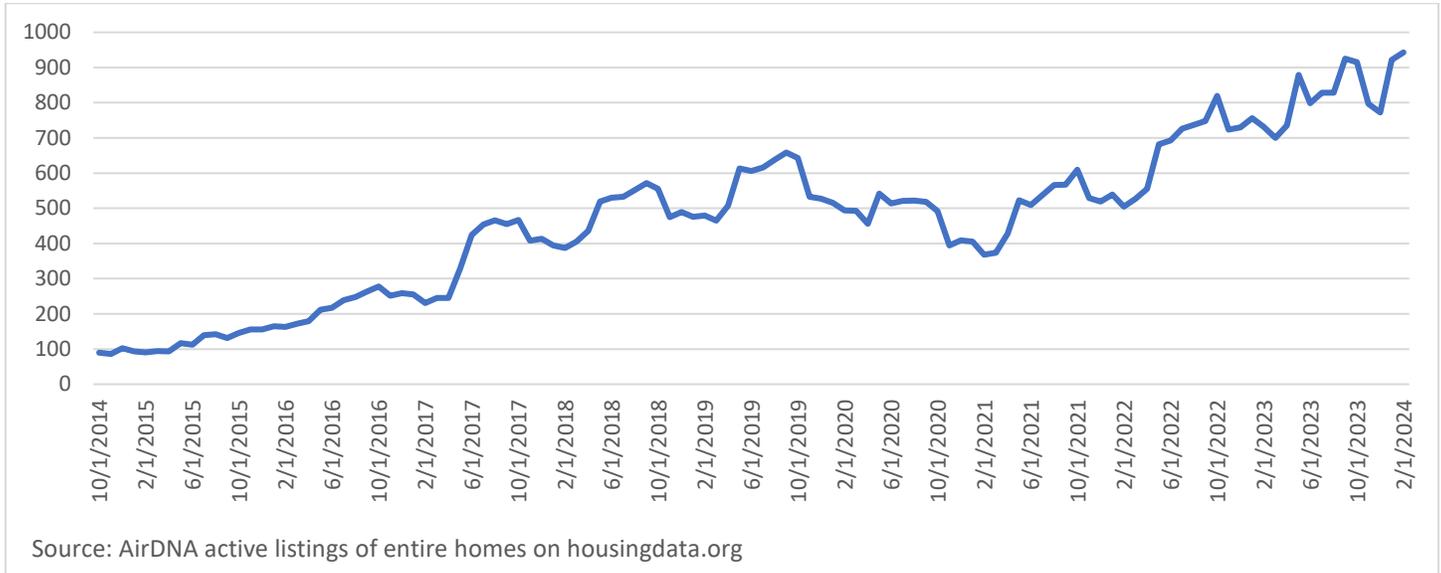


Figure 14-8 Seasonal homes and short-term rentals by town

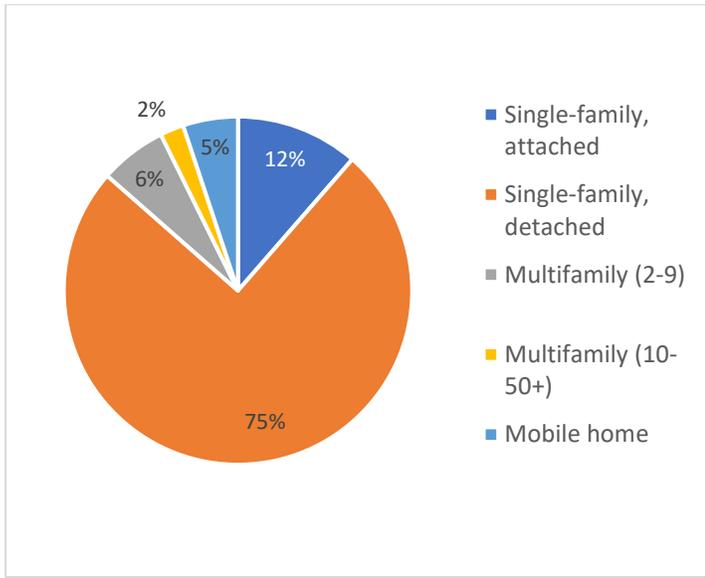
Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rental to total housing stock	Total housing stock
<b>Chittenden County</b>	<b>1,852</b>	<b>3%</b>	<b>925</b>	<b>1.30%</b>	<b>73,209</b>
Bolton	117	21%	0	0.00%	556
Buels Gore	0	0%	0	0.00%	0
Burlington	197	1%	270	1.50%	18,203
Charlotte	303	15%	49	2.40%	2,083
Colchester	424	5%	112	1.50%	7,724
Essex	18	0%	50	0.50%	9,741
Hinesburg	42	2%	35	1.60%	2,130
Huntington	50	6%	11	1.30%	874
Jericho	22	1%	16	0.80%	2,099
Milton	106	3%	21	0.50%	4,213
Richmond	14	1%	61	3.20%	1,914
Shelburne	198	6%	34	1.00%	3,544
South Burlington	152	2%	79	0.90%	9,181
St. George	0	0%	0	0.00%	324
Underhill	0	0%	32	2.60%	1,231
Westford	11	1%	9	1.00%	918
Williston	153	3%	60	1.30%	4,653
Winooski	45	1%	86	2.30%	3,821

Source: U.S. Census Bureau, American Community Survey 2018-2022 and AirDNA on housingdata.org

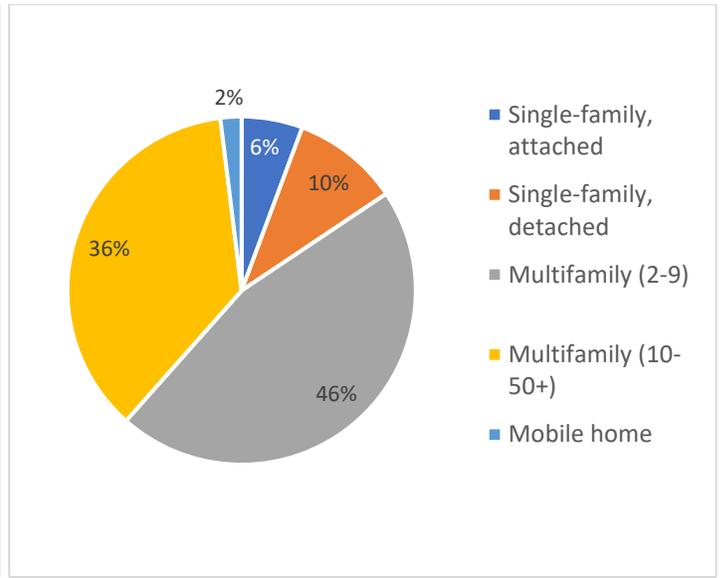
## Characteristics of Housing Stock

The types of homes that make up the housing stock are more dissimilar from the statewide pattern in Chittenden County than in other counties. Although Chittenden County’s stock consists primarily of single-family detached homes (51% of all year-round renter and owner homes), the rate of these homes is far less than the state rate of 67%. Notably, a greater portion of Chittenden County’s homes (compared to the state) are in multi-family buildings, particularly those in buildings with more than 10 units.

**Figure 14-9: Chittenden County owner homes types**



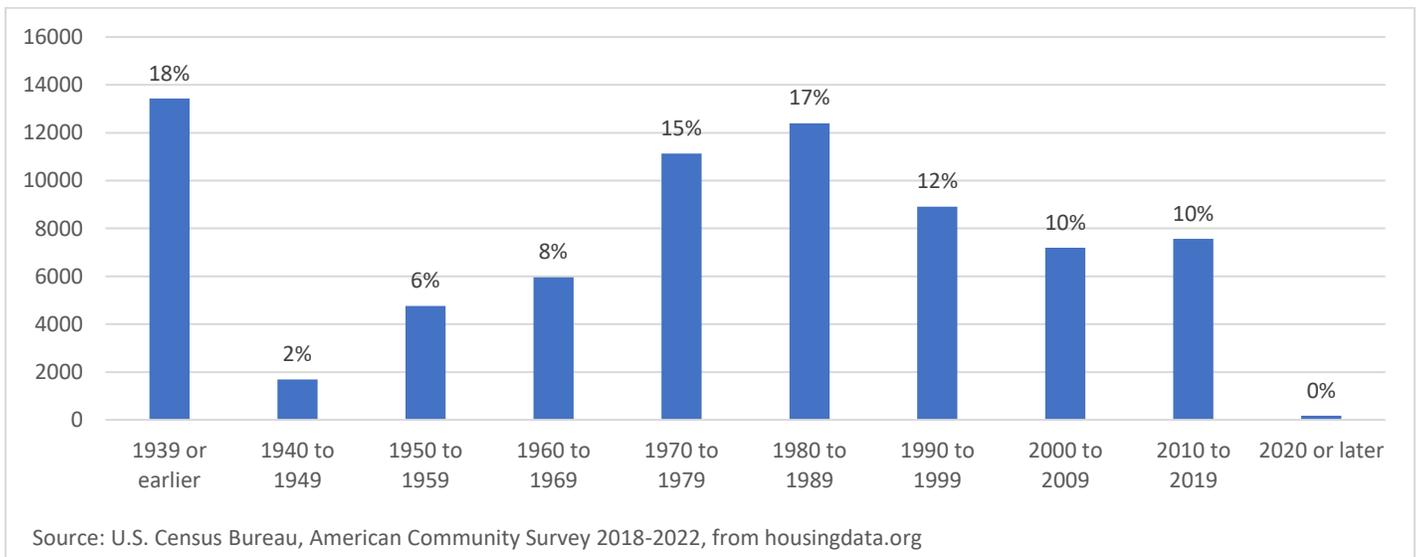
**Figure 14-10: Chittenden County renter homes types**



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Chittenden County, an estimated 18% were built prior to 1940 – significantly below the statewide average of 25%. The median home in the county was built in 1980. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant. Notably, a larger proportion of the Chittenden County housing stock was built since 2010 (10%) than the state as a whole (6%).

**Figure 14-11: Year built for Chittenden County homes**



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org

In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Chittenden County as well, where large homes (54% of the county’s year-round homes) far outnumber large households (32% of the county’s year-round households). Conversely, single person households (30% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (15% of the county’s year-round homes).

Figure 14-12 Household size, 2022

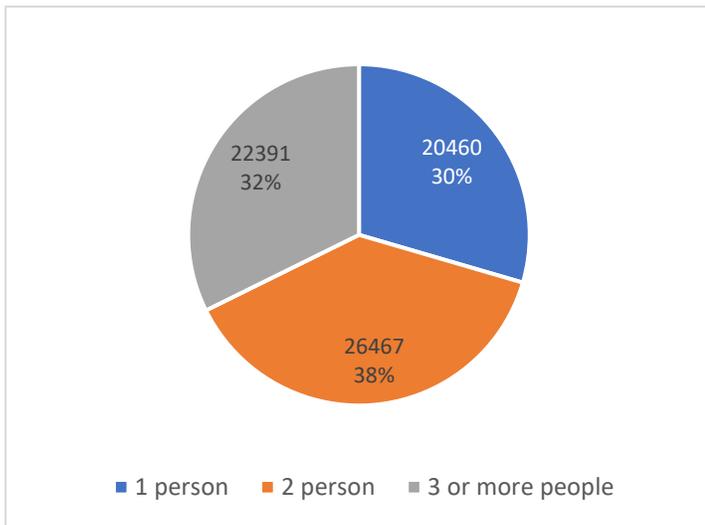
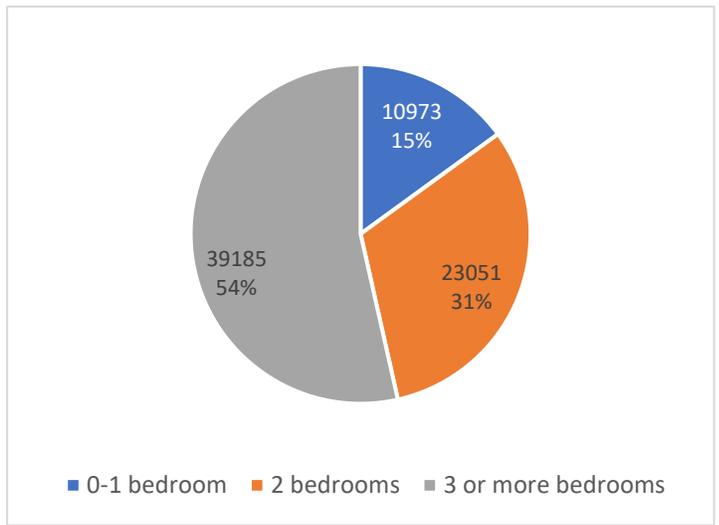


Figure 14-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 2,786 manufactured homes in Chittenden County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 4% of the county housing stock, somewhat less than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Chittenden County has 24 mobile home parks with 1,857 lots. As of November 2023, there were 29 vacant lots in the county, resulting in a 1.6% park vacancy rate. Two mobile home parks in Chittenden County fall into the 100-year floodplain. In addition, there are at least four parks that have major capital improvement needs.

Nonprofit and cooperative park ownership have become increasingly more prominent in Chittenden

County, as nearly 80% of the mobile homes in the county are within parks with these ownership types. 9 out of the 10 cooperatively owned parks have converted to this ownership type since 2012, preserving affordability and empowering park residents to participate in their communities.

Figure 14-14 Chittenden County mobile home parks

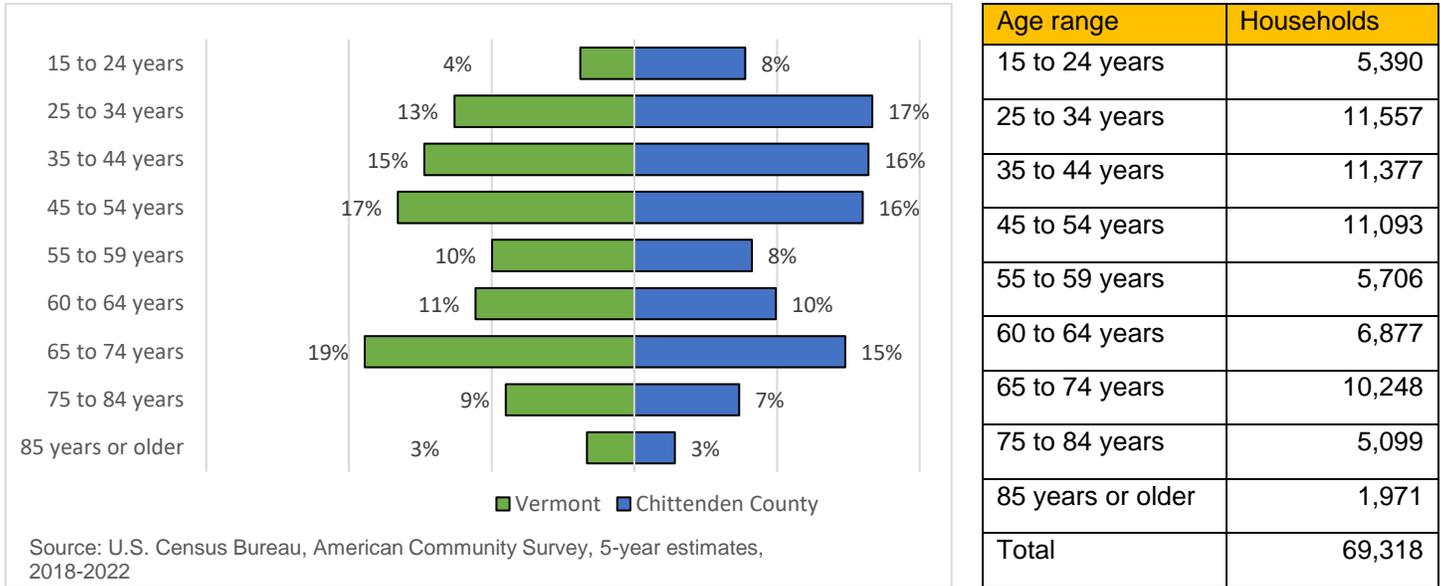
Park Ownership type	Parks	Lots
For Profit	9	376
Non-profit	5	393
Cooperative	10	1082
All Rental (for profit)	0	0
<b>Total</b>	<b>24</b>	<b>1851</b>
Median lot rent		\$463
Source: Vermont Mobile Home Park Registry		



## Households Demographics

Chittenden County households are less likely to be headed by someone aged 65 or older (25% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up 25% of the county's residents, compared to 17% statewide.

Figure 14-15 Households by age of householder, 2022



The vast majority of household heads living in the county identify as white alone. However, between 2010 and 2020, Chittenden County households headed by a person of color increased by 4,252 compared to a smaller increase among households headed by someone identifying as white alone of 2,973.

Figure 14-16 Households by race and tenure, 2010-2022

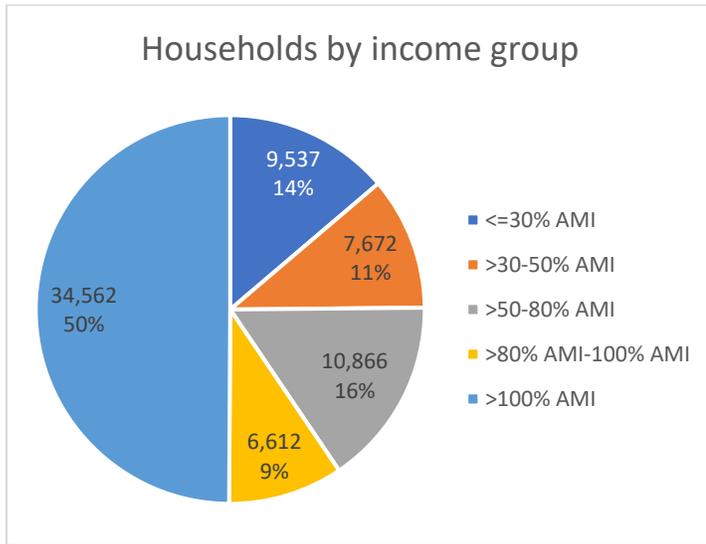
Chittenden County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	179	169	n/a	79	64	n/a	100	105	n/a
Asian alone	1,228	2,130	2,045	597	1,007	728	631	1,123	1,317
Black or African American alone	885	1,409	1,281	184	249	251	701	1,160	1,030
Native Hawaiian and Other Pacific Islander alone	14	21	n/a	4	9	n/a	10	12	n/a
Some Other Race alone	180	504	389	53	238	199	127	266	190
Two or More Races	775	3,280	2,379	335	1,718	1,302	440	1,562	1,077
White alone	58,566	61,539	63,122	39,058	39,581	41,425	19,508	21,958	21,697
<b>Grand Total</b>	<b>61,827</b>	<b>69,052</b>	<b>69,318</b>	<b>40,310</b>	<b>42,866</b>	<b>43,933</b>	<b>21,517</b>	<b>26,186</b>	<b>25,385</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Chittenden County was \$89,494 in 2022. About 25% of the county’s households have a very low income of less than 50% of the Area Median Income (AMI).

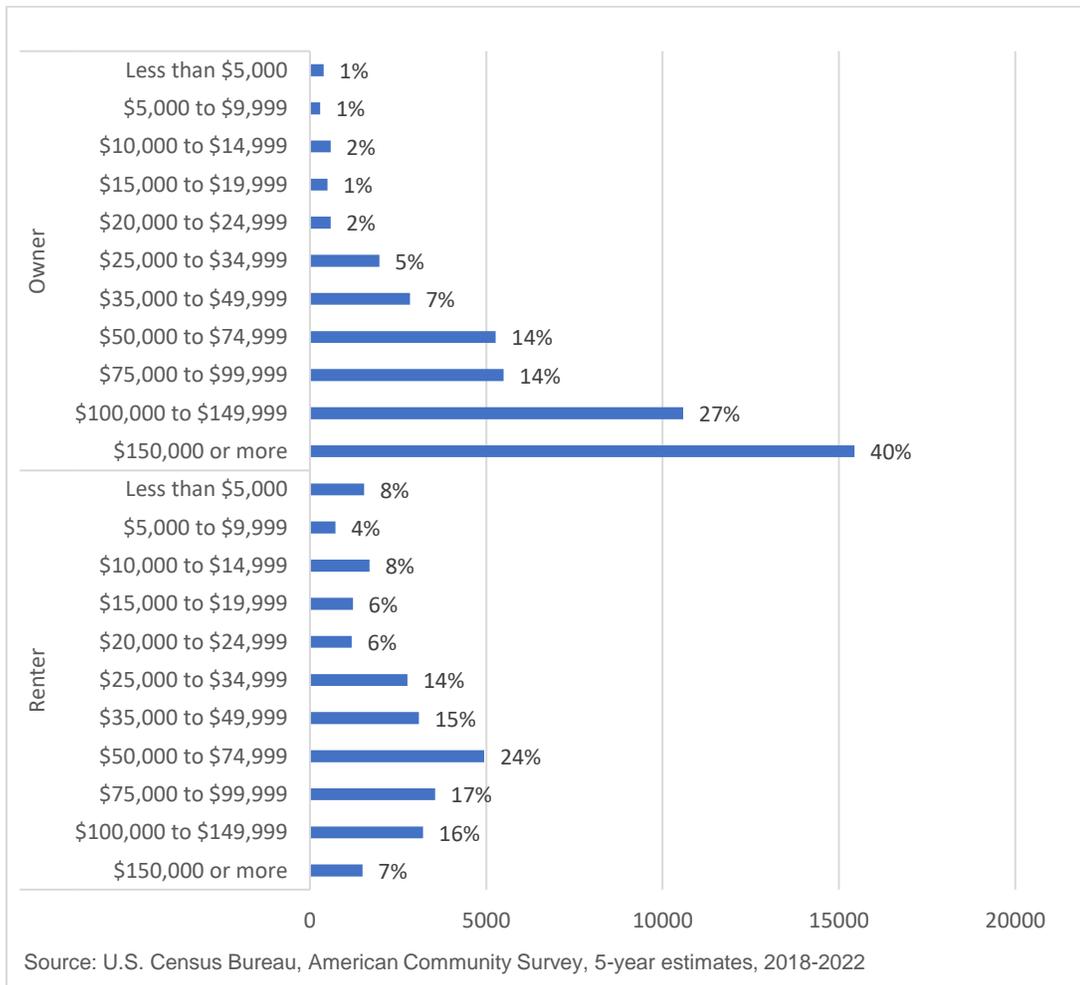
Figure 14-17 Household income relative to Area Median Income (AMI)



Income group threshold	Income
30% AMI	\$25,800
50% AMI	\$42,950
80% AMI	\$68,650
Area Median Income (100%)	\$89,494
Owner household median	\$117,498
Renter household median	\$52,243

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 14-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 44,000 homeowner households in Chittenden County. An estimated 63% of county's households are homeowners, compared with 73% statewide. The median home price in the county in 2023 was about \$461,000 while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 14-19: Median home prices

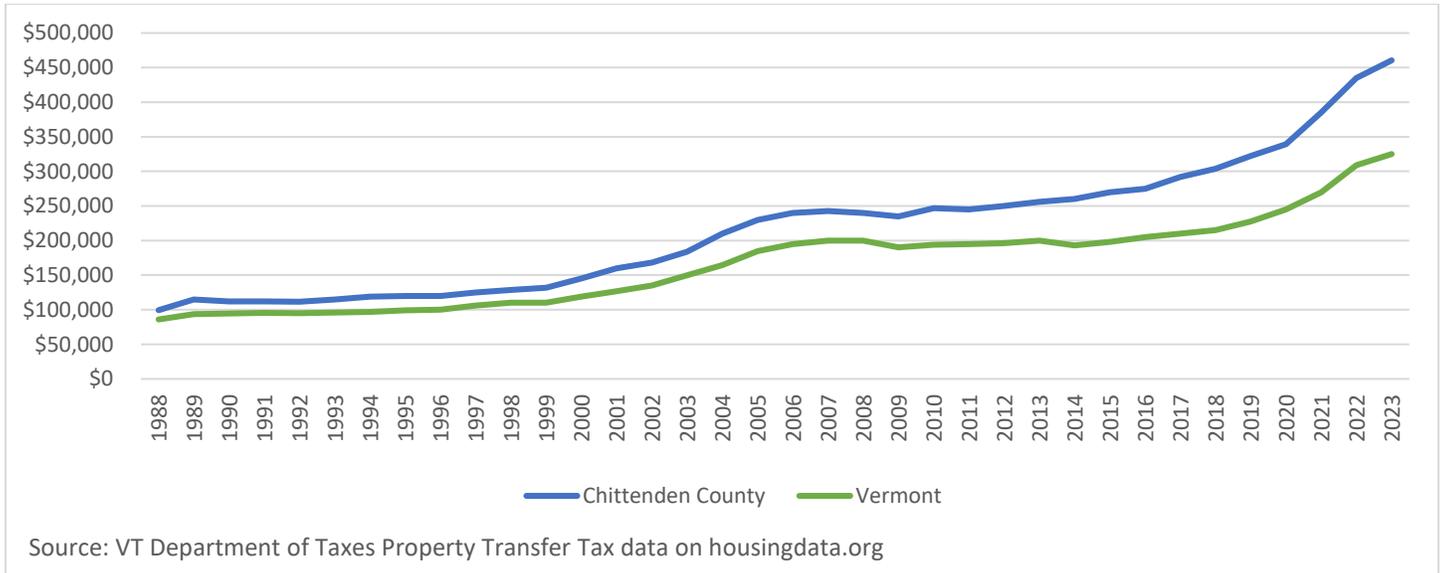
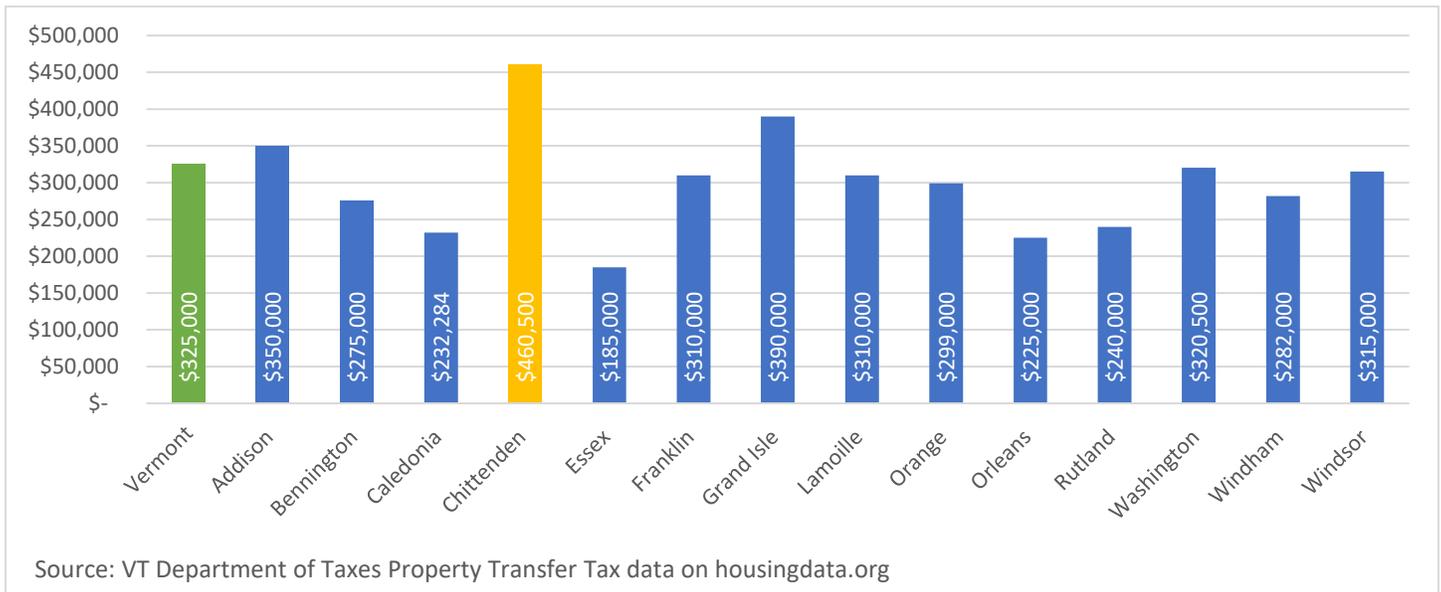


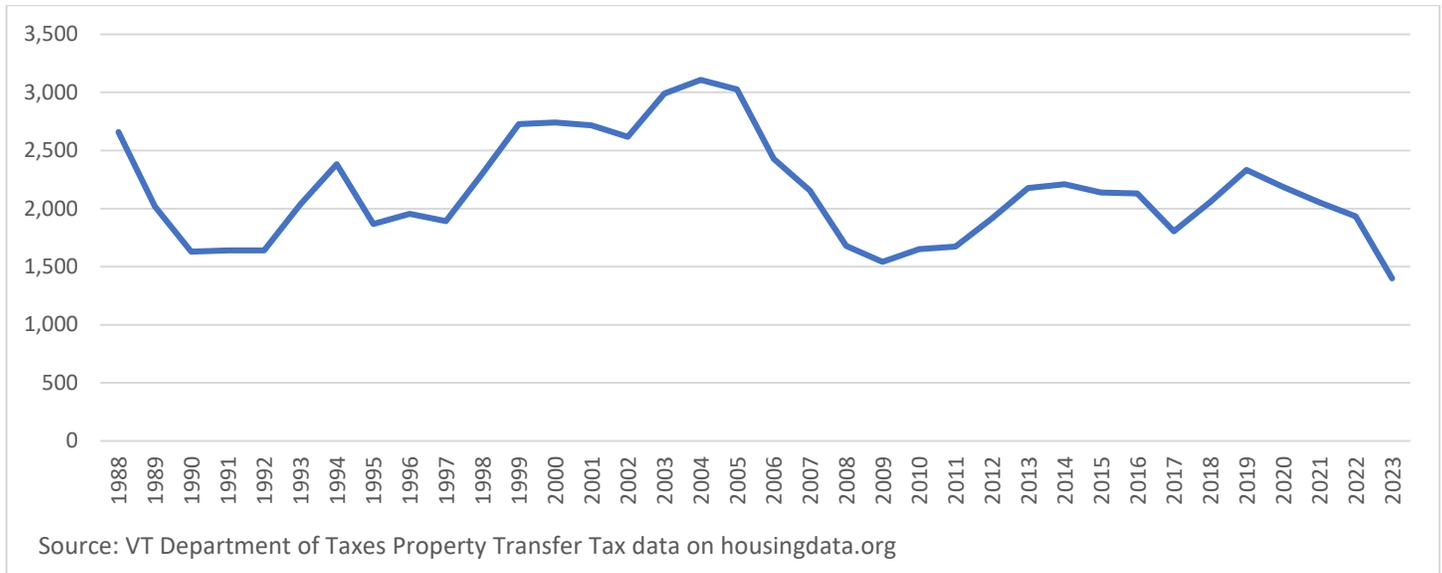
Figure 14-20 Median primary home sale price by county, 2023





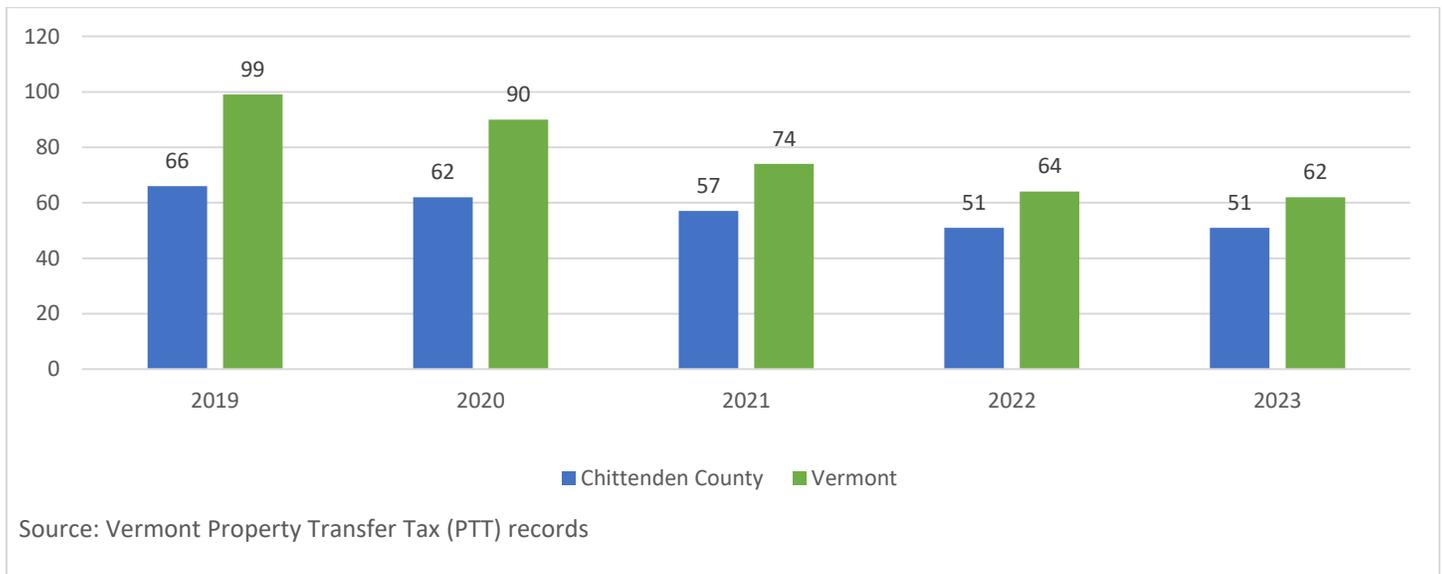
In 2023, there were 1,399 primary homes sales in Chittenden County. Unlike most other Vermont counties which had an upturn in sales when the pandemic started in 2020, the annual total number of homes sold in Chittenden County has been declining steadily since 2019. This reflects a long-term trend in the county of rising prices and constrained supply of for sale homes, recently exacerbated by high interest rates.

Figure 14-21 Number of primary home sales in Chittenden County, 1988-2023



The median days on the market for a Chittenden County home dropped to 51 days in 2023 from 66 days in 2019. Homes in the county are consistently on the market less longer than the Vermont median. On average, homes in the county are on the market for approximately two fewer weeks than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 14-22: Median days on market

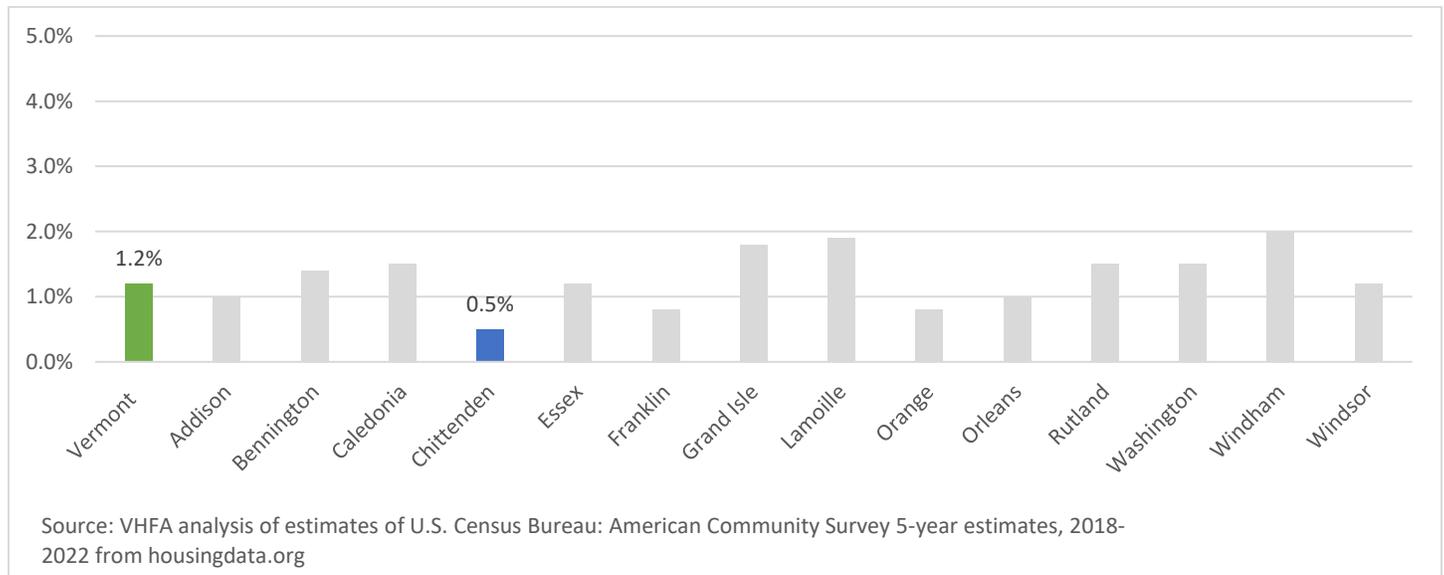




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

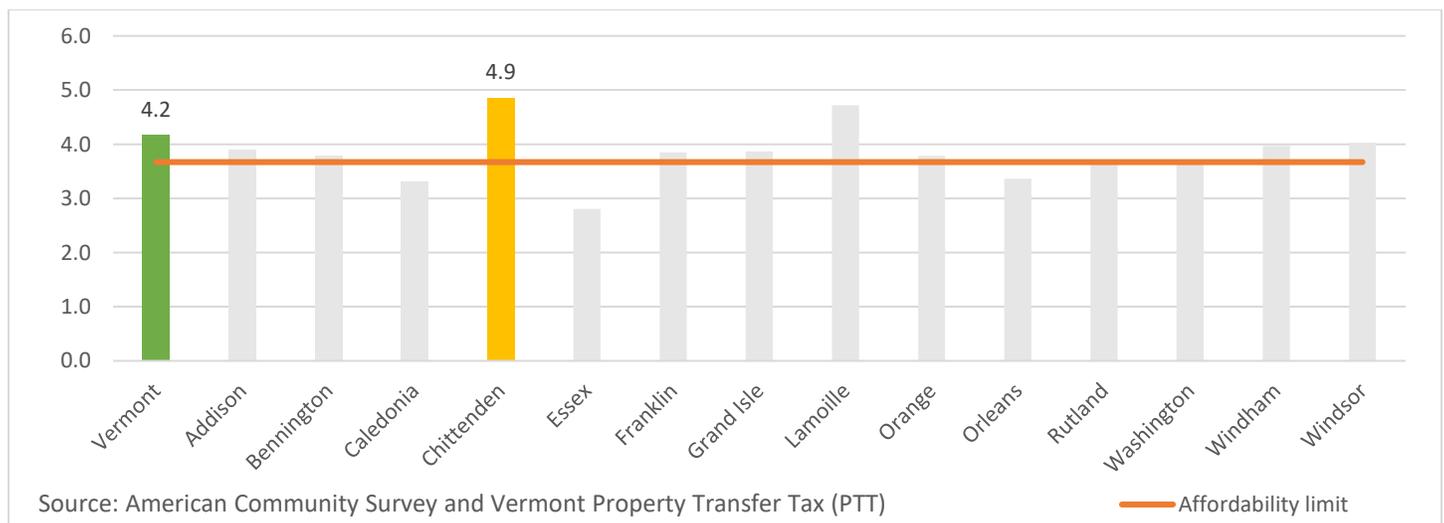
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Chittenden County (0.5%) is the lowest in the state and well below the statewide rate and healthy market range.

Figure 14-23: Homeowner vacancy rates



Homes are less affordable in Chittenden County, on average, than any other Vermont county. In 2022, the ratio of county home prices to median county household income was 4.9. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. 21% of owner-occupied households in Chittenden County are cost-burdened.

Figure 14-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>5</sup> The fair market rent for a 2-bedroom apartment in Chittenden County was set at \$1,887 in 2024. The median rent in Chittenden County of \$1,511 was the highest in the state in 2022.

Figure 14-25: Fair market rent for a 2-bedroom apartment

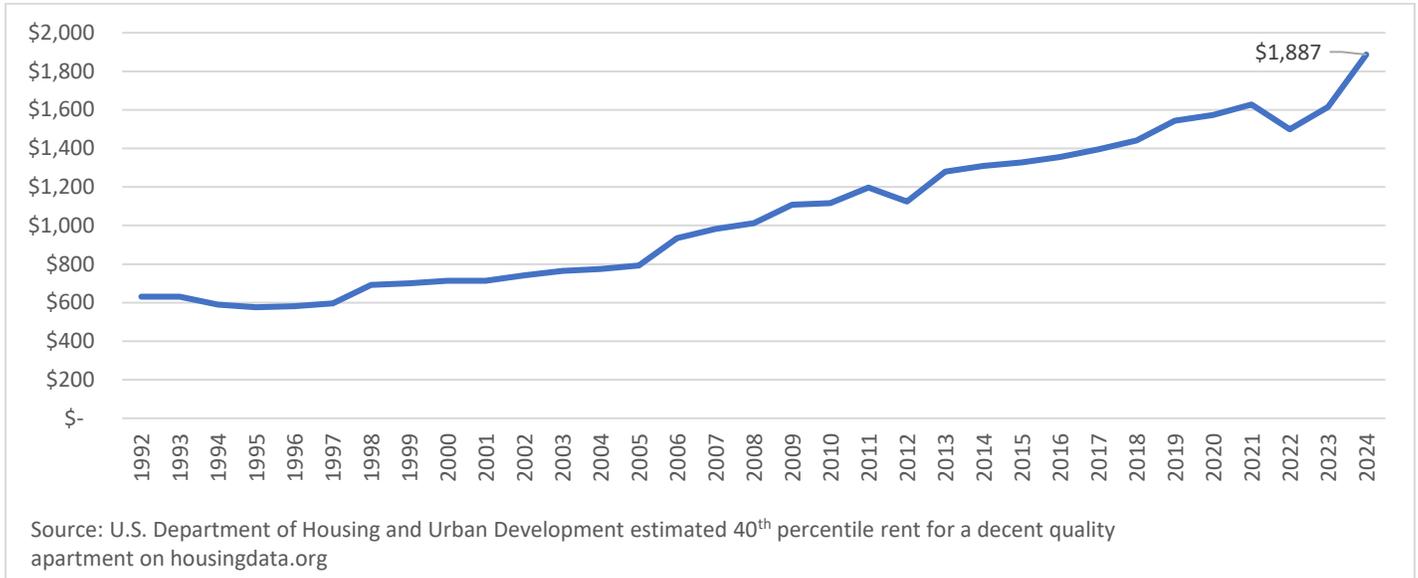
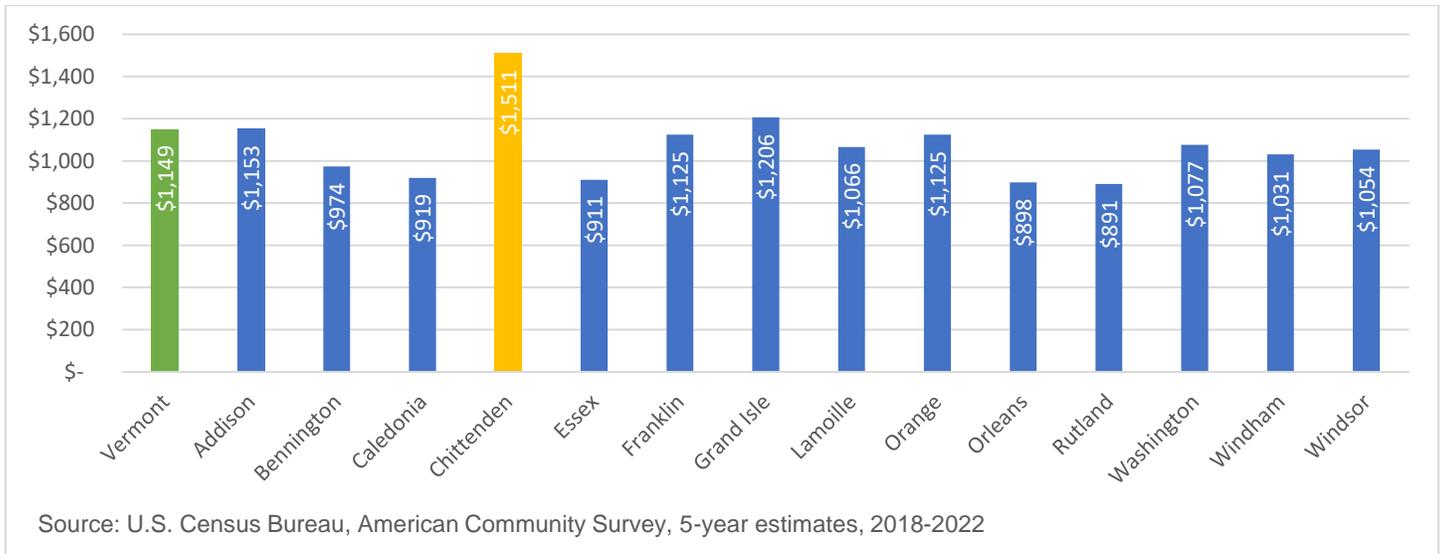


Figure 14-26: Median gross rent by county, 2022

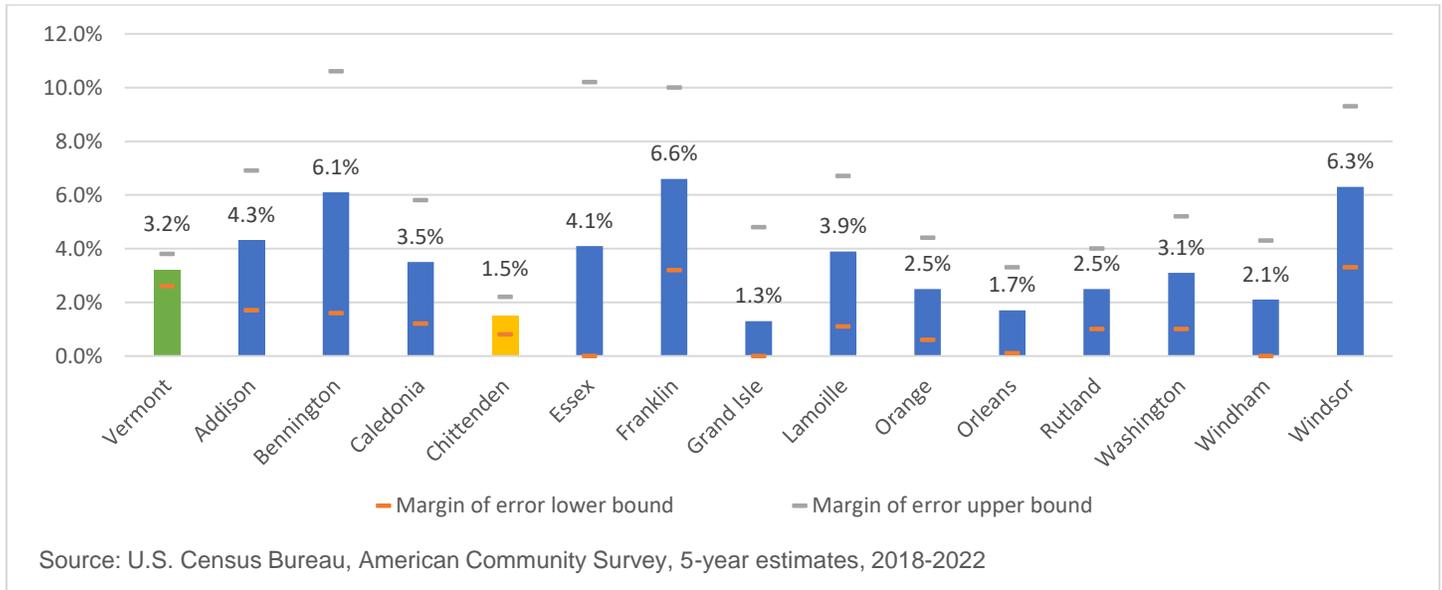


<sup>5</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



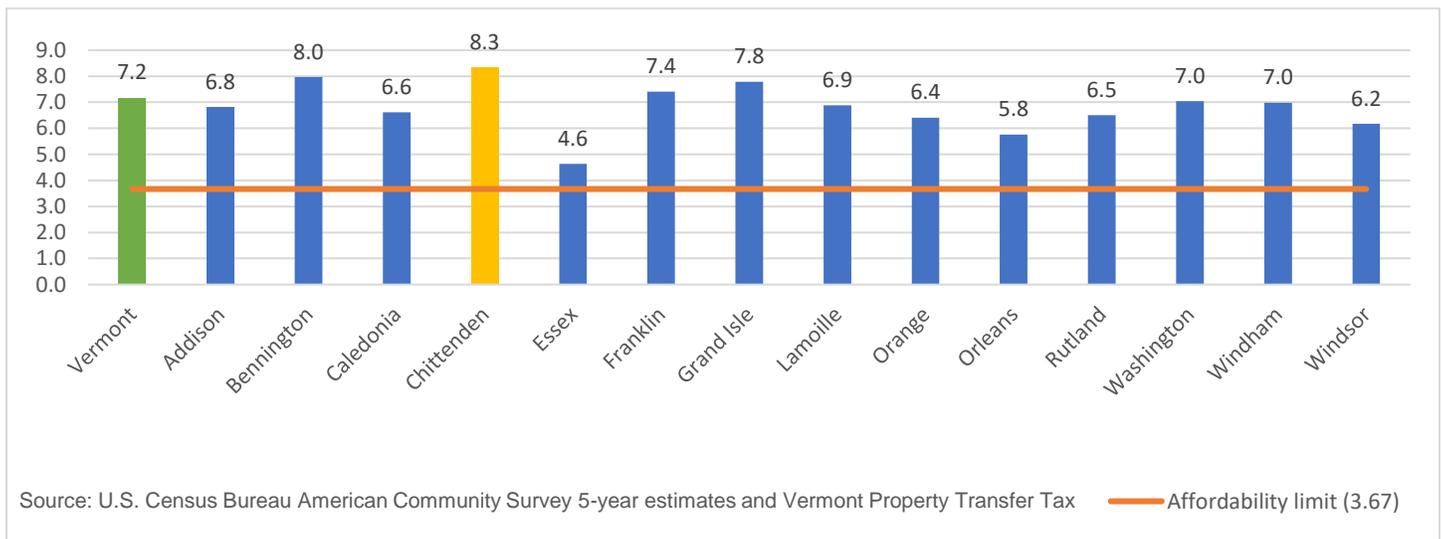
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Chittenden County had an estimated rental vacancy rate of 1.5% in 2022 – much less than the statewide rate of 3.2% or the healthy range. Both state and county vacancy rates have declined in the last ten years.

Figure 14-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Chittenden County.

Figure 14-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 14-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Chittenden County, there are 5,302 apartments in buildings that were built with public development subsidies. These apartments account for 20% of the county rental housing stock. Among those apartments, 1,929 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Burlington Housing Authority and Winooski Housing Authority administer certain federal housing programs including 2,383 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

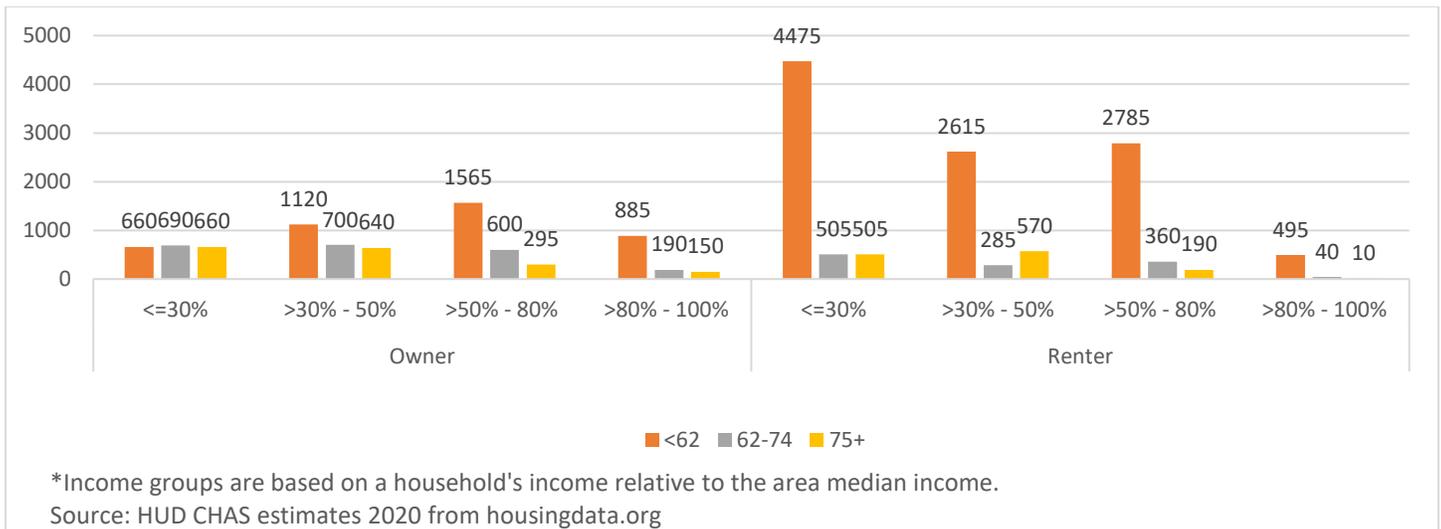
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Chittenden County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 4,475 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 14-30: Chittenden County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

Chittenden County is the only county in Vermont that is not aggregated into a larger region within the PUMS dataset. Within Chittenden County, there are an estimated 3,390 homes with potential housing quality issues, accounting for approximately 4% of the county housing stock. Among those households, 2,516 are owner-occupied and 874 are renter occupied.

Figure 14-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Chittenden County</b>	2,516	874	0	3,390
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 1,119 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 1,036 households in Chittenden County that are considered overcrowded. Of those households, 243 are owner-occupied and 793 are renter-occupied. Among all overcrowding in Chittenden County, an estimated 547 households are considered severely overcrowded.

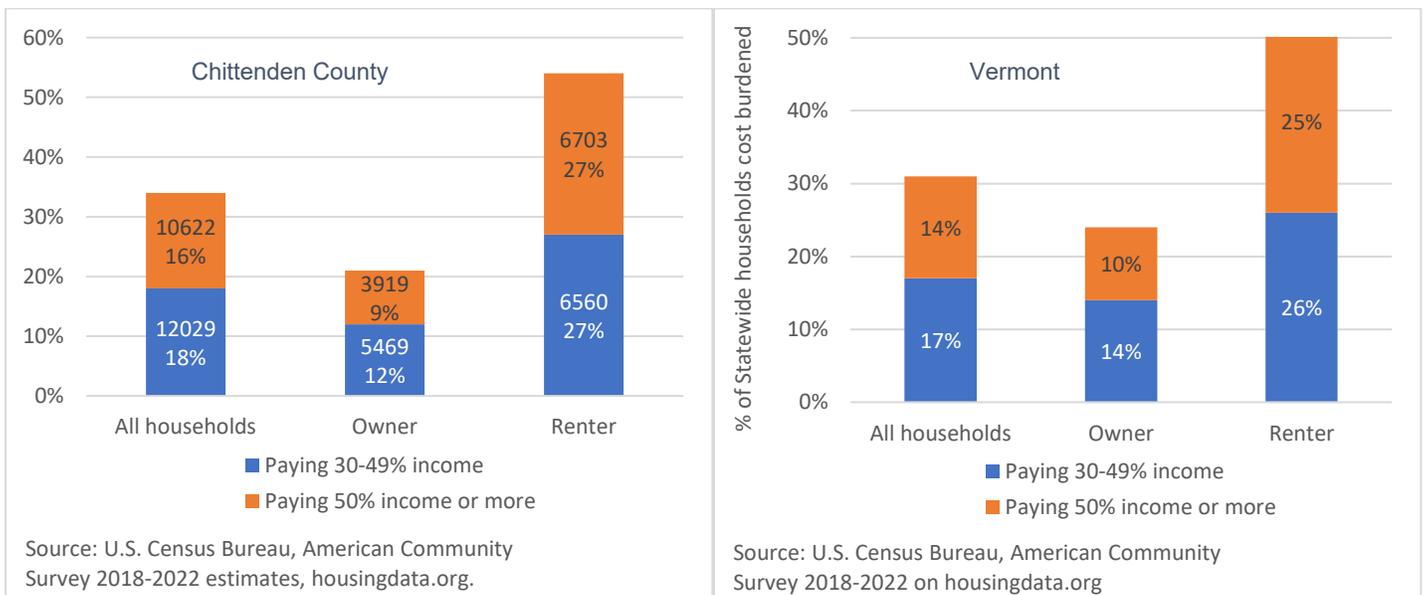
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is slightly less in Chittenden County (21%) than the state, but renter cost burden is more common (54%) than the state as a whole. Approximately 10,622 households are severely cost-burdened in Chittenden County and may be at risk of housing instability.

**Figure 14-32: Cost burden among Chittenden County households compared to statewide cost burden**





## Homelessness

During the most recent 2023 Point-In-Time count, 758 individuals in 553 households were experiencing homelessness in Chittenden County. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 826 people in the Chittenden County area received support through this area’s continuum of care.

Figure 14-33: Number of people experiencing homelessness served by the Chittenden County Continua of Care

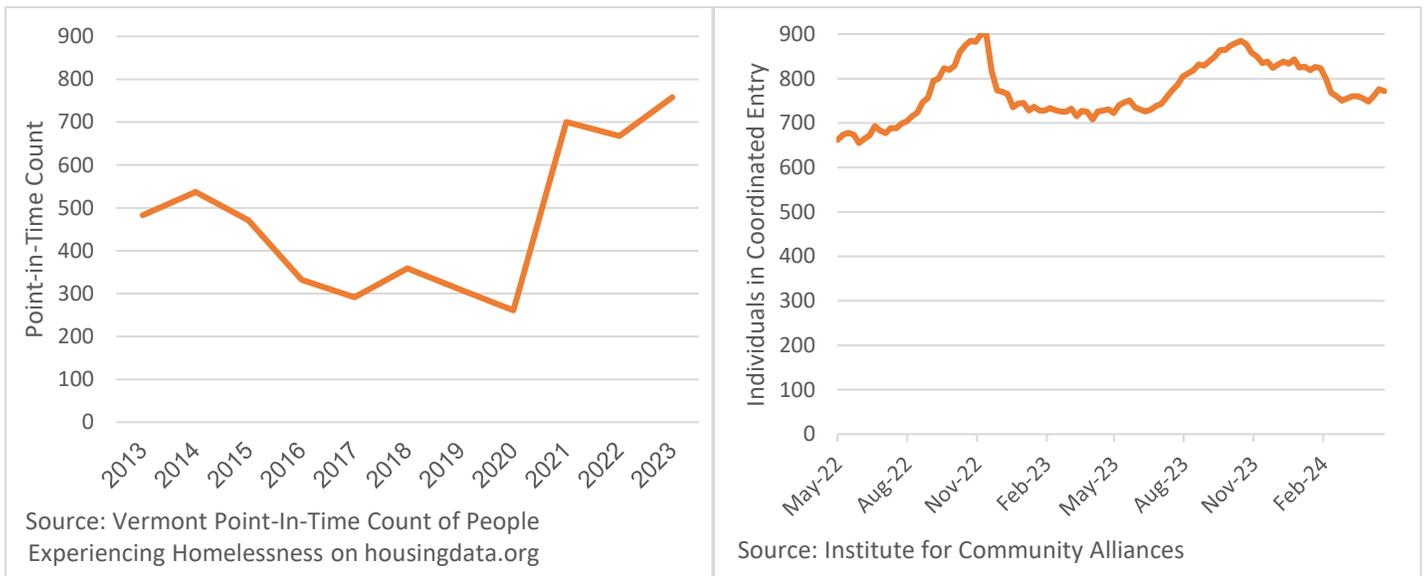


Figure 14-34: Number of people experiencing homelessness by the local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 14-35 Chittenden CoC housing inventory count, 2023

	Family Units	Family Beds	Adult-Only Beds	Child-Only Beds	Total Year-Round Beds	Seasonal	Overflow / Voucher	Chronic Beds	Veteran Beds	Youth Beds
<b>Temporary Housing</b>	<b>69</b>	<b>221</b>	<b>385</b>	<b>0</b>	<b>606</b>	<b>12</b>	<b>180</b>	<b>n/a</b>	<b>0</b>	<b>8</b>
Emergency Shelter	24	77	175	0	252	12	180	n/a	0	8
Transitional Housing	45	144	210	0	354	n/a	n/a	n/a	0	0
<b>Permanent Housing</b>	<b>15</b>	<b>43</b>	<b>245</b>	<b>0</b>	<b>288</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>49</b>	<b>5</b>
Permanent Supportive Housing	1	2	94	0	96	n/a	n/a	73	44	0
Rapid Re-Housing	5	15	44	0	59	n/a	n/a	n/a	5	5
Other Permanent Housing	9	26	107	0	133	n/a	n/a	n/a	0	0
Grand Total	84	264	630	0	894	12	180	73	49	13

Source: Dept. of Housing and Urban Development (HUD) [2023 Continuum of Care Housing Inventory Count Report](#)

Chittenden County resources for temporary shelter, concentrated in Burlington, include:

- The Champlain Valley Office of Economic Opportunity has 17 beds of emergency shelter, and 18 beds of transitional housing.
- The Committee on Temporary Shelter offers 36 beds for adults and 30 units for families across 4 emergency shelters. COTS also maintains 27 beds of transitional housing, and a portfolio of permanent affordable housing.
- ANEW Place is a 37-bed facility reserved for people experiencing homelessness who have been sober for at least 30 days.
- Spectrum Youth and Family Services operates 18 beds for youth across 3 sites.<sup>6</sup>

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

## Recent Studies

In 2016, Champlain Housing Trust, Evernorth and the Chittenden County Regional Planning Commission launched the [Building Homes Together](#) campaign to address the region’s severe housing shortage. In the first five years, 3,600 homes were successfully built, eclipsing the original goal of the initiative.

A second five-year campaign — Building Homes Together 2.0 — was launched in 2021. It is a campaign to build 5,000 homes by 2025 for people of all incomes, including at least 1,250 affordable homes. Intended outcomes of the campaign include: “grow [the] economy in a healthy, sustainable way, address long-standing racial inequities, and support tax revenues to invest in our community, environment, and social services.”

According to the county’s Building Homes Together campaign, as housing costs continue to escalate and rental vacancy rates consistently fail to exceed even 1%, falling short of housing and affordability goals means the region’s economy and people will continue to struggle. The campaign, supported by over 125 local and state officials, developers and advocates, tallied 594 apartments and homes constructed in 2022, with 110 of them permanently affordable. Those numbers represent just 59% and 44% respectively of the campaign’s annual targets of 1,000 homes and 250 permanently affordable ones. Two years into the campaign, 75% of the housing production goal has been met and slightly more than half of the affordable homes have been built.

<sup>6</sup> U.S. Department of Housing and Urban Development, “[HUD 2023 Continuum of Care Homeless Assistance Programs Housing Inventory Count Report](#).”



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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Essex County year-round decreased at an average rate of 0.4% per year to 2,695. By 2029, a projected 2,984-3,143 households will live in the county.

**Figure 15-1 Projected Essex County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	2,818	2,695	2,939	3,005	2,984	3,143
Owner households	2,260	2,158	2,458	2,513	2,426	2,555
Renter households	558	537	480	491	558	587

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Essex County is likely to need a projected 153-268 additional homes between 2025 and 2029.

**Figure 15-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	44	126
Renter homes	109	142
Total additional homes needed	153	268

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Essex County’s housing stock consists of 4,905 year-round and seasonal homes. The county has a greater proportion of seasonal homes (38%) than the state (15%) and a lesser proportion of year-round owner and rental homes. Essex County is the smallest county in the state and represents 1% of the state’s housing stock.

Figure 15-4 Essex County housing stock, 2022

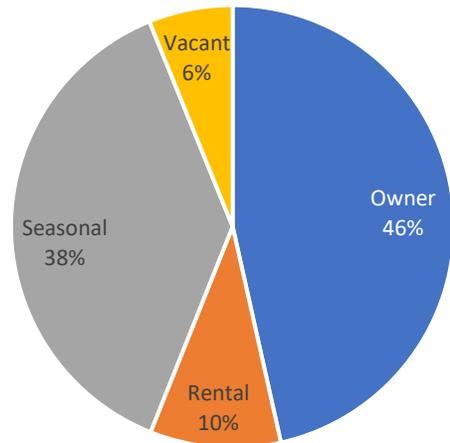


Figure 15-3: Essex County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county total homes
Essex County	2,281	47%	468	10%	1,855	38%	301	6%	4,905	1%
Averill	0	0%	0	0%	263	97%	9	3%	272	6%
Averys Gore	0		0		0		0		0	0%
Bloomfield	110	46%	24	10%	97	41%	6	3%	237	5%
Brighton	330	34%	211	22%	333	34%	99	10%	973	20%
Brunswick	38	41%	5	5%	47	51%	2	2%	92	2%
Canaan	313	57%	38	7%	163	30%	37	7%	551	11%
Concord	429	60%	55	8%	216	30%	19	3%	719	15%
East Haven	123	58%	9	4%	58	27%	23	11%	213	4%
Ferdinand	46	75%	0	0%	15	25%	0	0%	61	1%
Granby	25	30%	5	6%	54	64%	0	0%	84	2%
Guildhall	157	74%	3	1%	41	19%	11	5%	212	4%
Lemington	45	57%	1	1%	22	28%	11	14%	79	2%
Lewis	0		0		0		0		0	0%
Lunenburg	465	60%	95	12%	156	20%	61	8%	777	16%
Maidstone	117	35%	2	1%	204	61%	10	3%	333	7%
Norton	62	31%	11	6%	122	61%	5	3%	200	4%
Victory	21	24%	9	10%	51	57%	8	9%	89	2%
Warners Grant	0		0		0		0		0	0%
Warrens Gore	0	0%	0	0%	13	100%	0	0%	13	0%

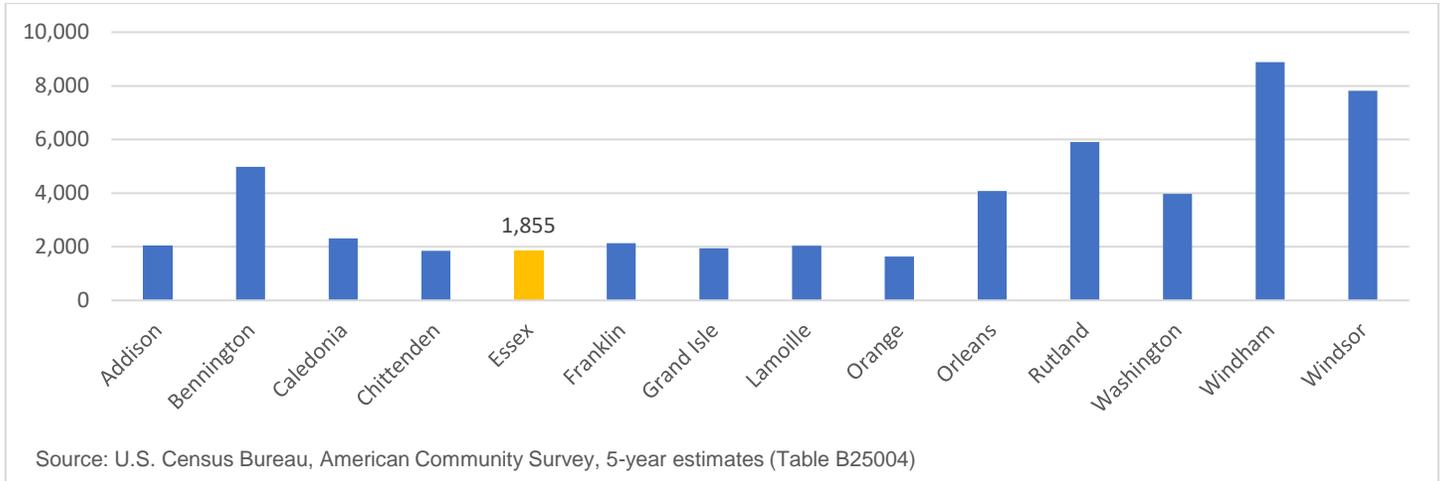
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 1,855 seasonal or occasional use homes in Essex County, making up 38% of all homes in the county.

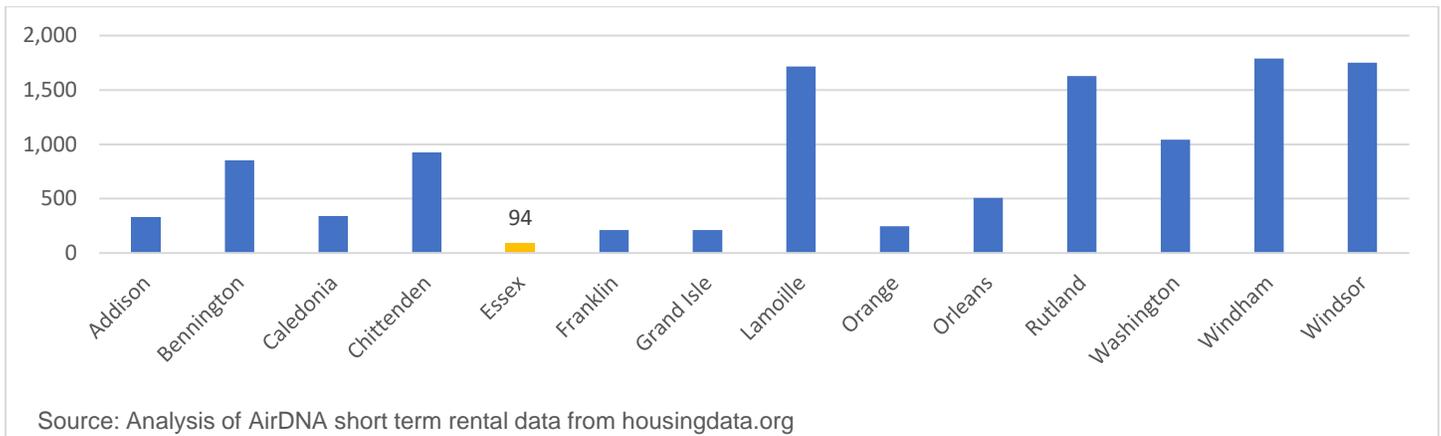
Figure 15-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 15-6 Homes used as short-term rentals by county, Oct. 2023



Essex County, however, has seen relatively modest growth in the STR market. In 2023, 94 homes were listed as STRs, representing about 2% of the county’s total housing stock, below the statewide rate of 4%.



Figure 11-15-7: Essex County short-term rental homes

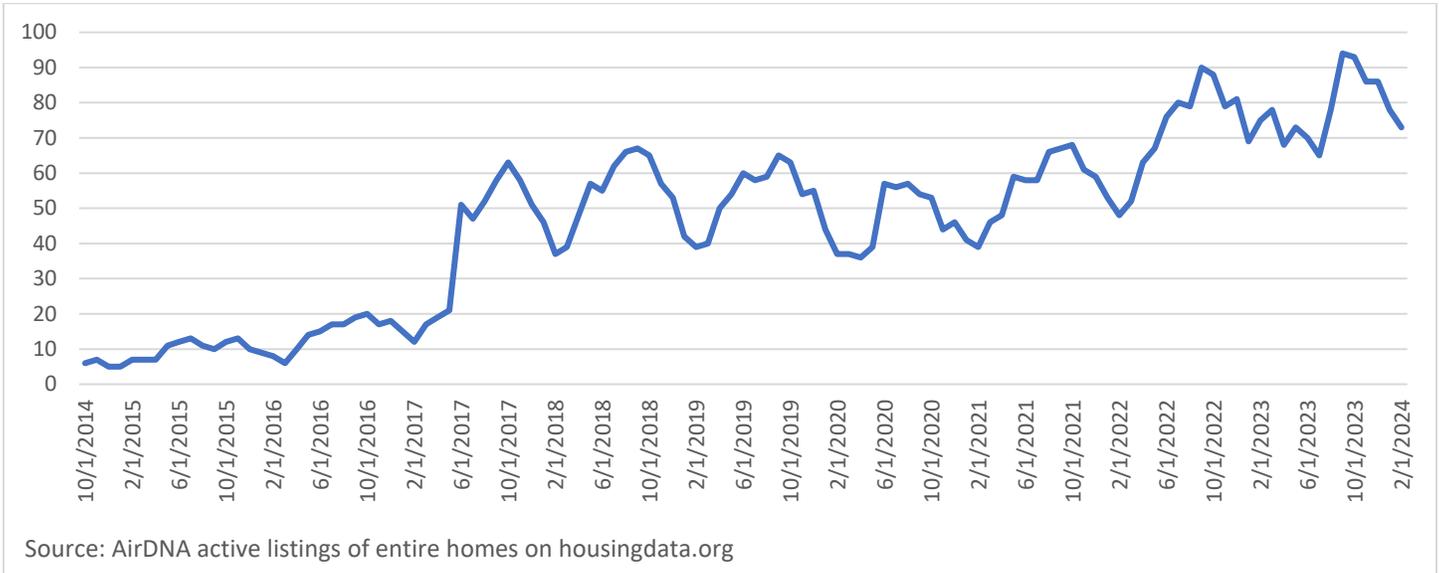


Figure 15-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rental to total housing stock	Total housing stock
<b>Essex County</b>	<b>1,855</b>	<b>38%</b>	<b>94</b>	<b>1.9%</b>	<b>4,905</b>
Averill	263	97%	0	0.0%	272
Bloomfield	97	41%	0	0.0%	237
Brighton	333	34%	34	3.5%	973
Brunswick	47	51%	0	0.0%	92
Canaan	163	30%	10	1.8%	551
Concord	216	30%	20	2.8%	719
East Haven	58	27%	6	2.8%	213
Ferdinand	15	25%	0	0.0%	61
Granby	54	64%	0	0.0%	84
Guildhall	41	19%	16	7.5%	212
Lemington	22	28%	0	0.0%	79
Lunenburg	156	20%	6	0.8%	777
Maidstone	204	61%	0	0.0%	333
Norton	122	61%	2	1.0%	200
Victory	51	57%	0	0.0%	89
Warrens Gore	13	100%	0	0.0%	13

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org



### Characteristics of Housing Stock

The types of homes that make up the housing stock in Essex County are similar to the state as a whole. Essex County’s stock consists primarily of single-family detached homes. 84% of the combined year-round owner and renter housing stock are single-family detached homes, even greater than the proportion statewide (67%).

Figure 15-9: Essex County owner homes types

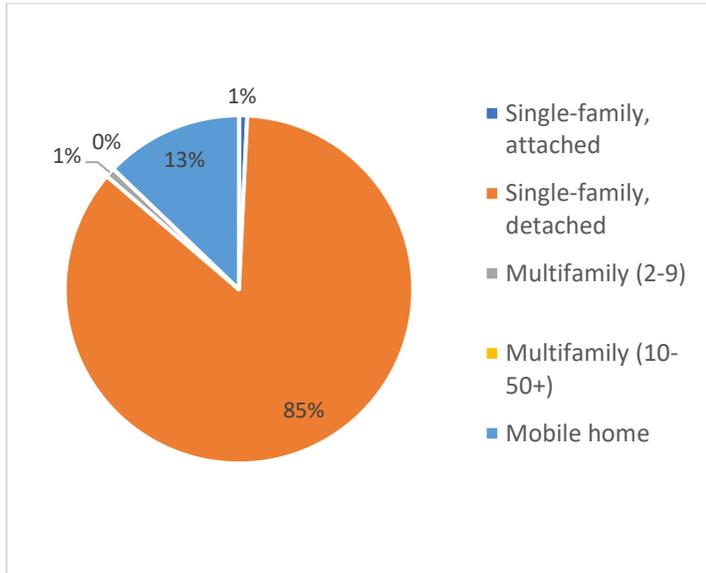
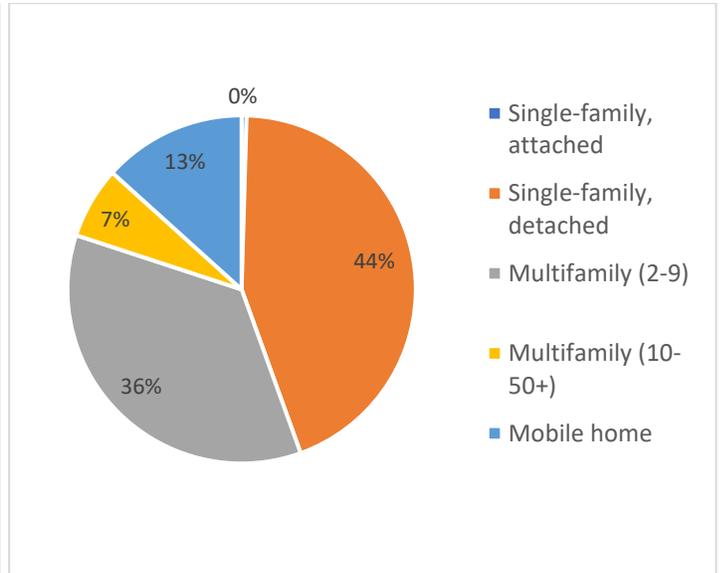


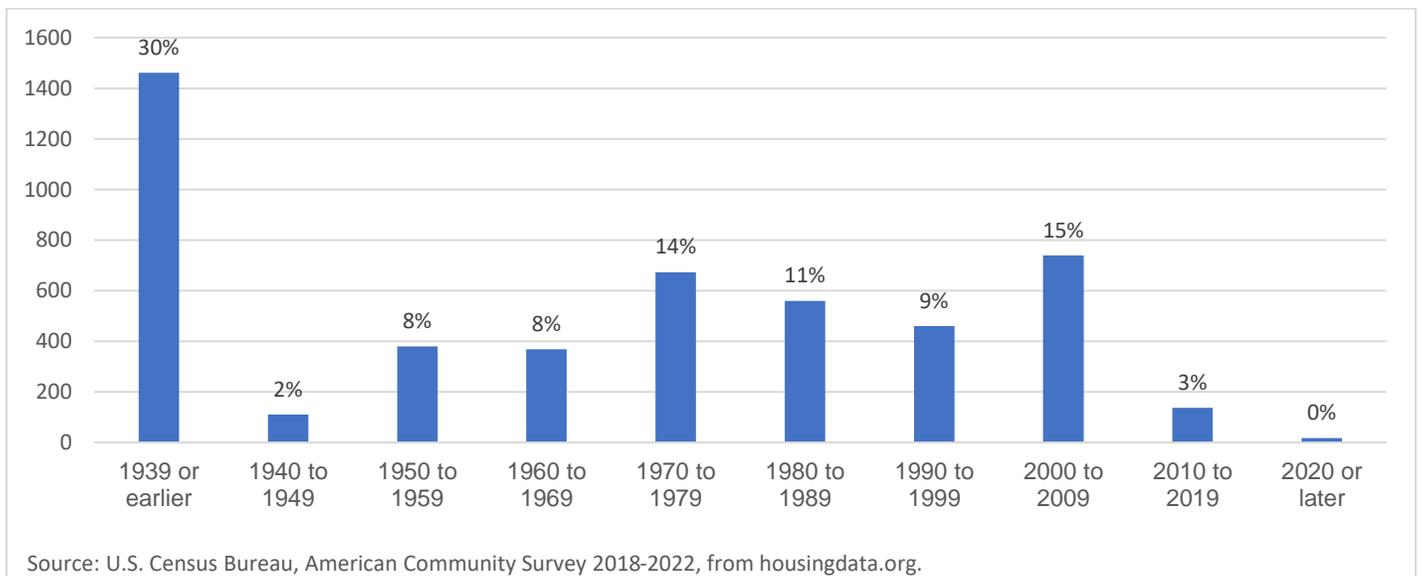
Figure 15-10: Essex County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Essex County, an estimated 30% were built prior to 1940—slightly more than the statewide average of 25%. The median home in the county was built in 1972. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 15-11: Year built for Essex County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Essex County as well, where large homes (51% of the county’s year-round homes) far outnumber large households (26% of the county’s year-round households). Conversely, single person households (31% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (21% of the county’s year-round homes).

Figure 15-12 Household size, 2022

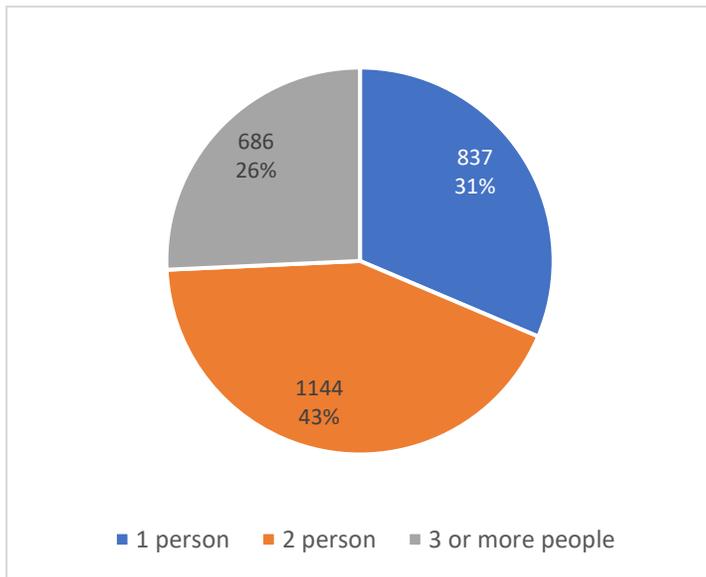
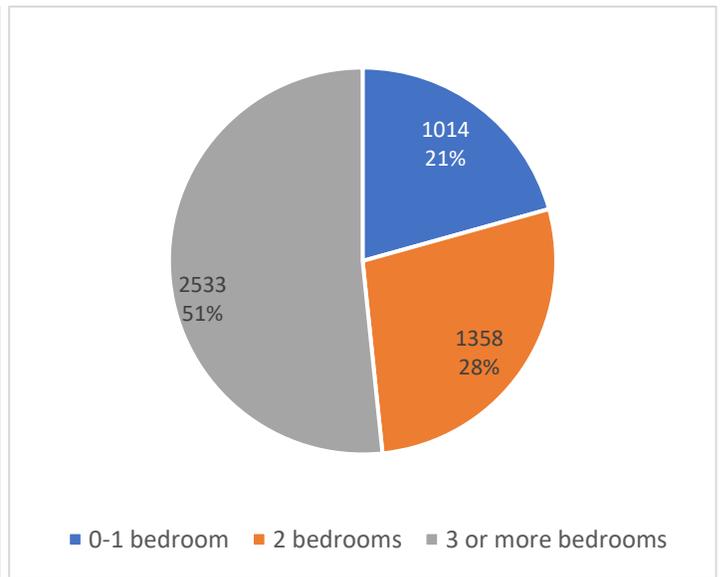


Figure 15-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 475 manufactured homes in Essex County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 10% of the county housing stock, more than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

A small portion of manufactured homes in Essex County are located in manufactured home communities, also known as mobile home parks. Essex County has 2 mobile home parks with 42 lots. As of November 2023, there were 6 vacant lots in the county, resulting in a 14.3% park

vacancy rate. One of the two parks is within the 100-year floodplain.

Figure 15-14 Essex County mobile home parks

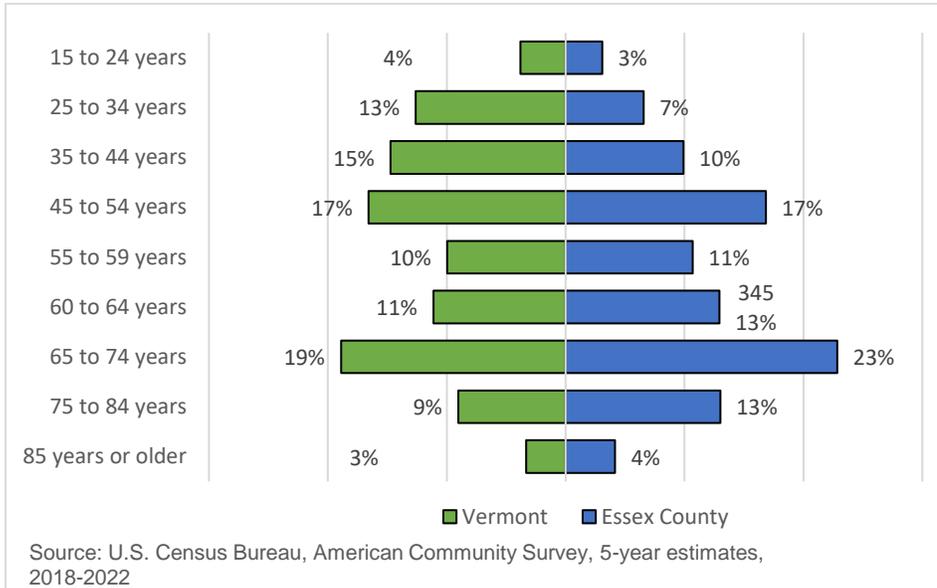
Park Ownership type	Parks	Lots
For Profit	2	42
Non-profit	0	0
Cooperative	0	0
All Rental (for profit)	0	0
Total	2	42
Median lot rent	\$330	
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Essex County households are more likely to be headed by someone aged 65 or older (37% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up only 10% of the county's residents, compared to 17% statewide.

Figure 15-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	82
25 to 34 years	175
35 to 44 years	264
45 to 54 years	449
55 to 59 years	285
60 to 64 years	345
65 to 74 years	609
75 to 84 years	347
85 years or older	111
<b>Total</b>	<b>2,667</b>

The vast majority of household heads living in the county identify as white alone, but the number of those identifying as two or more races increased since 2010 while the number identifying as white alone decreased.

Figure 15-16 Households by race and tenure, 2010-2022

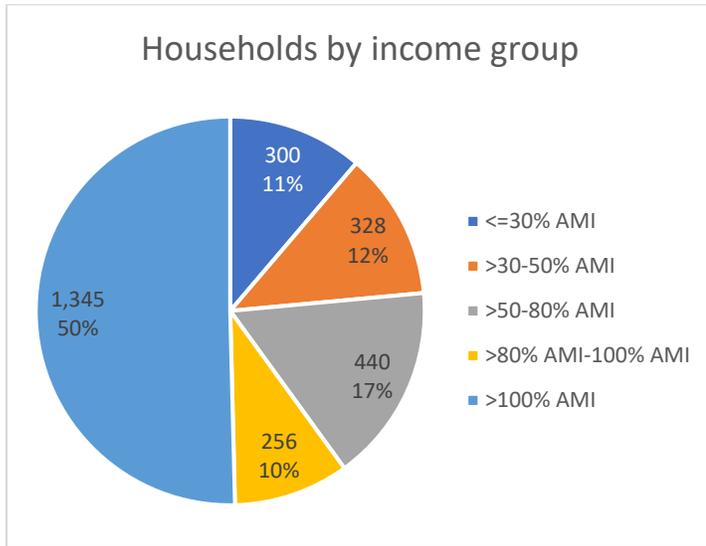
Essex County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	14	11	n/a	11	10	n/a	3	1	n/a
Asian alone	3	3	n/a	2	2	n/a	1	1	n/a
Black or African American alone	5	8	n/a	3	6	n/a	2	2	n/a
Native Hawaiian and Other Pacific Islander alone	-	3	n/a	-	2	n/a	-	1	n/a
Some Other Race alone	2	6	n/a	-	4	n/a	2	2	n/a
Two or More Races	29	110	114	12	78	89	17	32	25
White alone	2,765	2,554	2,538	2,232	2,056	2,127	533	498	411
<b>Grand Total</b>	<b>2,818</b>	<b>2,695</b>	<b>2,667</b>	<b>2,260</b>	<b>2,158</b>	<b>2,231</b>	<b>558</b>	<b>537</b>	<b>436</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from www.housingdata.org. \*Note: Estimates for small groups not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Essex County was \$55,247 in 2022. About 23% of the county's households had very low incomes of less than 50% of the Area Median Income (AMI).

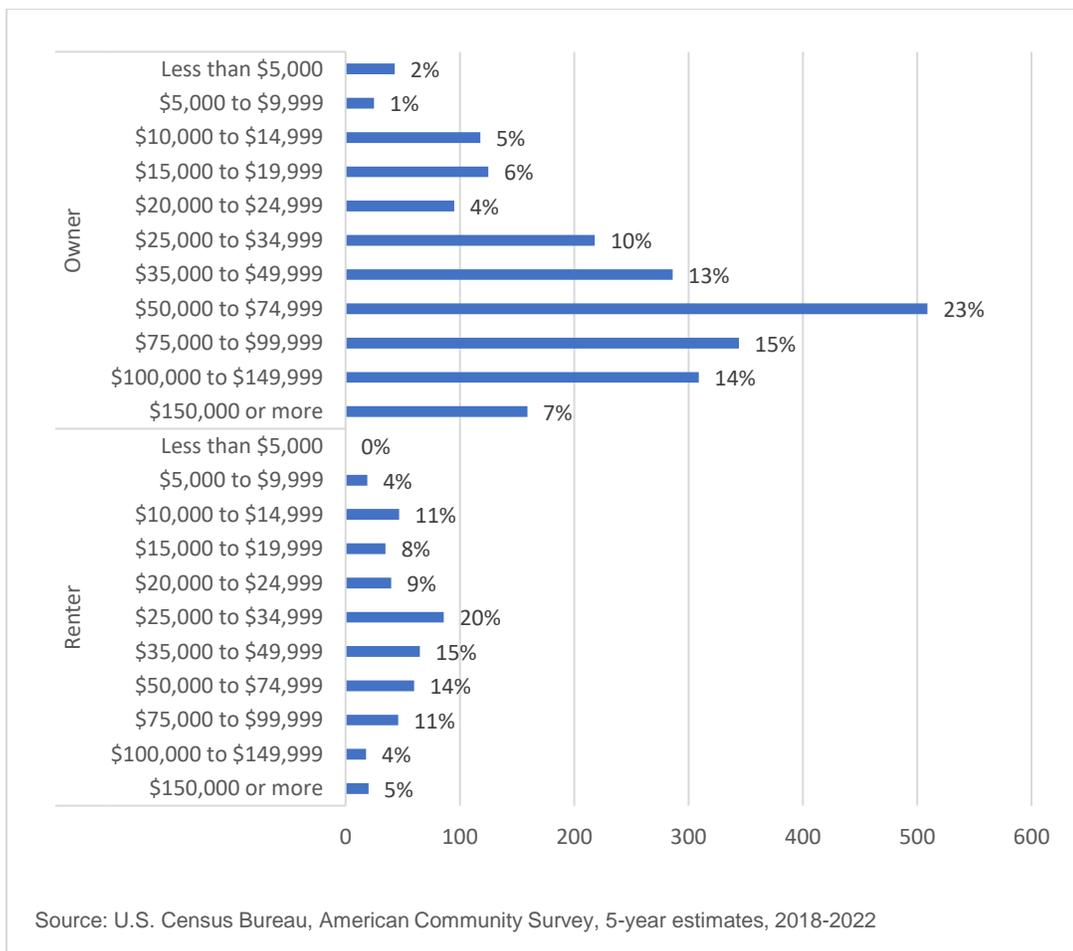
Figure 15-17 Household income relative to Area Median Income (AMI)



Income group threshold	Amount
30% AMI	\$16,574
50% AMI	\$27,624
80% AMI	\$44,198
Area Median Income (100%)	\$55,247
Owner household median	\$57,305
Renter household median	\$33,393

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 15-18 Number of households by income by tenure, 2022



Source: U.S. Census Bureau, American Community Survey, 5-year estimates, 2018-2022



## Homeownership Market

There are approximately 2,000 owner households in Essex County. An estimated 84% of the county's households own their homes, compared to 73% statewide. The median home price in the county in 2023 was \$185,000 while the state median was \$325,000. Although the county's median price is lower than any other in the state, 2023 continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Essex County has the most affordable homeownership stock in Vermont. The median home price of \$145,000 is 2.8 times the median household income, which allows the possibility for homeowners to spend less than 30% of their income on housing costs. As of 2022, 84% of households were homeowners. However, Essex is an extremely rural county with relatively few jobs, thus residents of the county face the second longest commutes by county after only Grand Isle. Access to goods and services is limited and the added household cost of car ownership is a necessity in the area.

Figure 15-19: Median home prices

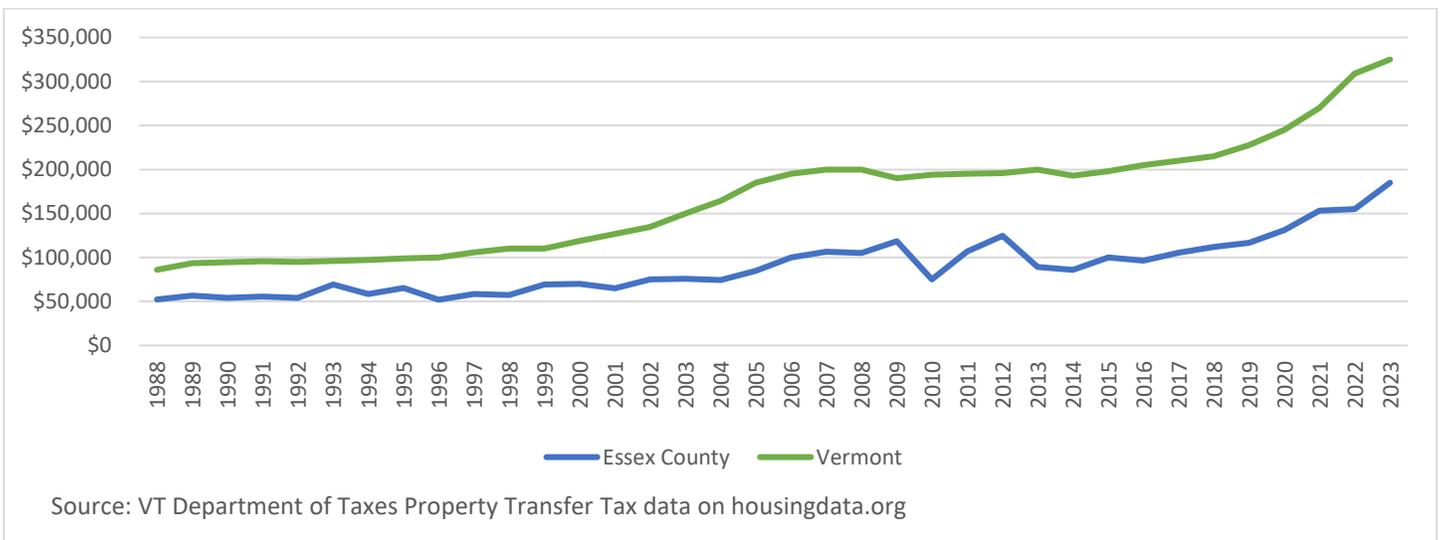
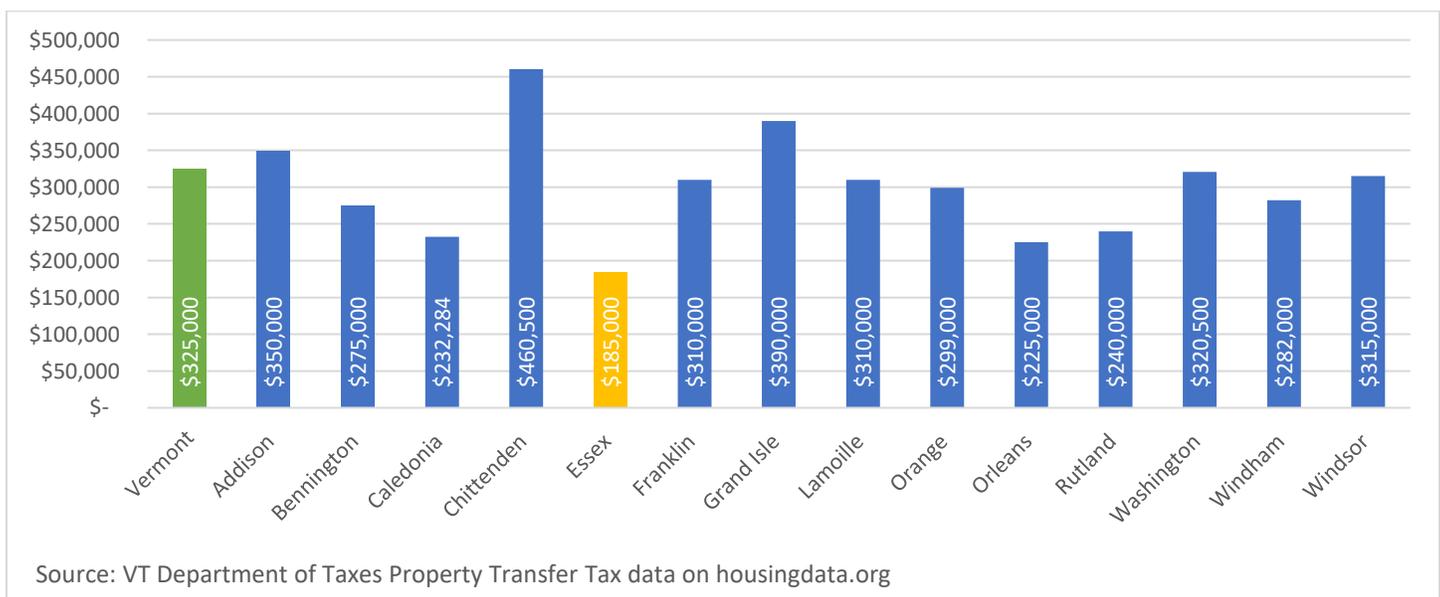


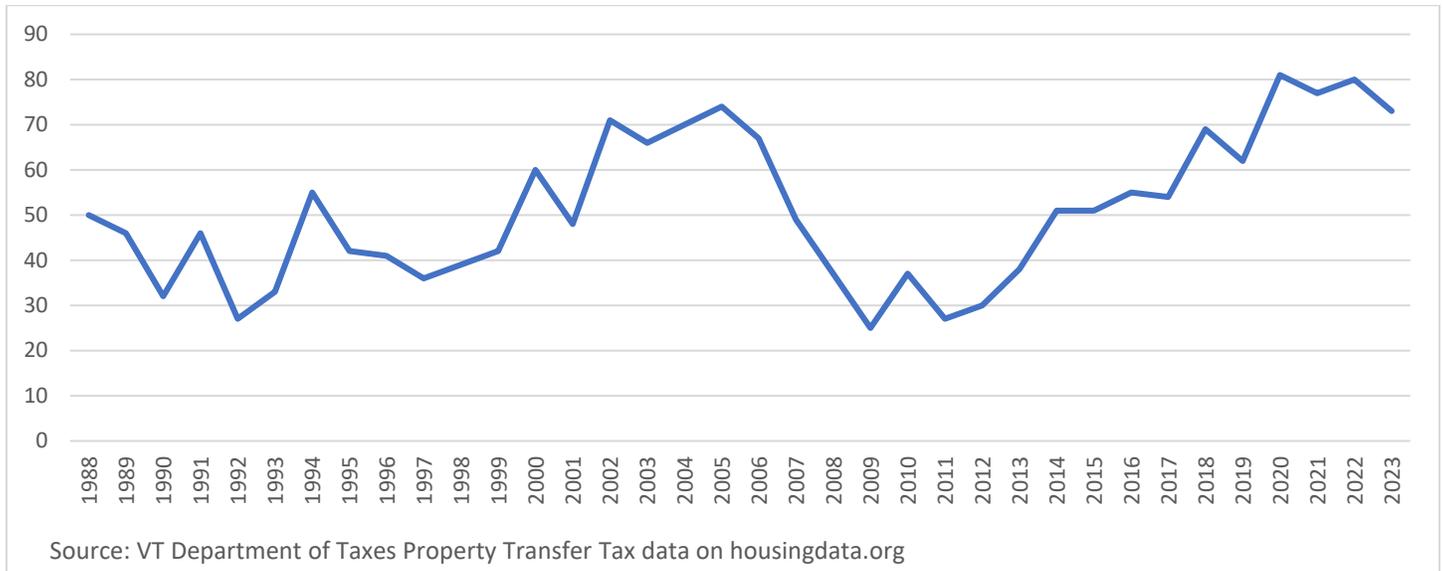
Figure 15-20 Median primary home sale price by county, 2023





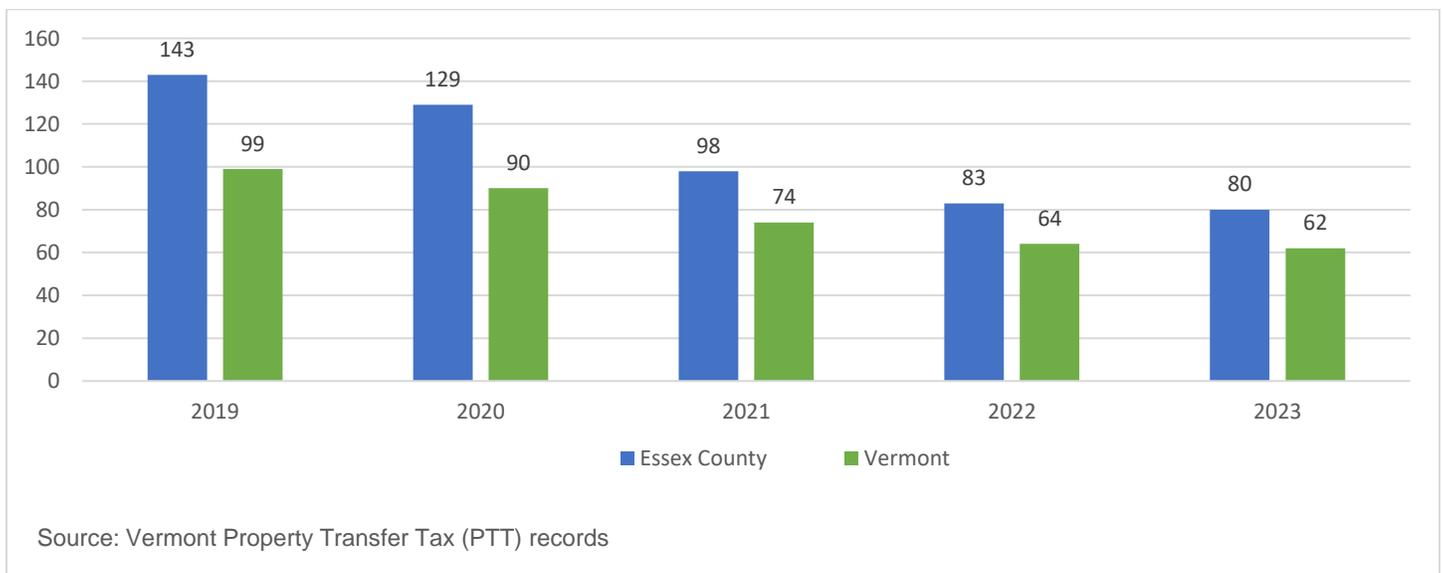
In 2023, there were 73 primary homes sales in Essex County. The annual total number of homes sold in the county peaked in 2020 when 81 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 15-21 Number of primary home sales in Essex County, 1988-202



The median days on the market for an Essex County home dropped to 80 days in 2023 from 143 days in 2019. Homes in the county stay on the market slightly longer than the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 15-22: Median days on market

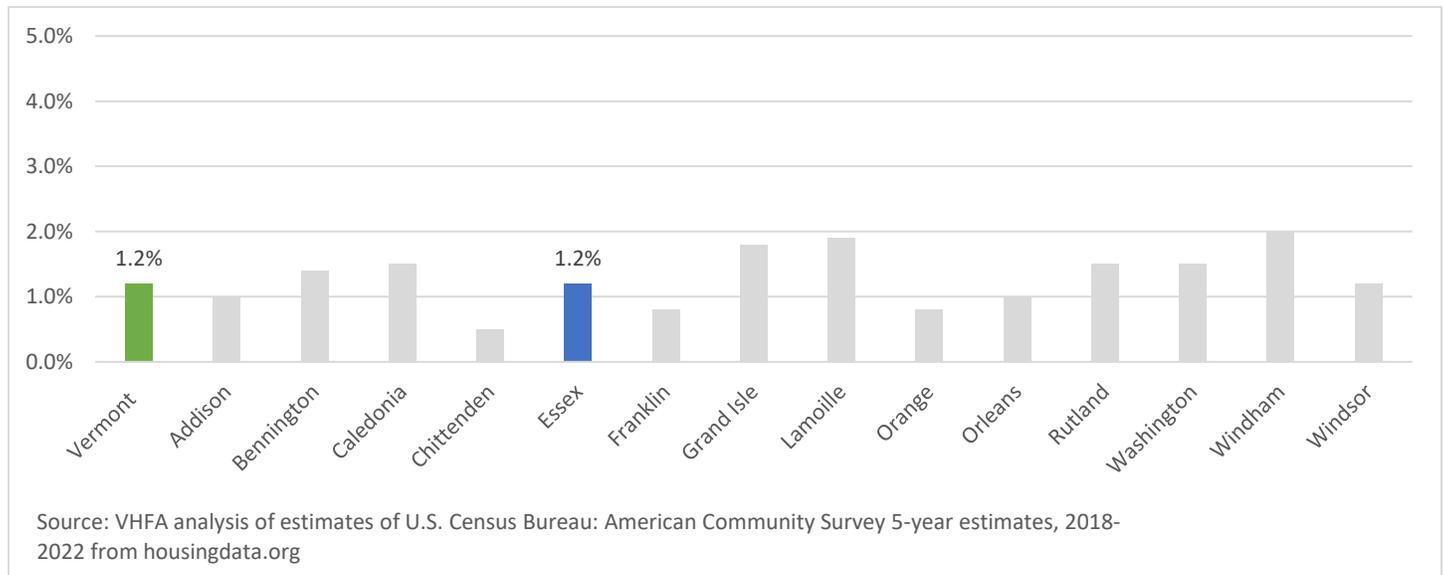




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

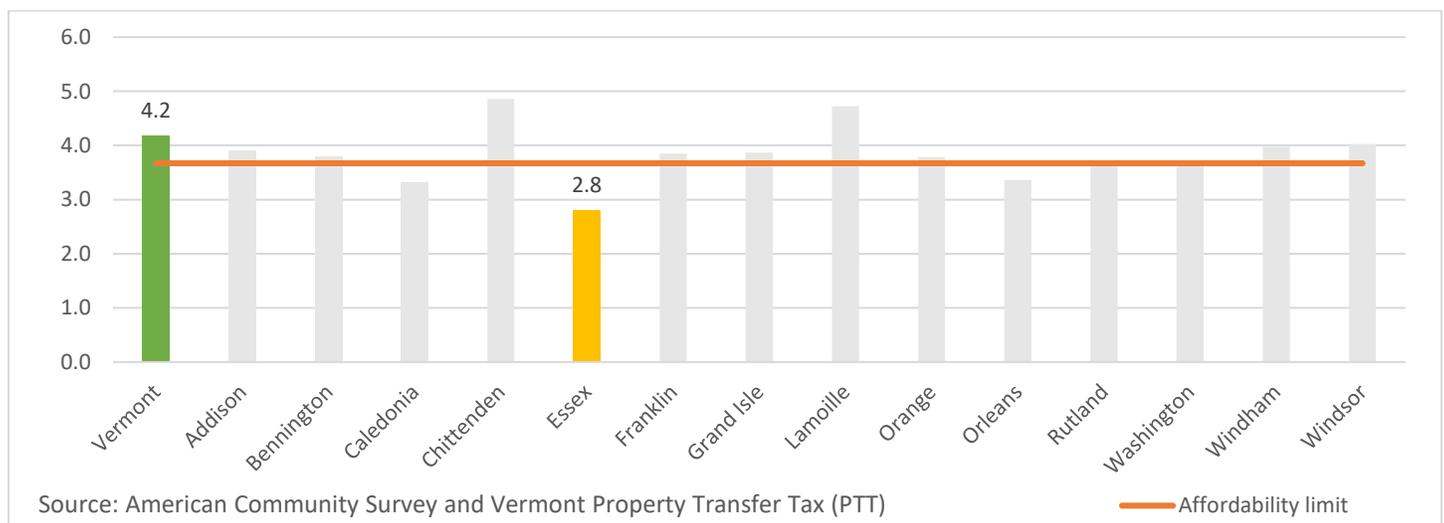
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Essex County (1.2%) mirrors the statewide rate but is lower than the healthy market range.

Figure 15-23: Homeowner vacancy rates



Homes are more affordable in Essex County, on average, than in most Vermont counties. In 2022, the ratio of county home prices to median county household income was 2.8. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 29% of owner-occupied households in Essex County are cost-burdened.

Figure 15-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>7</sup> The fair market rent for a 2-bedroom apartment in Essex County was set at \$936 in 2024. The median rent in Essex County of \$911 was less than the \$1,149 statewide median gross rent in 2022.

Figure 15-25: Fair market rent for a 2-Bedroom Apartment

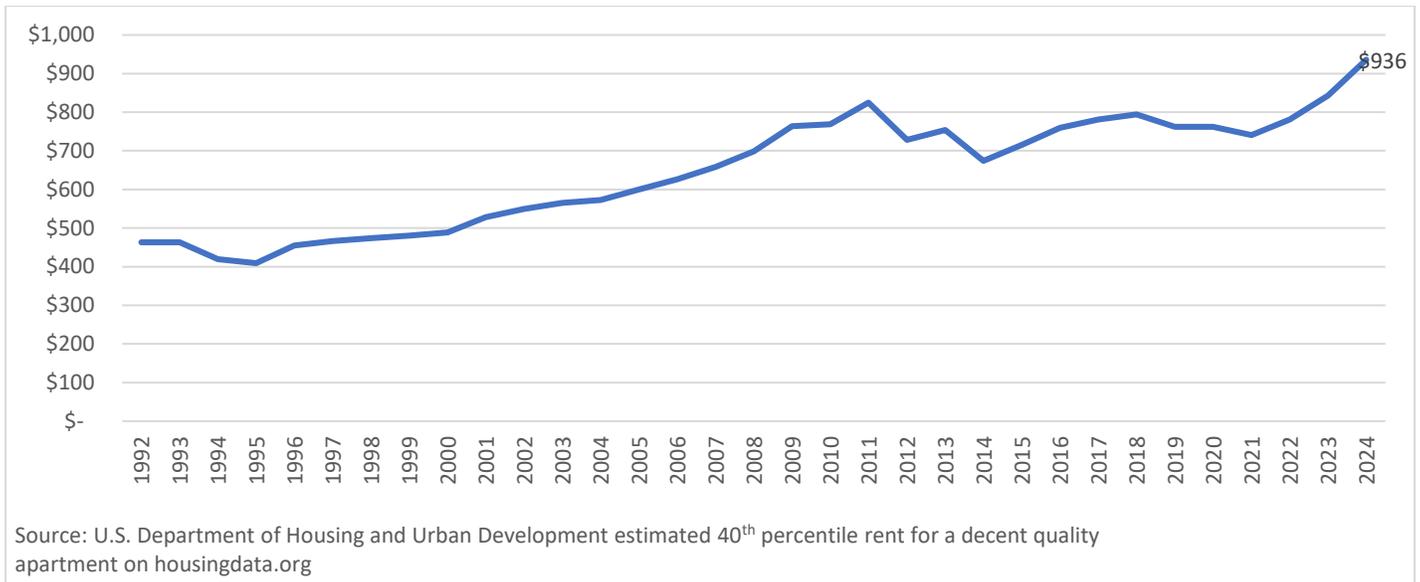
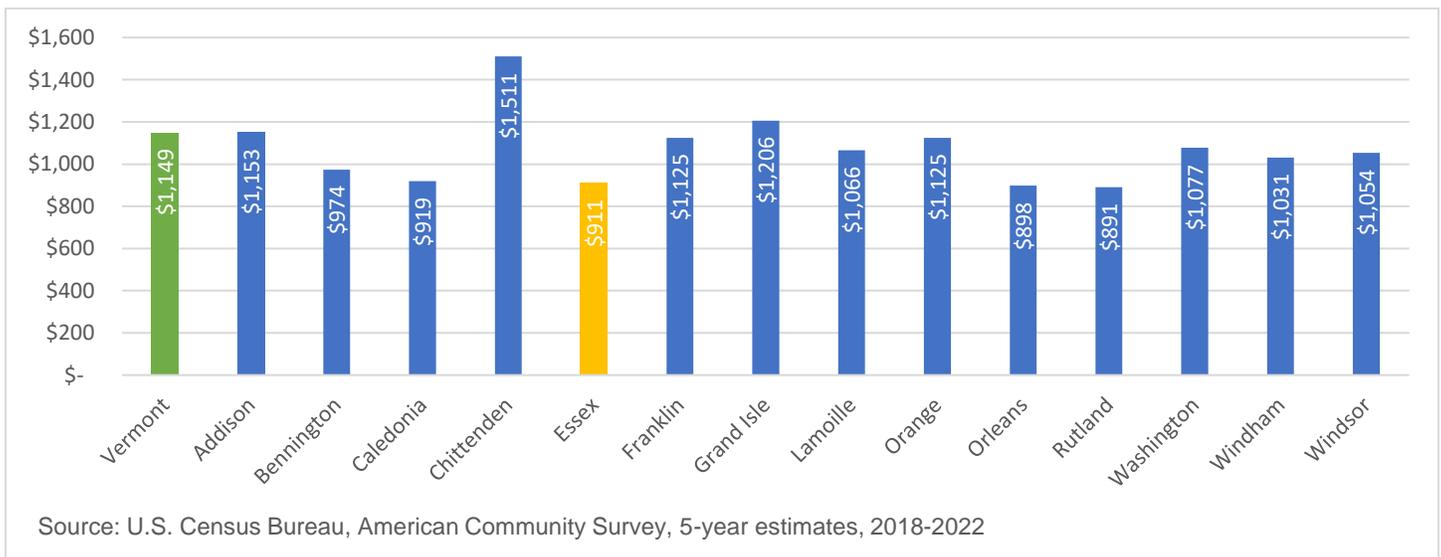


Figure 15-26: Median gross rent by county, 2022

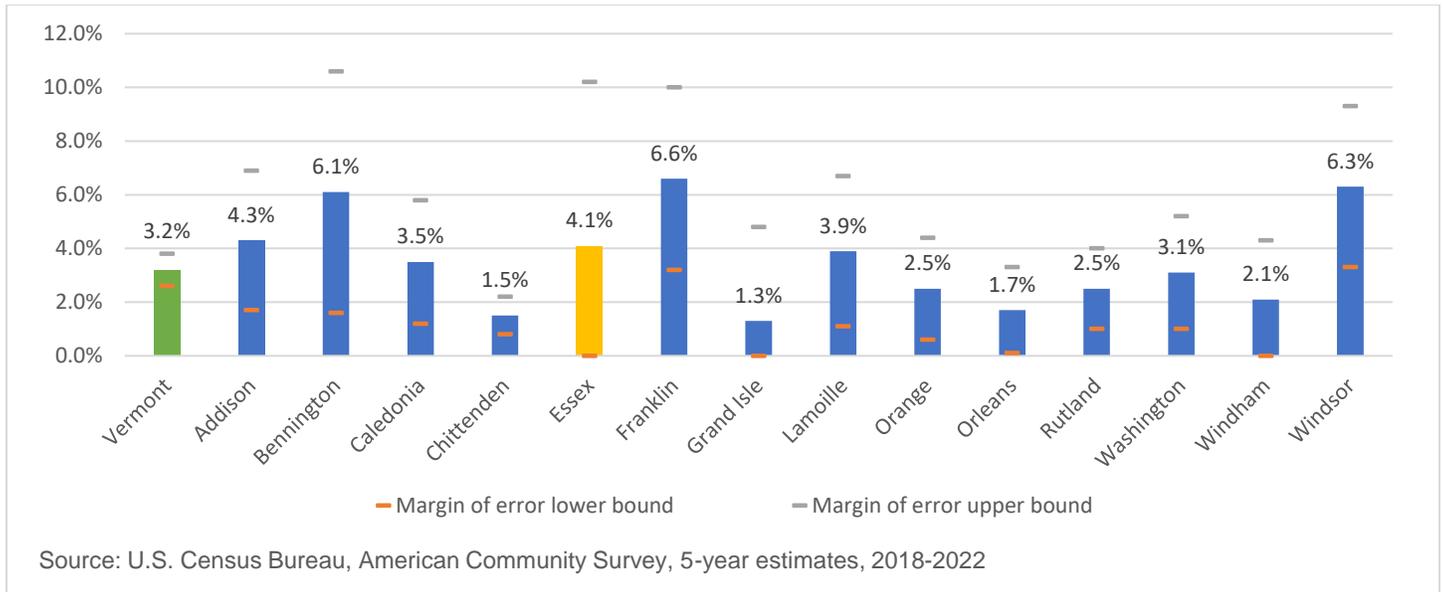


<sup>7</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



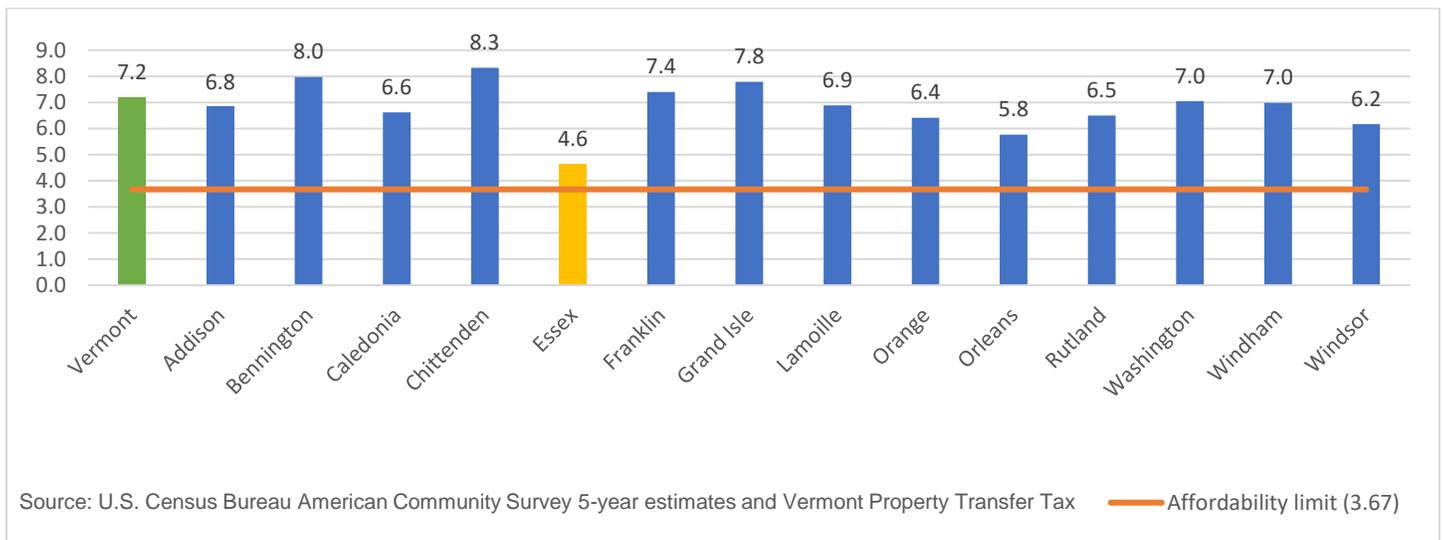
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Essex County had a rental vacancy rate of 4.1% in 2022 – greater than the statewide rate, but a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 15-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Essex County.

Figure 15-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 15-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Essex County, there are 100 apartments in buildings that were built with public development subsidies. These apartments account for 21% of the county rental housing stock. Among those apartments, 70 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Essex County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority.



## Households With Housing Problems

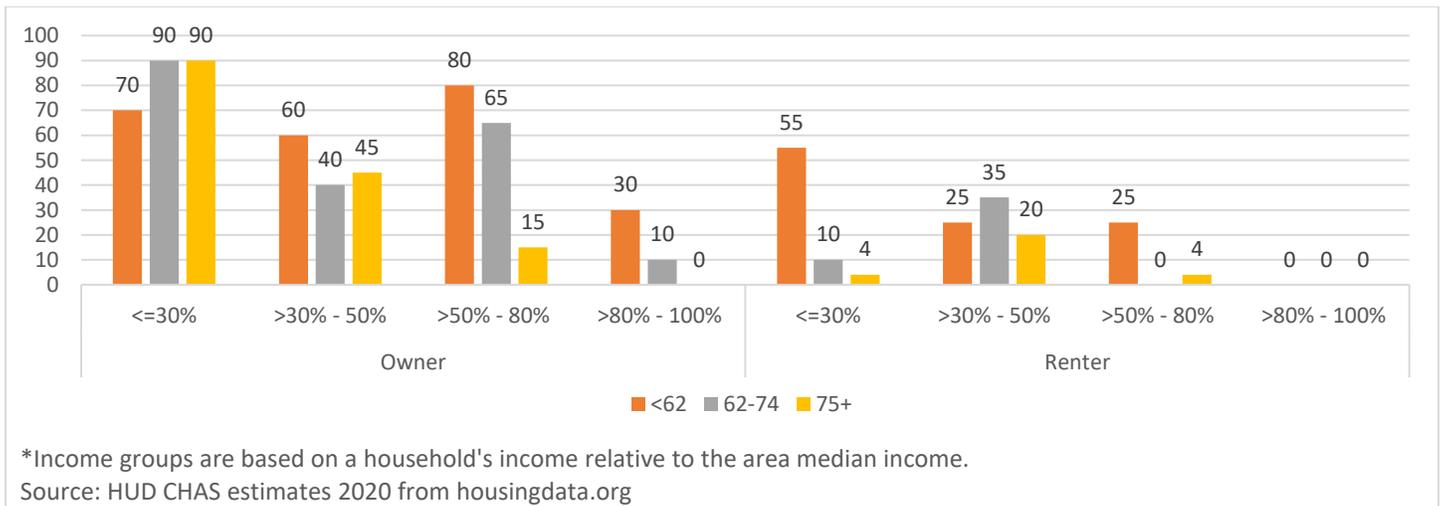
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Essex County experiencing housing problems is homeowners with household incomes of less than 30% of the area median who are aged 62 and older. According to HUD Comprehensive Housing Affordability Strategy estimates, 180 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 15-30: Essex County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Essex County is classified as part of the Northern Vermont PUMs region and represents 6% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 309 owner occupied and 57 renter occupied homes in County with these indicators.

Figure 15-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 301 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 81 households in Essex County that are considered overcrowded. Of those households, 40 are owner-occupied and 41 are renter-occupied. Among all overcrowding in Essex County, an estimated 51 households are considered severely overcrowded.

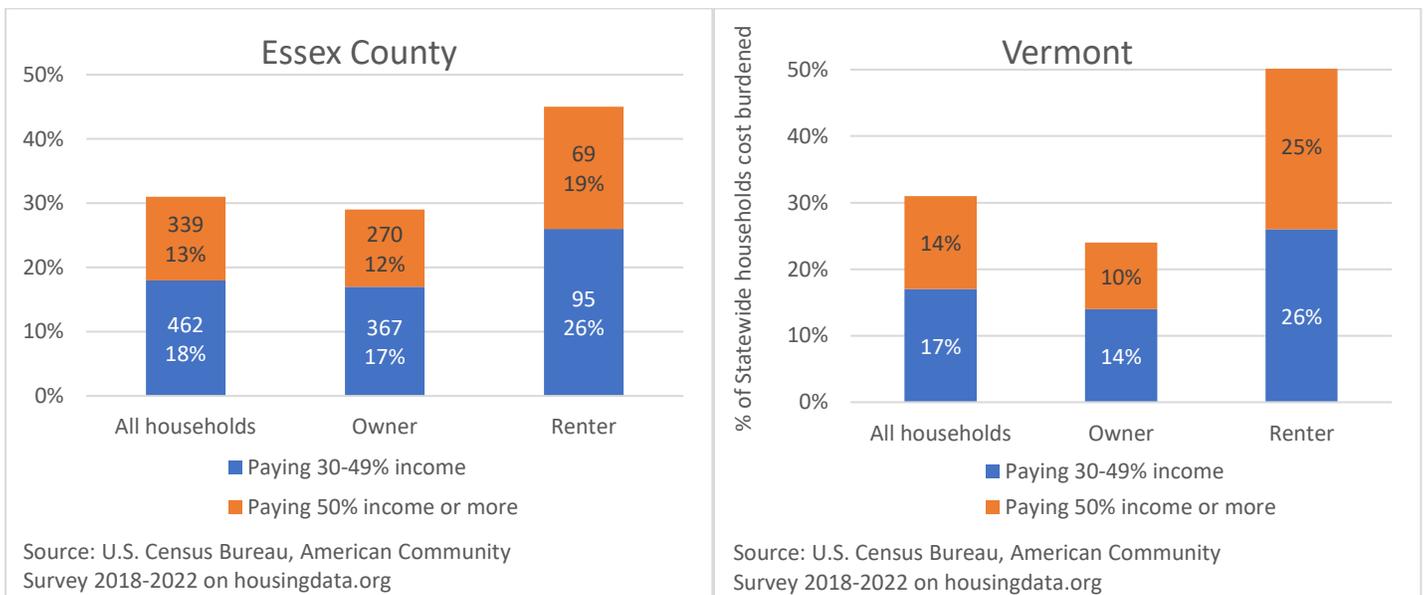
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is greater in Essex County than the state as a whole, but renter cost burden is lesser than the state. Approximately 339 households are severely cost-burdened in Essex County and may be at risk of housing instability.

**Figure 15-32: Cost burden among Essex County households compared to statewide cost burden**





## Homelessness

Homelessness services in the Northeast Kingdom are divided between two local Continua of Care (CoC); the Caledonia/Essex CoC and the Orleans CoC. Essex County is divided between the Caledonia and Orleans Continua of Care. The Caledonia-Essex Continuum of Care contains all towns in Caledonia County excluding Hardwick and Stannard, the Essex County towns of Concord, East Haven, Granby, Guildhall, Lunenburg, and Victory, as well as the Orange County towns of Newbury and Topsham. The Orleans CoC covers all of Orleans County except for Craftsbury and Greensboro, and the remaining Northeast Kingdom towns.

During the most recent 2023 Point-In-Time count, 175 people in 98 households were experiencing homelessness in the Caledonia/Essex Coc. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 255 people in the Caledonia/Essex CoC area received support through this area’s continuum of care.

Figure 15-33: Number of people experiencing homelessness served by the Northeast Kingdom Continua of Care

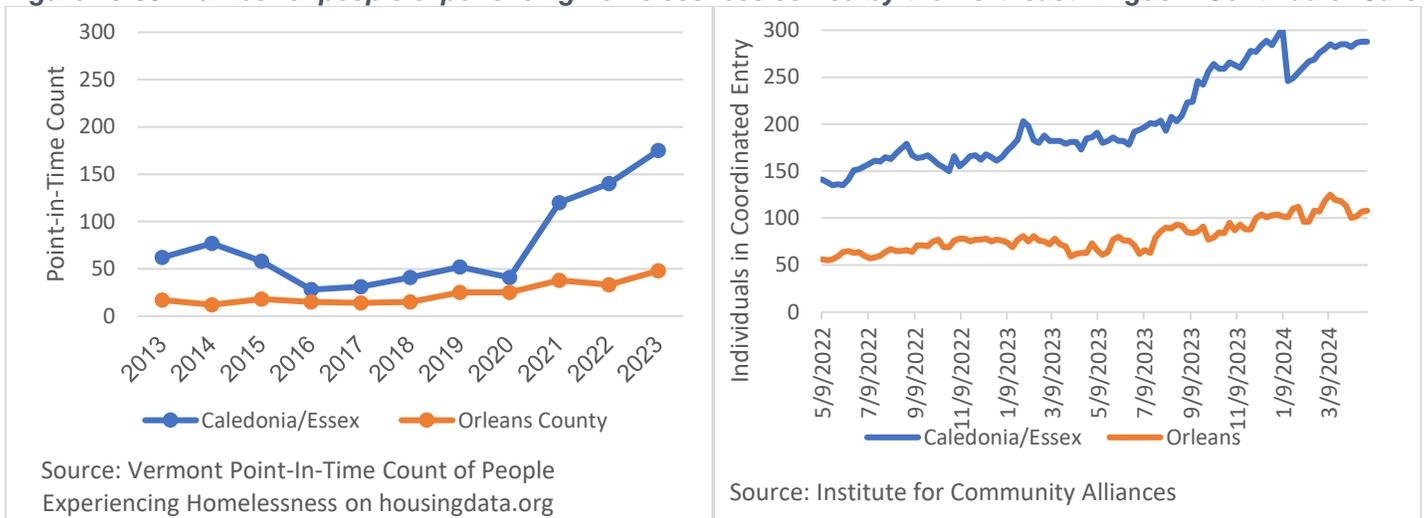


Figure 15-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 15-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Although people experiencing homelessness in the area are able to connect with services in centers such as Island Pond, there is no emergency or transitional housing in the county, and the nearest shelters would be found in St. Johnsbury in Caledonia County. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In April 2023, Doug Kennedy Advisors completed for Rural Edge Housing and Community Development a housing needs assessment for Caledonia, Essex and Orleans counties titled "[Regional Housing Study and Needs Assessment](#)." The report identifies the following major findings regarding the region's housing needs:

### *Housing Stock*

- Overall, the region's housing increased at a faster pace than Vermont's housing stock. It is also apparent that housing development in Orleans County accounted for most of this increase.
- Rental units account for a relatively small segment of occupied units in the study region. This reflects the region's generally rural nature and the prevalence of single family owner units in rural settings.
- Seasonal housing is a significant factor in Vermont, where 16.5 percent of total housing stock is used on a seasonal or occasional basis. The impact of vacation housing is even more pronounced in the study region, where 23.9 percent of total housing stock is used seasonally.
- Only 34 percent of the region's rental units are in small (Studio/One Bedroom) configurations.
- After reaching a low point in 2017, regional residential permits increased significantly through 2021, when 300+ permits were granted. Orleans County accounted for the great majority of new housing activity in recent years; 70 percent of all permits granted between 2015 and 2021 were located in Orleans County.
- St. Johnsbury/Lyndon combined account for 42 percent of the region's subsidized-affordable housing stock. RuralEdge is the region's primary supplier and manager of housing targeted to very low to moderate income households.

### *Housing Stock – Financial and Market Characteristics*

- Median values for the region's owned housing stock fall well below Vermont norms. Overall, the regional median value (\$170,339) is 29 percent below the statewide median (\$240,600). Study region owners pay an average of 26 percent of their household income toward mortgage costs.
- Regional rents are 25 percent lower than Vermont levels. The average study region renter pays 34 percent of their household income toward rental costs. 35 percent of the region's renters pay more than 40 percent of household income toward rental costs.
- Rental vacancy rates have trended downward since 2009 at the regional and national levels. Given low rental vacancies, it is not surprising that the number of publicly listed rentals is extremely low.
- As of early 2023, there were 2,142 households on the waitlists for subsidized/affordable rental units in the region, a factor more than 3.5 households per unit. If these units were to average a 10 percent turnover rate the theoretical waiting period for the last household on the waitlist would be approximately 35 years! Clearly, demand far outstrips availability.
- An upswing in the regional for-sale market started in 2017, and was followed by strong market increases in 2020 and 2021. It appears that market totals for 2022 declined from the 2021 peak, both because of limited availability (number of listings) and increases in mortgage rates.

### *Housing Issues*

- Housing professionals interviewed in the course of study work agreed that the regional housing shortage is not limited to one or two market components. Rather, there is a need for housing in every market segment, ranging from deeply subsidized rentals to the for-sale market for moderate income households. Moreover, the current shortage affects households in all age groups. While emphasizing the breadth of the issue, virtually all contacts noted the 'missing middle.' Contacts also noted that:
  - The most acute demand in the rental market appears to be among younger households – aged 20 to 30 years;
  - Vermont and regional demographics are resulting in major imbalances, both in the housing market and throughout the economy. In particular, rapid growth among households in upper age brackets far outweighs the rate of growth among younger households.



### *Housing Supply and Demand*

- An analysis of the regional rental market for households with incomes up to 120 percent of the median indicated that the regional housing need over the next five years is 4,000+/- units. This is not an immediate need, as only 750+/- of the households in the targeted segment will be seeking new housing on an annual basis.
- Senior households will increase in numbers at all income levels. Growth in the number of senior households will be the dominant demographic trend in the study region.
- The analysis points to acute need for housing targeted to very low and low income housing, with a particular emphasis on young persons.
- Notably, the analysis also points to a need for true market rate rentals, as these units are in short supply.
- The region's housing development infrastructure is insufficient for the task at hand. Every regional contact pointed to a lack of building contractors with the wherewithal to take on housing development projects. For some, this situation is a product of slow growth and lack of emphasis on trades education. As several contacts noted, 'a well trained and experienced tradesperson in the region can make a far more than adequate living, yet relatively few young people are choosing to go in that direction.' There is clearly no short-term solution for this situation; however, regional leaders should look to the educational system and forge new partnerships to re-generate regional development infrastructure.
- While there are acute stress points in the housing supply and demand market, it is apparent that there is housing need at virtually all price levels. Moreover, the existing housing stock is poorly matched to an aging population dominated by small households. Housing stock efforts should be focused on both new development and revitalization of housing stock that is not attuned to market needs.
- The study region's small, more remote towns will continue to be attractive to residents seeking a truly rural lifestyle, households that seek the most affordable sources of housing and vacation home owners. However, these communities are unlikely to be the favored residence for in-migrants and local households reaching senior/retired status. These two market segments will prefer a lifestyle that includes open space, but seek locations that make it easy to shop, find services and entertainment. As such, the region's urban centers, and the communities that surround these urban centers are most likely to experience growth in coming years.



# Chapter 16: Franklin County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Franklin County year-round increased at an average rate of 0.7% per year to 19,918. By 2029, a projected 21,843-23,003 households will live in the county.

**Figure 16-1 Projected Franklin County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	18,513	19,918	21,192	21,667	21,843	23,003
Owner households	13,829	14,858	16,489	16,859	16,389	17,259
Renter households	4,684	5,060	4,703	4,808	5,454	5,744

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Franklin County is likely to need a projected 1,383-2,230 additional homes between 2025 and 2029.

**Figure 16-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	409	968
Renter homes	974	1,262
Total additional homes needed	1,383	2,230

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Franklin County's housing stock consists of 22,710 year-round and seasonal homes. The county has a greater proportion of year-round homeowners (67%) than the state (59%) and a lesser proportion of seasonal homes (9%). Franklin County represents 7% of the state's total housing stock.

Figure 16-3 Franklin County housing stock, 2022

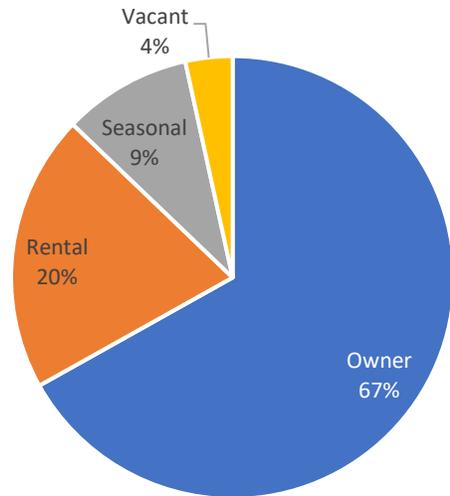


Figure 16-4: Franklin County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Franklin County	15,182	67%	4,604	20%	2,134	9%	780	3%	22,700	100%
Bakersfield	459	82%	19	3%	58	10%	21	4%	557	2%
Berkshire	450	70%	124	19%	52	8%	21	3%	647	3%
Enosburgh	830	63%	266	20%	87	7%	130	10%	1,313	6%
Fairfax	1,581	80%	343	17%	0	0%	51	3%	1,975	9%
Fairfield	596	68%	105	12%	122	14%	50	6%	873	4%
Fletcher	476	81%	27	5%	80	14%	4	1%	587	3%
Franklin	464	53%	131	15%	257	29%	26	3%	878	4%
Georgia	1,687	87%	60	3%	154	8%	46	2%	1,947	9%
Highgate	1,232	77%	207	13%	92	6%	75	5%	1,606	7%
Montgomery	406	51%	120	15%	244	31%	30	4%	800	4%
Richford	749	65%	277	24%	62	5%	73	6%	1,161	5%
Sheldon	784	86%	93	10%	17	2%	20	2%	914	4%
St. Albans City	1,535	47%	1,525	47%	0	0%	176	5%	3,236	14%
St. Albans Town	1,916	60%	732	23%	550	17%	0	0%	3,198	14%
Swanton	2,017	67%	575	19%	359	12%	57	2%	3,008	13%

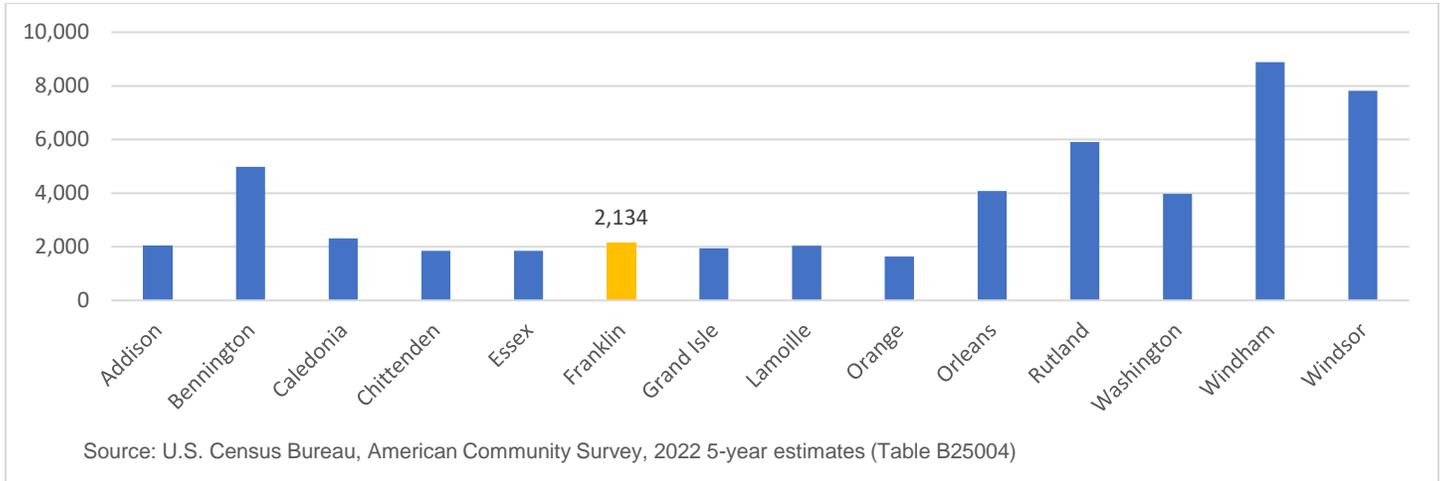
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 2,134 seasonal or occasional use homes in Franklin County, making up 9% of all homes in the county.

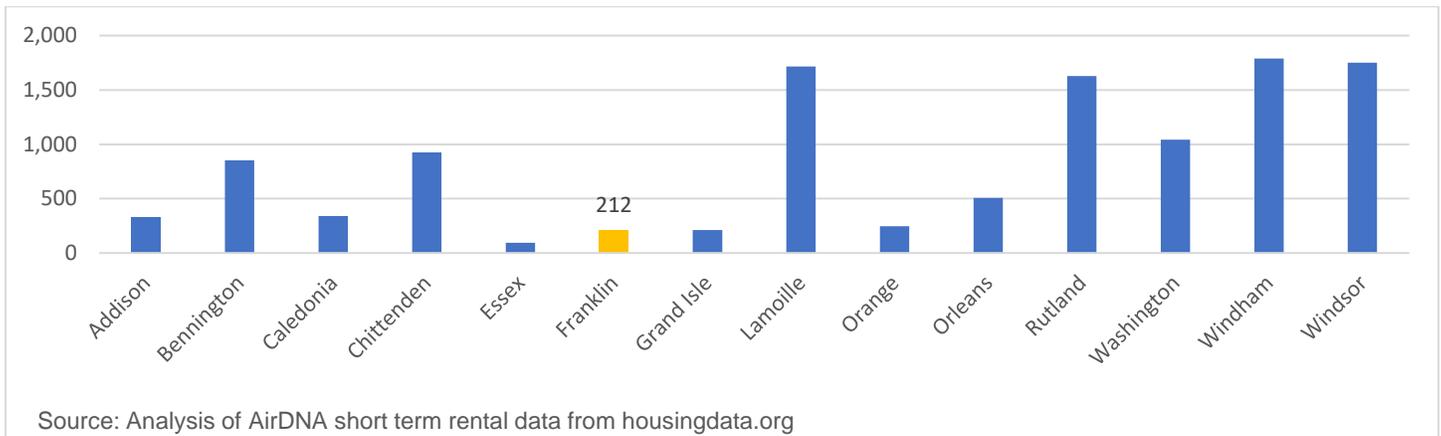
Figure 16-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 16-6 Homes used as short-term rentals by county, Oct. 2023



Franklin County, however, has seen relatively modest growth in the STR market. In 2023, 212 homes were listed as STRs, representing about 1% of the county’s total housing stock, below the statewide rate of 4%.



Figure 16-7: Franklin County short-term rental homes

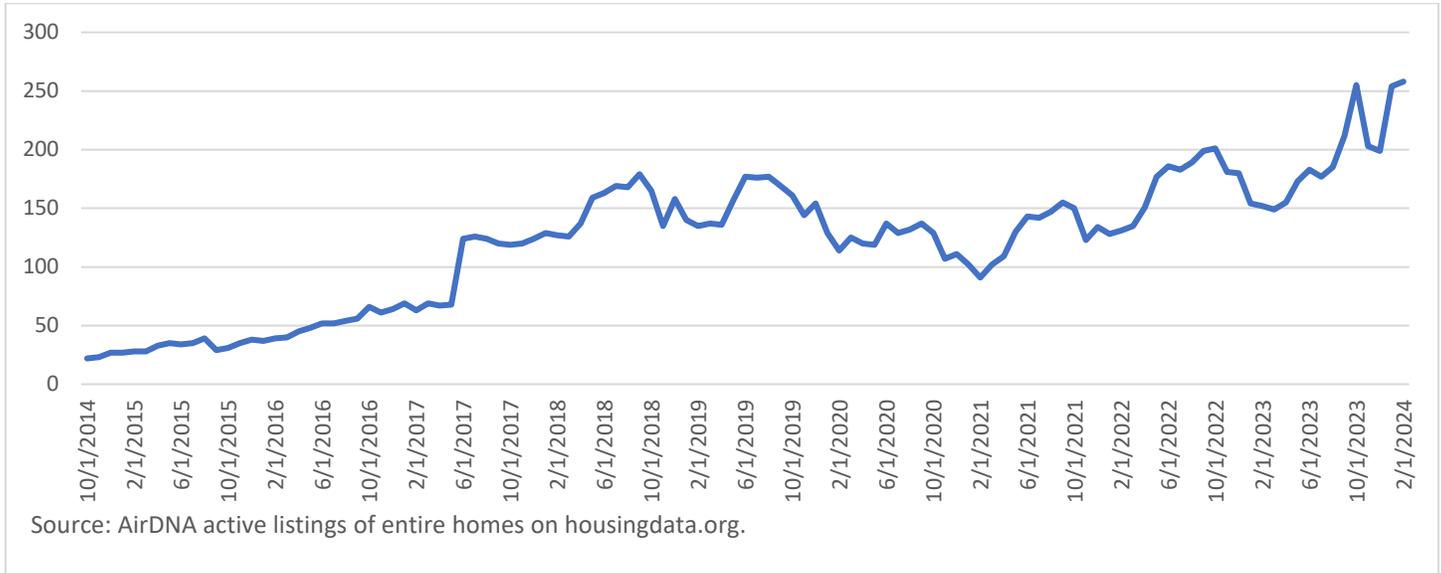


Figure 16-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Franklin County</b>	<b>2,134</b>	<b>9%</b>	<b>212</b>	<b>0.90%</b>	<b>22,714</b>
Bakersfield	58	10%	11	2.00%	557
Berkshire	52	8%	0	0.00%	647
Enosburgh	87	7%	25	1.90%	1,313
Fairfax	0	0%	8	0.40%	1,975
Fairfield	122	14%	1	0.10%	887
Fletcher	80	14%	0	0.00%	587
Franklin	257	29%	7	0.80%	878
Georgia	154	8%	0	0.00%	1,947
Highgate	92	6%	0	0.00%	1,606
Montgomery	244	31%	72	9.00%	800
Richford	62	5%	12	1.00%	1,161
Sheldon	17	2%	2	0.20%	914
St. Albans City	0	0%	38	1.20%	3,236
St. Albans Town	550	17%	0	0.00%	3,198
Swanton	359	12%	36	1.20%	3,008

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org.



### Characteristics of Housing Stock

The types of homes that make up the housing stock in Franklin County are similar to the state as a whole. In particular, Franklin County’s stock consists primarily of single-family detached homes. 74% of the occupied housing stock are single-family detached homes, even greater than the proportion statewide (67%).

Figure 16-9: Franklin County owner home types

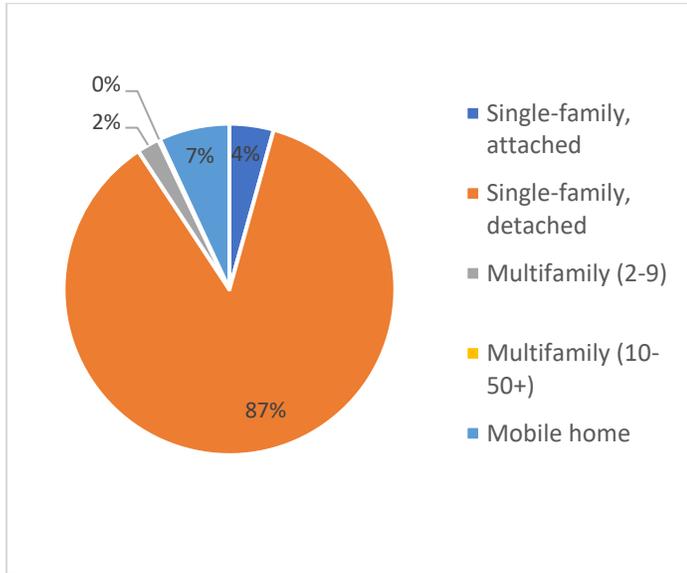
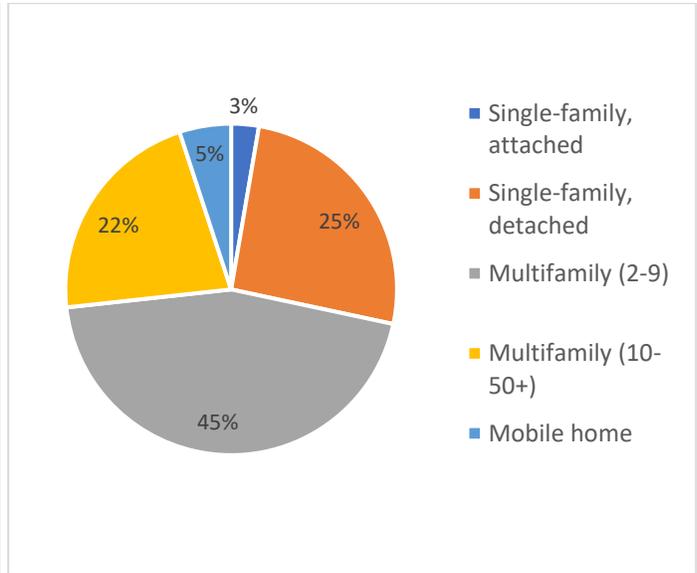


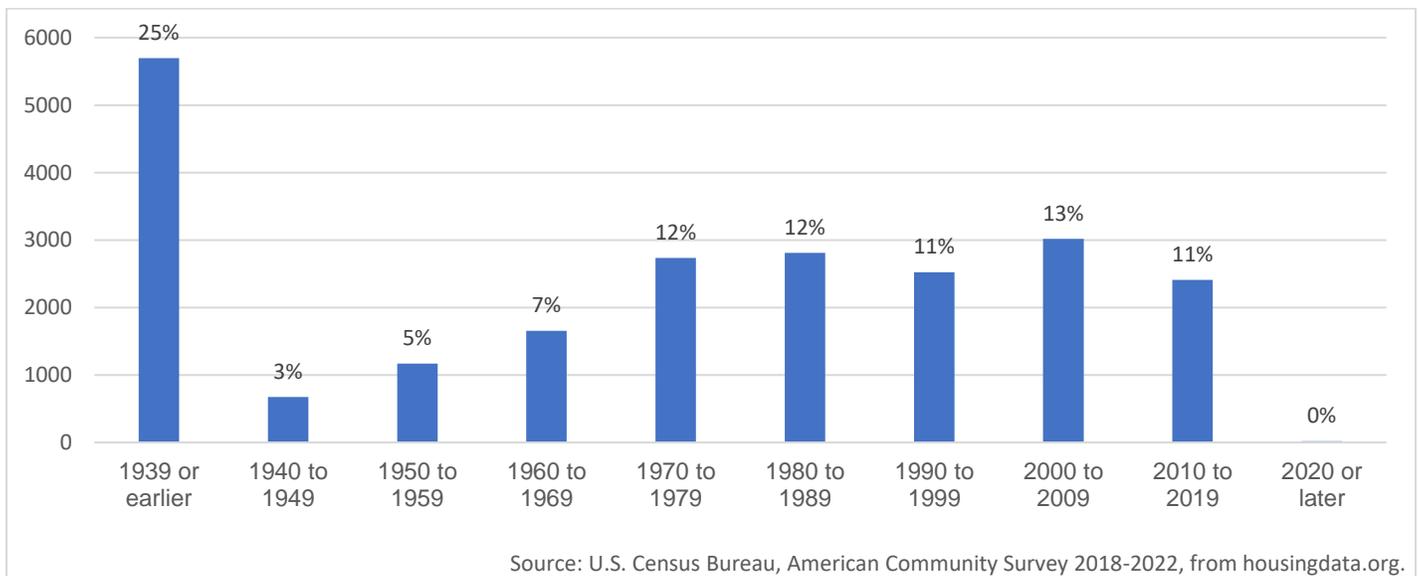
Figure 16-10: Franklin County renter home types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Franklin County, an estimated 25% were built prior to 1940, directly in line with the statewide average. The median home was built in 1978. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant. Notably, 11% of the homes in Franklin County were built since 2010, a greater proportion than the state as a whole.

Figure 16-11: Year built for Franklin County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Franklin County as well, where large homes (63% of the county's year-round homes) far outnumber large households (35% of the county's year-round households). Conversely, single person households (27% of the county's year-round households) outnumber small homes of 0-1 bedrooms (10% of the county's year-round homes).

Figure 16-12 Household size, 2022

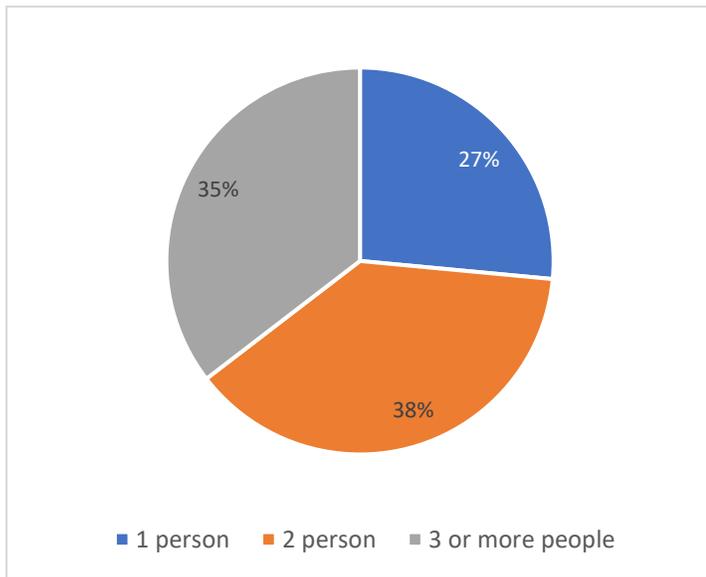
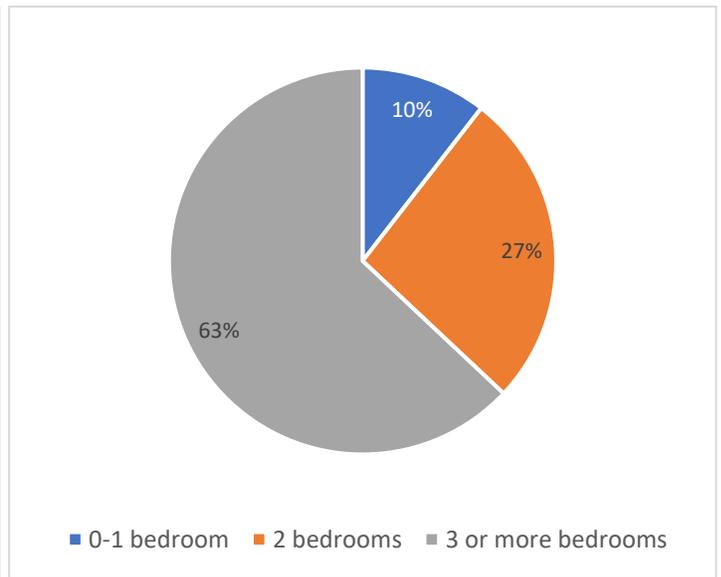


Figure 16-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,356 manufactured homes in Franklin County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 6% of the county housing stock, somewhat more than the state average rate of 5%, according to the U.S. Census Bureau's 2018-2022 American Community Survey.

Some manufactured homes in Franklin County are located in manufactured home communities, also known as mobile home parks. Franklin County has 26 mobile home parks with 461 lots. As of November 2023, there were 10 vacant lots in the county, resulting in a 2.2% park vacancy rate.

Franklin County has one mobile home park in the 100-year floodplain and one park in the 500-year floodplain

Figure 16-14 Franklin County mobile home parks

Park Ownership type	Parks	Lots
For Profit	19	352
Non-profit	3	58
Cooperative	2	39
All Rental (for profit)	3	17
<b>Total</b>	<b>27</b>	<b>466</b>
Median lot rent		\$385

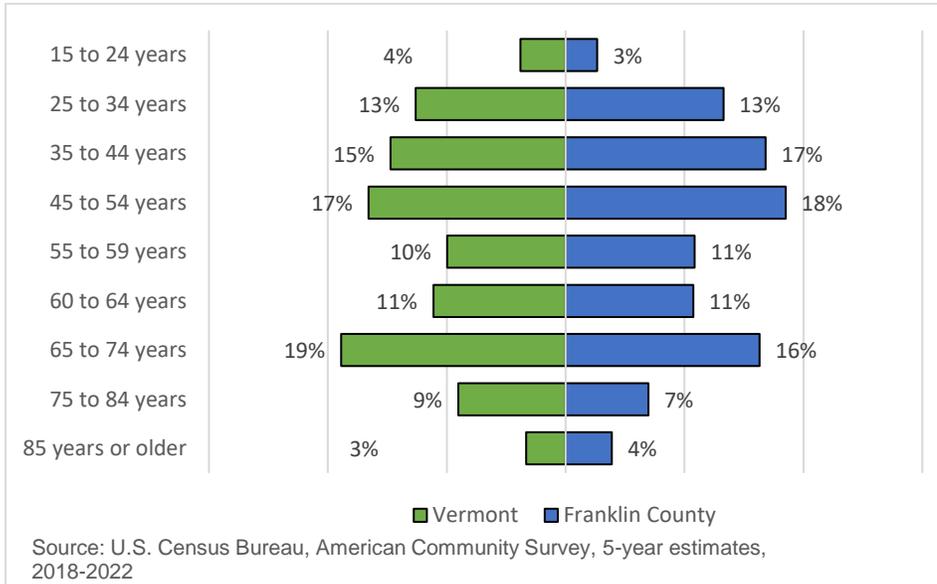
Source: Vermont Mobile Home Park Registry



## Household Demographics

Fewer Franklin County households are headed by someone 65 and older (27% of household heads) compared to the statewide average rate of 31%. An estimated 16% of the households in the county are led by someone aged 34 and younger.

Figure 16-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	512
25 to 34 years	2553
35 to 44 years	3234
45 to 54 years	3557
55 to 59 years	2088
60 to 64 years	2064
65 to 74 years	3138
75 to 84 years	1338
85 years or older	749
<b>Total</b>	<b>19,233</b>

The vast majority of household heads living in the county identify as white alone, but the number of household heads identifying as Asian alone, Black or African American alone, two or more races and white alone all increased in Franklin County between 2010 and 2020.

Figure 16-16 Households by race and tenure, 2010-2022

Franklin County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	204	206	n/a	126	116	n/a	78	90	n/a
Asian alone	56	85	n/a	35	57	n/a	21	28	n/a
Black or African American alone	51	88	n/a	22	39	n/a	29	49	n/a
Native Hawaiian and Other Pacific Islander alone	7	7	n/a	3	2	n/a	4	5	n/a
Some Other Race alone	32	89	n/a	12	49	n/a	20	40	n/a
Two or More Races	311	1,000	639	192	663	444	119	337	195
White alone	17,852	18,443	18,323	13,439	13,932	14,309	4,413	4,511	4,014
<b>Grand Total</b>	<b>18,513</b>	<b>19,918</b>	<b>19,233</b>	<b>13,829</b>	<b>14,858</b>	<b>14,965</b>	<b>4,684</b>	<b>5,060</b>	<b>4,268</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The median household income in Franklin County was \$73,633 in 2022. About 23% of the households in Franklin County have very low incomes of less than 50% of the Area Median Income (AMI).

Figure 16-17 Household income relative to Area Median Income (AMI)

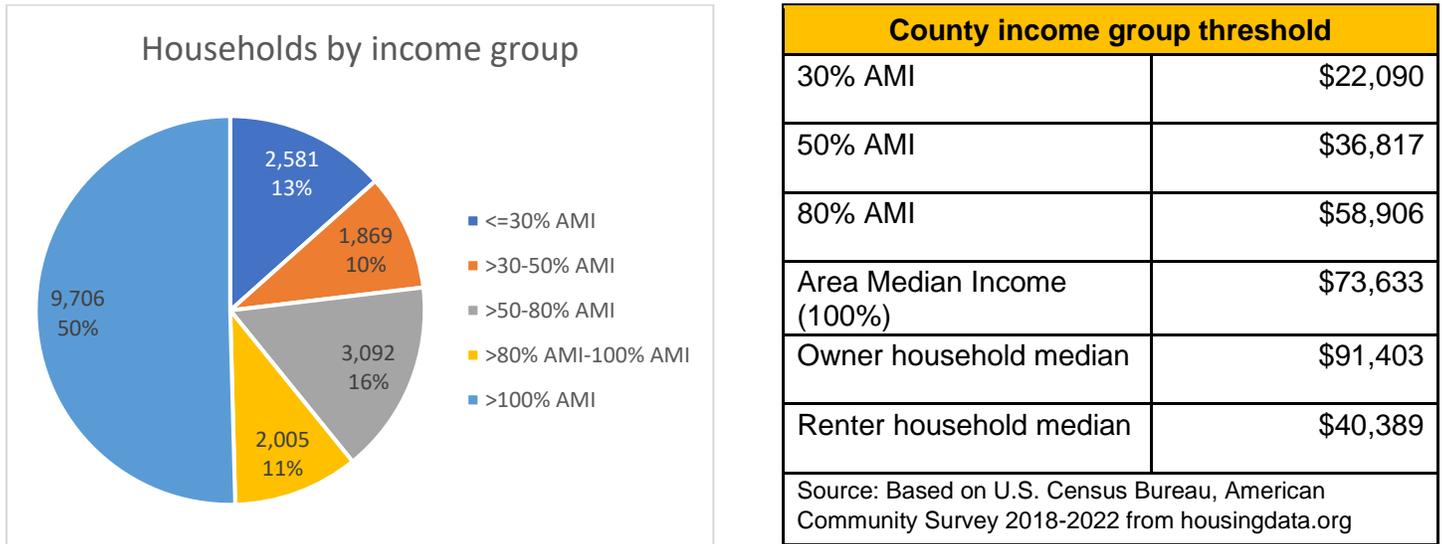
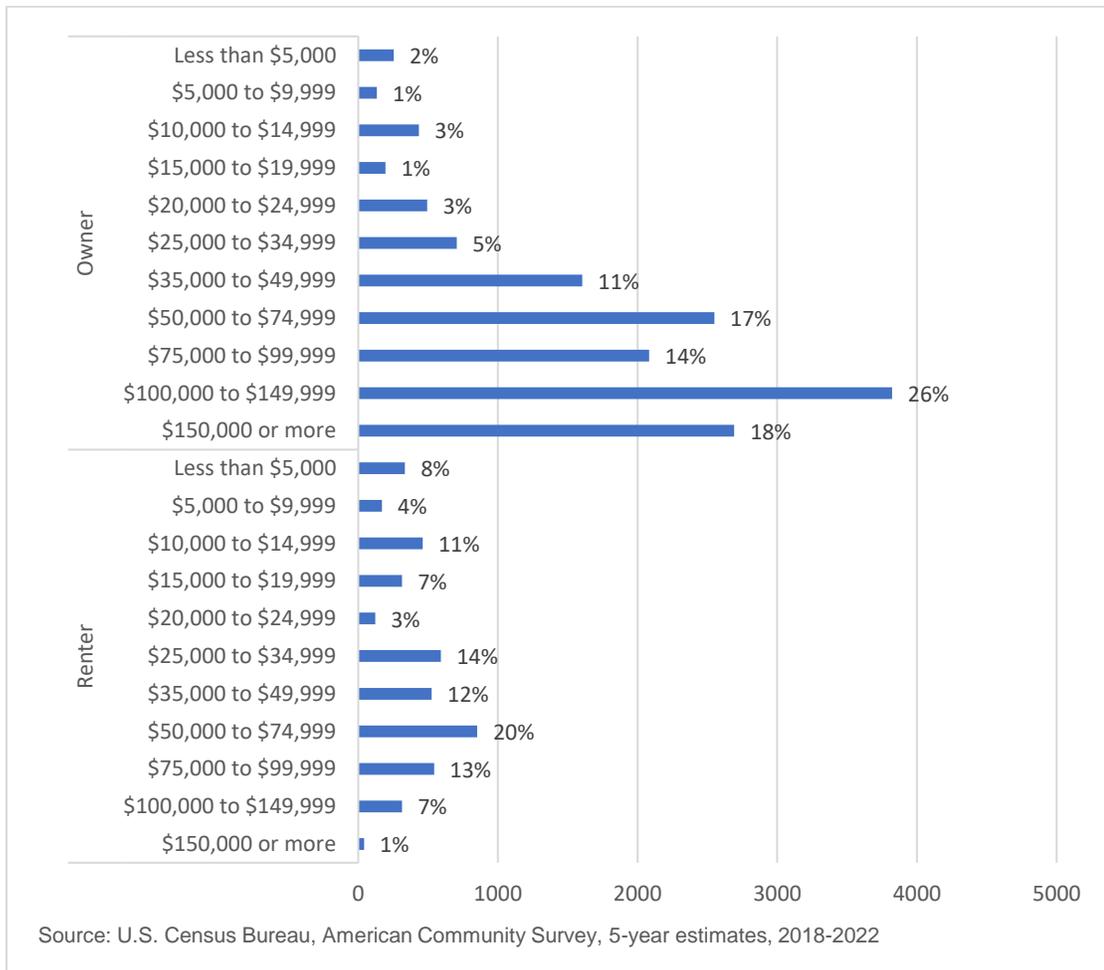


Figure 16-18 Number of households by income by tenure, 2022

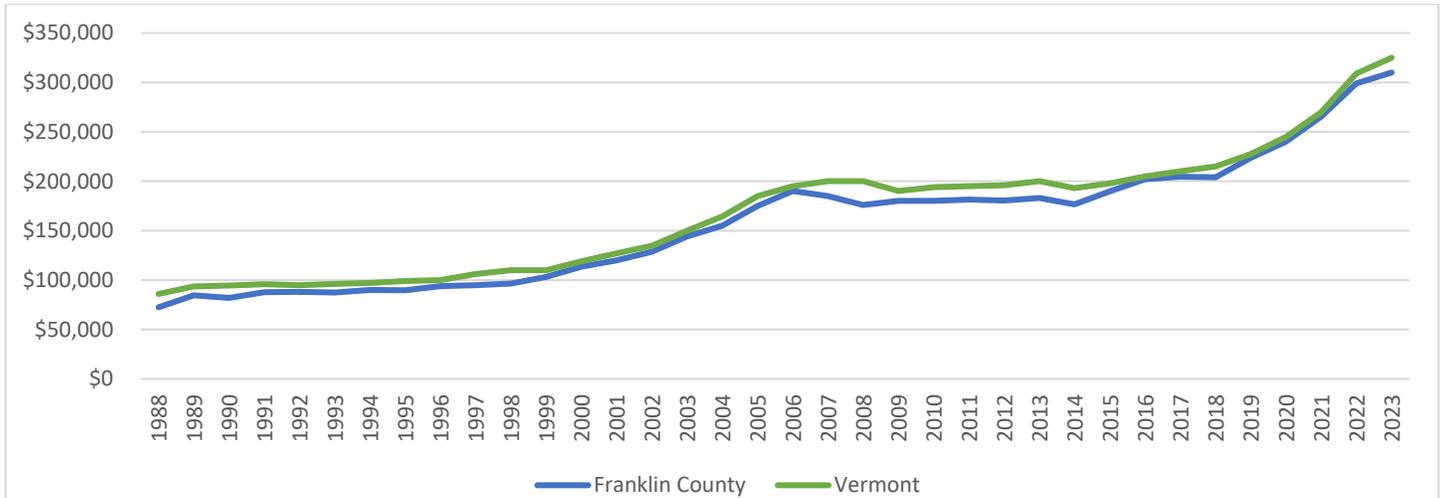




## Homeownership Market

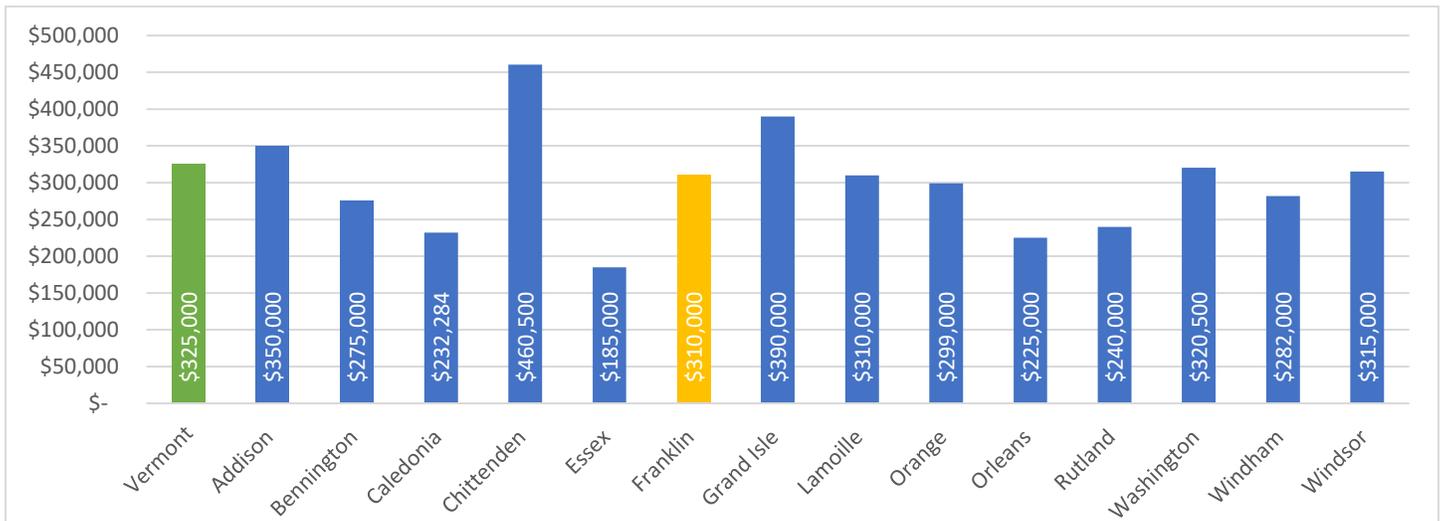
Approximately 15,000 households own their homes in Franklin County. An estimated 78% of all county households are homeowners compared with 73% statewide. The median home price in the county in 2023 was \$310,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 16-19: Median home prices



Source: VT Department of Taxes Property Transfer Tax data on housingdata.org

Figure 16-20 Median primary home sale price by county, 2023

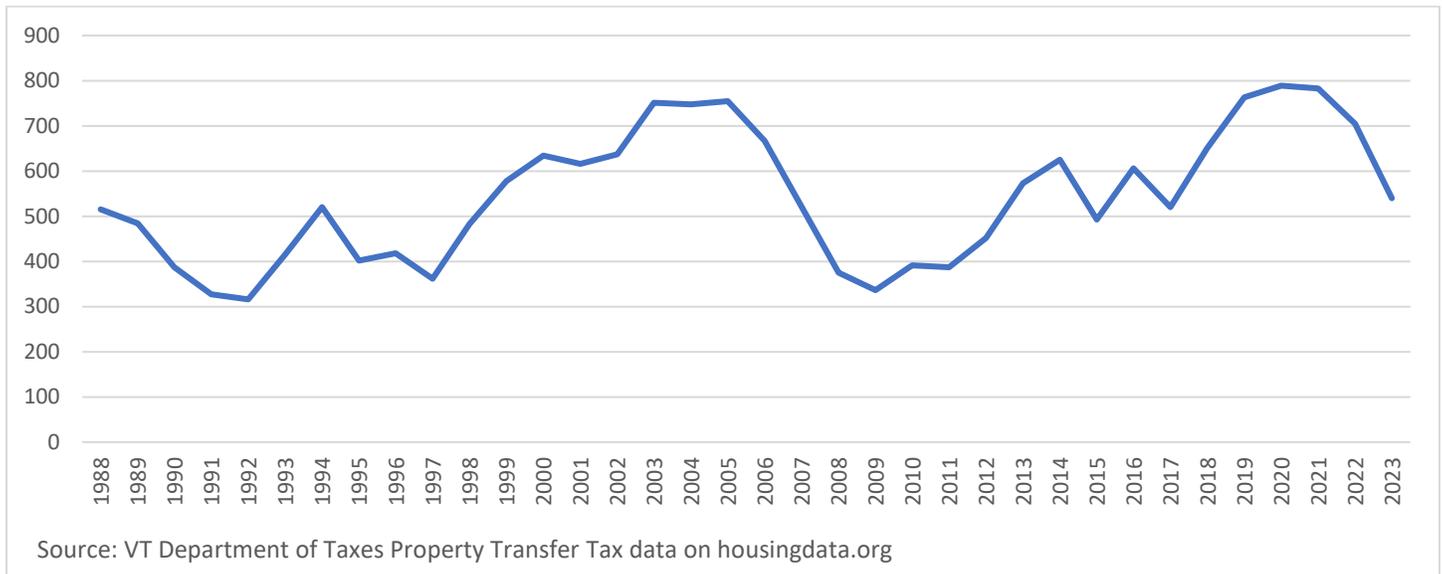


Source: VT Department of Taxes Property Transfer Tax data on housingdata.org



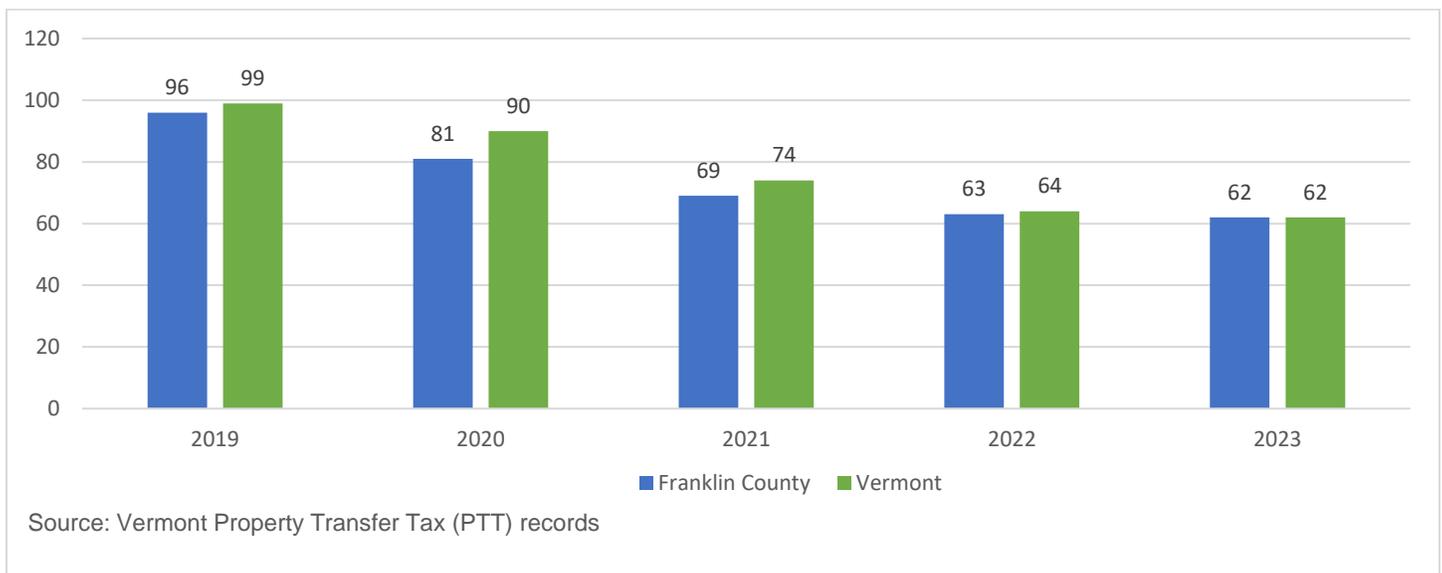
In 2023, there were 540 primary homes sales in Franklin County. The annual total number of homes sold in the county peaked in 2020 when 789 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 16-21 Number of primary home sales in Franklin County, 1988-2023



The median days on the market for a Franklin County home dropped to 62 days in 2023 from 96 days in 2019. Homes in the county stay on the market about the same number of days as the statewide average. Homes are on the market for approximately a month less than they were in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 16-22: Median days on market

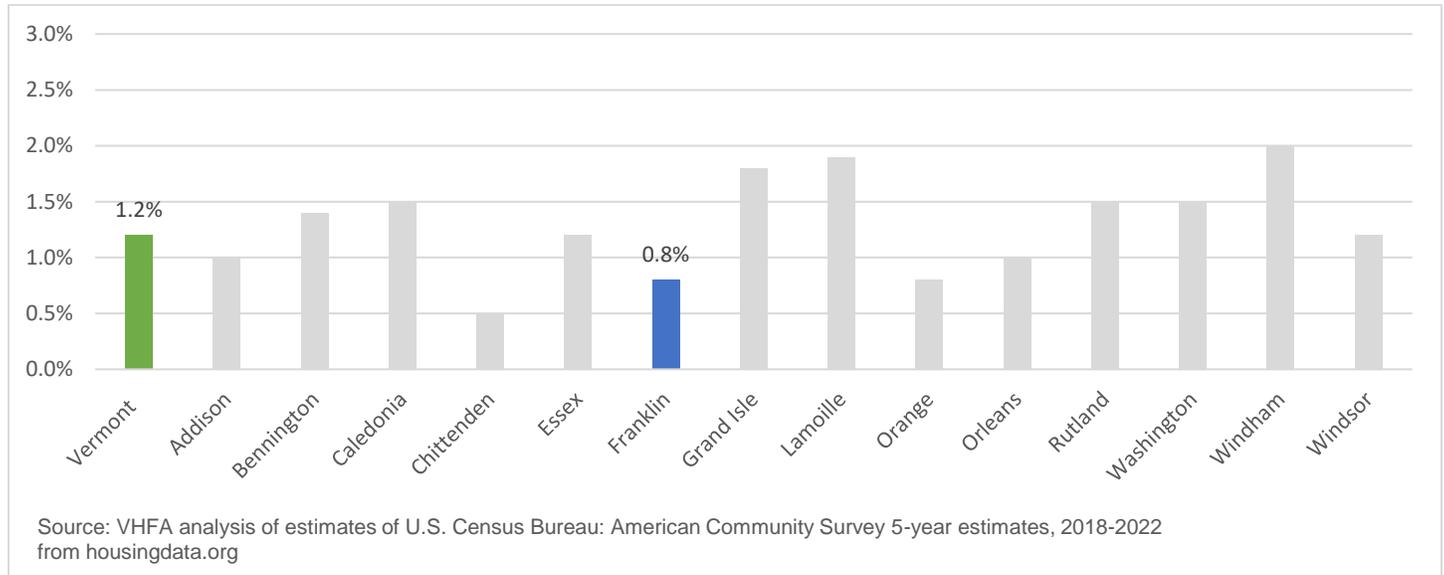




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

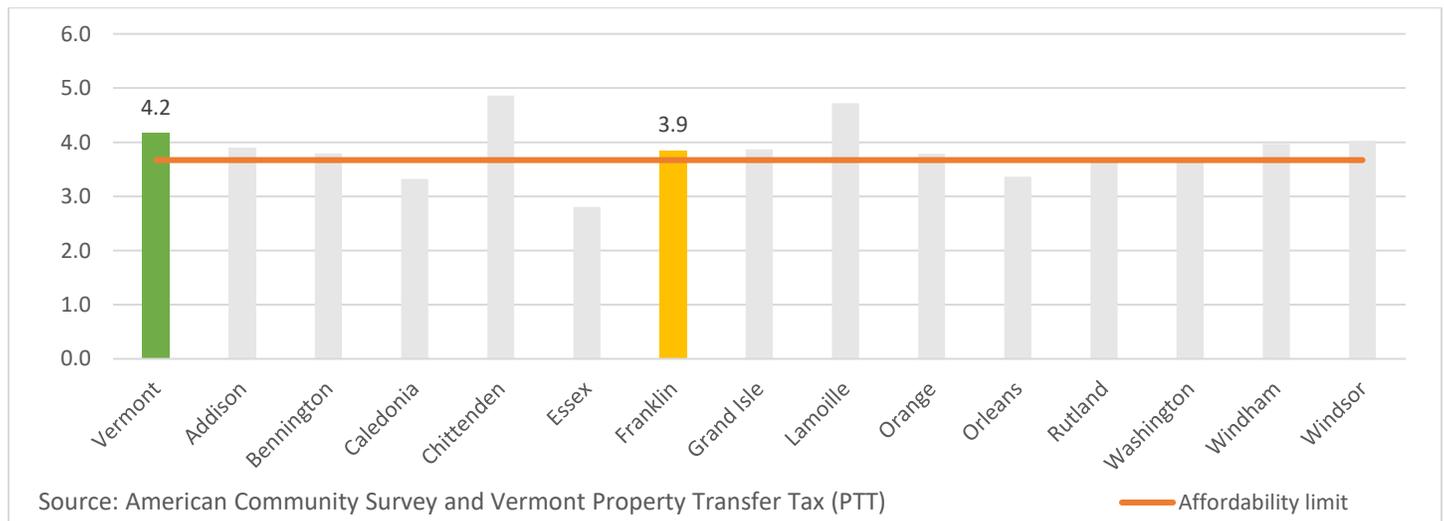
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Franklin County (0.8%) is lower than both the healthy market range and the statewide vacancy rate.

Figure 16-23: Homeowner vacancy rates



As with most Vermont counties, home affordability is a concern in Franklin County. In 2022, the ratio of county home prices to median county household income is 3.9. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. 24% of owner-occupied households in Franklin County are cost-burdened.

Figure 16-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>8</sup> The fair market rent for a 2-bedroom apartment in Franklin County was set at \$1,887 in 2024. The median rent in Franklin County of \$1,125 was very similar to the statewide median in 2022.

Figure 16-25: Fair market rent for a 2-bedroom apartment

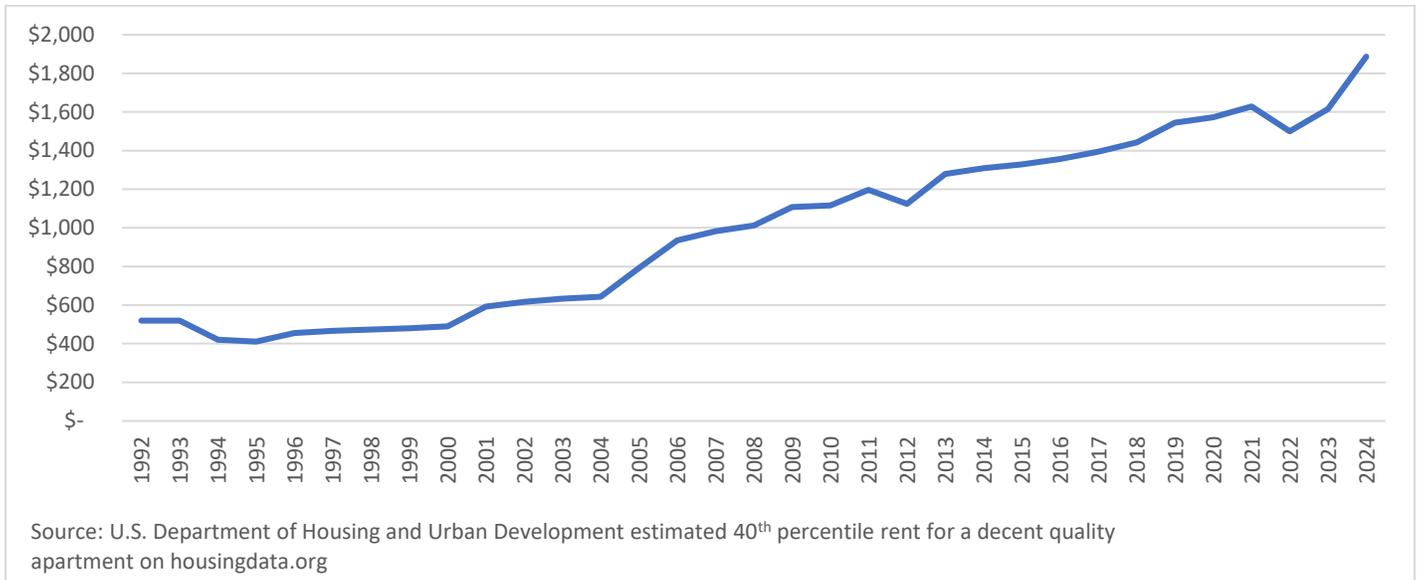
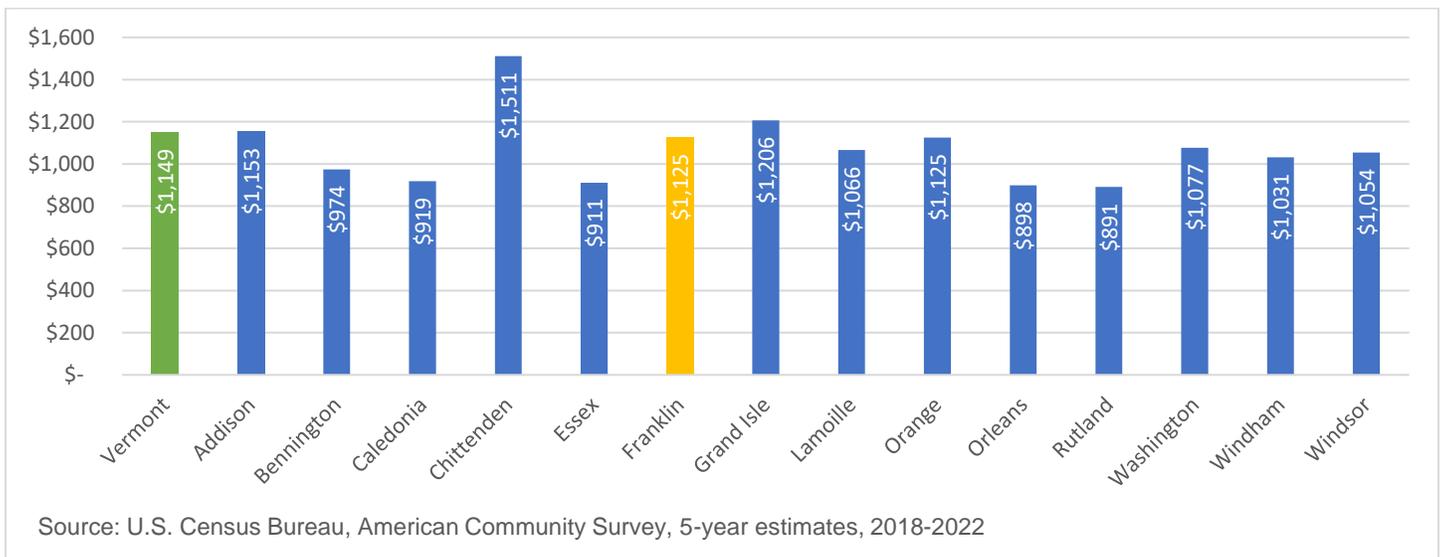


Figure 16-26: Median gross rent by county, 2022

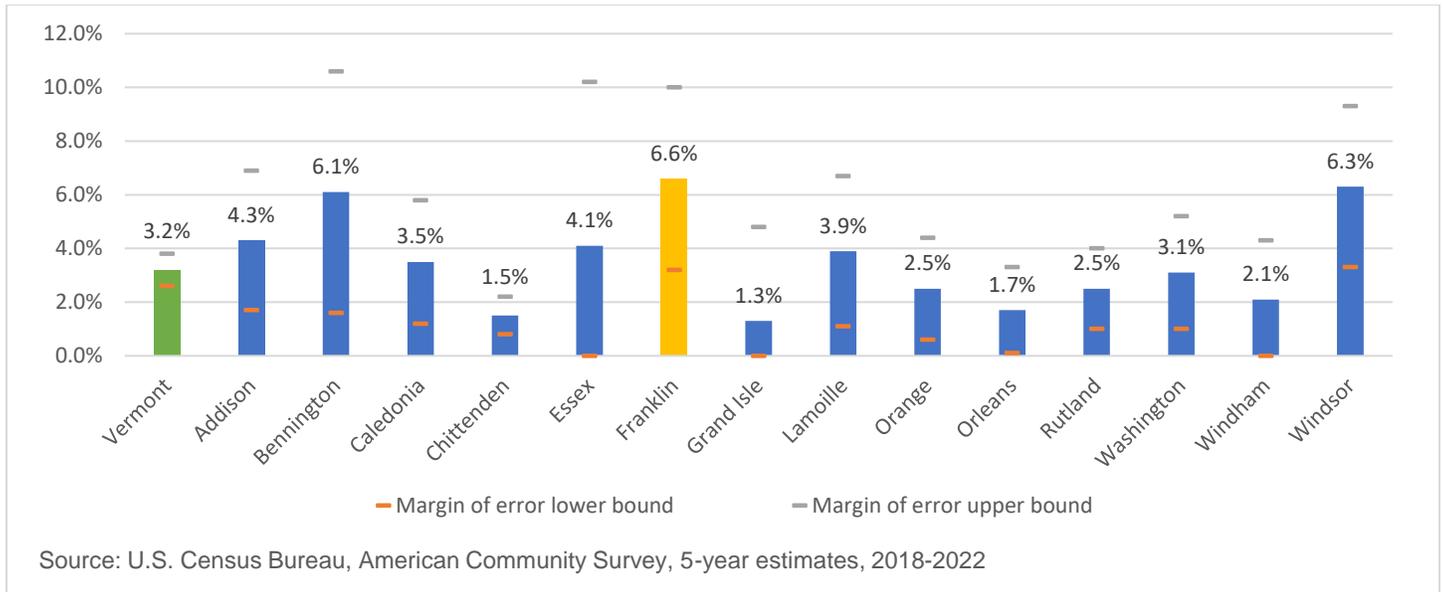


<sup>8</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



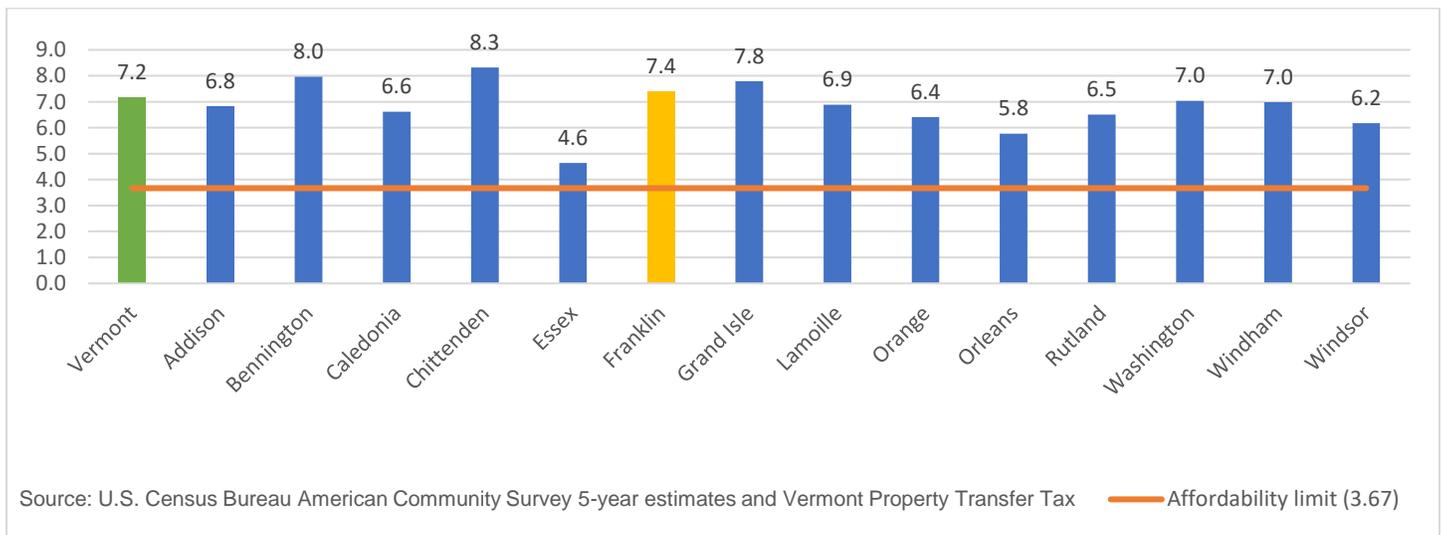
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Franklin County had a rental vacancy rate of 6.6% in 2022 – greater than the statewide rate, but a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 16-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Franklin County.

Figure 16-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 16-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Franklin County, there are 787 apartments in buildings that were built with public development subsidies. These apartments account for 17% of the county rental housing stock. Among those apartments, 498 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.



## Households With Housing Problems

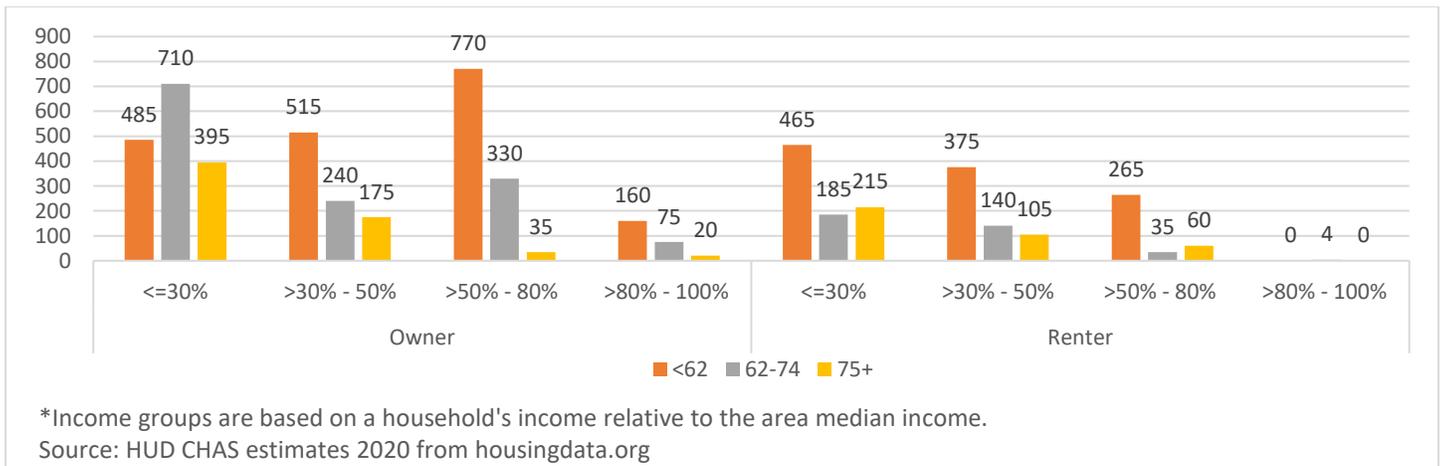
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Franklin County experiencing housing problems is homeowners with household incomes of 50-80% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 770 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 16-30: Franklin County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Franklin County is classified as part of the Northern Vermont PUMs region and represents 29% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 1,494 owner occupied and 276 renter occupied homes in County with these indicators.

Figure 16-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 780 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 188 households in Franklin County that are considered overcrowded. Of those households, 105 are owner-occupied and 83 are renter-occupied. Among all overcrowding in Franklin County, an estimated 21 households are considered severely overcrowded.



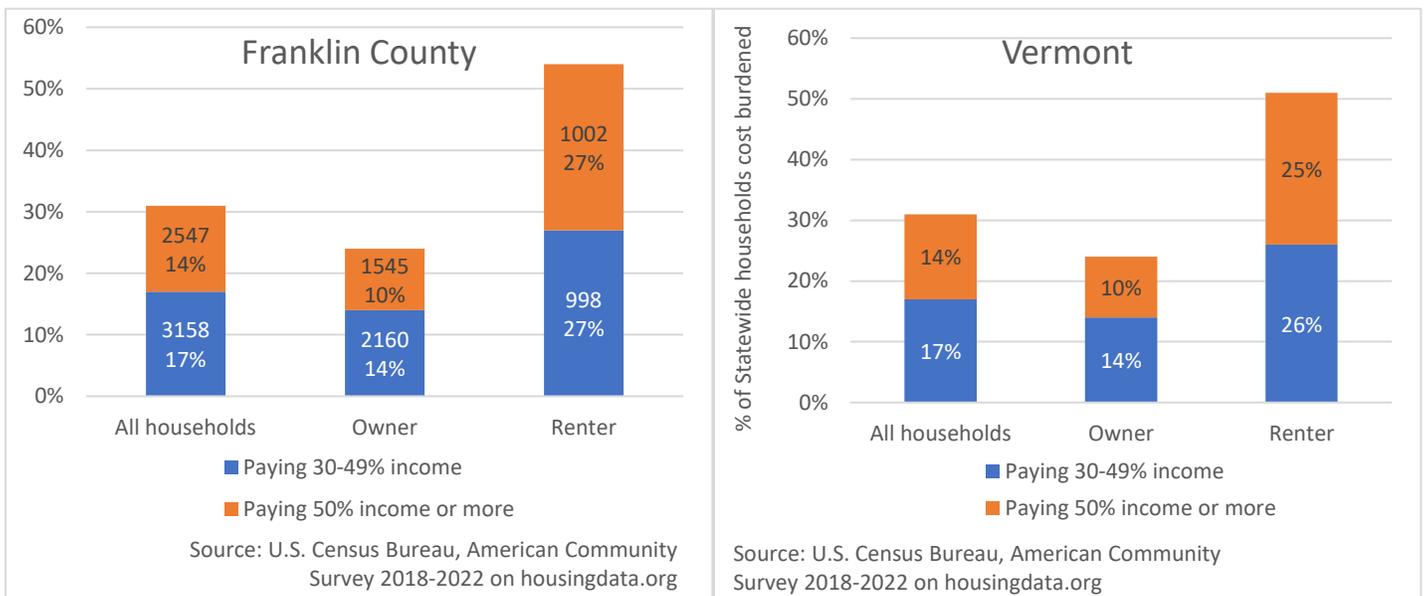
### Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened in Franklin County is in line with the state, but renter cost burden is greater than the state (54%). Approximately 2547 households are severely cost-burdened in Franklin County and may be at risk of housing instability.

Figure 16-32: Cost burden among Franklin County households compared to statewide cost burden





## Homelessness

Homelessness services in Franklin County and Grand Isle County are provided by the combined Franklin-Grand Isle Continuum of Care. During the most recent 2023 Point-In-Time count, 134 people in 103 households were experiencing homelessness in the Franklin/Grand Isle CoC. This represents a decline from 2022, which featured the highest total in the CoC since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 242 people in the Franklin/Grand Isle CoC area received support through this area’s continuum of care.

Figure 16-33: Number of people experiencing homelessness served by the Franklin/Grand Isle Continua of Care

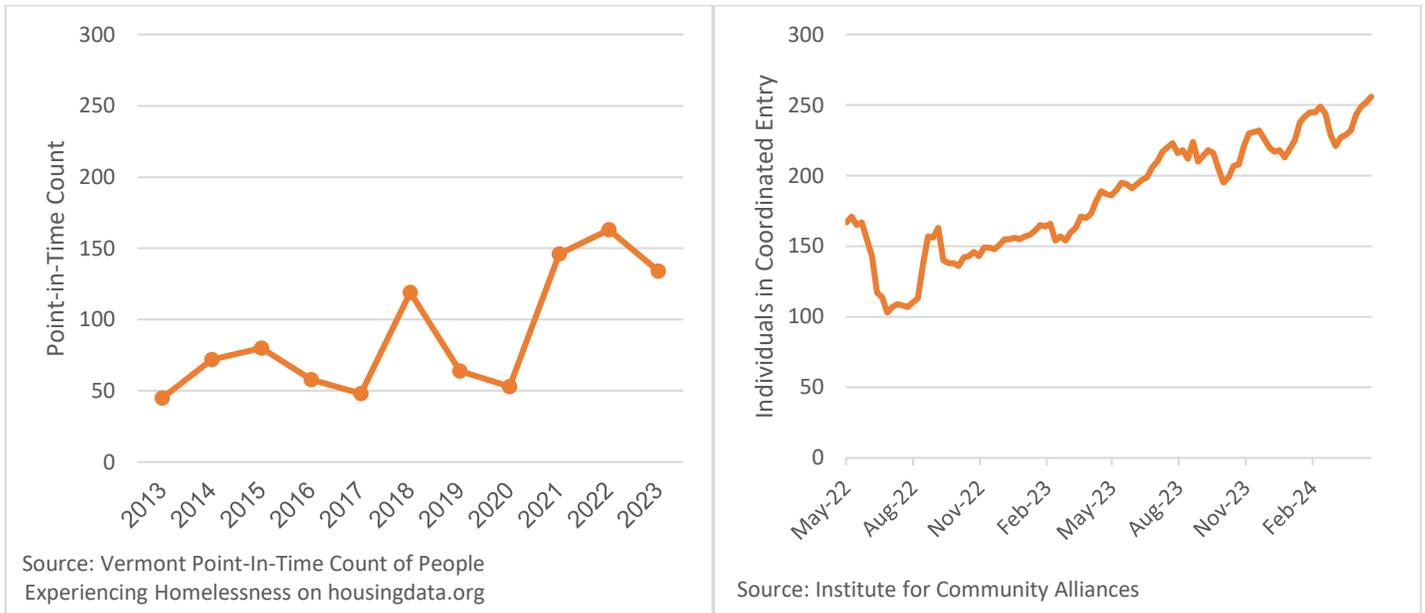


Figure 16-34: Number of people experiencing homelessness by the local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 16-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families "GA Emergency Housing and Shelters"](#) Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024 and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Aside from the General Assistance program, emergency housing is provided by the 19-bed Samaritan House in St. Albans. It is likely that many people experiencing homelessness in the northwest go to Burlington to seek assistance. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In 2022, the Northwest Regional Planning Commission published a [2022 Northwest Vermont Region Housing Needs Assessment](#) that identifies socioeconomic and housing market conditions in Franklin and Grand Isle counties. The key findings of the Housing Needs Assessment are:

- The level of unmet housing need in the two-county region is so substantial that ‘catching up’ will require a sustained, long-term commitment. The need to ‘catch up’ and improve affordability and quality of life for residents already living in the region is much more significant than the need to provide housing for new residents in the future.
- The region’s housing stock has become less diverse over the past 20 years. The small supply of ‘missing middle’ units has shrunk even further. New construction is almost entirely detached, single-unit homes. Other unit types well-suited to small households, young adults, seniors and people with disabilities are limited both in number and location leaving these residents little choice in housing.
- Residents under age 40 are having a very different housing experience than residents over age 60. Age group is equally if not more determinative of housing experience than income group. Younger adults across the income distribution have and continue to face far more difficulty securing and paying for housing in the region.
- There are currently few options for older residents who want to stay in their community other than remaining in their current homes. The number of residents ‘aging in place’ in their homes across the region will continue to grow until peaking around 2040. The location, design and maintenance requirements of many homes in the region will pose challenges to elderly residents.
- An increasing number of people in the region are living alone. The number of single-person households is anticipated to increase in future years. Single-person households struggle to find housing that meets their needs and budget across the income distribution. Much of the region’s stock requires that a household have two-wage earners for it to be affordable.
- There are unmet housing needs throughout the region, but most housing creation has occurred in only a few communities in recent years. The targeted location of new units, when combined with the limited range of unit types being built, leads to housing that may only meet the needs and budgets of a small slice of the region’s households.
- The major recommendation of the Housing Needs Assessment is to set an annual target for housing ‘interventions’ distributed across all communities so that the region can ‘catch up’ and eliminate unmet housing needs in Franklin and Grand Isle counties.



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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Grand Isle County year-round increased at an average rate of 0.9% each year to 3,170. By 2029, a projected 3,438-3,620 households will live in the county.

**Figure 17-1 Projected Grand Isle County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	2,902	3,170	3,252	3,325	3,438	3,620
Owner households	2,358	2,641	2,921	2,987	2,915	3,070
Renter households	544	529	331	338	523	550

Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Grand Isle County is likely to need a projected 300-435 additional homes between 2025 and 2029.

**Figure 17-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	58	184
Renter homes	242	251
Total additional homes needed	300	435

Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.



## Housing Stock

Grand Isle County's housing stock consists of 5,264 year-round and seasonal homes. The county has a greater proportion of seasonal homes (37%) than the state (15%) and a much lesser proportion of year-round rental homes (6%). Grand Isle is the second smallest county in Vermont and represents 2% of the state's total housing stock.

Figure 17-3 Grand Isle County housing stock, 2022

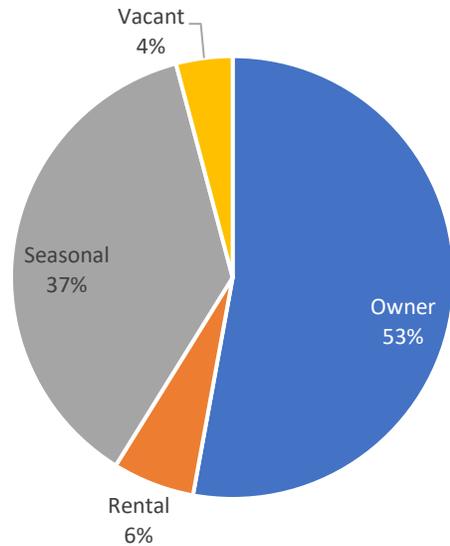


Figure 17-4: Grand Isle County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Grand Isle County	2,783	53%	315	6%	1,949	37%	217	4%	5,264	100%
Alburgh	727	48%	121	8%	566	38%	95	6%	1,509	29%
Grand Isle	796	68%	102	9%	209	18%	60	5%	1,167	22%
Isle La Motte	205	42%	16	3%	263	54%	7	1%	491	9%
North Hero	514	48%	9	1%	553	51%	6	1%	1,082	21%
South Hero	541	53%	67	7%	358	35%	49	5%	1,015	19%

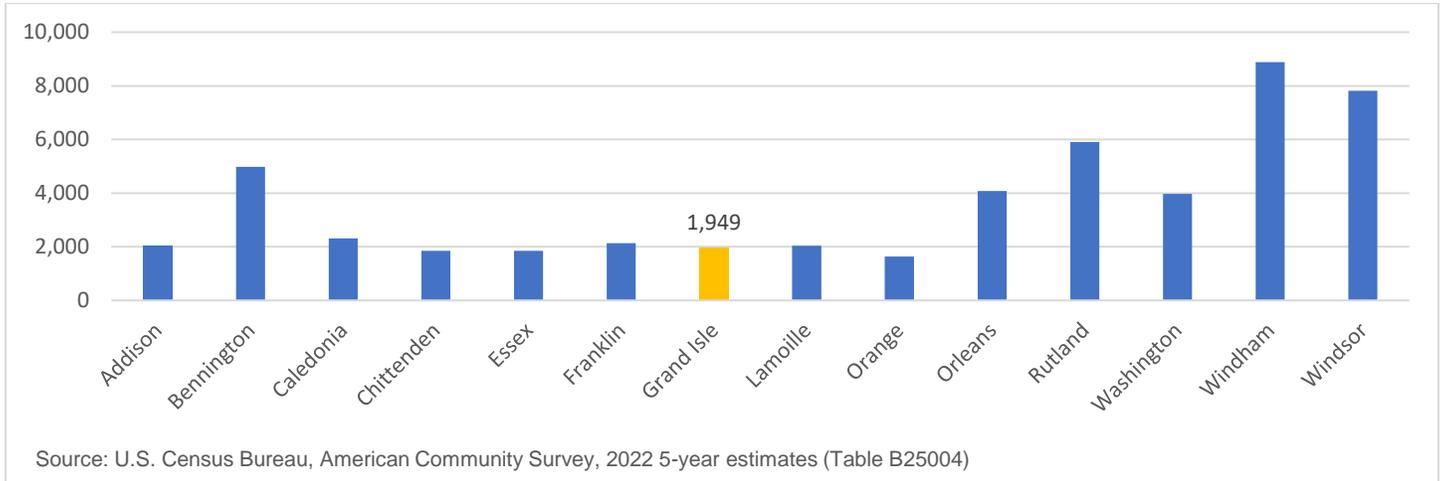
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 1,949 seasonal or occasional use homes in Grand Isle County, making up 37% of all homes in the county.

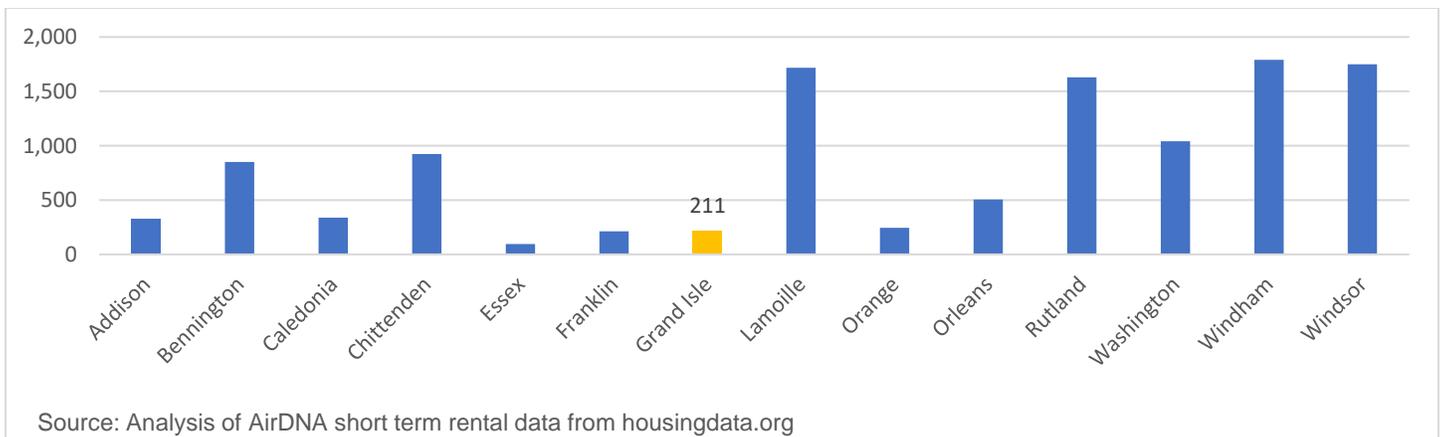
Figure 17-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 17-6 Homes used as short-term rentals by county, Oct. 2023



Grand Isle County has a highly seasonal STR market that has only expanded marginally since 2017. In 2023, 211 homes were listed as STRs, representing 4% of the county’s total housing stock, about the same as the statewide rate of 4%.

Grand Isle County’s seasonal home market far exceeds the state level, with 37% of the housing stock dedicated to seasonal homes.



Figure 17-7: Grand Isle County short-term rental homes

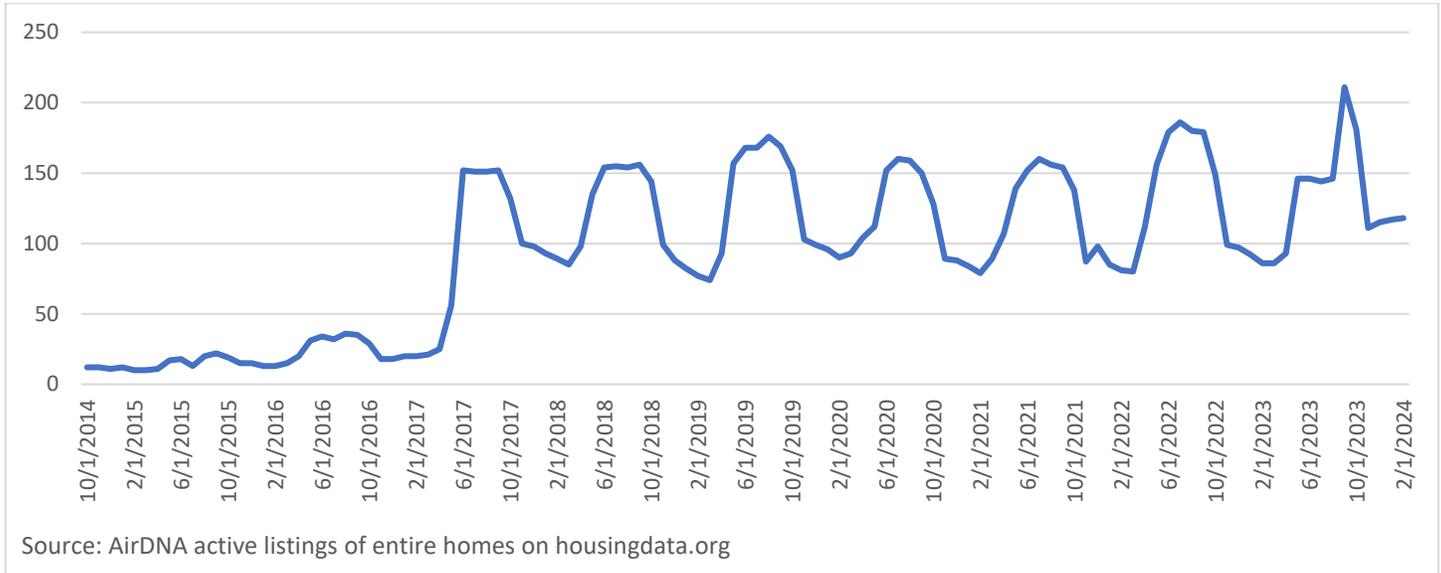


Figure 17-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rental relative to total housing stock	Total housing stock
<b>Grand Isle County</b>	<b>1,949</b>	<b>37%</b>	<b>211</b>	<b>4.00%</b>	<b>5,264</b>
Alburgh	566	38%	55	3.60%	1,509
Grand Isle	209	18%	37	3.20%	1,167
Isle La Motte	263	54%	18	3.70%	491
North Hero	553	51%	52	4.80%	1,082
South Hero	358	35%	49	4.80%	1,015

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org.

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Grand Isle County are similar to the state as a whole. Grand Isle County's stock consists primarily of single-family detached homes. 83% of the combined year-round owner and renter housing stock are single-family detached homes, even greater than the proportion statewide (67%). There are almost no units in large multi-family buildings in Grand Isle County.

Figure 17-9: Grand Isle County owner homes types

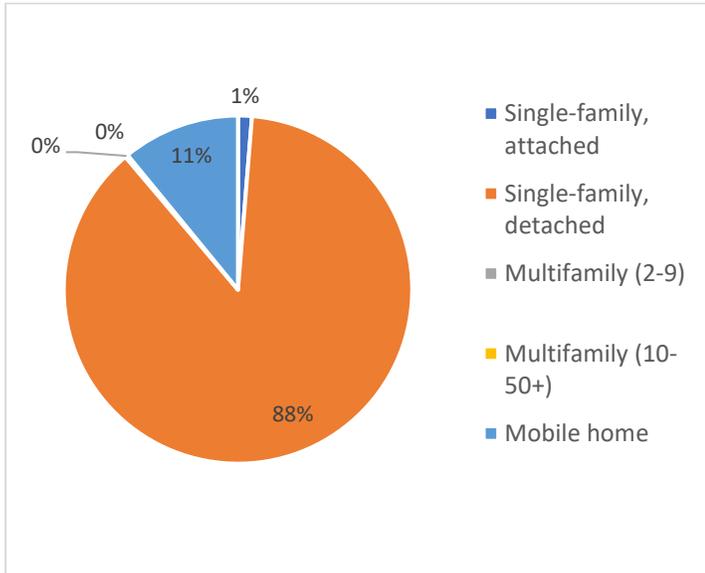
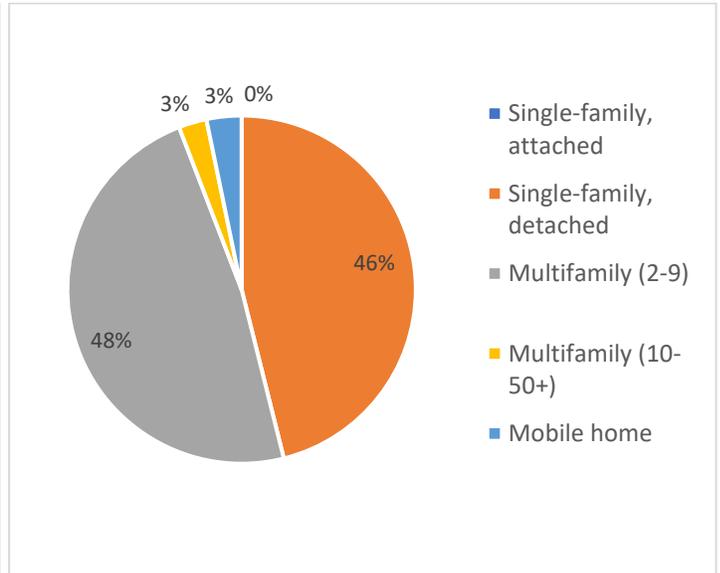


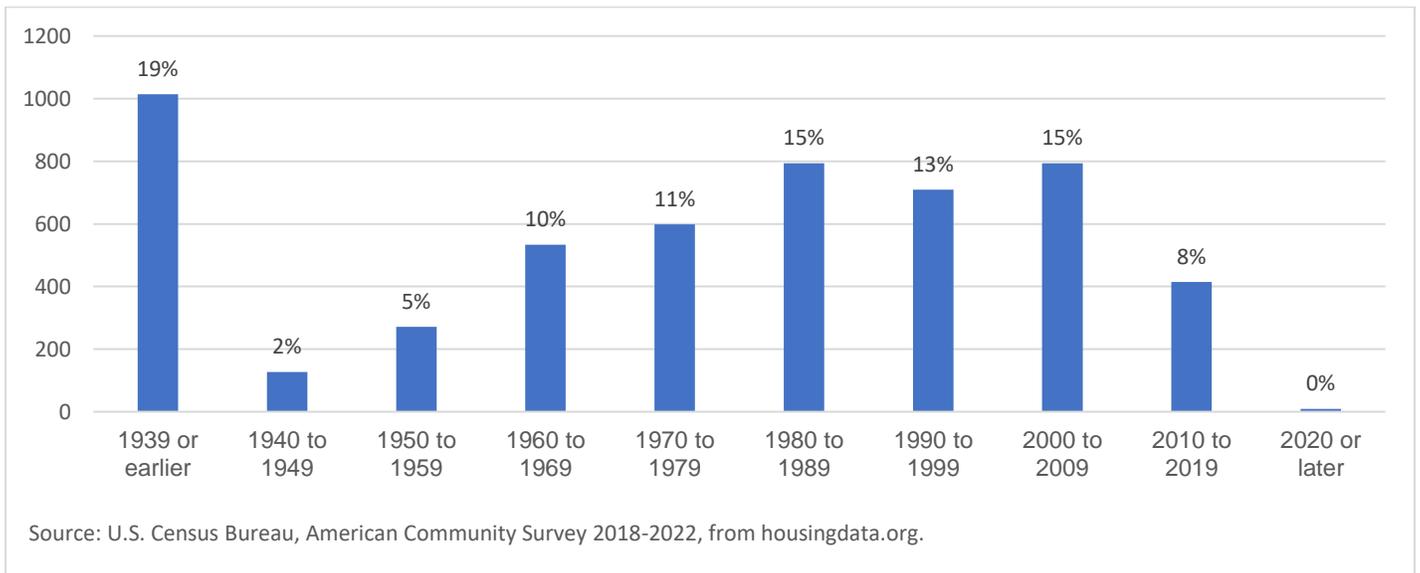
Figure 17-10: Grand Isle County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Grand Isle County, an estimated 19% were built prior to 1940, less than the statewide average of 25%. The median home in the county was built in 1981. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant. Notably, a larger portion of the homes in Grand Isle County were built after 2000 (23%) than the state as a whole (16%).

Figure 17-11: Year built for Grand Isle County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org.



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Grand Isle County as well, where large homes (56% of the county’s year-round homes) far outnumber large households (28% of the county’s year-round households). Conversely, single person households (27% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (10% of the county’s year-round homes).

Figure 17-12 Household size, 2022

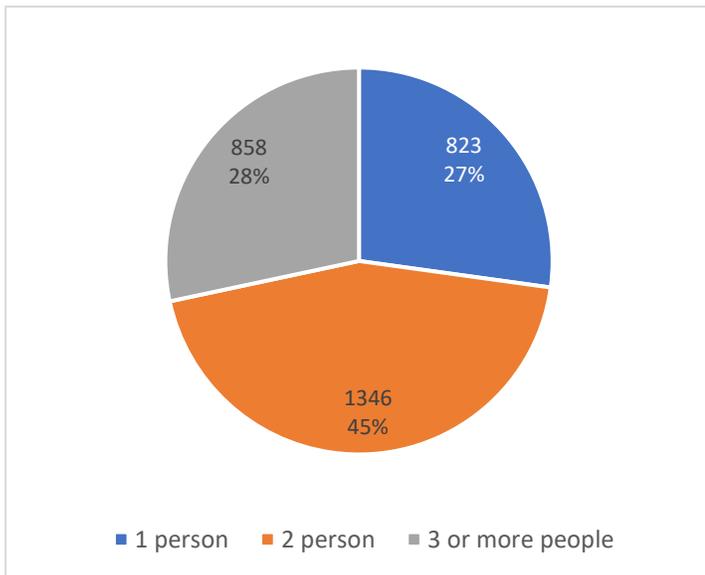
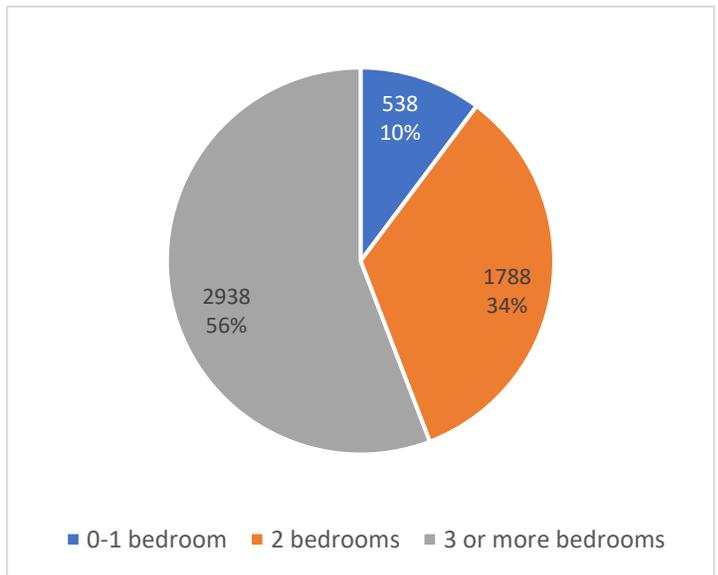


Figure 17-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 629 manufactured homes in Grand Isle County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 12% of the county housing stock, far more the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

A small number of manufactured homes in Grand Isle County are located in manufactured home communities, also known as mobile home parks. Grand Isle County has 2 mobile home parks with 32 lots. As of November 2023, there were 3 vacant

lots in the county, resulting in a 0.9% park vacancy rate.

Figure 17-14 Grand Isle County mobile home parks

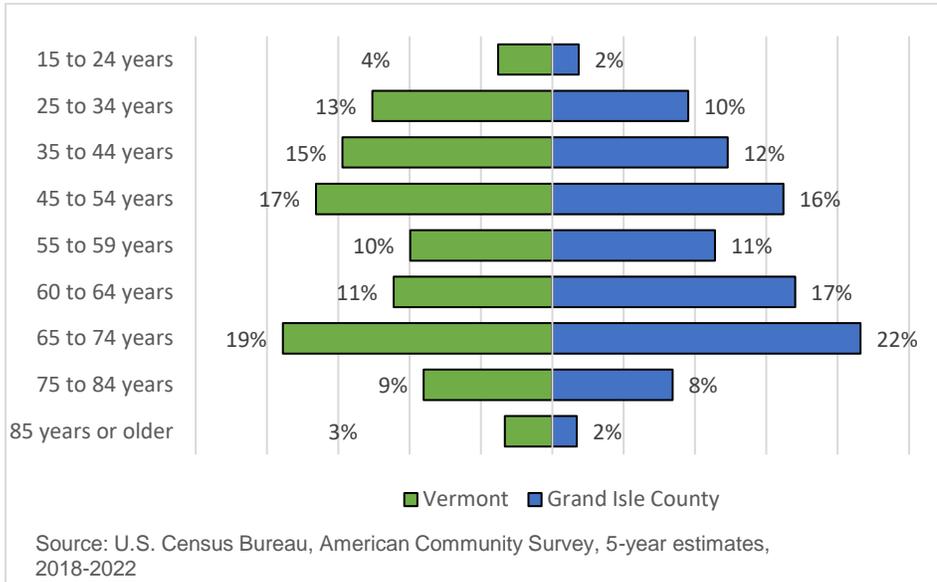
Park Ownership type	Parks	Lots
For Profit	1	8
Non-profit	1	24
Cooperative	0	0
All Rental (for profit)	0	0
Total	2	32
Median lot rent		\$389
Source: Vermont Mobile Home Park Registry		



## Household Demographics

An estimated 32% of Grand Isle County households are headed by someone 65 and older, about the same as the statewide average rate. An estimated 12% of the households in the county are led by someone aged 34 and younger which is fewer than the statewide rate of 17%.

Figure 17-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	56
25 to 34 years	288
35 to 44 years	372
45 to 54 years	490
55 to 59 years	345
60 to 64 years	515
65 to 74 years	654
75 to 84 years	255
85 years or older	52
<b>Total</b>	<b>3,027</b>

The vast majority of household heads living in the county identify as white alone, but the number of household heads identifying as people of color also increased slightly between 2010 and 2020.

Figure 17-16 Households by race and tenure, 2010-2022

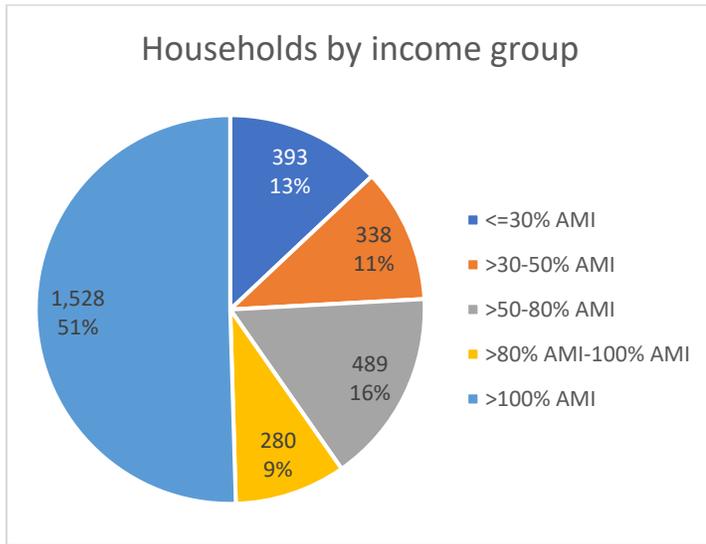
Grand Isle County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	22	18	n/a	19	14	n/a	3	4	n/a
Asian alone	4	9	n/a	4	8	n/a	-	1	n/a
Black or African American alone	6	14	n/a	6	11	n/a	-	3	n/a
Native Hawaiian and Other Pacific Islander alone	2	4	n/a	2	2	n/a	-	2	n/a
Some Other Race alone	5	19	n/a	3	12	n/a	2	7	n/a
Two or More Races	63	149	129	42	109	112	21	40	17
White alone	2,800	2,957	2,744	2,282	2,485	2,469	518	472	275
<b>Grand Total</b>	<b>2,902</b>	<b>3,170</b>	<b>3,027</b>	<b>2,358</b>	<b>2,641</b>	<b>2,719</b>	<b>544</b>	<b>529</b>	<b>308</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available (“n/a”) for 2022 because they are based on samples with large margins of error.



The estimated median household income in Grand Isle County was \$86,639 in 2022. About 24% of county households have very low incomes of 50% of Area Median Income (AMI) or less.

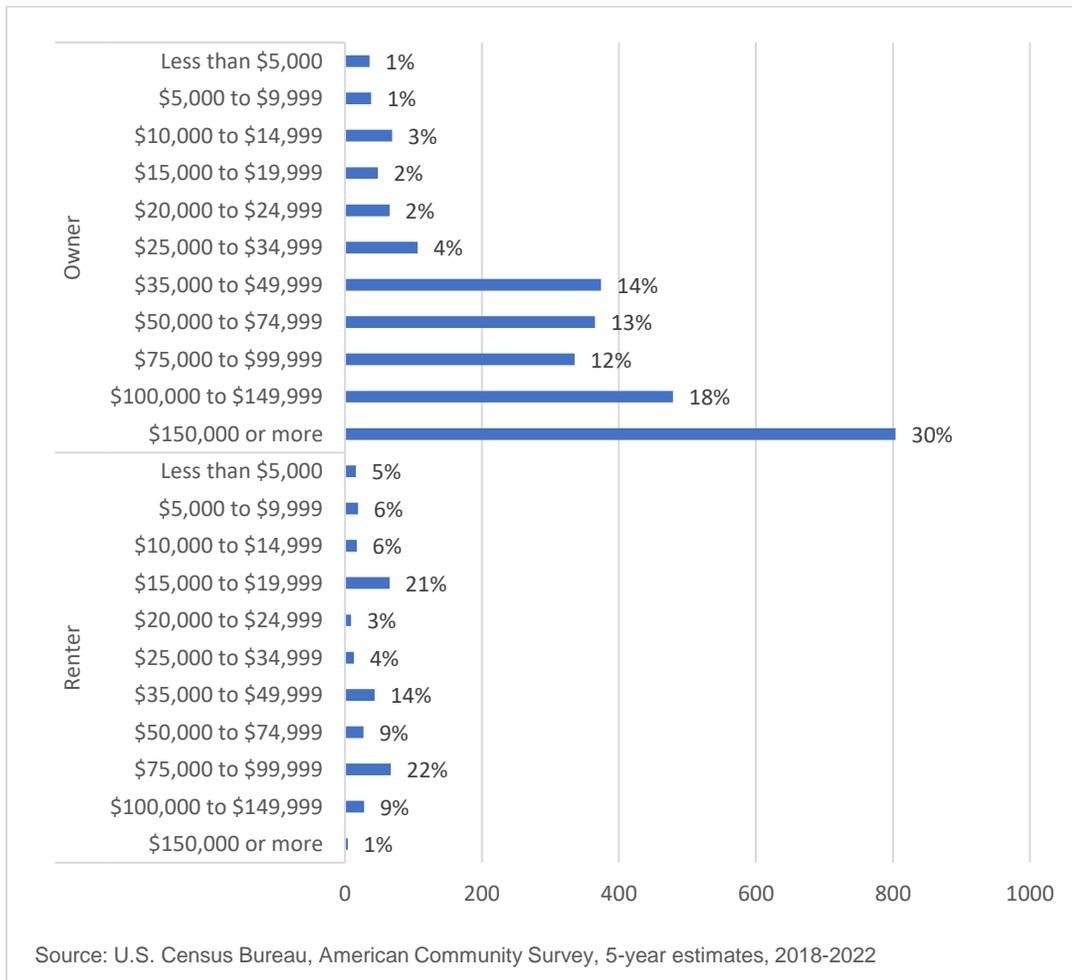
Figure 17-17 Household income relative to Area Median Income (AMI)



Income group threshold	Income
30% AMI	\$25,992
50% AMI	\$43,320
80% AMI	\$69,311
Area Median Income (100%)	\$86,639
Owner household median	\$94,617
Renter household median	\$43,000

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 17-18 Number of households by income by tenure, 2022

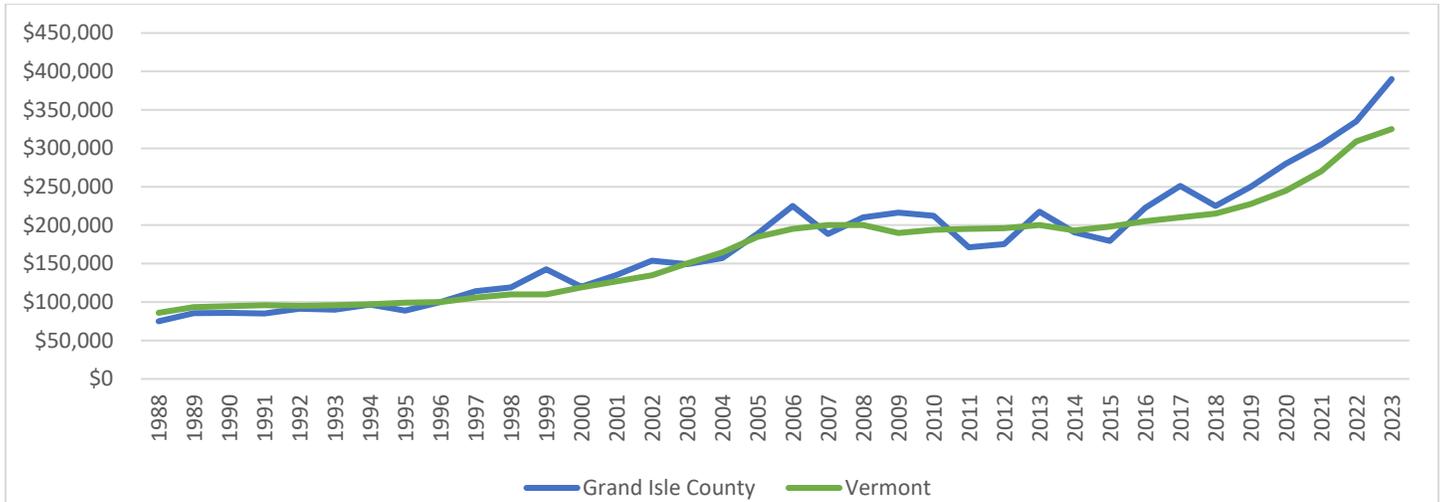




## Homeownership Market

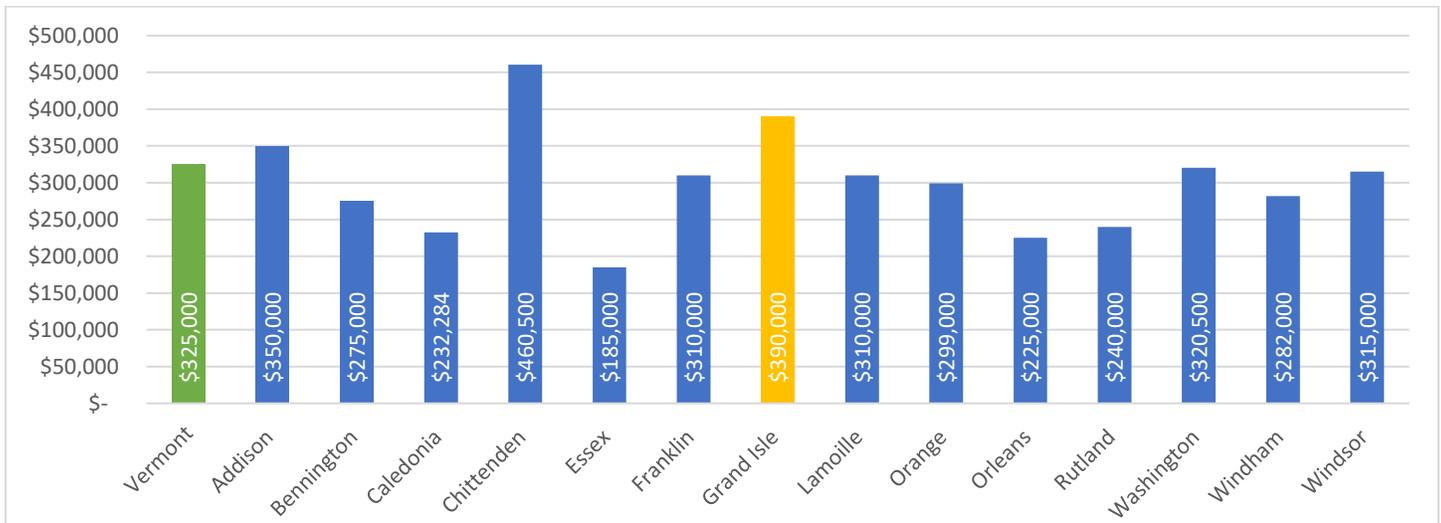
Approximately 3,000 households own their homes in Grand Isle County. An estimated 90% of all county households are homeowners compared with 73% statewide. The median home price in the county in 2023 was \$390,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 17-19: Median home prices



Source: VT Department of Taxes Property Transfer Tax data on housingdata.org

Figure 17-20 Median primary home sale price by county, 2023

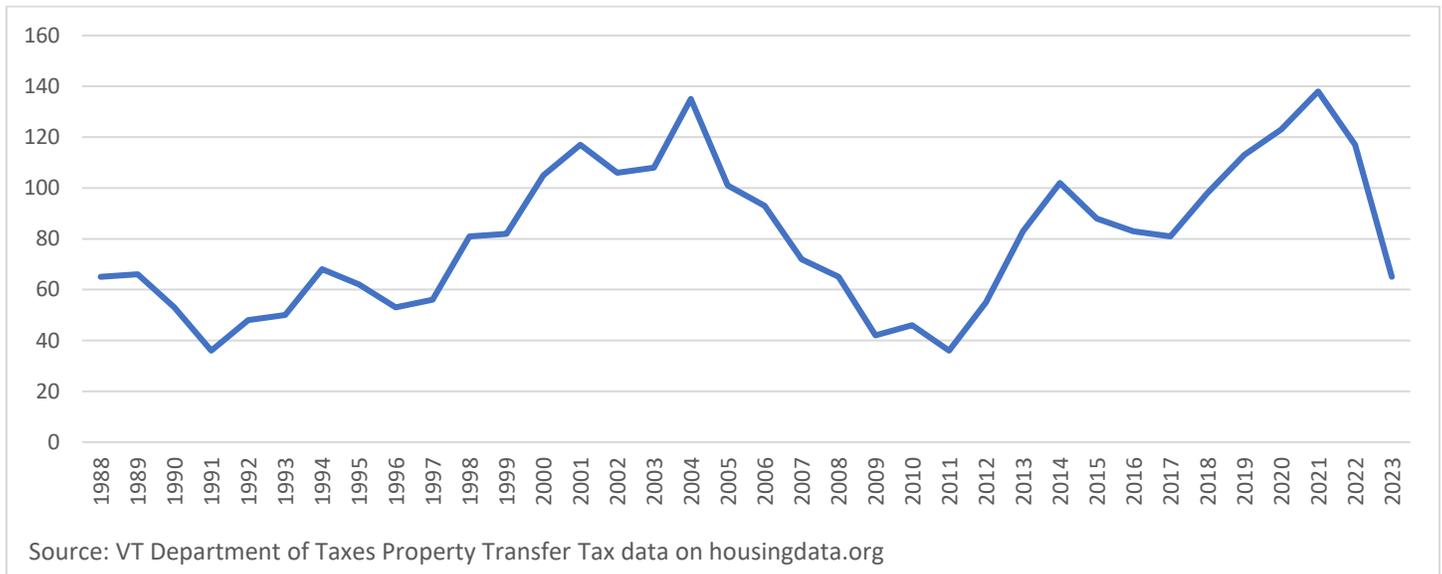


Source: VT Department of Taxes Property Transfer Tax data on housingdata.org



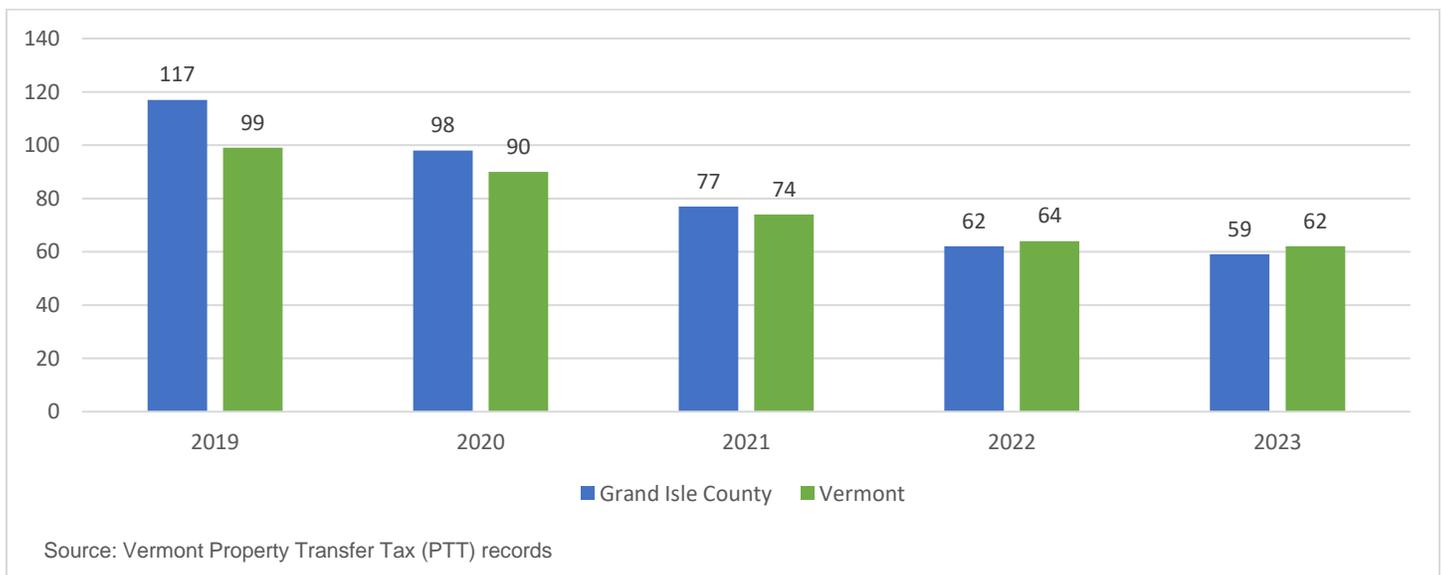
In 2023, there were 65 primary homes sales in Grand Isle County. The annual total number of homes sold in the county peaked in 2021 when 138 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 17-21 Number of primary home sales in Grand Isle County, 1988-2023



The median days on the market for a Grand Isle County home dropped to 59 days in 2023 from 117 days in 2019. Homes in the county stay on the market about the same number of days as the statewide average. Homes are on the market for about a month less than they were in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 17-22: Median days on market

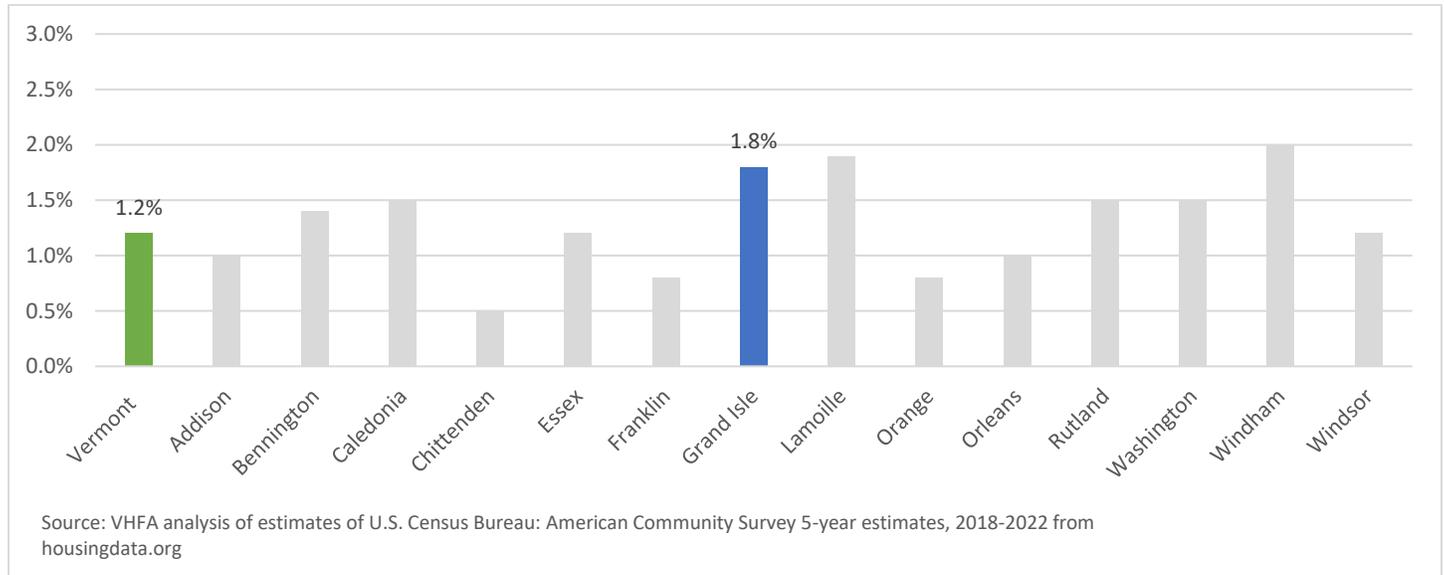




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

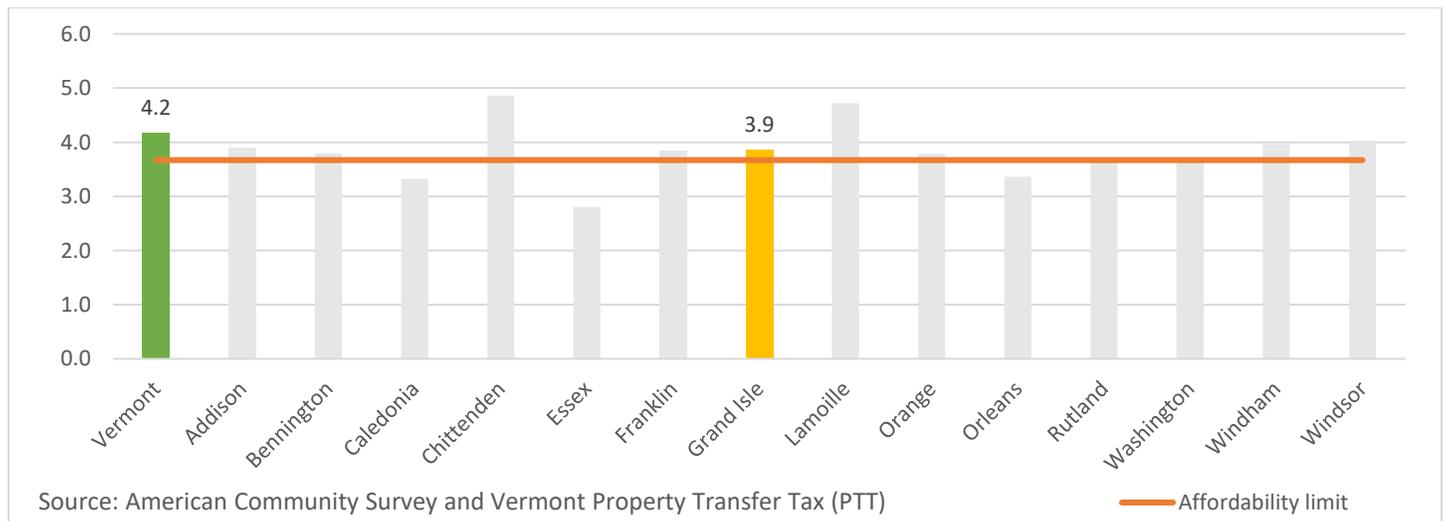
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Grand Isle County (1.8%) is higher than the statewide rate but lower than the healthy market range.

Figure 17-23: Homeowner vacancy rates



As with most Vermont counties, home affordability is a concern in Grand Isle County. In 2022, the ratio of county home prices to median county household income is 3.9. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 28% of owner-occupied households in Grand Isle County are cost-burdened.

Figure 17-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>9</sup> The fair market rent for a 2-bedroom apartment in Grand Isle County was set at \$1,887 in 2024. The median rent in Grand Isle County of \$1,206 was very similar to the statewide median in 2022.

Figure 17-25: Fair market rent for a 2-Bedroom Apartment

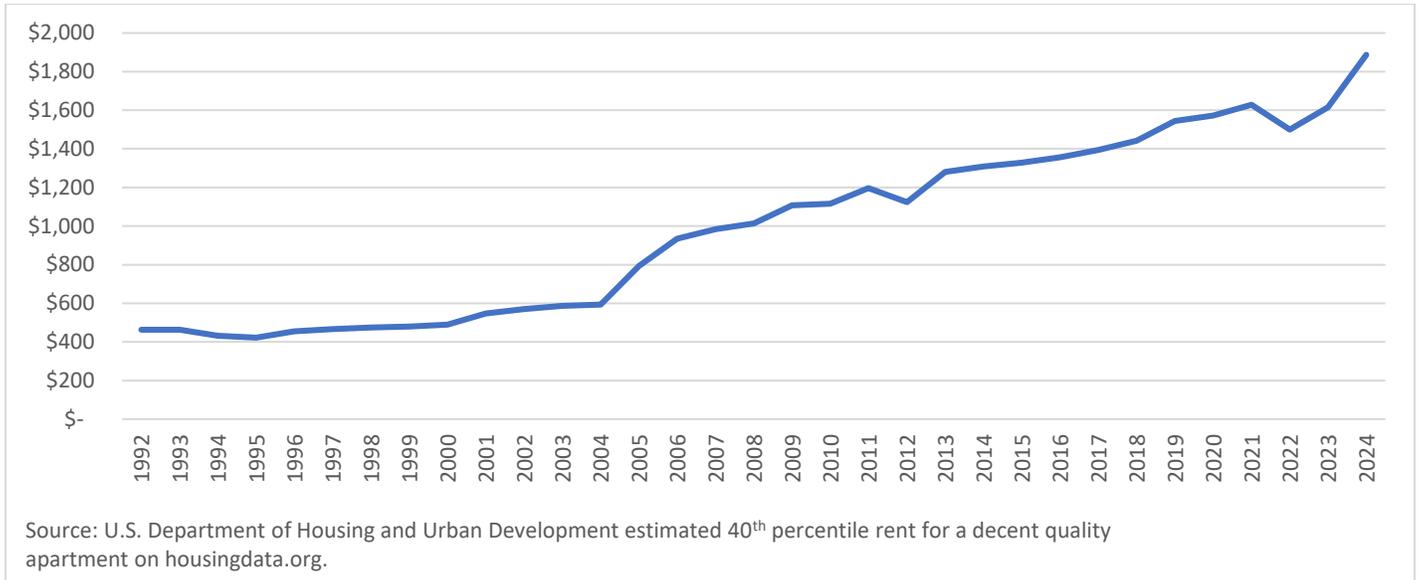
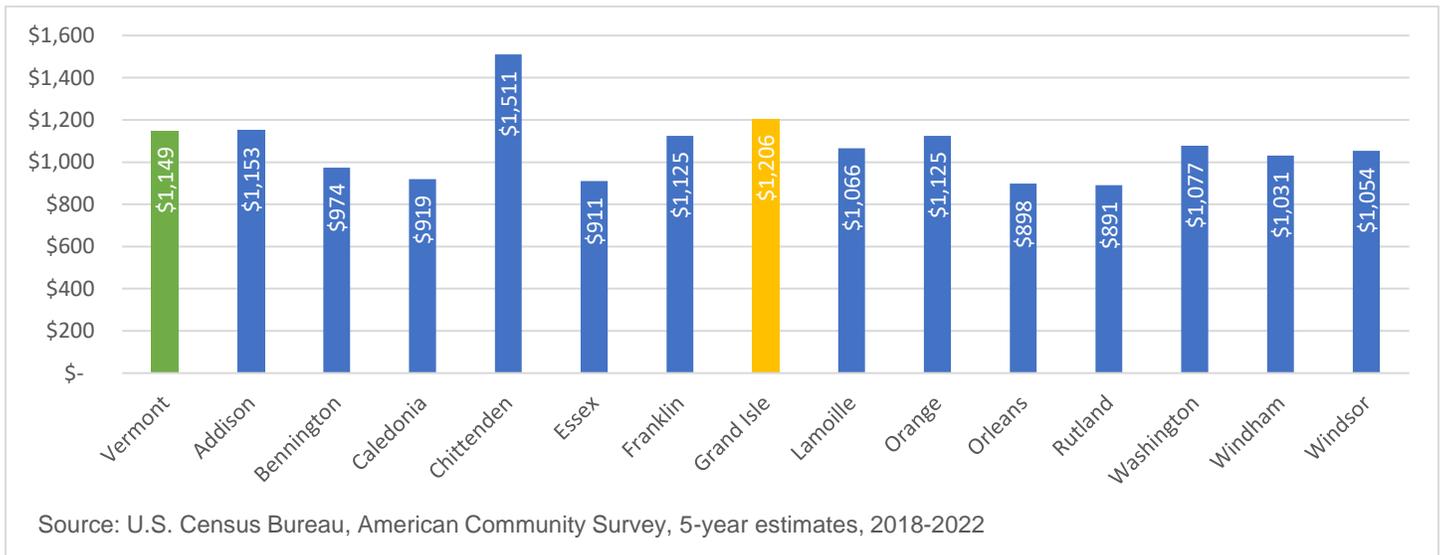


Figure 17-26: Median gross rent by county, 2022

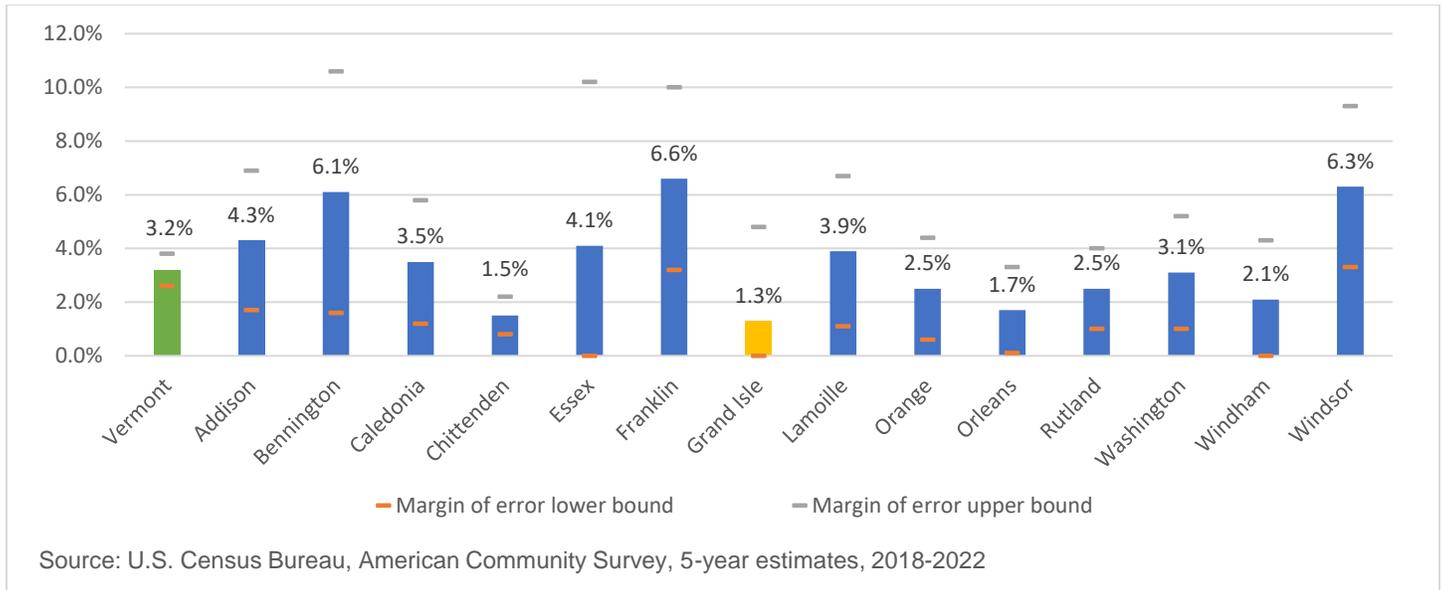


<sup>9</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#), 2024



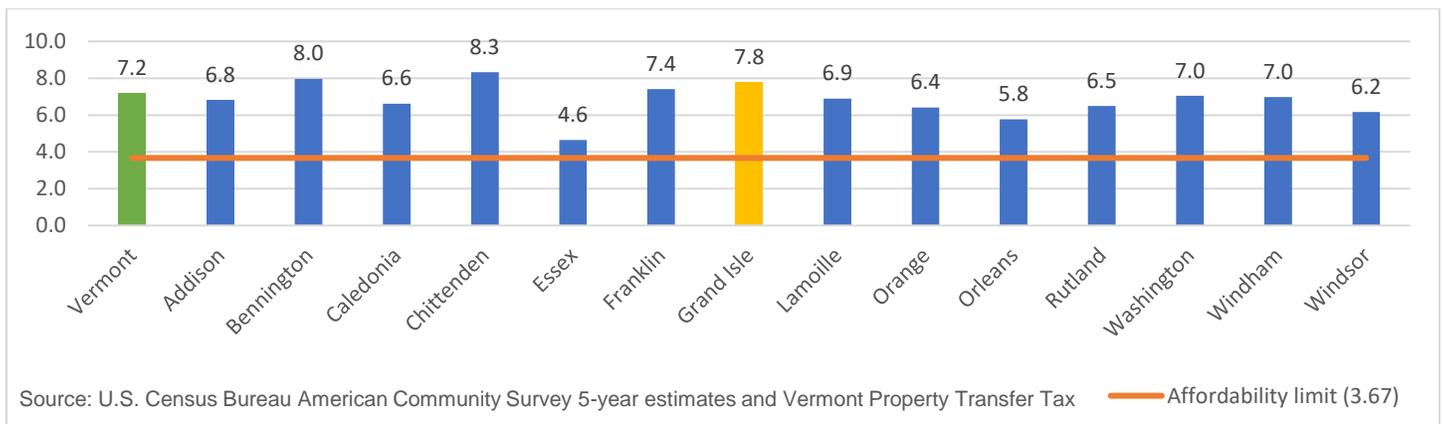
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Grand Isle County had a rental vacancy rate of 1.3% in 2022 – less than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 17-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Grand Isle County.

Figure 17-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 17-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Grand Isle County, there are 99 apartments in buildings that were built with public development subsidies. These apartments account for 31% of the county rental housing stock. Among those apartments, 37 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.



## Households With Housing Problems

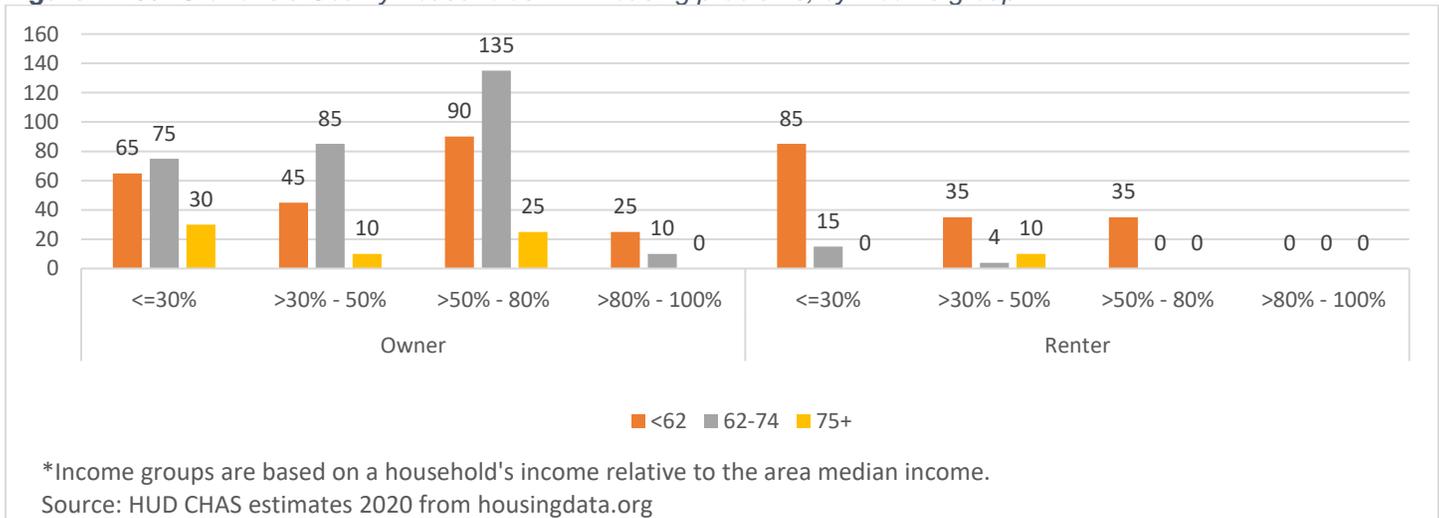
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Grand Isle County experiencing housing problems is homeowners with household incomes of 50-80% of the area median who are aged 62-74. According to HUD Comprehensive Housing Affordability Strategy estimates, 135 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 17-30: Grand Isle County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Grand Isle County is classified as part of the Northern Vermont PUMs region and represents 7% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 361 owner occupied and 67 renter occupied homes in County with these indicators.

Figure 17-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 217 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 12 households in Grand Isle County that are considered overcrowded. Of those households, 0 are owner-occupied and 12 are renter-occupied. Among all overcrowding in Grand Isle County, an estimated 6 households are considered severely overcrowded.



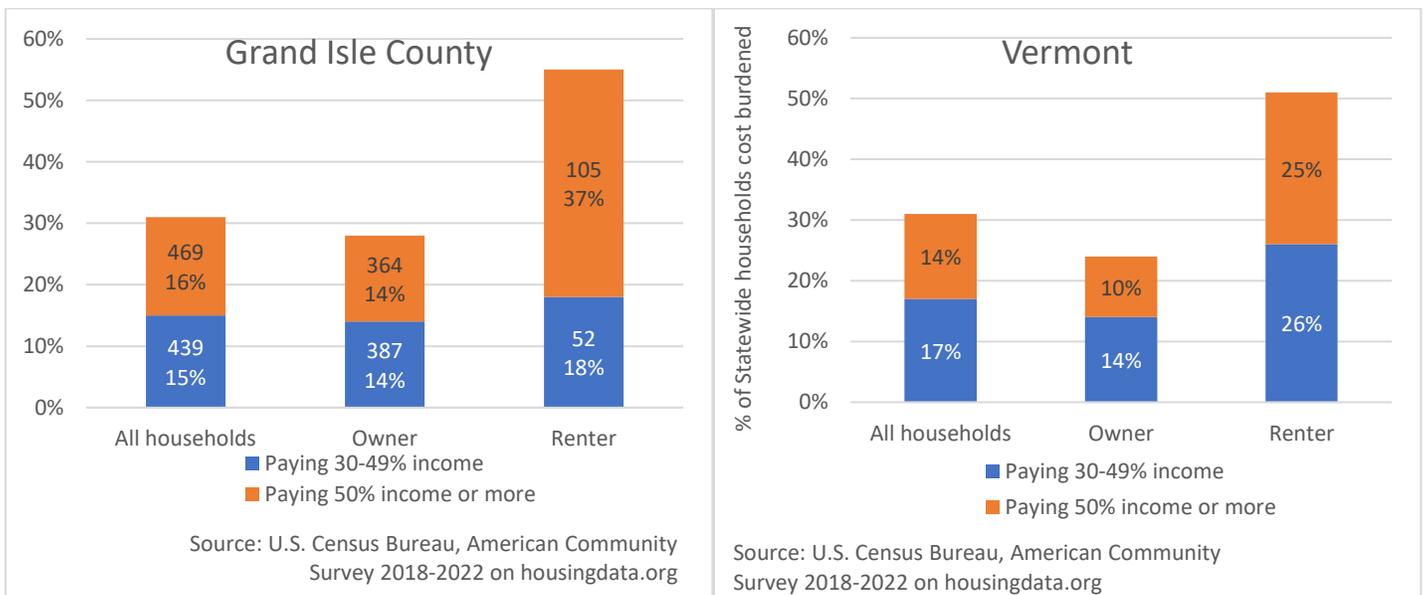
### Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner (28%) and renter (54%) households that are cost burdened is greater in Grand Isle County than the state as a whole. Approximately 469 households are severely cost-burdened in Grand Isle County and may be at risk of housing instability.

Figure 17-32: Cost burden among Grand Isle County households compared to statewide cost burden





## Homelessness

Homelessness services in Franklin County and Grand Isle County are provided by the combined Franklin-Grand Isle Continuum of Care. During the most recent 2023 Point-In-Time count, 134 people in 103 households were experiencing homelessness in the Franklin/Grand Isle CoC. This represents a decline from 2022, which featured the highest total in the CoC since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 242 people in the Franklin/Grand Isle CoC area received support through this area’s continuum of care.

Figure 17-33: Number of people experiencing homelessness served by the Franklin/Grand Isle CoC

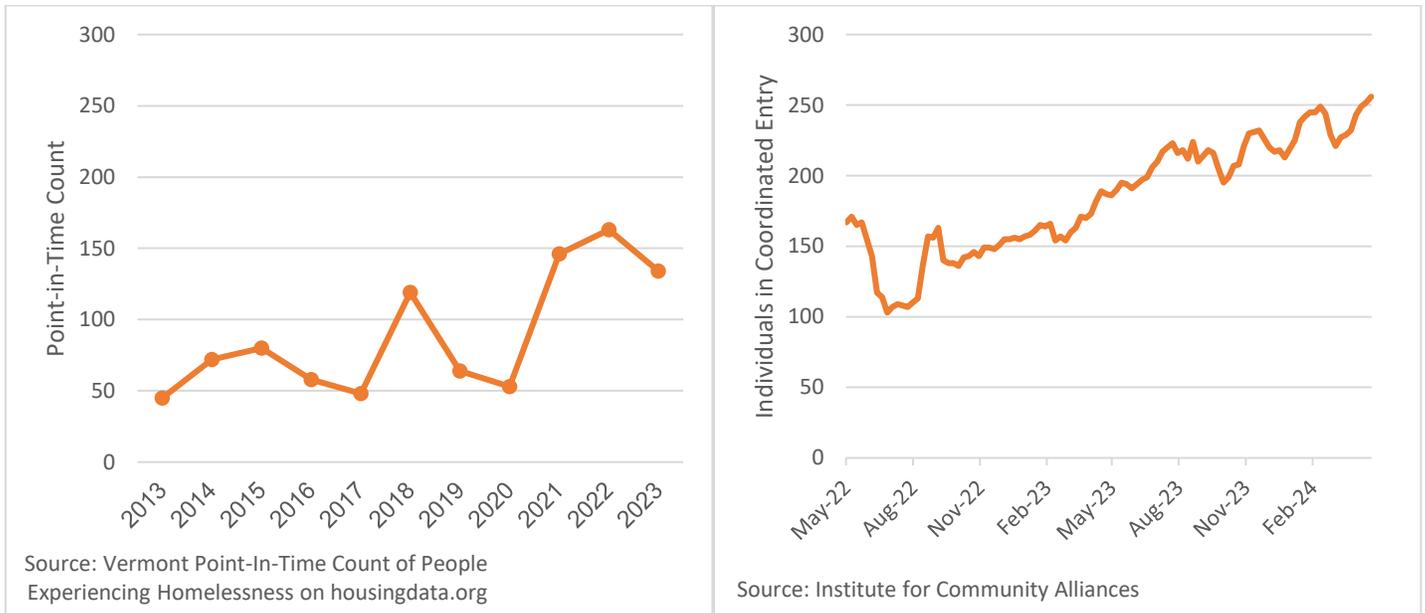


Figure 17-34: Number of people experiencing homelessness by the local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 17-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In 2022, the Northwest Regional Planning Commission published a [2022 Northwest Vermont Region Housing Needs Assessment](#) that identifies socioeconomic and housing market conditions in Franklin and Grand Isle counties. The key findings of the Housing Needs Assessment are:

- The level of unmet housing need in the two-county region is so substantial that ‘catching up’ will require a sustained, long-term commitment. The need to ‘catch up’ and improve affordability and quality of life for residents already living in the region is much more significant than the need to provide housing for new residents in the future.
- The region’s housing stock has become less diverse over the past 20 years. The small supply of ‘missing middle’ units has shrunk even further. New construction is almost entirely detached, single-unit homes. Other unit types well-suited to small households, young adults, seniors and people with disabilities are limited both in number and location leaving these residents little choice in housing.
- Residents under age 40 are having a very different housing experience than residents over age 60. Age group is equally if not more determinative of housing experience than income group. Younger adults across the income distribution have and continue to face far more difficulty securing and paying for housing in the region.
- There are currently few options for older residents who want to stay in their community other than remaining in their current homes. The number of residents ‘aging in place’ in their homes across the region will continue to grow until peaking around 2040. The location, design and maintenance requirements of many homes in the region will pose challenges to elderly residents.
- An increasing number of people in the region are living alone. The number of single-person households is anticipated to increase in future years. Single-person households struggle to find housing that meets their needs and budget across the income distribution. Much of the region’s stock requires that a household have two-wage earners for it to be affordable.
- There are unmet housing needs throughout the region, but most housing creation has occurred in only a few communities in recent years. The targeted location of new units, when combined with the limited range of unit types being built, leads to housing that may only meet the needs and budgets of a small slice of the region’s households.
- The major recommendation of the Housing Needs Assessment is to set an annual target for housing ‘interventions’ distributed across all communities so that the region can ‘catch up’ and eliminate unmet housing needs in Franklin and Grand Isle counties.



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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Lamoille County year-round increased at an average rate of 0.9% per year to 10,994. By 2029, a projected 12,693-13,367 households will live in the county.

**Figure 18-1 Projected Lamoille County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	10,014	10,994	12,008	12,277	12,693	13,367
Owner households	7,128	7,763	8,824	9,022	9,028	9,507
Renter households	2,886	3,231	3,184	3,255	3,665	3,860

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate this demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Lamoille County is likely to need a projected 1,090-1,586 additional homes between 2025 and 2029.

**Figure 18-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	398	789
Renter homes	692	797
Total additional homes needed	1,090	1,586

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Lamoille County's housing stock consists of 13,946 year-round and seasonal homes. Lamoille County's housing stock composition closely matches the statewide stock. Lamoille County represents 4% of the state's total housing stock.

Figure 18-3 Lamoille County housing stock, 2022

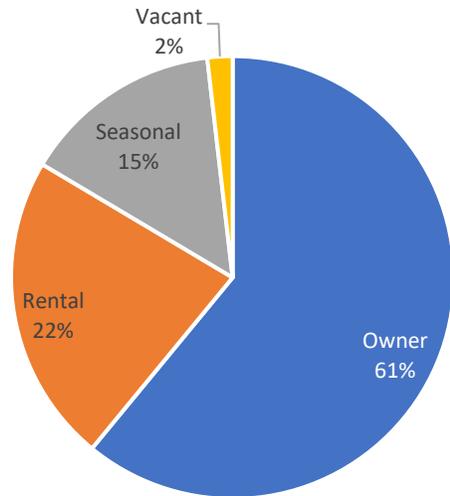


Figure 18-4: Lamoille County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Lamoille County	8,501	61%	3,150	23%	2,039	15%	256	2%	13,946	
Vermont	196,446	59%	76,262	23%	51,474	15%	10,879	3%	335,061	
Belvidere	169	79%	14	7%	22	10%	9	4%	214	2%
Cambridge	1,049	61%	445	26%	157	9%	70	4%	1,721	12%
Eden	444	64%	128	18%	124	18%	0	0%	696	5%
Elmore	399	72%	43	8%	109	20%	0	0%	551	4%
Hyde Park	1,030	76%	194	14%	80	6%	51	4%	1,355	10%
Johnson	833	62%	466	35%	8	1%	28	2%	1,335	10%
Morristown	1,791	60%	1,067	36%	140	5%	0	0%	2,998	21%
Stowe	2,038	50%	600	15%	1,354	33%	74	2%	4,066	29%
Waterville	270	84%	36	11%	0	0%	16	5%	322	2%
Wolcott	478	70%	157	23%	45	7%	8	1%	688	5%

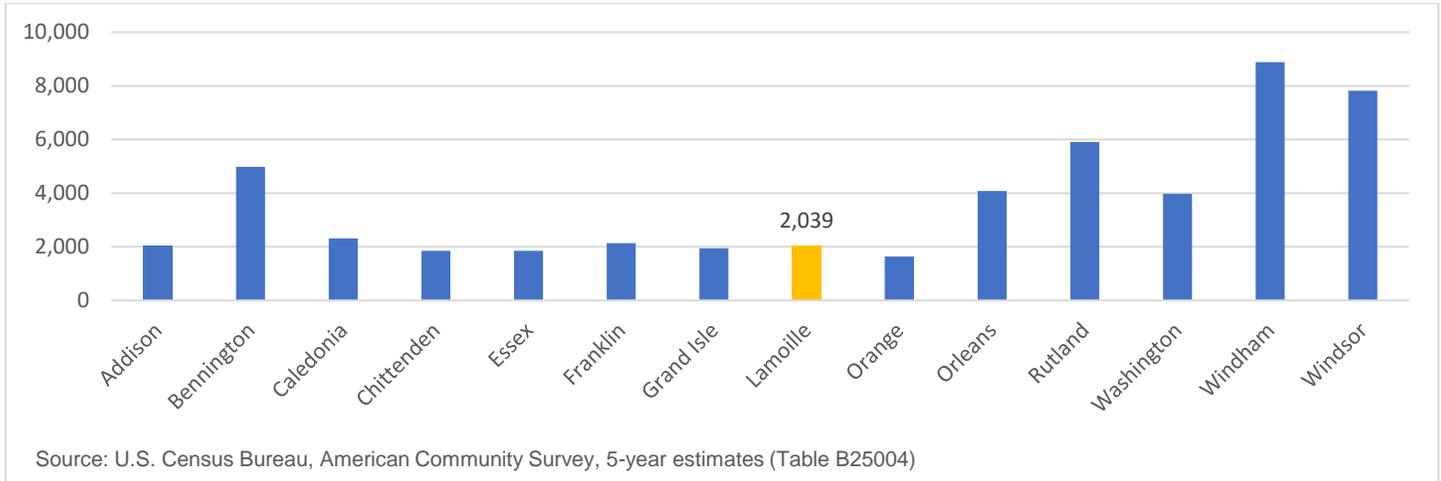
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 2,039 seasonal or occasional use homes in Lamoille County, making up 15% of all homes in the county.

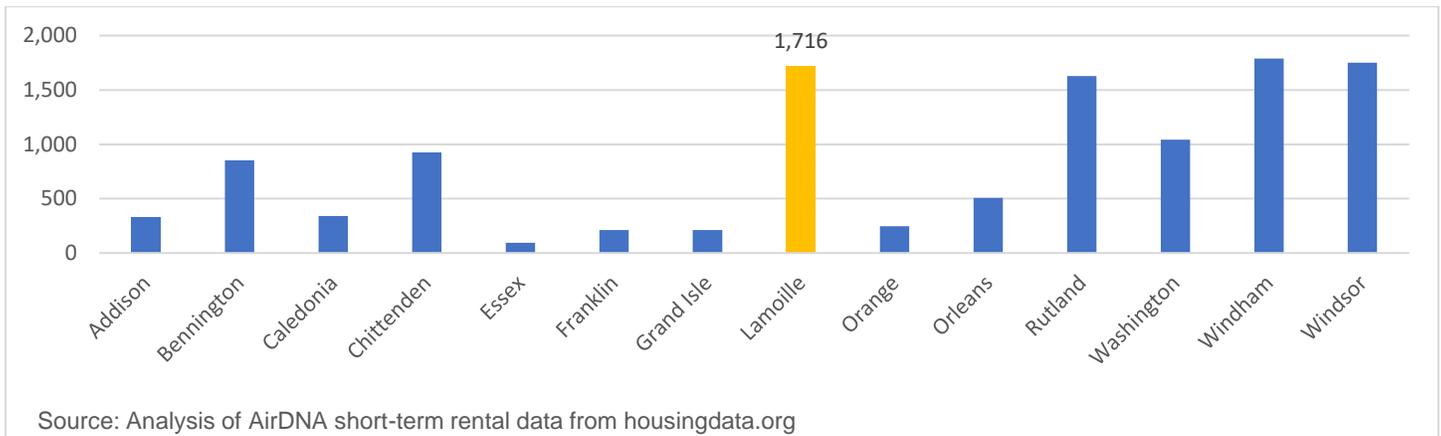
Figure 18-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 18-6 Homes used as short-term rentals by county, Oct. 2023



Lamoille County has followed this trend in the STR market with a steady annual increase in the number of units. In 2023, 1,716 homes were listed as STRs, representing more than 12% of the county’s total housing stock, far greater than the state rate of about 4%.

Stowe, known for its ski resort, had the greatest portion of their housing stock dedicated to Short-term Rentals with 24%. Stowe contains more half of the STRs in the county. Cambridge, the town nearest Smuggler’s Notch, had the second highest share of STRs in the county.



Figure 18-7: Lamoille County short-term rental homes

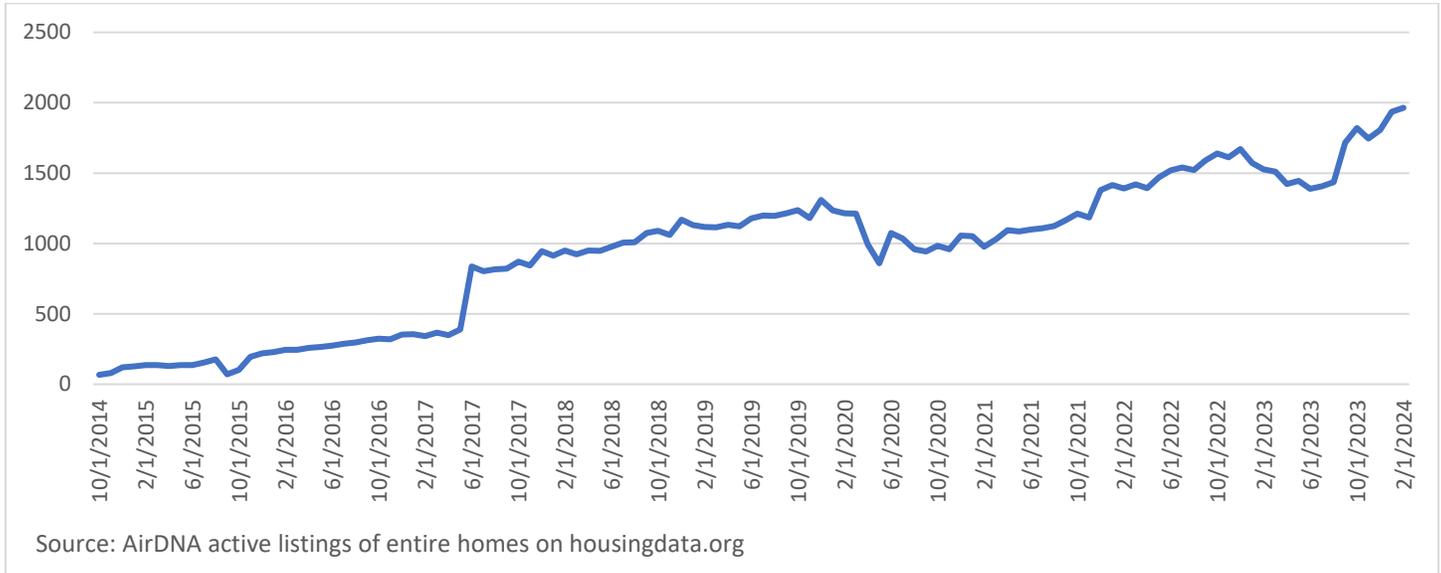


Figure 18-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Lamoille County</b>	<b>2,039</b>	<b>15%</b>	<b>1,716</b>	<b>12.30%</b>	<b>13,946</b>
Belvidere	22	10%	5	2.30%	214
Cambridge	157	9%	377	21.90%	1,721
Eden	124	18%	36	5.20%	696
Elmore	109	20%	6	1.10%	551
Hyde Park	80	6%	54	4.00%	1,355
Johnson	8	1%	40	3.00%	1,335
Morristown	140	5%	161	5.40%	2,998
Stowe	1,354	33%	989	24.30%	4,066
Waterville	0	0%	4	1.20%	322
Wolcott	45	7%	44	6.40%	688

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Lamoille County are similar to the state as a whole. Lamoille County’s stock consists primarily of single-family detached homes is the same as the proportion statewide (67%).

Figure 18-9: Lamoille County owner homes types

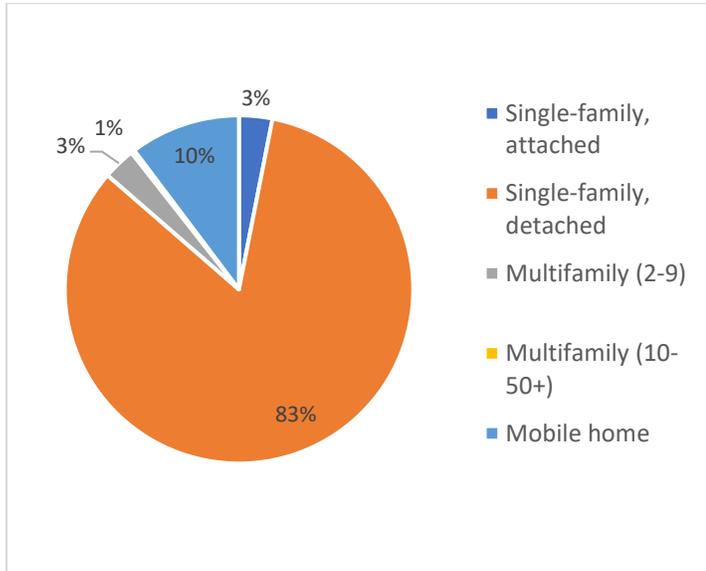
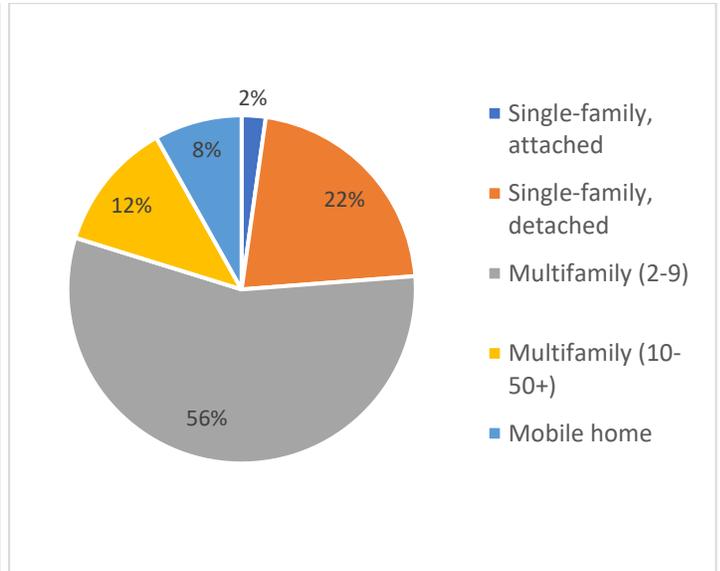


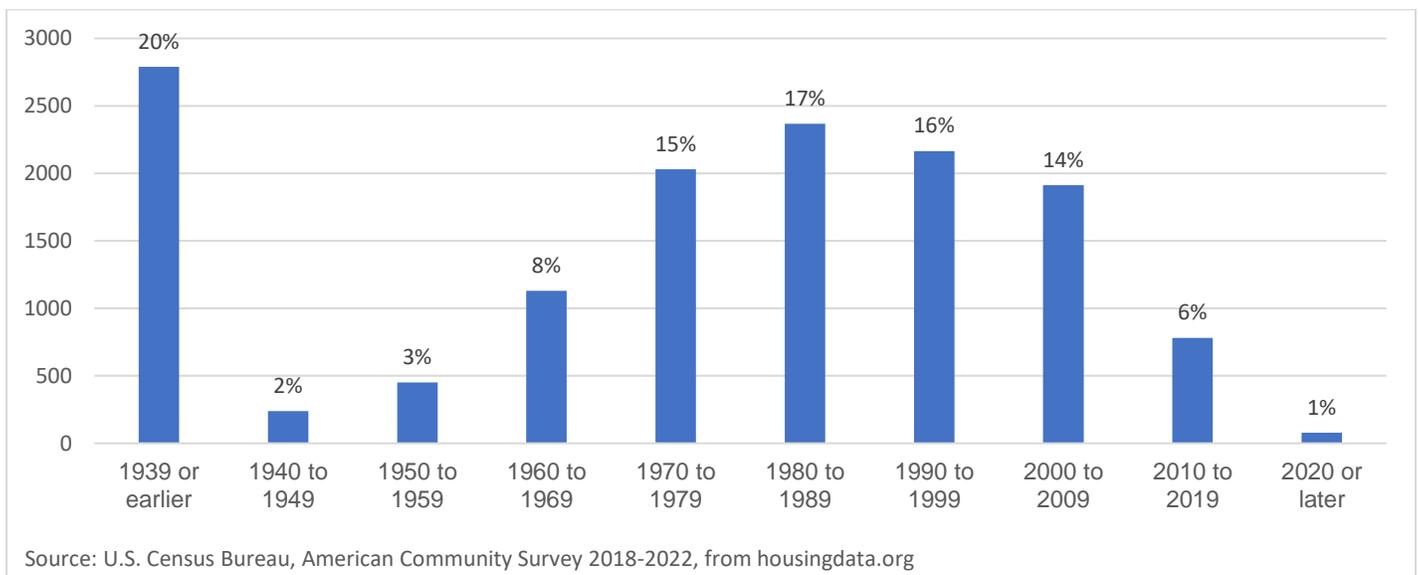
Figure 18-10: Lamoille County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Lamoille County, an estimated 20% were built prior to 1940, less than the statewide average. The median home in the county was built in 1981. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 18-11: Year built for Lamoille County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber of large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Lamoille County as well, where large homes (61% of the county’s year-round homes) far outnumber large households (31% of the county’s year-round households). Conversely, single person households (30% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (12% of the county’s year-round homes).

Figure 18-12 Household size, 2022

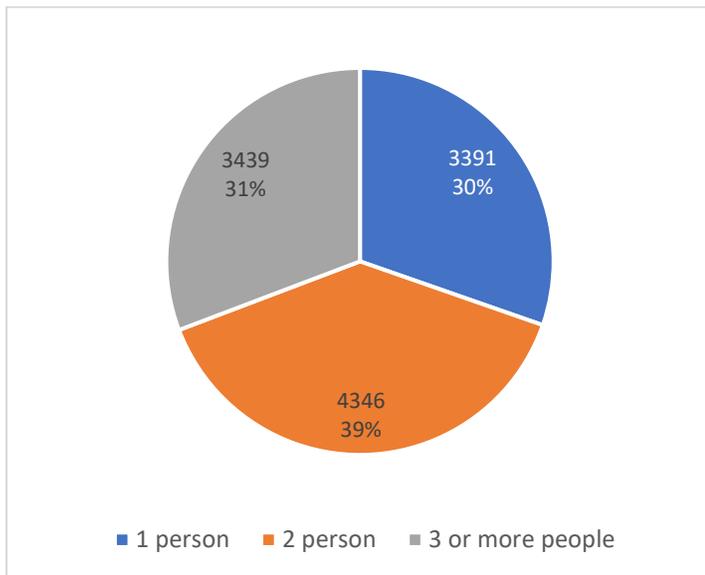
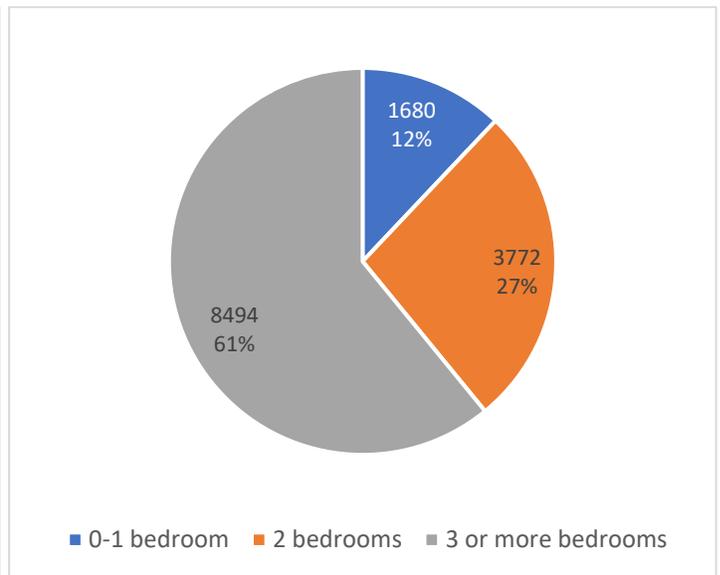


Figure 18-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,301 manufactured homes in Lamoille County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 9% of the county housing stock, more than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

A small portion of the manufactured homes in Lamoille County are located in manufactured home communities, also known as mobile home parks. Lamoille County has 8 mobile home parks with 331 lots. As of November 2023, there were 3 vacant lots in the county, resulting in a 14.3% park

vacancy rate. Lamoille County has two parks located within the 100-year floodplain.

Figure 18-14 Lamoille County mobile home parks

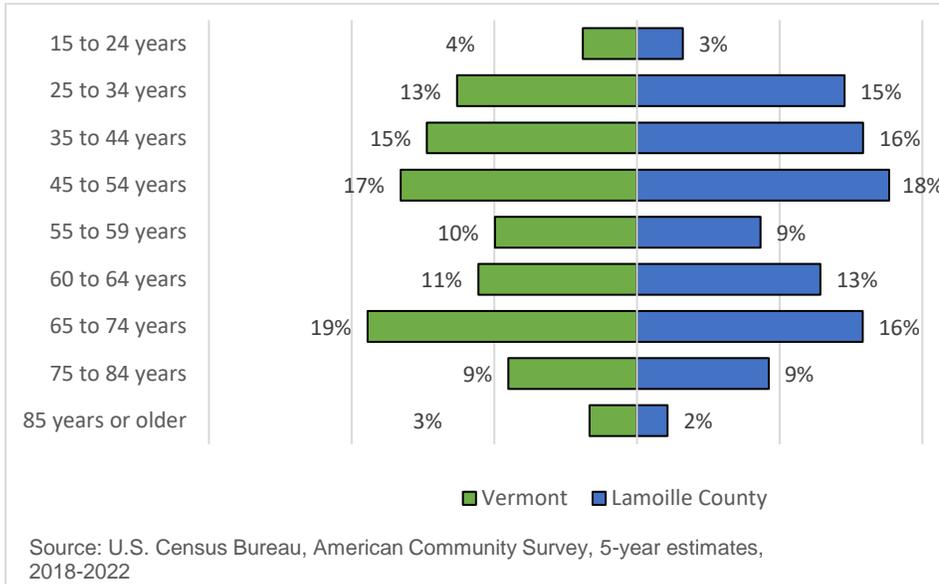
Park Ownership type	Parks	Lots
For Profit	6	214
Non-profit	0	0
Cooperative	1	113
All Rental (for profit)	0	0
Total	7	327
Median lot rent		\$355
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Fewer Lamoille County households are headed by someone 65 and older (27% of household heads) compared to the statewide average rate of 31%. An estimated 18% of the households in the county are led by someone aged 34 and younger.

Figure 18-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	359
25 to 34 years	1625
35 to 44 years	1772
45 to 54 years	1975
55 to 59 years	968
60 to 64 years	1437
65 to 74 years	1768
75 to 84 years	1032
85 years or older	240
<b>Total</b>	<b>11,176</b>

The vast majority of household heads living in the county identify as white alone, but the number of household heads identifying as Asian alone, Black or African American alone, some other race alone, two or more races and white alone all increased in Lamoille County between 2010 and 2020.

Figure 18-16 Households by race and tenure, 2010-2022

Lamoille County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	45	39		31	25		14	14	
Asian alone	30	49		15	31		15	18	
Black or African American alone	42	55		13	15		29	40	
Native Hawaiian and Other Pacific Islander alone	2	3		-	-		2	3	
Some Other Race alone	22	68		10	45		12	23	
Two or More Races	113	479	410	64	296	288	49	183	122
White alone	9,760	10,301	10,591	6,995	7,351	7,834	2,765	2,950	2,757
<b>Grand Total</b>	<b>10,014</b>	<b>10,994</b>	<b>11,176</b>	<b>7,128</b>	<b>7,763</b>	<b>8,213</b>	<b>2,886</b>	<b>3,231</b>	<b>2,963</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available (“n/a”) for 2022 because they are based on samples with large margins of error.



The estimated median household income in Lamoille County was \$69,886 in 2022. About 20% of the households in the county have very low incomes of less than 50% of the Area Median Income (AMI).

Figure 18-17 Household income relative to Area Median Income (AMI)

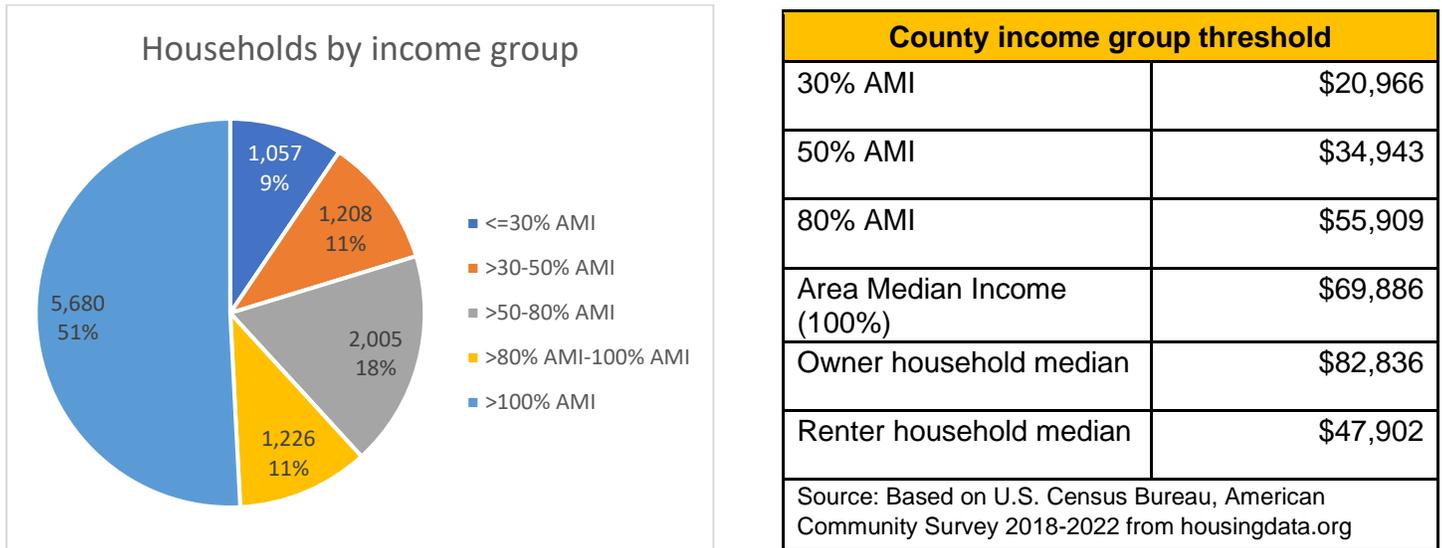
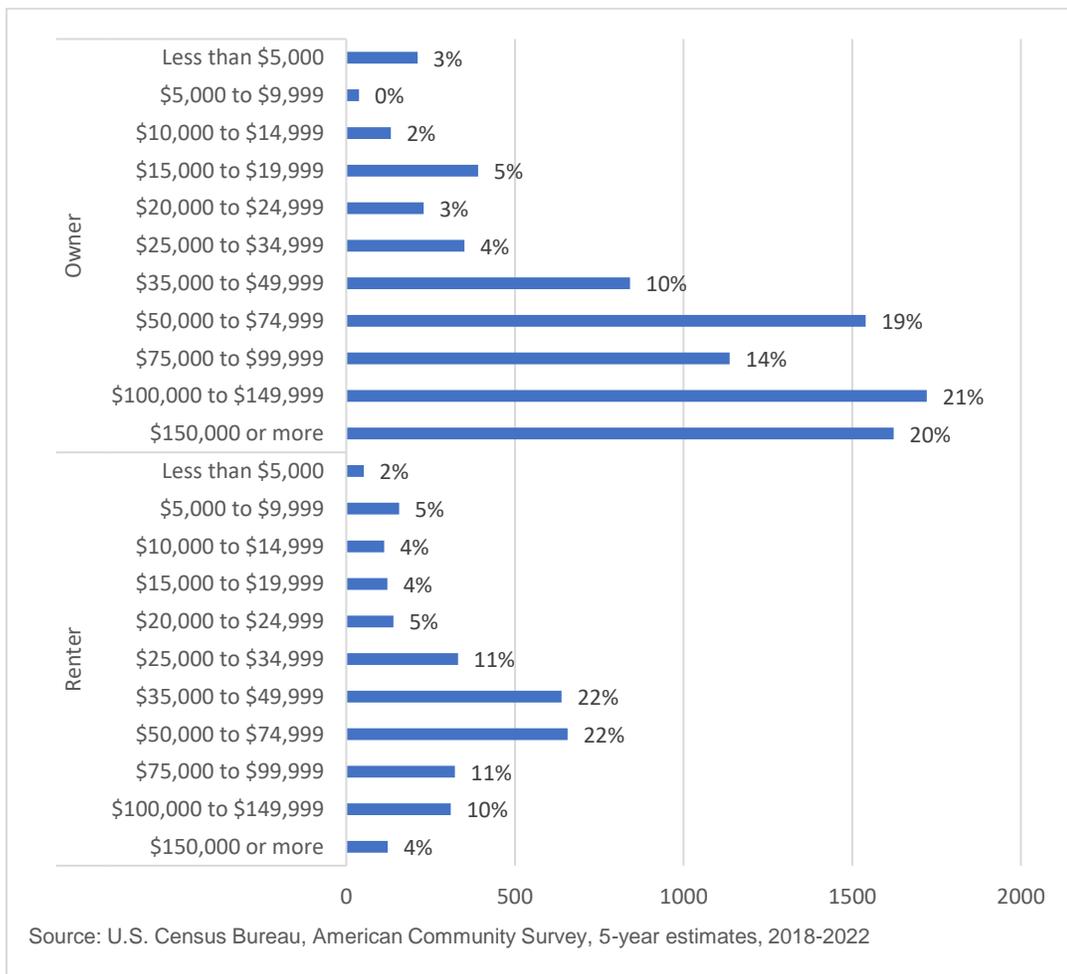


Figure 18-18 Number of households by income by tenure, 2022





## Homeownership Market

Approximately 8,000 households own their homes in Lamoille County. Like the statewide rate, an estimated 73% of all county households are homeowners. The median home price in the county in 2023 was \$310,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 18-19: Median home prices

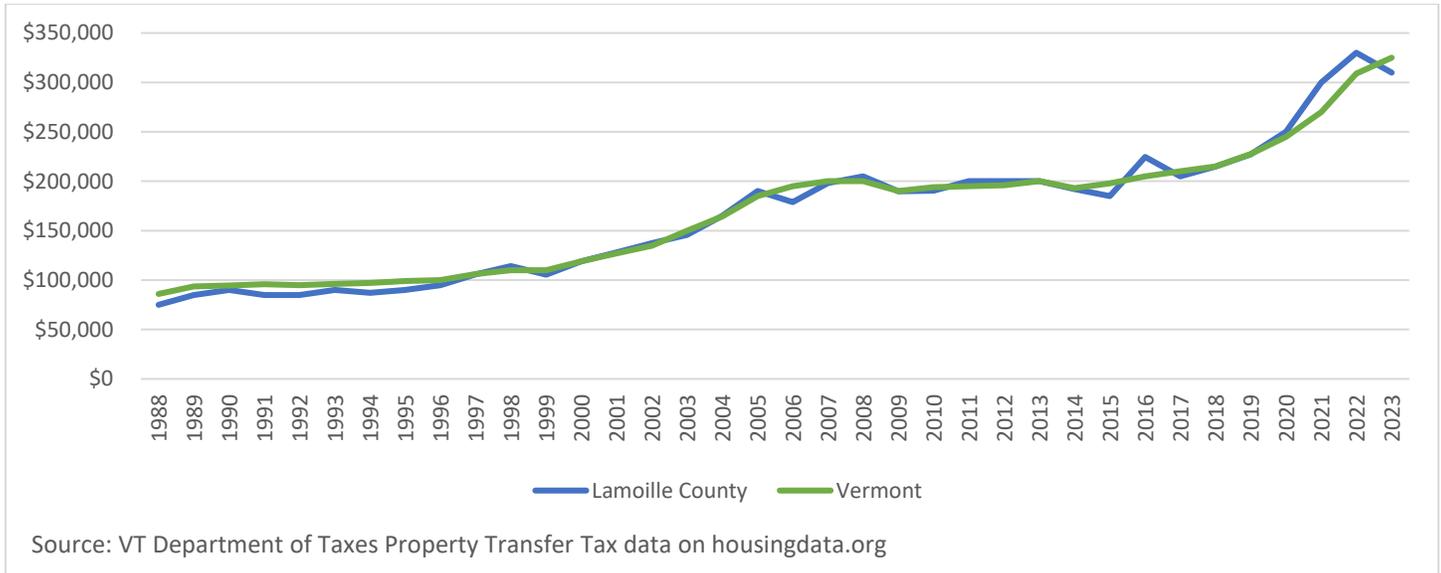
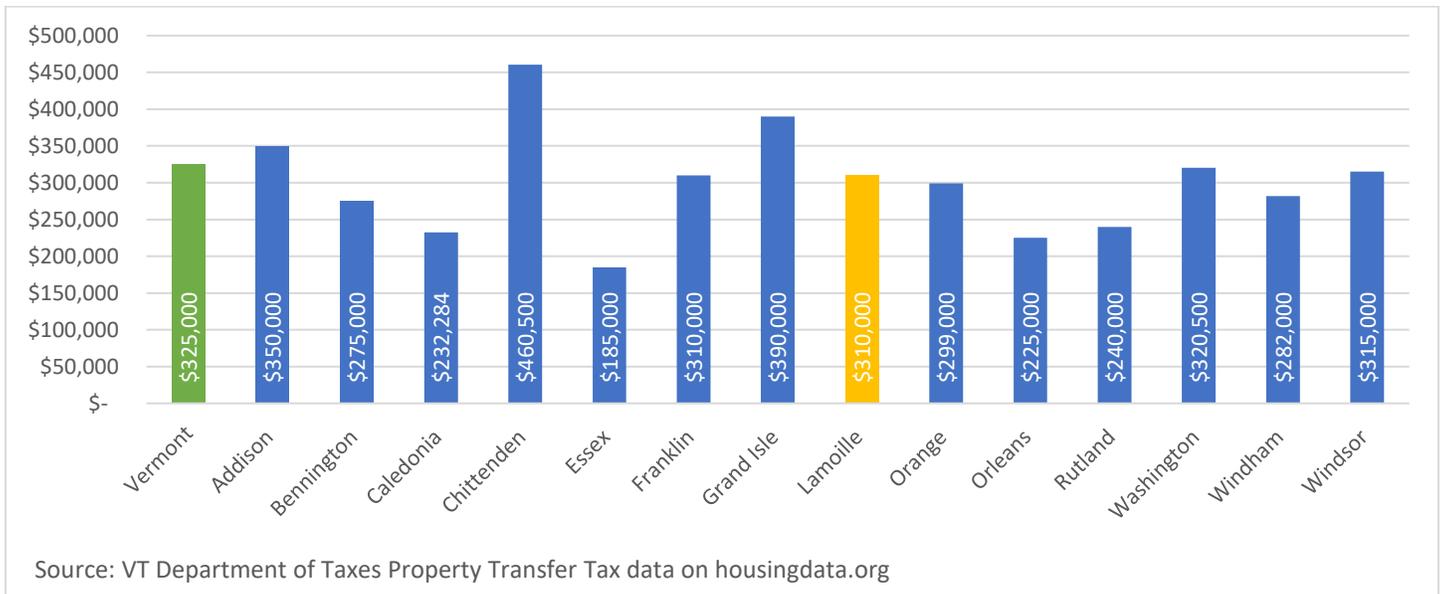


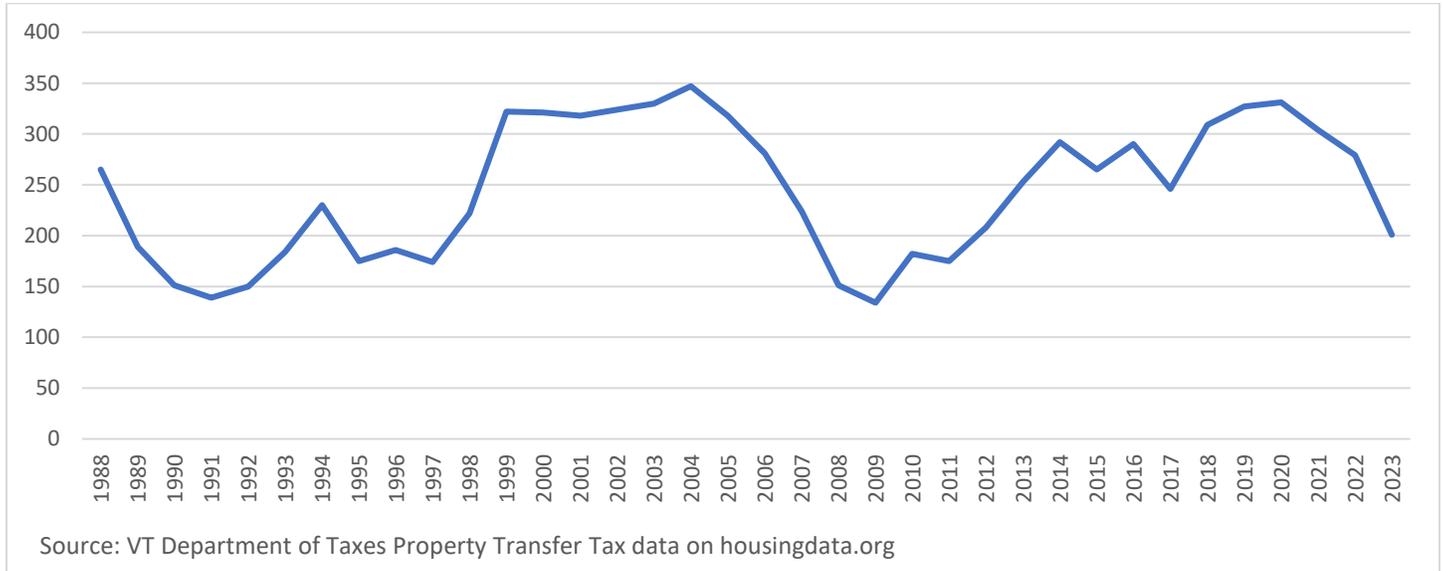
Figure 18-20 Median primary home sale price by county, 2023





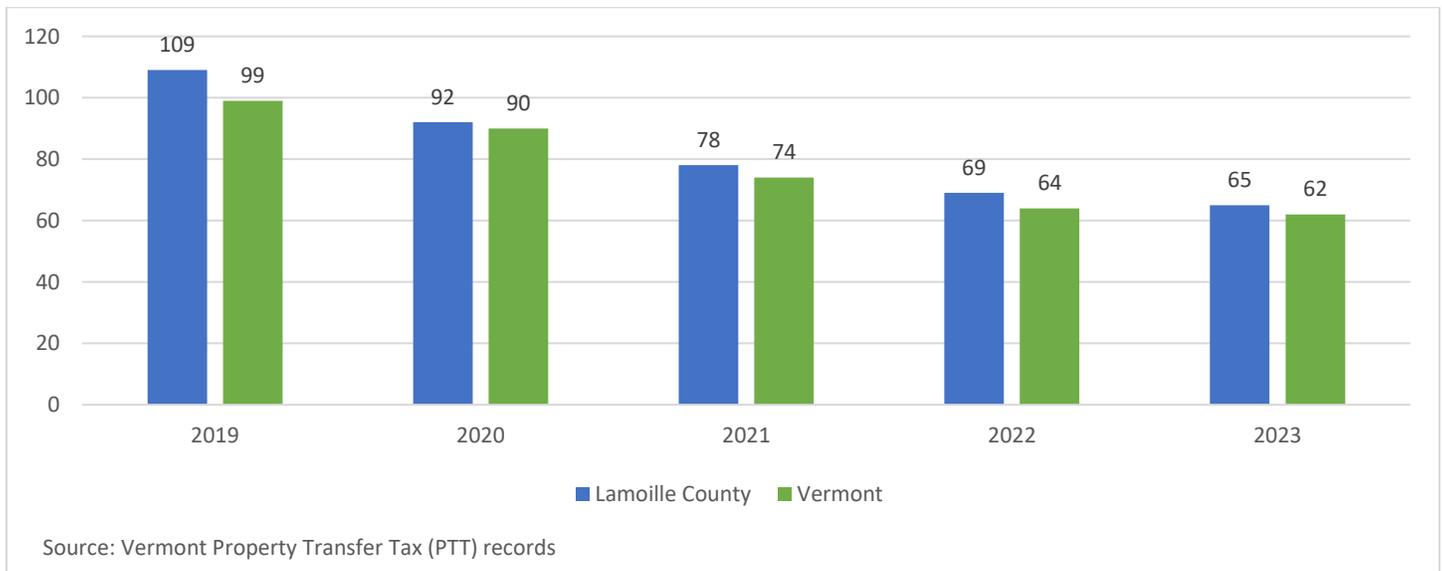
In 2023, there were 201 primary homes sales in Lamoille County. The annual total number of homes sold in the county rose to 331 in 2020. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2022 and then again in 2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 18-21 Number of primary home sales in Lamoille County, 1988-2023



The median days on the market for a Lamoille County home dropped to 65 days in 2023 from 109 days in 2019. Homes in the county stay on the market about the same number of days as the statewide average. Homes are on the market for approximately a month less than they were in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 18-22: Median days on market

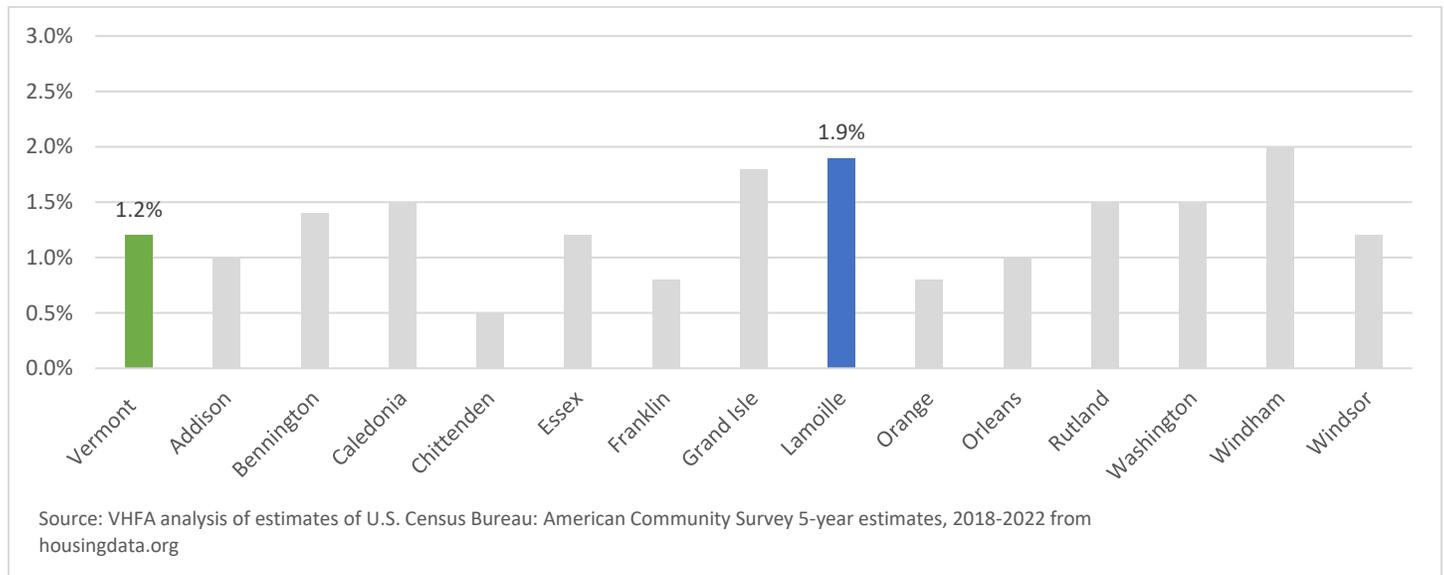




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

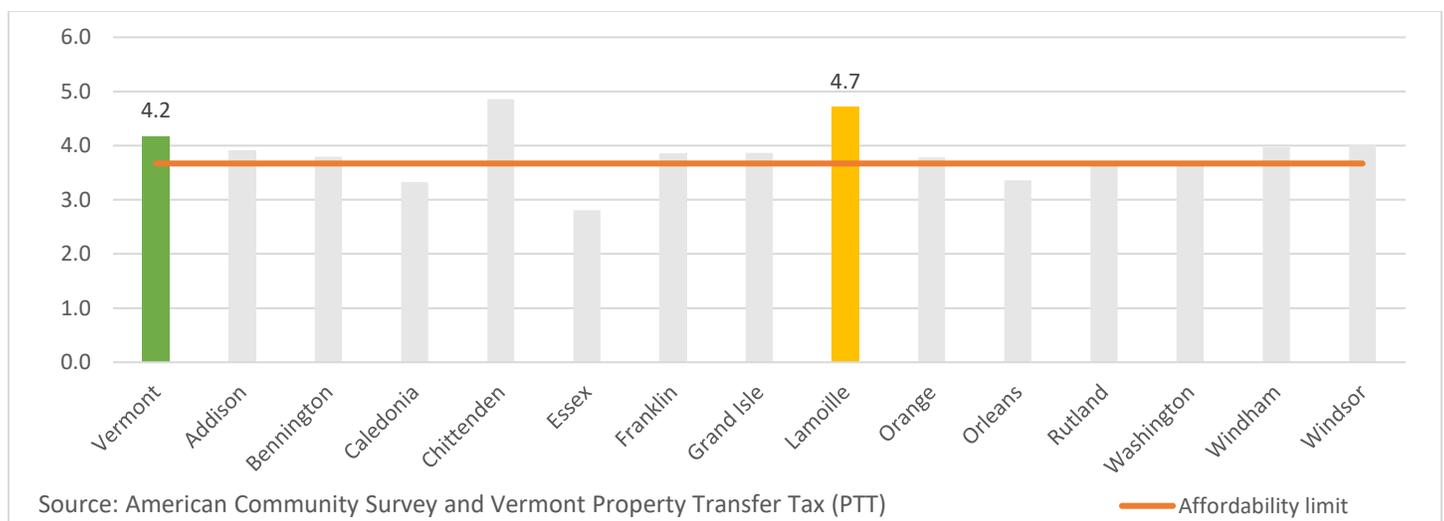
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Lamoille County (1.9%) is higher than the statewide rate but lower than the healthy market range.

Figure 18-23: Homeowner vacancy rates



As with most Vermont counties, home affordability is a concern in Lamoille County. In 2022, the ratio of county home prices to median county household income is 4.7. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 33% of owner-occupied households in Lamoille County are cost-burdened.

Figure 18-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>10</sup> The fair market rent for a 2-bedroom apartment in Lamoille County was set at \$1,291 in 2024. The median rent in Franklin County of \$1,066 was very similar to the statewide median in 2022.

Figure 18-25: Fair market rent for a 2-bedroom apartment

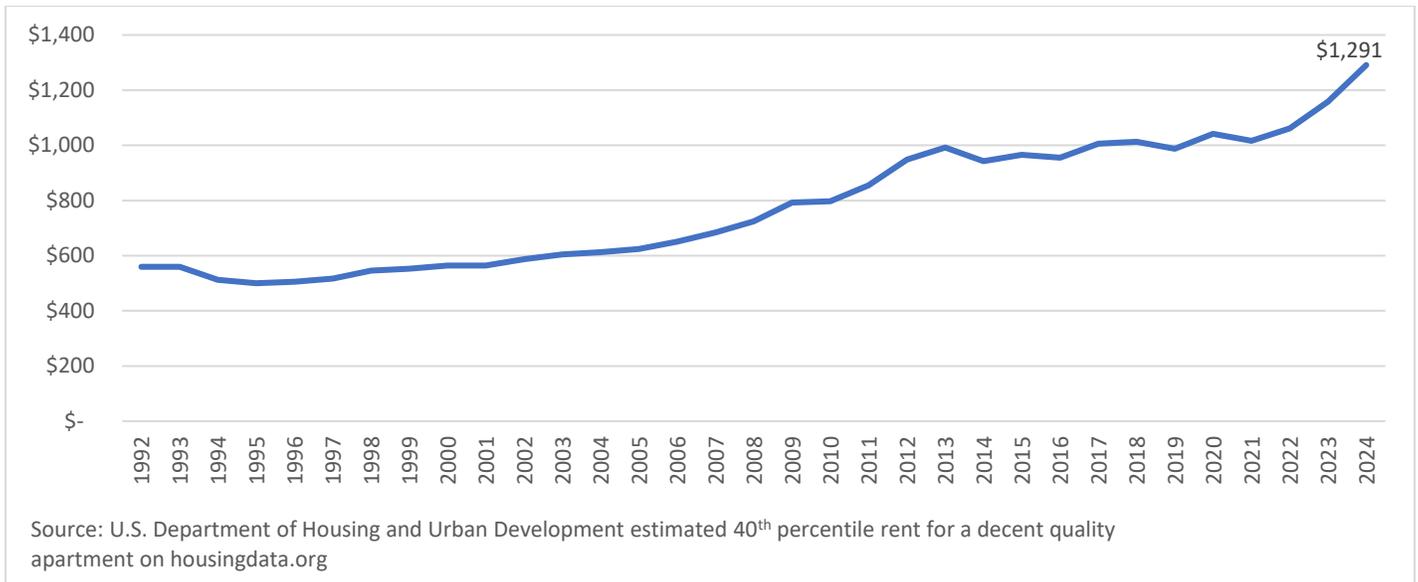
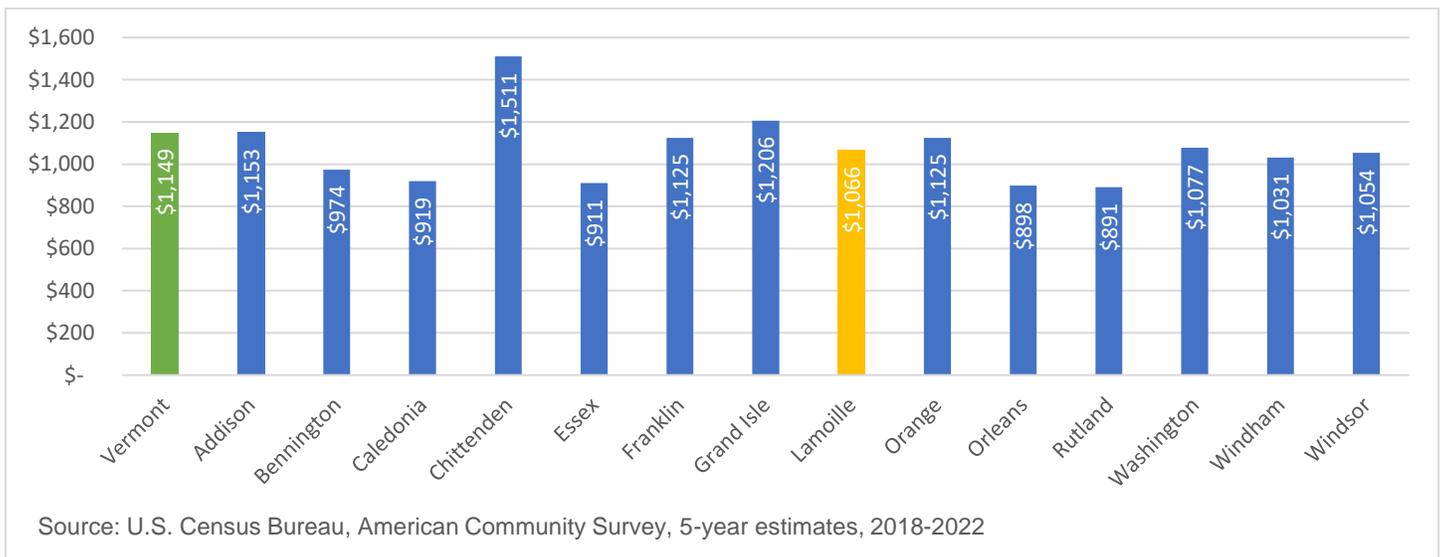


Figure 18-26: Median gross rent by county, 2022

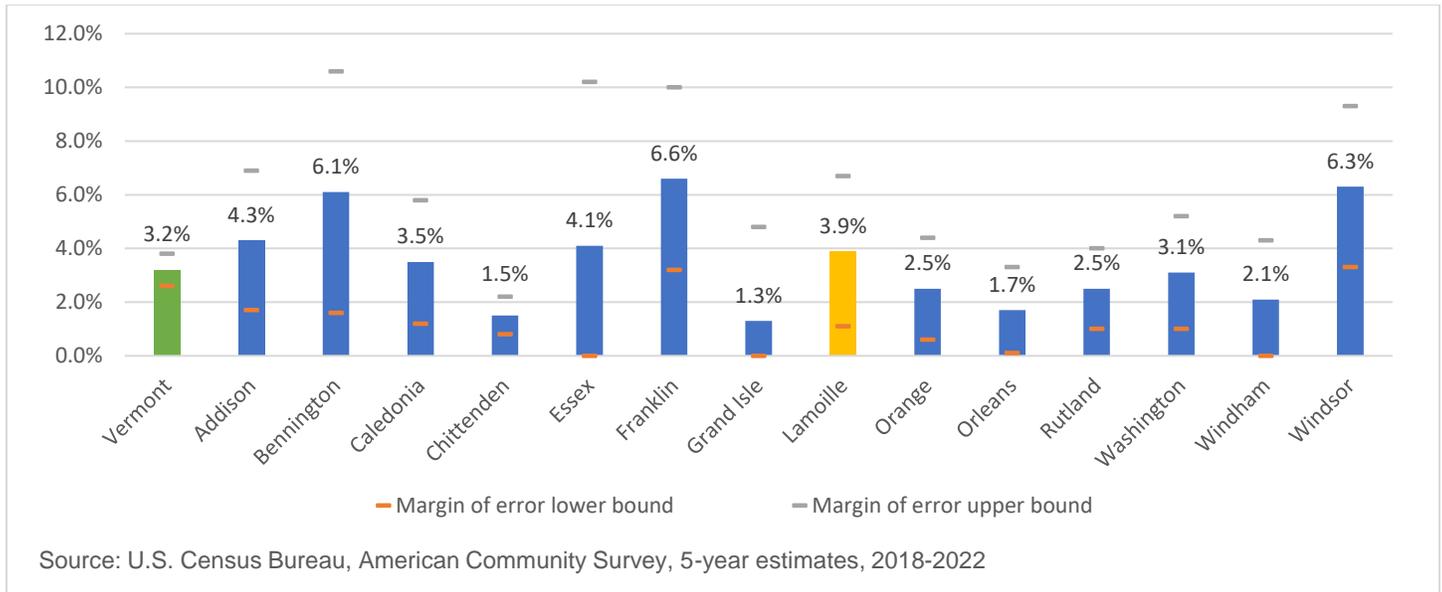


<sup>10</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



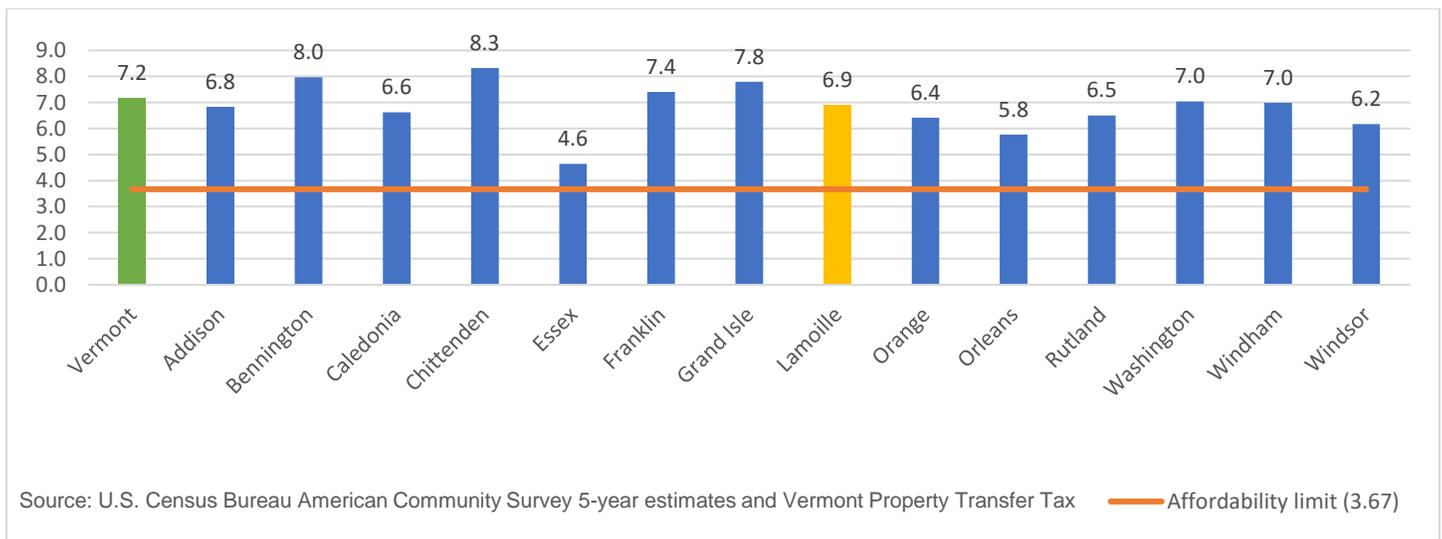
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Grand Isle County had a rental vacancy rate of 3.9% in 2022 – slightly more than the statewide rate. Both state and county vacancy rates have declined in the last ten years.

Figure 18-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Grand Isle County.

Figure 18-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 18-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Lamoille County, there are 396 apartments in buildings that were built with public development subsidies. These apartments account for 13% of the county rental housing stock. Among those apartments, 189 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Lamoille County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority.



## Households With Housing Problems

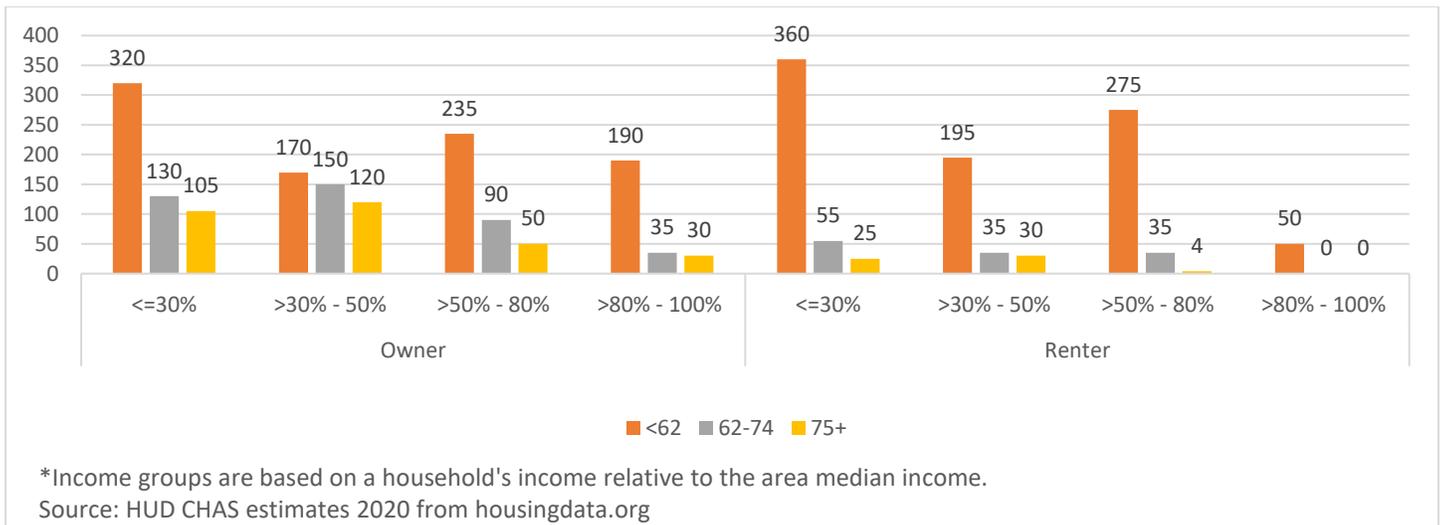
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Lamoille County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 360 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 18-30: Lamoille County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Lamoille County is classified as part of the Northern Vermont PUMs region and represents 18% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 927 owner occupied and 172 renter occupied homes in County with these indicators.

Figure 18-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 256 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 141 households in Lamoille County that are considered overcrowded. Of those households, 103 are owner-occupied and 38 are renter-occupied. Among all overcrowding in Lamoille County, an estimated 30 households are considered severely overcrowded.

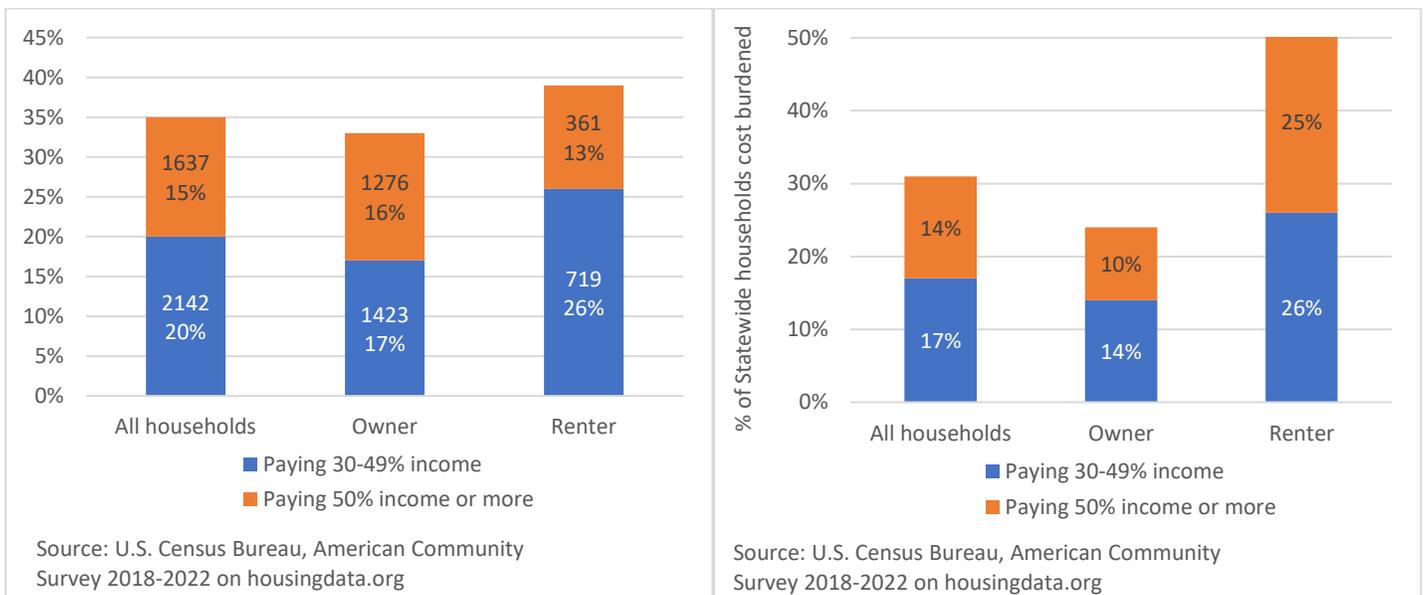
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is greater in Lamoille County than the state (33%), but renter cost burden is significantly less common than the state (39%). Approximately 1637 households are severely cost-burdened in Lamoille County and may be at risk of housing instability.

**Figure 18-32: Cost burden among Lamoille County households compared to statewide cost burden**





## Homelessness

Homelessness services in Lamoille County towns are covered by the Lamoille County Continuum of Care. Which also includes the Orleans County towns of Craftsbury and Greensboro, the Caledonia County towns of Hardwick and Stannard and the town of Woodbury in Washington County.

During the most recent 2023 Point-In-Time count, 74 people in 53 households were experiencing homelessness in Lamoille County. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 223 people in the Lamoille County area received support through this area’s continuum of care.

Figure 18-33: Number of people experiencing homelessness served by the Lamoille Continua of Care (CoCs)

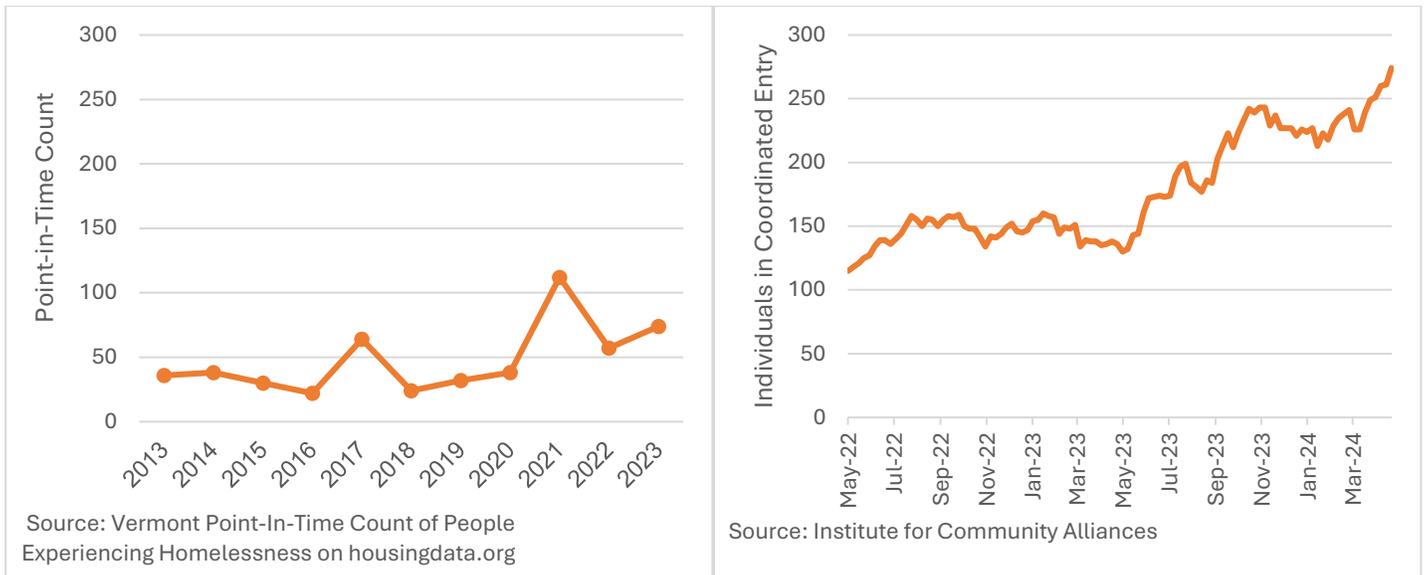


Figure 18-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 18-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families "GA Emergency Housing and Shelters"](#) Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024 and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Emergency and transitional shelter are provided by the 14-bed Lamoille Community House in Hyde Park, and the 13-bed Clarina Howard Nichols center in Morristown. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

## Recent Studies

There are no recent housing needs assessment studies published for Lamoille County.



# Chapter 19: Orange County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Orange County year-round increased by 0.4% per year to 12,364. By 2029, a projected 14,199-14,953 households will live in the county.

**Figure 19-1 Projected Orange County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	11,887	12,364	13,635	13,940	14,199	14,953
Owner households	9,349	9,732	11,240	11,492	11,249	11,847
Renter households	2,538	2,632	2,395	2,449	2,950	3,107

Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% (“Lower”) and 1.8% in 2019-2022 (“Higher”).

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Orange County is likely to need a projected 1,105-1,658 additional homes between 2025 and 2029.

**Figure 19-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	256	742
Renter homes	848	916
Total additional homes needed	1,105	1,658

Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. “Pre-pandemic demand” assumes resuming trends that occurred in 2016-2019. “Pandemic-era demand” assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.



## Housing Stock

Orange County's housing stock consists of 14,998 year-round and seasonal homes. The county has a greater proportion of year-round homeowners (71%) than the state (59%) and a lesser proportion of year-round rental and seasonal homes. Orange County has the highest year-round homeownership percentage of all counties in the state. Orange County represents 4% of the state's total housing stock.

Figure 19-3 Orange County housing stock, 2022

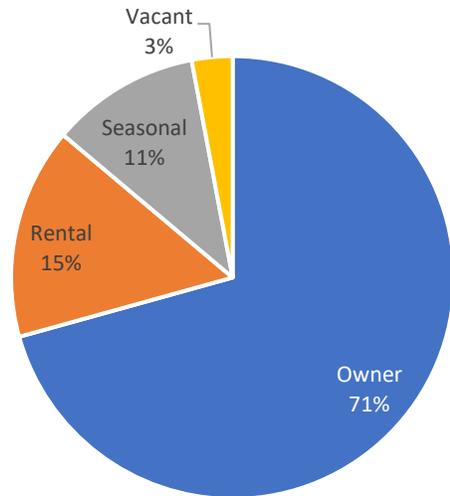


Figure 19-4: Orange County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Orange County	10,602	71%	2,317	15%	1,634	11%	445	3%	14,998	100%
Bradford	910	68%	334	25%	54	4%	50	4%	1,348	9%
Braintree	395	74%	31	6%	86	16%	23	4%	535	4%
Brookfield	551	70%	118	15%	116	15%	0	0%	785	5%
Chelsea	433	59%	96	13%	179	24%	31	4%	739	5%
Corinth	622	72%	78	9%	132	15%	32	4%	864	6%
Fairlee	423	64%	132	20%	73	11%	33	5%	661	4%
Newbury	758	60%	183	14%	279	22%	51	4%	1,271	8%
Orange	393	81%	38	8%	36	8%	16	3%	483	3%
Randolph	1,389	63%	710	32%	44	2%	74	3%	2,217	15%
Strafford	510	77%	53	8%	97	15%	4	1%	664	4%
Thetford	1,071	78%	182	13%	81	6%	34	3%	1,368	9%
Topsham	381	66%	73	13%	123	21%	0	0%	577	4%
Tunbridge	438	70%	74	12%	96	15%	18	3%	626	4%
Vershire	316	70%	45	10%	63	14%	29	6%	453	3%
Washington	494	83%	28	5%	55	9%	15	3%	592	4%
West Fairlee	298	76%	47	12%	47	12%	0	0%	392	3%
Williamstown	1,220	86%	95	7%	73	5%	35	3%	1,423	9%

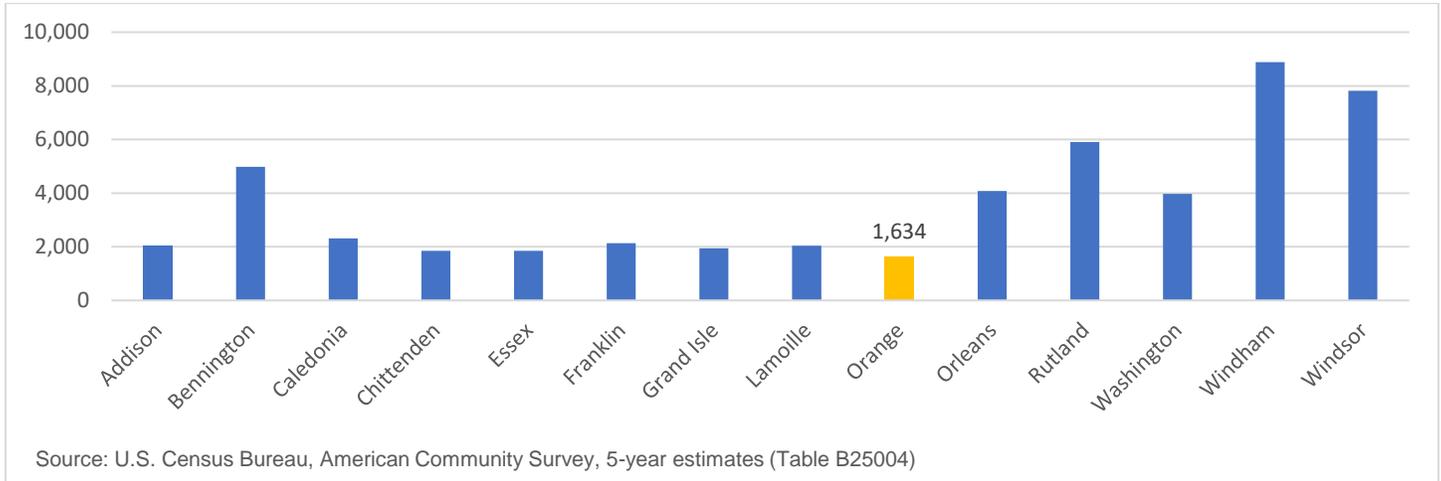
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 1,634 seasonal or occasional use homes in Orange County, making up 11% of all homes in the county.

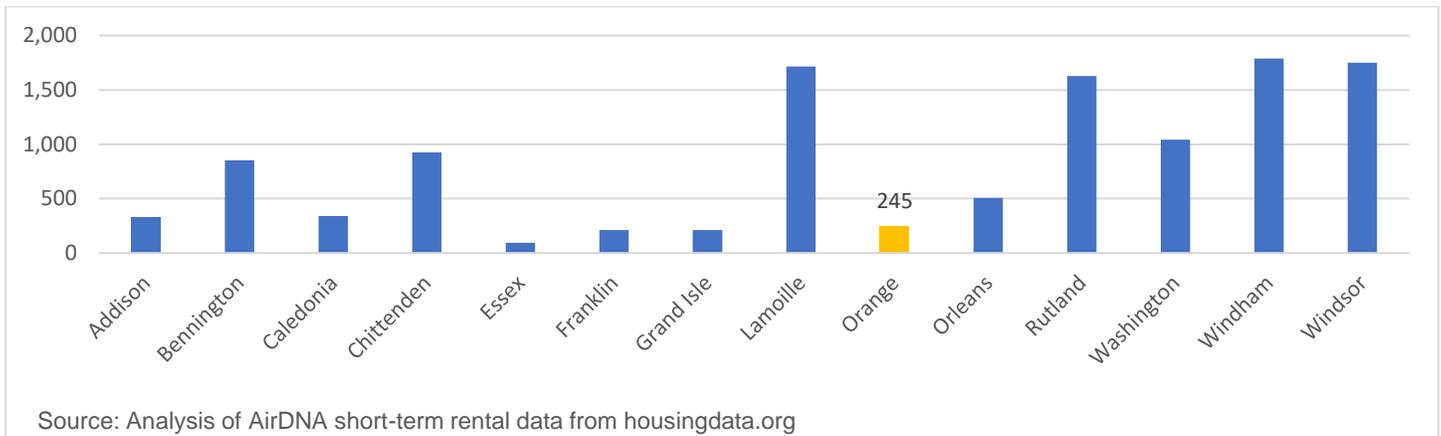
Figure 19-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 19-6 Homes used as short-term rentals by county, Oct. 2023



Orange County, however, has seen relatively modest growth in the STR market. In 2023, 245 homes were listed as STRs, representing about 2% of the county’s total housing stock, below the state rate of 4%.



Figure 19-7: Orange County short-term rental homes

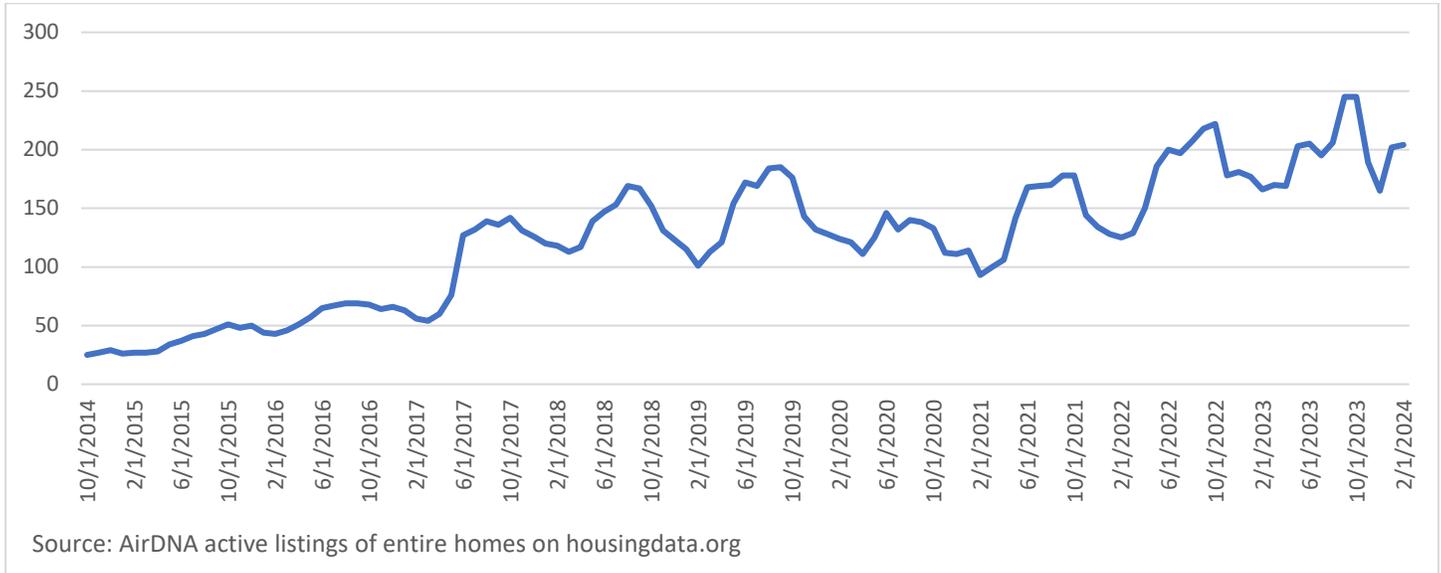


Figure 19-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Orange County</b>	<b>1,634</b>	<b>11%</b>	<b>245</b>	<b>1.60%</b>	<b>14,998</b>
Bradford	54	4%	7	0.50%	1,348
Braintree	86	16%	0	0.00%	535
Brookfield	116	15%	11	1.40%	785
Chelsea	179	24%	5	0.70%	739
Corinth	132	15%	28	3.20%	864
Fairlee	73	11%	48	7.30%	661
Newbury	279	22%	9	0.70%	1,271
Orange	36	7%	0	0.00%	483
Randolph	44	2%	50	2.30%	2,217
Strafford	97	15%	11	1.70%	664
Thetford	81	6%	10	0.70%	1,368
Topsham	123	21%	14	2.40%	577
Tunbridge	96	15%	24	3.80%	626
Vershire	63	14%	7	1.50%	453
Washington	55	9%	11	1.90%	592
West Fairlee	47	12%	0	0.00%	392
Williamstown	73	5%	10	0.70%	1,423

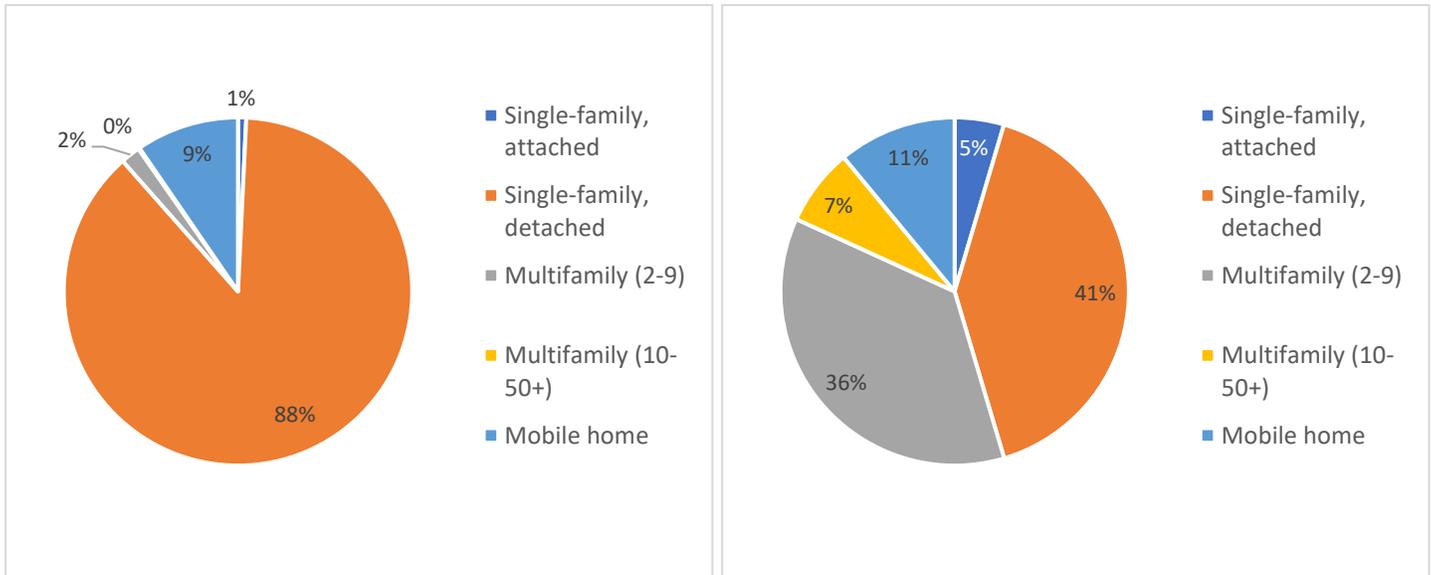
Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Orange County are similar to the state as a whole. Orange County’s stock consists primarily of single-family detached homes. 80% of the combined year-round owner and renter housing stock are single-family detached homes, even greater than the proportion statewide (67%). The share of homes in multi-family buildings in Orange County (8%) is much less than the state (22%). Additionally, the prevalence of mobile homes in the housing stock is greater in Orange (10%) than the state (6%).

**310Figure 19-9: Orange County owner homes types**

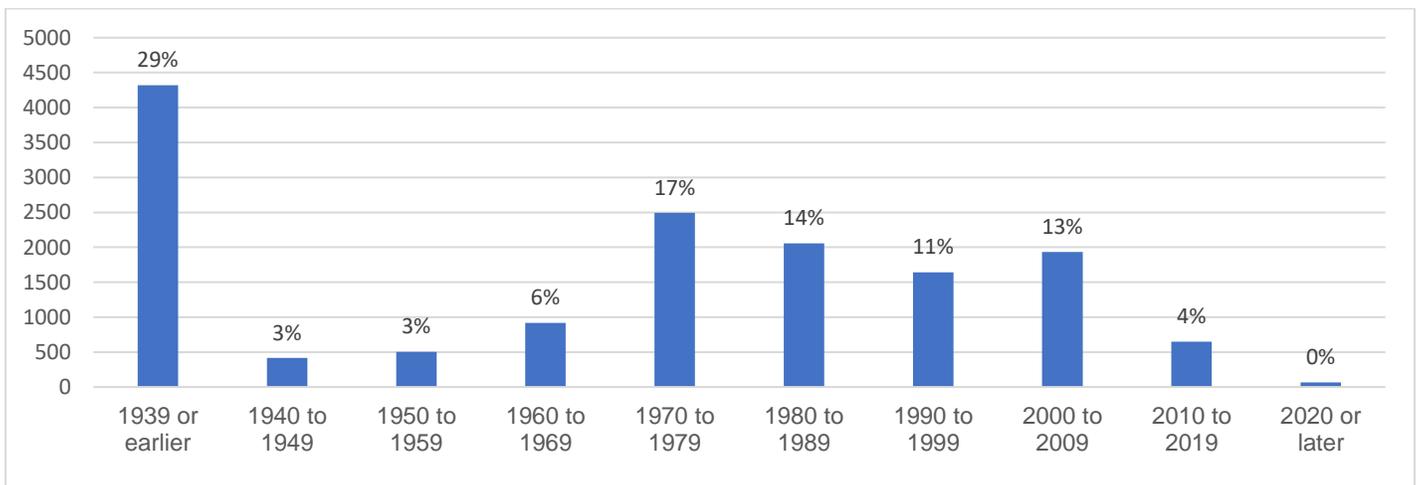
**Figure 19-10: Orange County renter homes**



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Orange County, an estimated 29% were built prior to 1940, a greater proportion than the statewide average of 25%. The median home in the county was built in 1975. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

**Figure 19-11: Year built for Orange County homes**



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Orange County as well, where large homes (63% of the county's year-round homes) far outnumber large households (33% of the county's year-round households). Conversely, single person households (29% of the county's year-round households) outnumber small homes of 0-1 bedrooms (13% of the county's year-round homes).

Figure 19-12 Household size, 2022

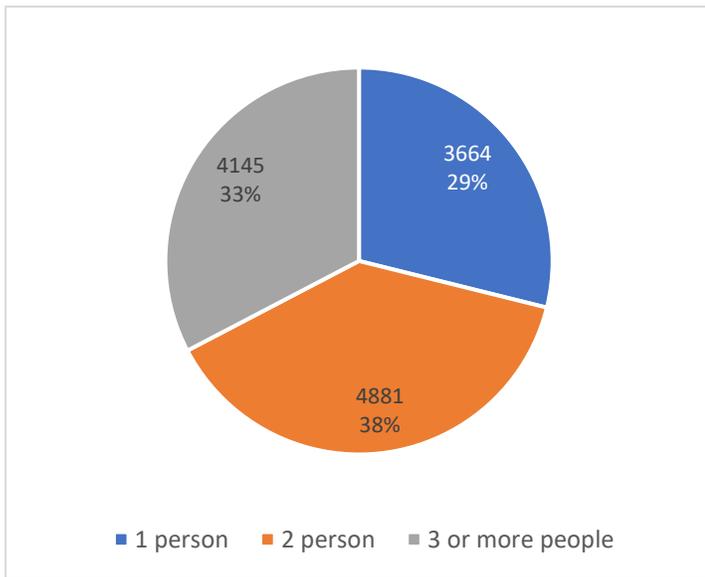
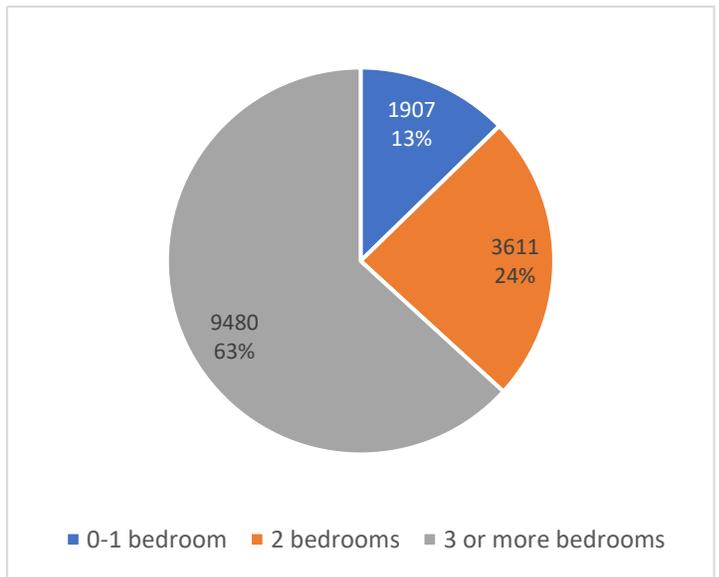


Figure 19-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

Orange County has 15 mobile home parks with 277 lots. As of November 2023, there were 16 vacant lots in the county, resulting in a 5.8% park vacancy rate. Critical concerns facing mobile home parks in Orange County include one park located in a 100-year floodplain and another located in a floodway. Orange County has at least one park that contains units that were built prior to 1976, are of poor quality and possess the risk of abandonment/unmarketability. This combination of factors heightens the risk that the park may struggle with attracting residents, increasing its financial vulnerability

Figure 19-14 Orange County mobile home parks

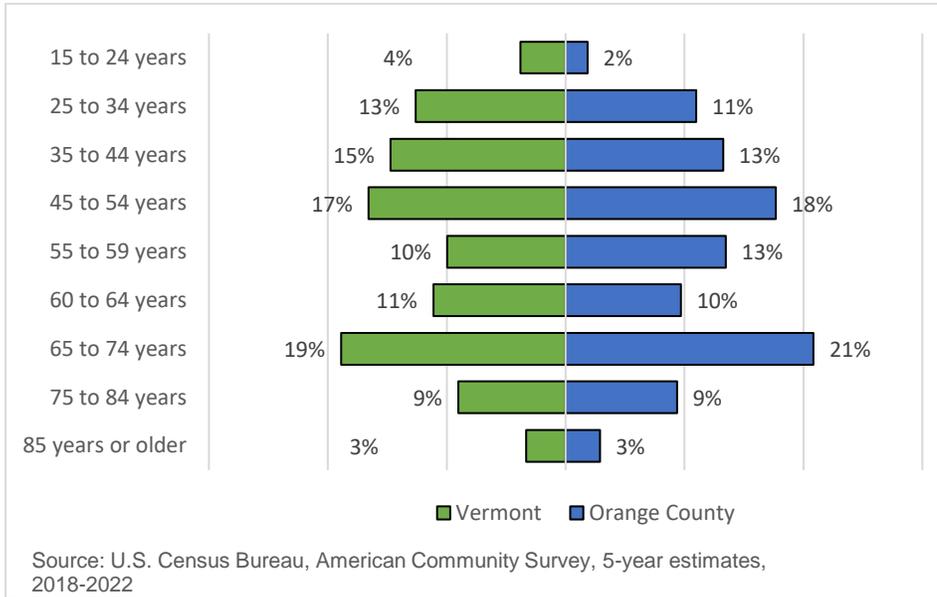
Park Ownership type	Parks	Lots
For Profit	7	80
Non-profit	6	181
Cooperative	0	0
All Rental (for profit)	2	17
<b>Total</b>	<b>15</b>	<b>278</b>
Median lot rent		\$387
Source: Vermont Mobile Home Park Registry		



## Household Demographics

An estimated 33% of all Orange County households are headed by someone aged 65 or older, slightly higher than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up only 13% of the county's residents, compared to 17% statewide.

Figure 19-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	234
25 to 34 years	1395
35 to 44 years	1681
45 to 54 years	2243
55 to 59 years	1709
60 to 64 years	1229
65 to 74 years	2645
75 to 84 years	1188
85 years or older	366
<b>Total</b>	<b>12,690</b>

The vast majority of household heads living in the county identify as white alone, but the number of those identifying as people of color increased between 2010 and 2020 while the number identifying as white alone decreased.

Figure 19-16 Households by race and tenure, 2010-2022

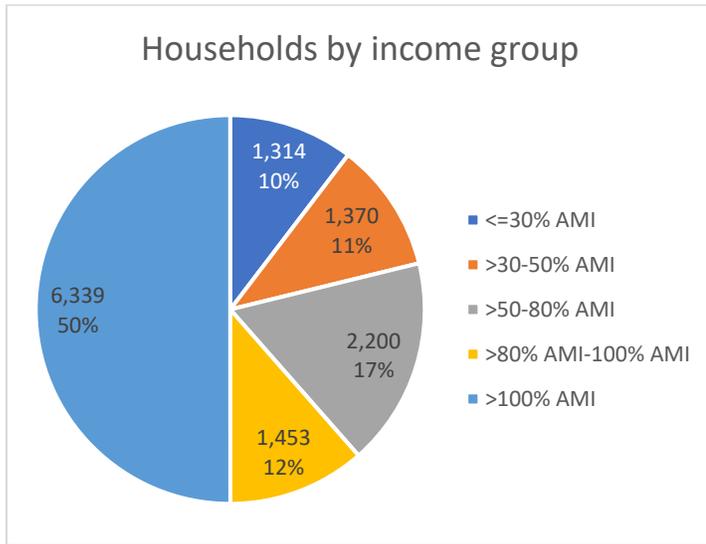
Orange County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	32	58		18	35		14	23	
Asian alone	34	36		26	26		8	10	
Black or African American alone	26	45		14	17		12	28	
Native Hawaiian and Other Pacific Islander alone	-	4		-	1		-	3	
Some Other Race alone	24	68		13	43		11	25	
Two or More Races	127	580	294	86	407	182	41	173	112
White alone	11,644	11,573	12,177	9,192	9,203	10,136	2,452	2,370	2,041
<b>Grand Total</b>	<b>11,887</b>	<b>12,364</b>	<b>12,690</b>	<b>9,349</b>	<b>9,732</b>	<b>10,461</b>	<b>2,538</b>	<b>2,632</b>	<b>2,229</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Orange County was \$74,534 in 2022. About 21% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

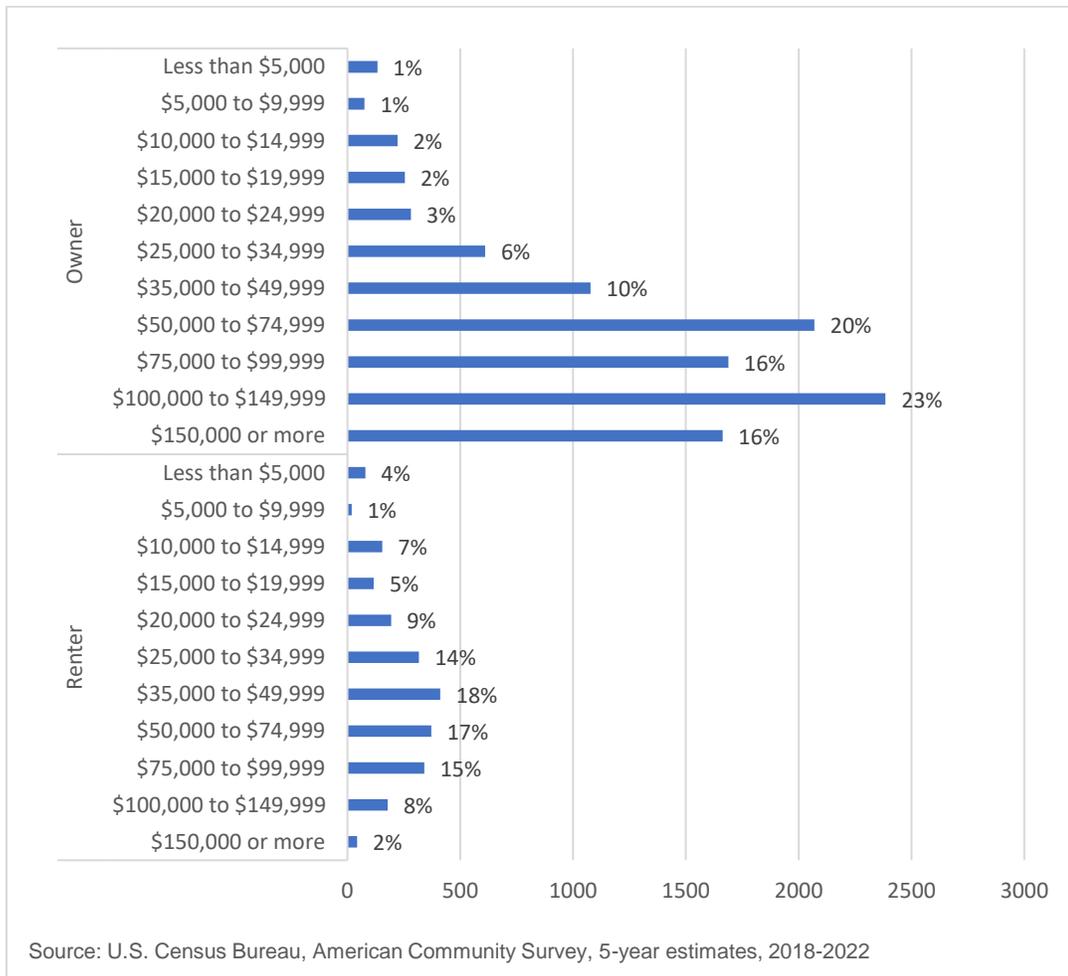
Figure 19-17 Household income relative to Area Median Income (AMI)



County income levels	
30% AMI	\$22,360
50% AMI	\$37,267
80% AMI	\$59,627
Area Median Income (100%)	\$74,534
Owner household median	\$81,614
Renter household median	\$43,983

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 19-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 10,000 homeowner households in Orange County. An estimated 82% of the county's households are homeowners, compared to a statewide rate of 73%. The median home price in the county in 2023 was about \$299,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 19-19: Median home prices

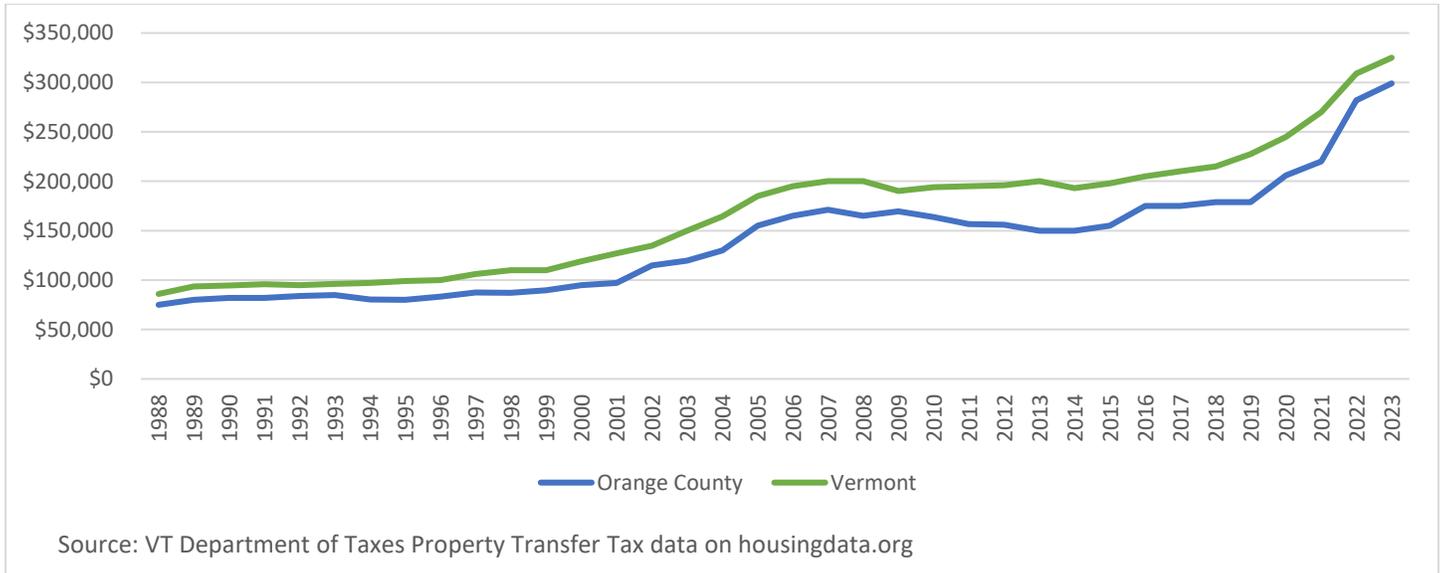
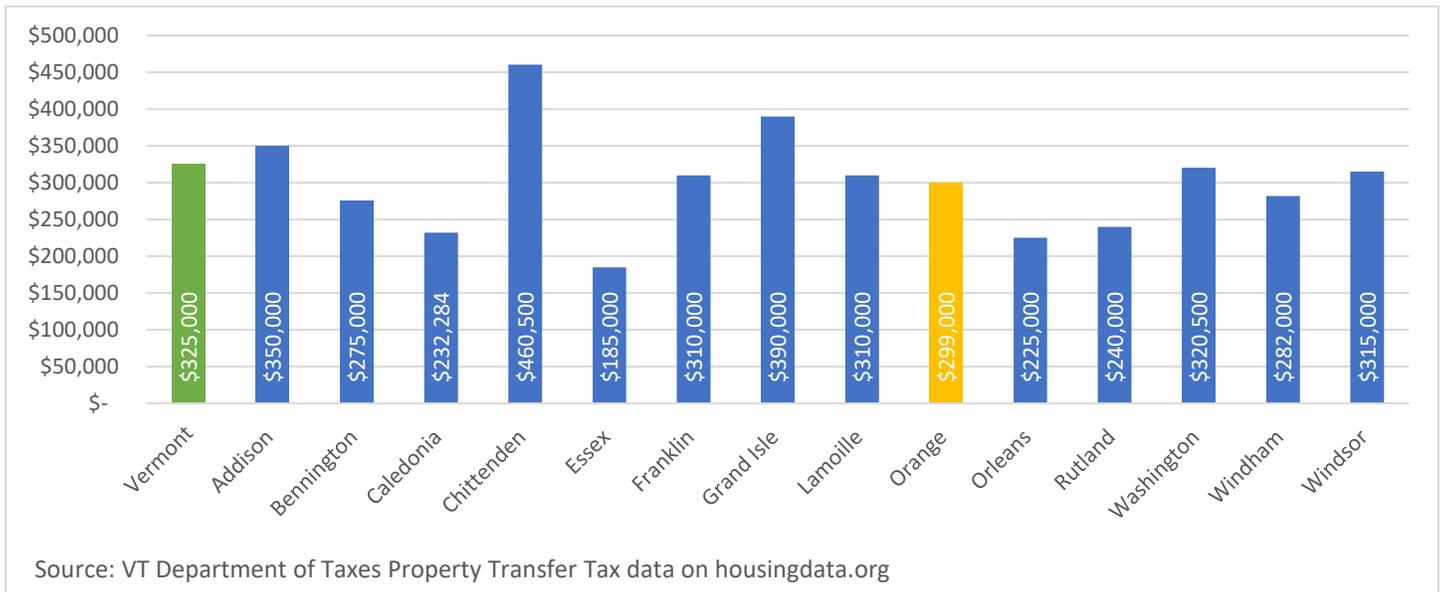


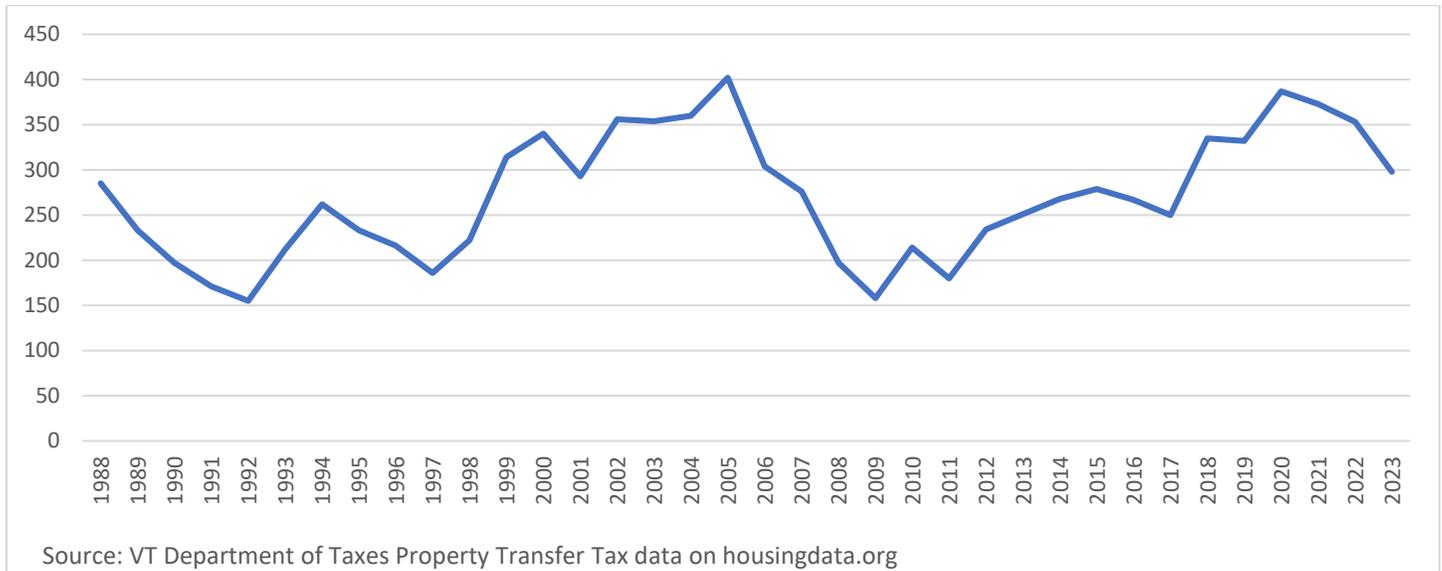
Figure 19-20 Median primary home sale price by county, 2023





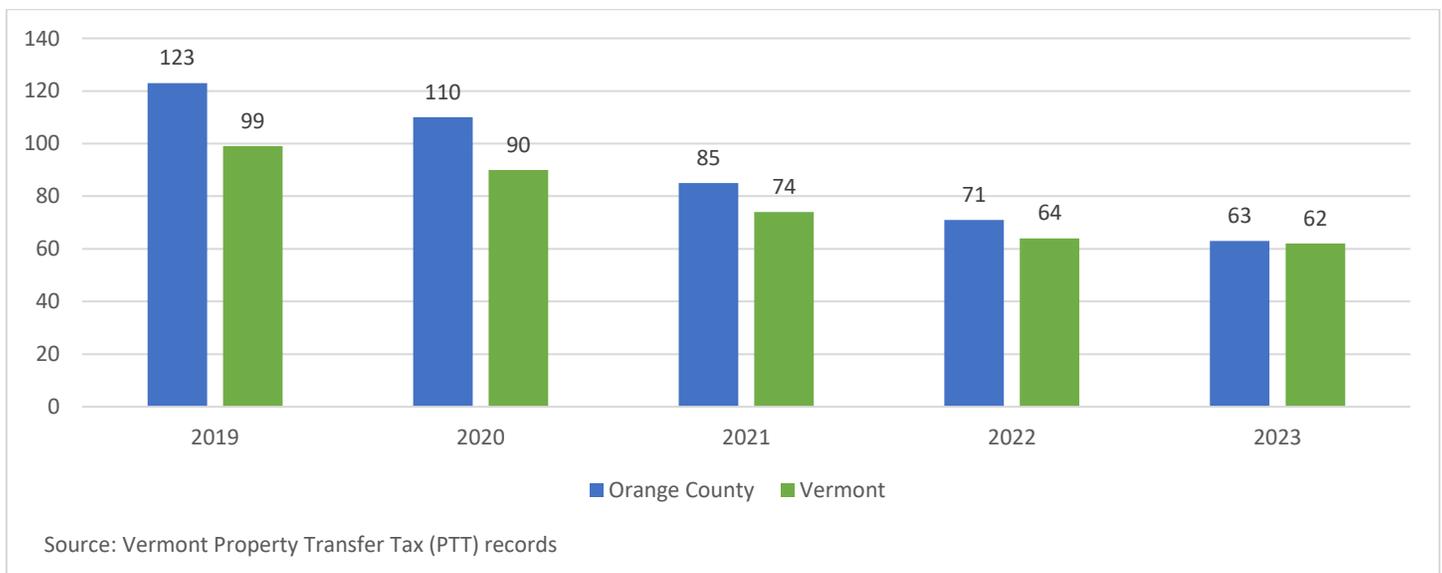
In 2023, there were 298 primary homes sales in Orange County. The annual total number of homes sold in the county peaked in 2021 when 373 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 19-21 Number of primary home sales in Orange County, 1988-2023



The median days on the market for an Orange County home dropped to 63 days in 2023 from 123 days in 2019. Homes in the county stay on the market about the same as the statewide median. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 19-22: Median days on market

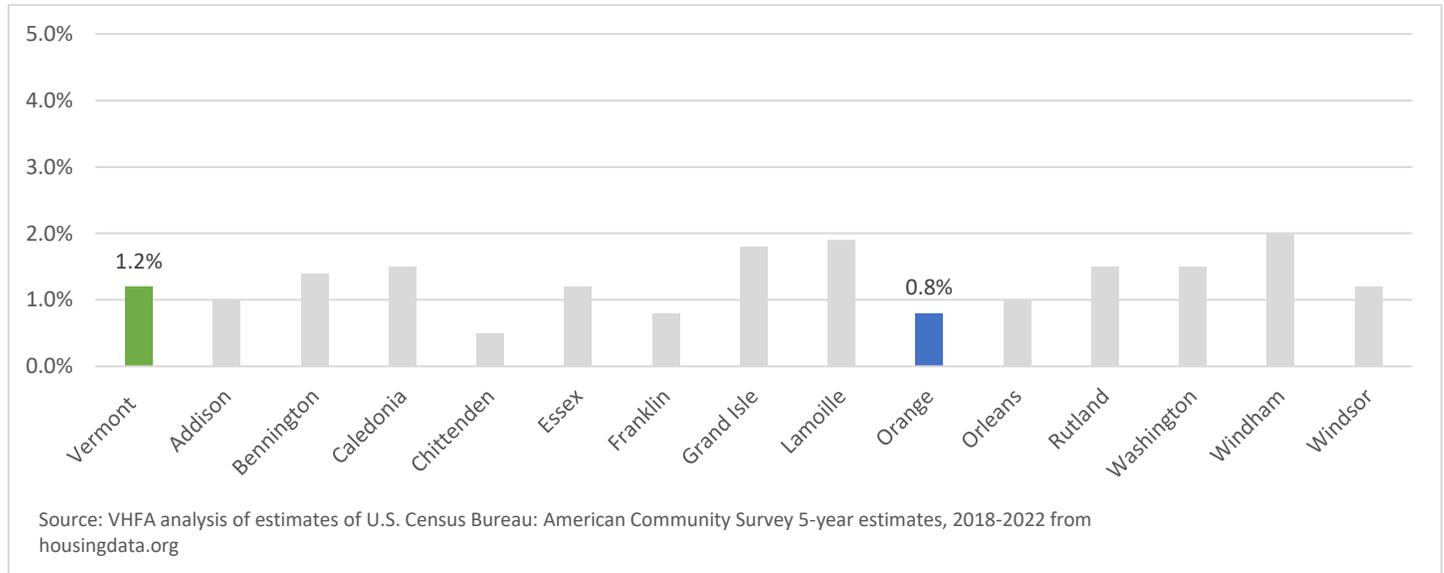




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

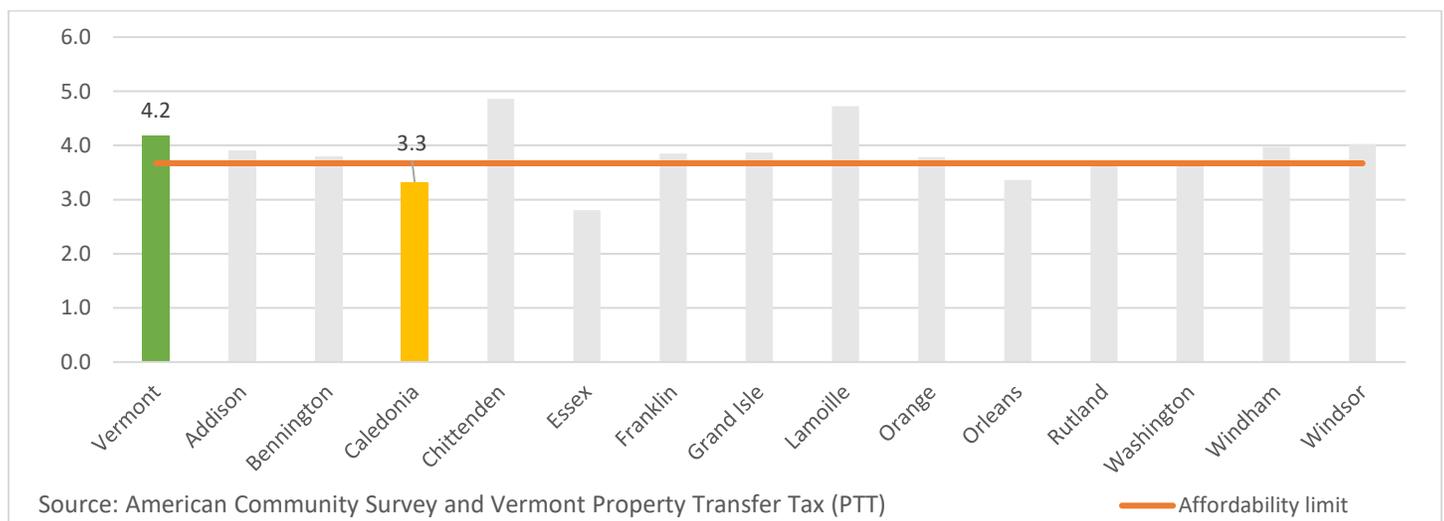
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Orange County (0.8%) is less than the statewide rate and healthy market range.

Figure 19-23: Homeowner vacancy rates



Homes are more affordable in Caledonia County, on average, than in most Vermont counties. In 2022, the ratio of county home prices to median county household income was xx. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 24% of owner-occupied households in Caledonia County are cost-burdened.

Figure 19-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>11</sup> The fair market rent for a 2-bedroom apartment in Orange County was set at \$1,244 in 2024. The median rent in Orange County of \$1,125 was very similar to the statewide median in 2022.

Figure 19-25: Fair market rent for a 2-bedroom apartment

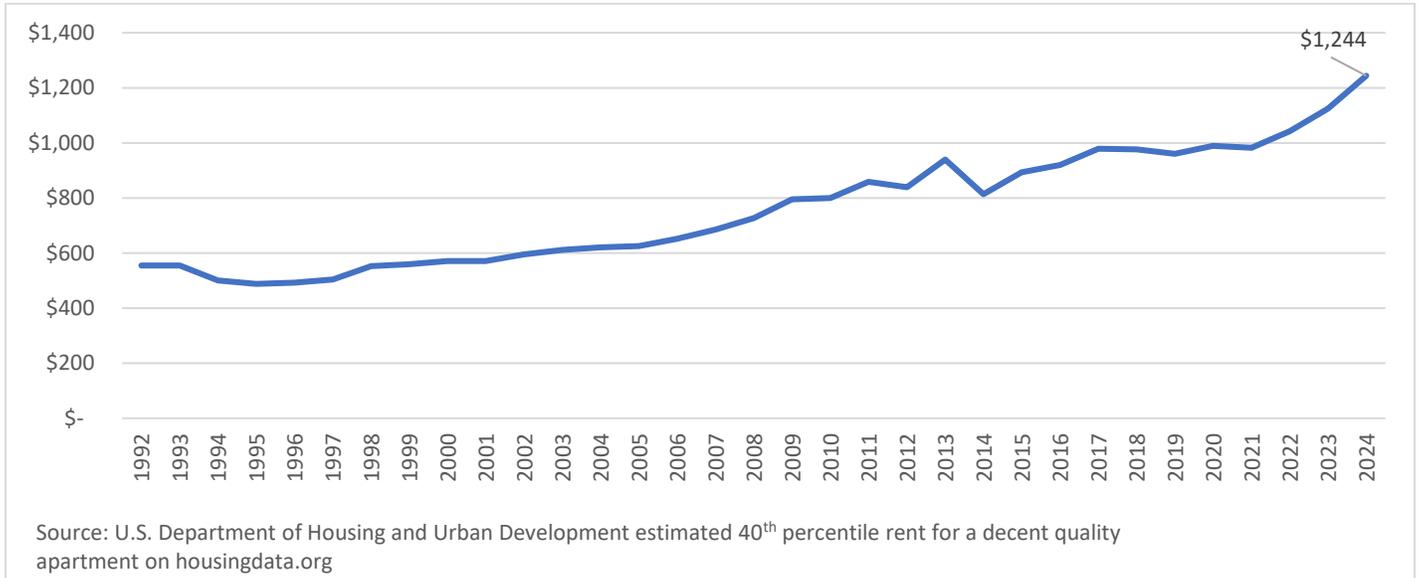
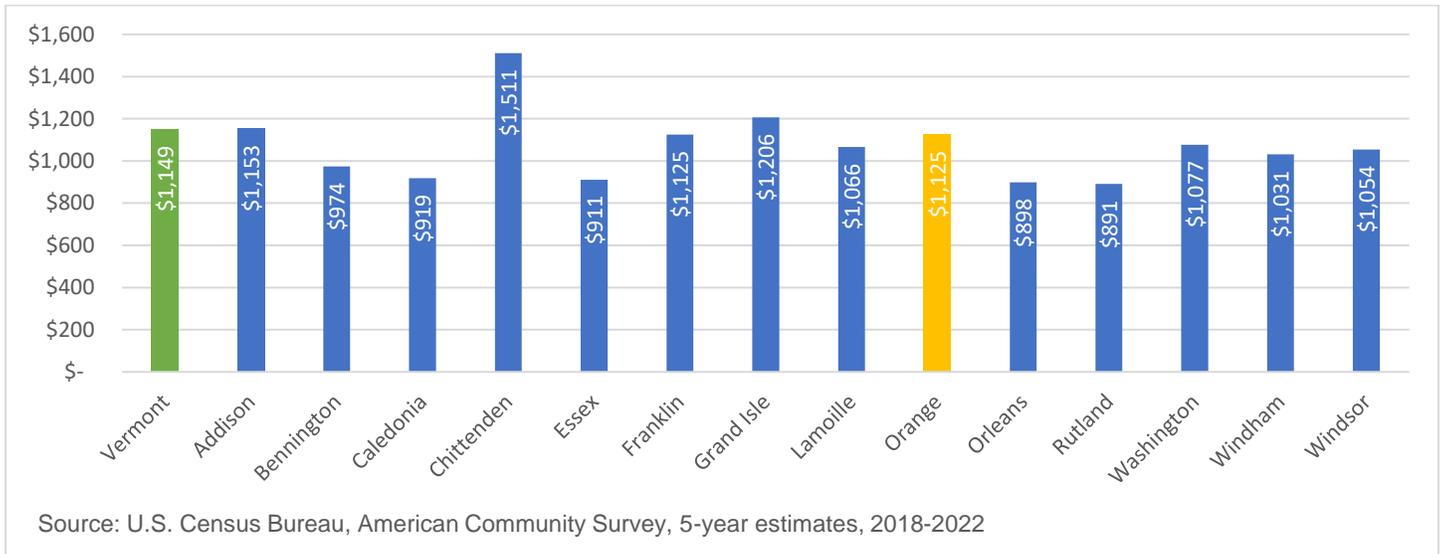


Figure 19-26: Median gross rent by county, 2022

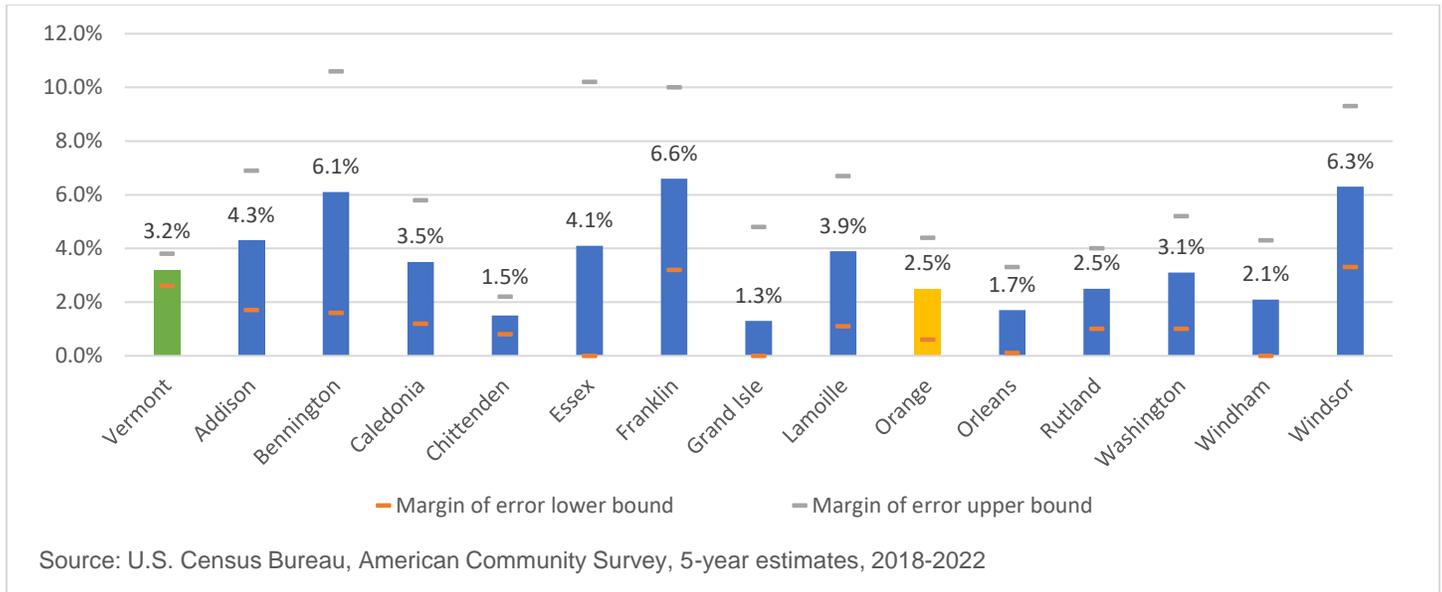


<sup>11</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



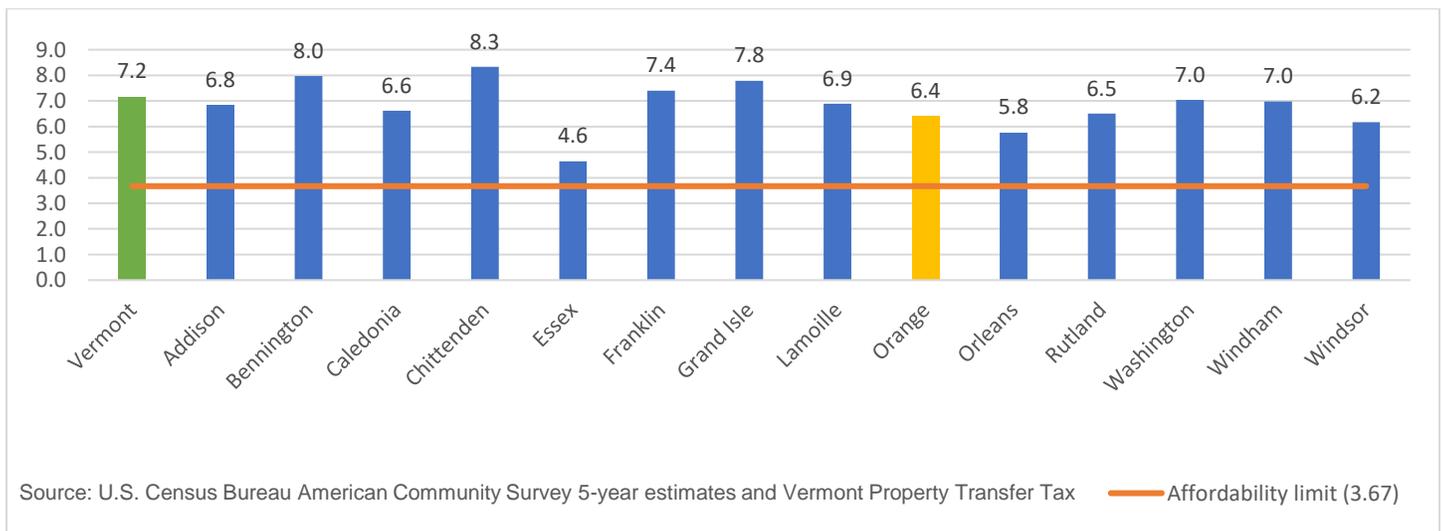
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Orange County had a rental vacancy rate of 2.5% in 2022 – less than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 19-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Orange County.

Figure 19-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 19-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Orange County, there are 430 apartments in buildings that were built with public development subsidies. These apartments account for 19% of the county rental housing stock. Among those apartments, 223 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Orange County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority.



## Households With Housing Problems

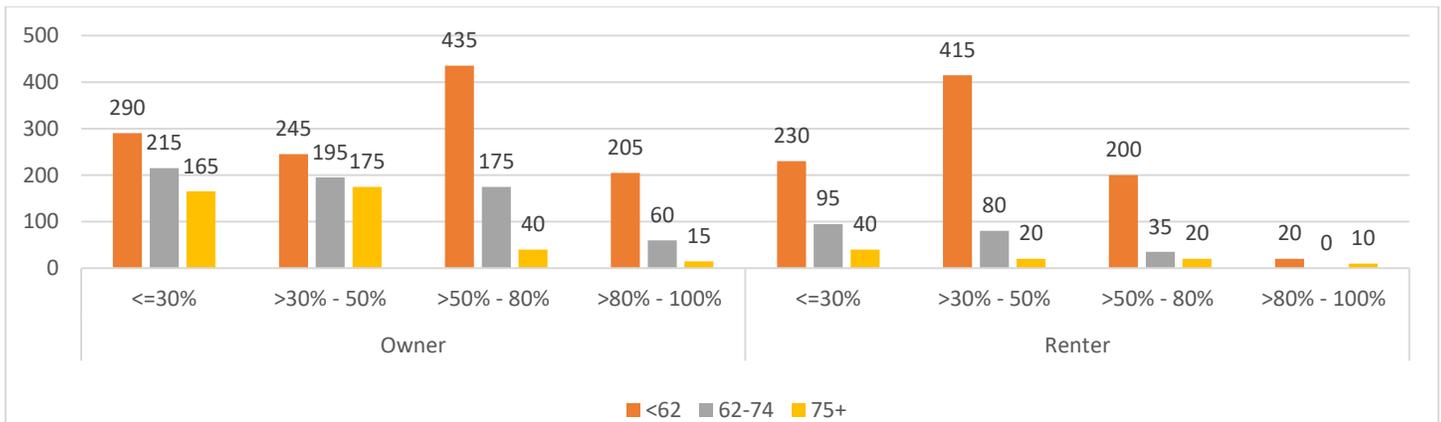
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Orange County experiencing housing problems is homeowners with household incomes of 50-80% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 435 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 19-30: Orange County households with housing problems, by income group\*



\*Income groups are based on a household's income relative to the area median income.

Source: HUD CHAS estimates 2020 from housingdata.org

## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Orange County is classified as part of the Central Vermont PUMS region and represents 24% of the housing stock in the region. From this, there are approximately 742 owner occupied and 264 renter occupied homes in the county potentially in poor condition.

Figure 19-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Central Vermont</b> (Addison, Orange & Washington Counties)	3,093	1,099	163	4,355
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 445 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 219 households in Orange County that are considered overcrowded. Of those households, 127 are owner-occupied and 92 are renter-occupied. Among all overcrowding in Orange County, an estimated 50 households are considered severely overcrowded.



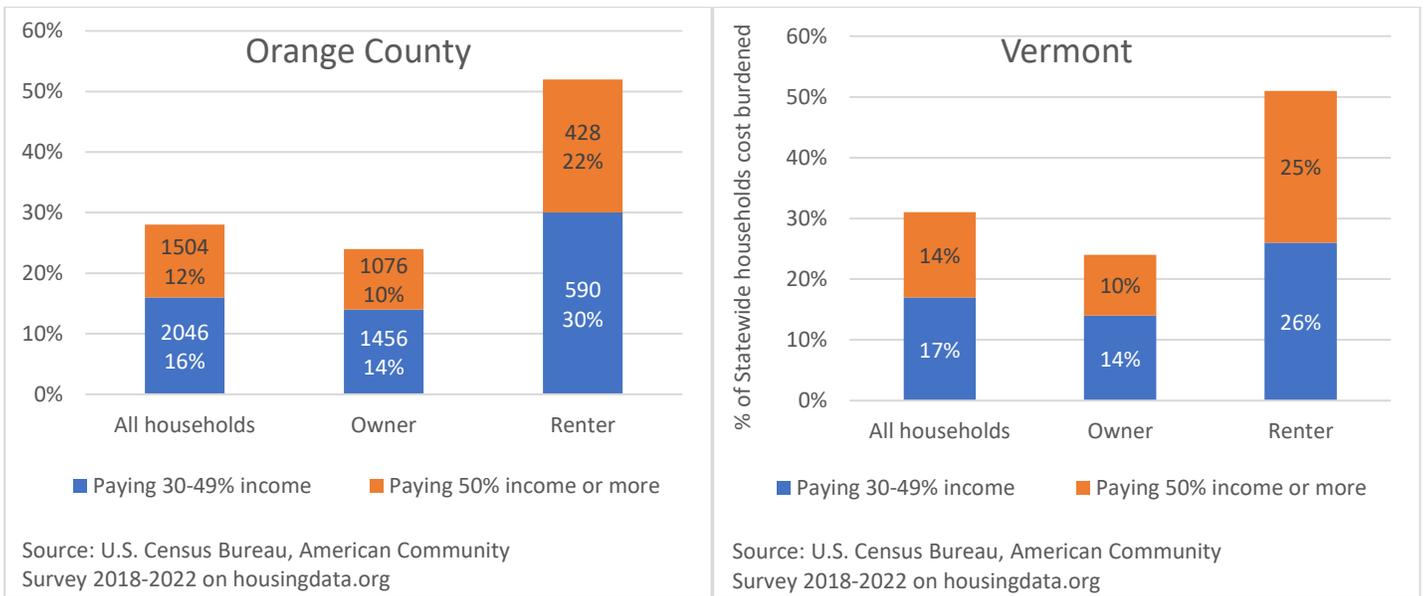
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner and renter households that are cost-burdened in Orange County is in line with the state as a whole, but the level of renter cost burden is not as severe as the state. Approximately 1504 households are severely cost-burdened in Orange County and may be at risk of housing instability. These households are at a high risk of housing instability, including frequent moves, eviction, foreclosure and homelessness.

Figure 19-32: Cost burden among Orange County households compared to statewide cost burden



## Homelessness

Homelessness services in the Orange County are divided between three local Continua of Care: the Orange/Windsor North CoC, the Caledonia/Essex CoC, and the Washington CoC. Most orange County towns are within the Orange/Windsor North CoC. The Orange County towns of Newbury and Topsham are part of the Caledonia and Orleans Continua of Care and the towns of Braintree, Brookfield, Orange, Washington and Williamstown are part of the Washington CoC.



During the most recent 2023 Point-In-Time count, 188 people in 132 households were experiencing homelessness in the Orange/Windsor North CoC. This represents the highest total in the county since the PIT count began. County level data for Orange County is available for 2018-2022 – during that time, between 20 and 38 individuals experiencing homeless in Orange County were recorded.

Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 347 people in the Orange/Windsor North CoC area received support through this area’s continuum of care.

Figure 19-33: Number of people experiencing homelessness served by the Orange County Continua of Care (CoCs)

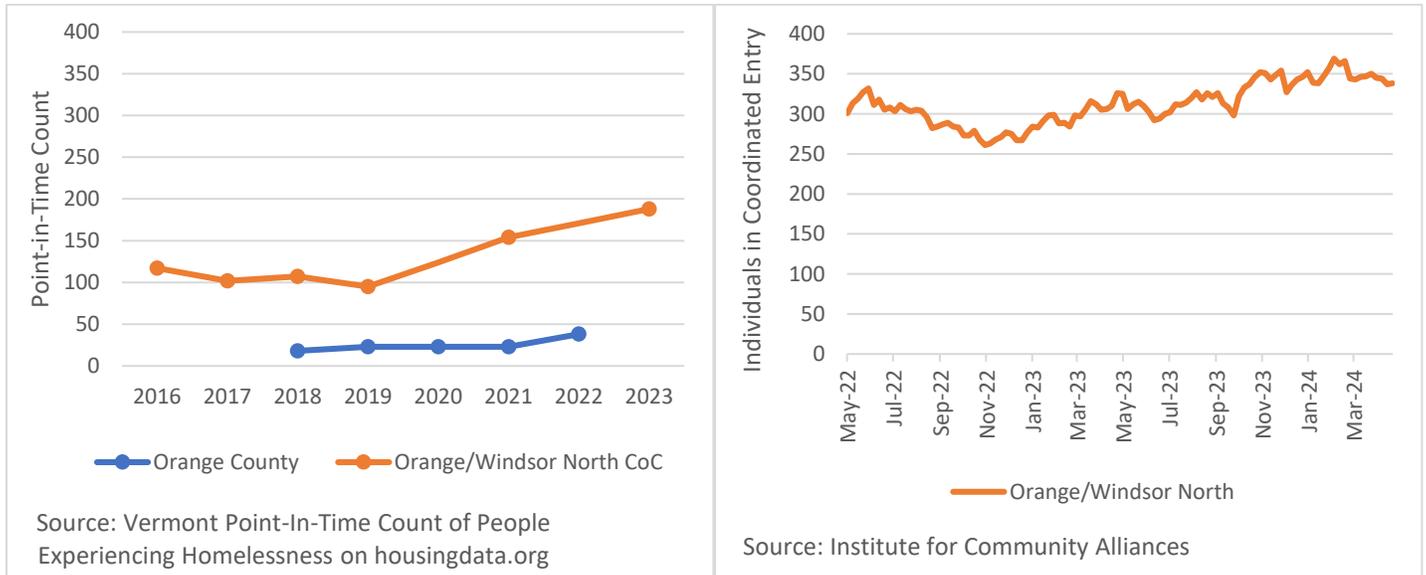


Figure 19-34: Number of people experiencing homelessness by local Continua of Care (CoC)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 19-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Orange County is a rural area with few town centers, but the largest community, Randolph, is home to the Clara Martin Center. The Center provides a variety of mental health and substance abuse treatment programs on a 24-hour basis and operates the four-bed Safe Haven Shelter.

The fact that Orange County is divided between different HUD Continua of Care is indicative of the fact that people experiencing homelessness in the area are likely to seek shelter in support in the regional centers of Barre-Montpelier and White River Junction, and that growing towns, such as Bradford, may be locations for consideration of additional resources. Bradford is home to Veteran’s Inc., a 20-bed transitional housing site for homeless veterans.

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

### Recent Studies

There are no recent housing needs assessment studies published for Orange County.



# Chapter 20: Orleans County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Orleans County year-round increased at an average rate of 0.3% per year to 11,698. By 2029, a projected 12,899-13,584 households will live in the county.

**Figure 20-1 Projected Orleans County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	11,320	11,698	12,702	12,987	12,899	13,584
Owner households	8,553	8,799	10,168	10,396	9,837	10,359
Renter households	2,767	2,899	2,534	2,591	3,062	3,225

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Orleans County is likely to need a projected 615-1,112 additional homes between 2025 and 2029.

**Figure 20-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	82	312
Renter homes	533	800
Total additional homes needed	615	1,112

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Orleans County's housing stock consists of 16,487 year-round and seasonal homes. The county has a greater proportion of seasonal homes (25%) than the state (15%) and a lesser proportion of year-round rental homes. Orleans County represents 5% of the state's total housing stock.

Figure 20-3 Orleans County housing stock, 2022

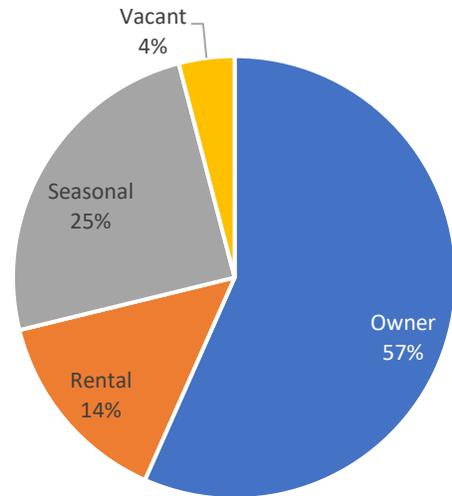


Figure 20-4: Orleans County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Orleans County	9,338	57%	2,398	15%	4,081	25%	670	4%	16,487	100%
Albany	384	75%	21	4%	78	15%	32	6%	515	3%
Barton	926	58%	323	20%	234	15%	123	8%	1,606	10%
Brownington	339	63%	68	13%	74	14%	54	10%	535	3%
Charleston	405	69%	43	7%	143	24%	0	0%	591	4%
Coventry	353	80%	63	14%	9	2%	16	4%	441	3%
Craftsbury	407	63%	72	11%	115	18%	51	8%	645	4%
Derby	1,570	63%	389	16%	479	19%	40	2%	2,478	15%
Glover	396	54%	29	4%	282	38%	27	4%	734	4%
Greensboro	243	33%	55	8%	427	58%	11	2%	736	4%
Holland	248	53%	80	17%	121	26%	23	5%	472	3%
Irasburg	437	81%	60	11%	30	6%	12	2%	539	3%
Jay	239	28%	49	6%	546	65%	7	1%	841	5%
Lowell	324	57%	54	10%	168	30%	22	4%	568	3%
Morgan	333	40%	41	5%	433	52%	24	3%	831	5%
Newport City	1,198	50%	804	34%	247	10%	134	6%	2,383	14%
Newport Town	600	69%	143	17%	84	10%	40	5%	867	5%
Troy	587	75%	64	8%	95	12%	37	5%	783	5%
Westfield	186	63%	13	4%	95	32%	1	0%	295	2%
Westmore	163	26%	27	4%	421	67%	16	3%	627	4%

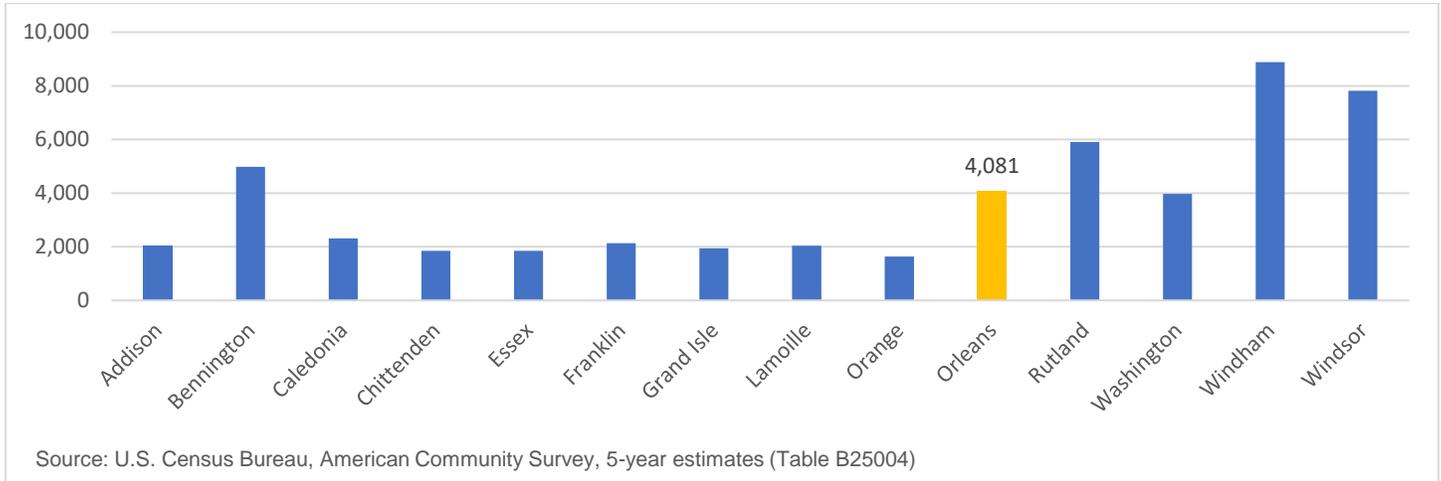
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 4,081 seasonal or occasional use homes in Orleans County, making up 25% of all homes in the county.

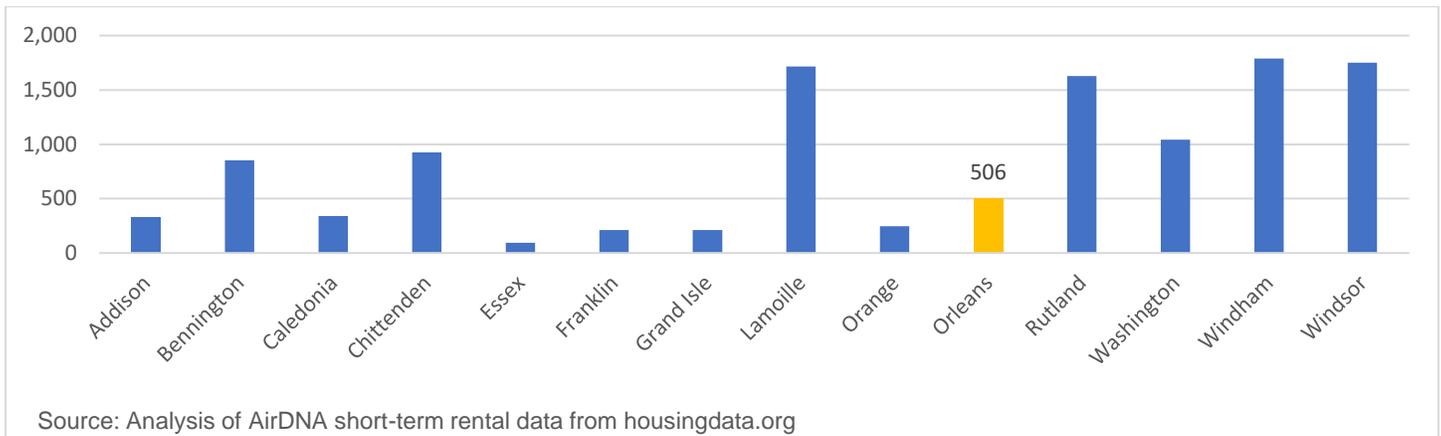
Figure 20-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 20-6 Homes used as short-term rentals by county, Oct. 2023



Orleans County has followed this trend in the STR market with a steady annual increase in the number of units. In 2023, 506 homes were listed as STRs, representing more than 3% of the county’s total housing stock, in line with the state rate of 4%.

Troy, near the Jay Peak ski resort, had the greatest portion of their housing stock dedicated to Short-term Rentals with 20% and contains about a third of the STRs in the county.



Figure 20-7: Orleans County short-term rental homes

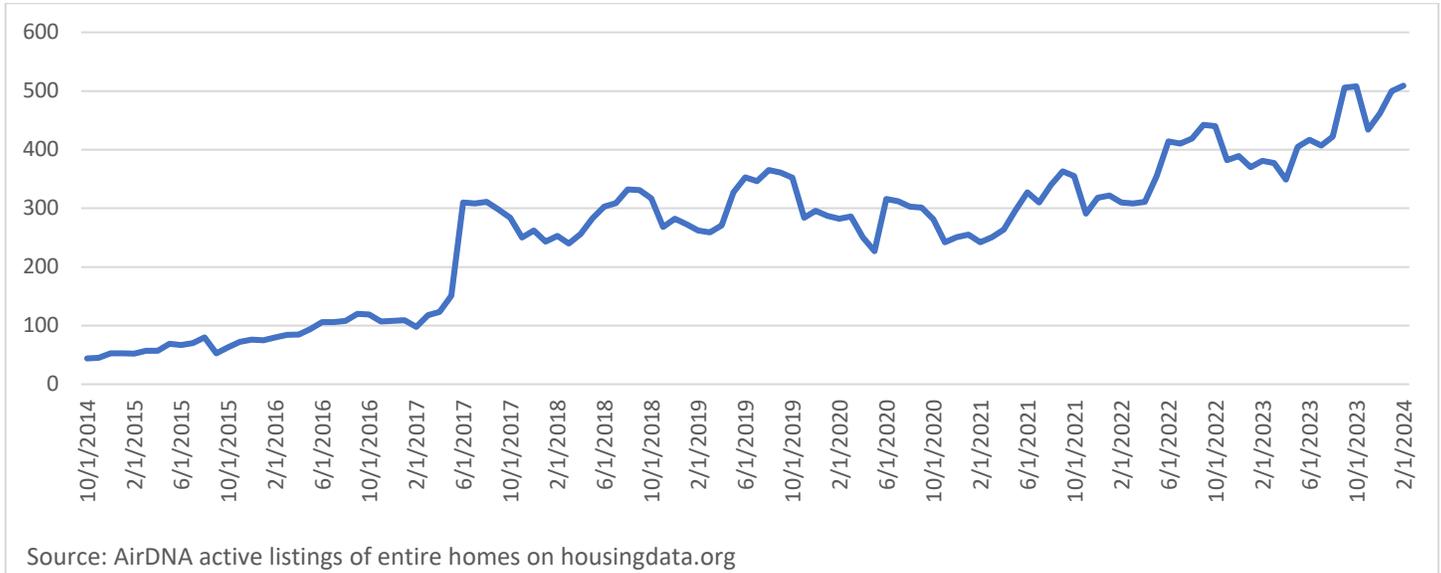


Figure 20-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Orleans County</b>	<b>4,081</b>	<b>25%</b>	<b>506</b>	<b>3.10%</b>	<b>16,499</b>
Albany	78	15%	3	0.60%	515
Barton	234	15%	89	5.50%	1,606
Brownington	74	14%	0	0.00%	535
Charleston	143	24%	23	3.90%	591
Coventry	9	2%	0	0.00%	441
Craftsbury	115	18%	15	2.30%	645
Derby	479	19%	24	1.00%	2,478
Glover	282	38%	39	5.30%	734
Greensboro	427	58%	32	4.30%	736
Holland	121	25%	0	0.00%	477
Irasburg	30	6%	12	2.20%	539
Jay	546	65%	0	0.00%	841
Lowell	168	30%	11	1.90%	568
Morgan	433	52%	26	3.10%	831
Newport City	247	10%	16	0.70%	2,383
Newport Town	84	10%	51	5.90%	867
Troy	95	12%	154	19.70%	783
Westfield	95	31%	11	3.60%	302
Westmore	421	67%	0	0.00%	627

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org



### Characteristics of Housing Stock

The types of homes that make up the housing stock in Orleans County are similar to the state as a whole. Orleans County’s stock consists primarily of single-family detached homes. 77% of the combined year-round owner and renter housing stock are single-family detached homes, even greater than the proportion statewide (67%).

Figure 20-9: Orleans County owner homes types

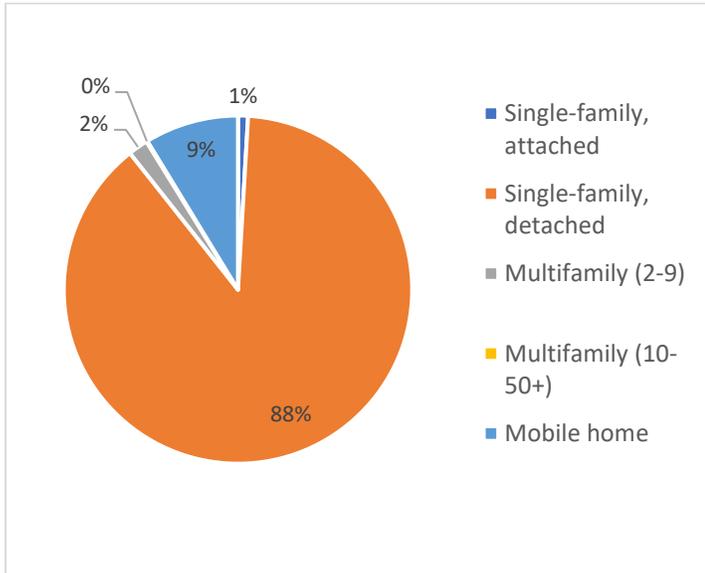
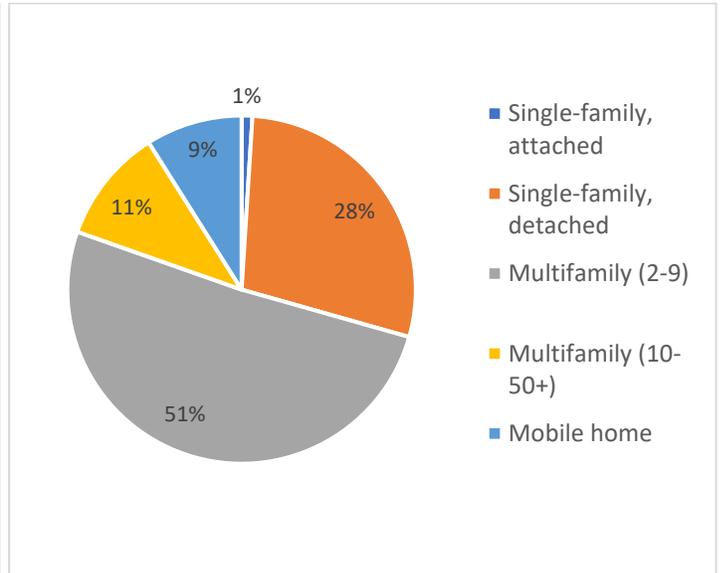


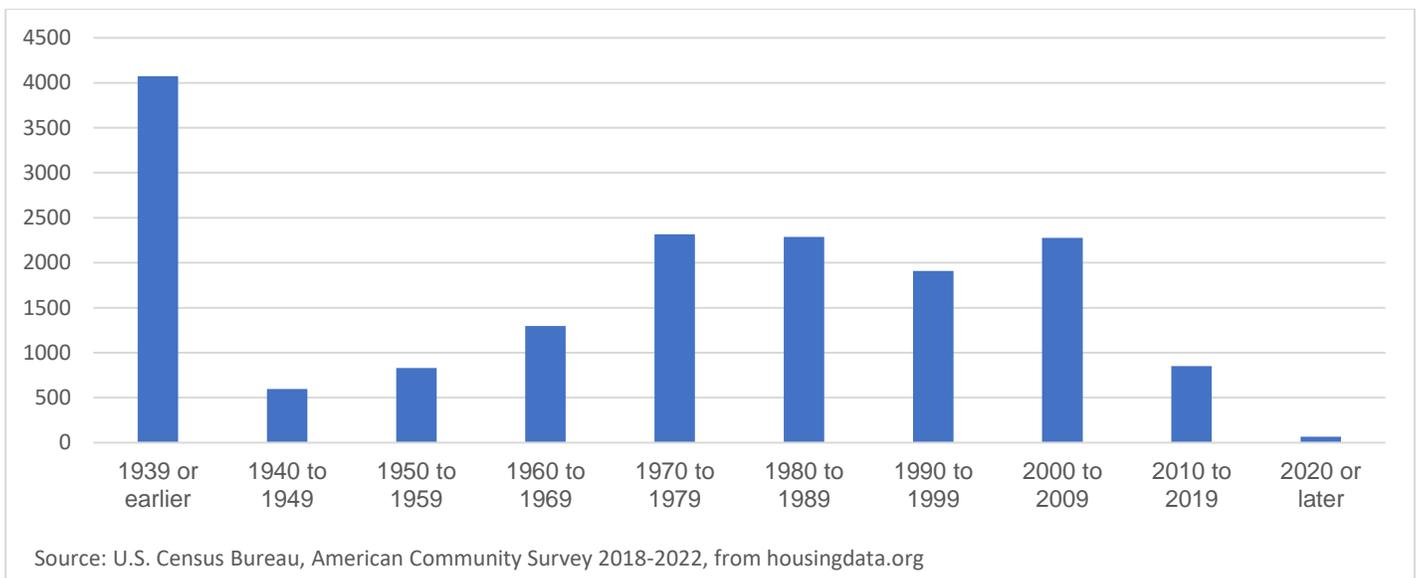
Figure 20-10: Orleans County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Orleans County, an estimated 25% were built prior to 1940, a lesser proportion than the statewide average of 25%. The median home in the county was built in 1976. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 20-11: Year built for Orleans County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Orleans County as well, where large homes (62% of the county’s year-round homes) far outnumber large households (30% of the county’s year-round households). Conversely, single person households (29% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (12% of the county’s year-round homes).

Figure 20-12 Household size, 2022

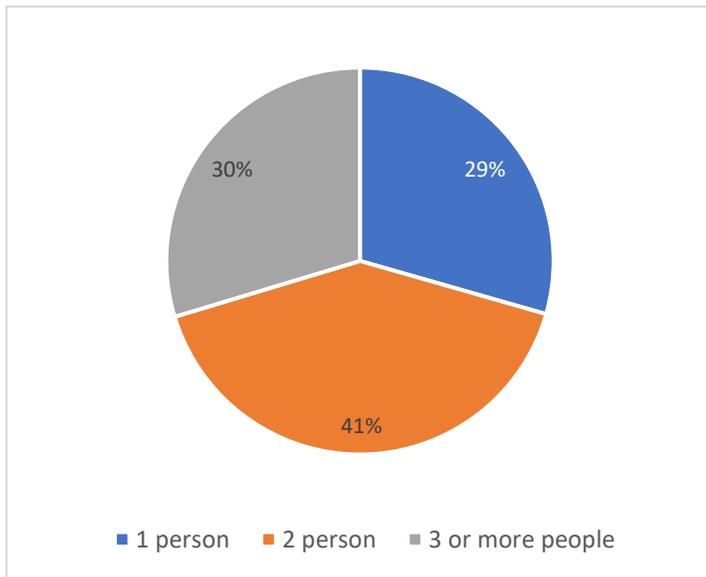
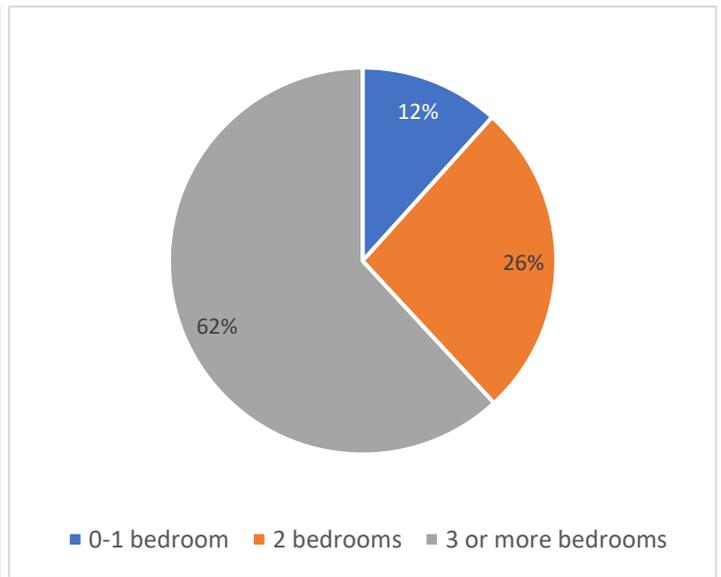


Figure 20-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,352 manufactured homes in Orleans County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 8% of the county housing stock, more than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Some manufactured homes in Orleans County are located in manufactured home communities, also known as mobile home parks. Orleans County has 6 mobile home parks with 215 lots. As of November 2023, there were 5 vacant lots in the county, resulting in a 2.3% park vacancy rate. No Orleans parks have been found to be located in floodways

or floodplains. There is at least one park in Orleans County that has major capital improvement needs which will cost somewhere between \$200,000 and \$300,000

Figure 20-14 Orleans County mobile home parks

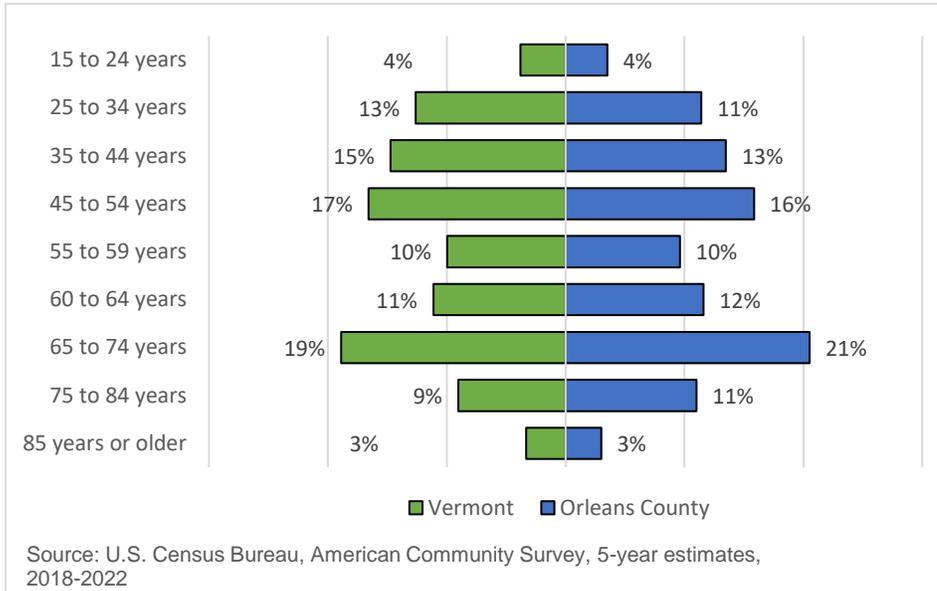
Park Ownership type	Parks	Lots
For Profit	3	54
Non-profit	2	150
Cooperative	0	0
All Rental (for profit)	1	11
<b>Total</b>	<b>6</b>	<b>215</b>
Median lot rent		\$406
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Orleans County households are more likely to be headed by someone aged 65 or older (35% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up 15% of the county’s residents, compared to 17% statewide.

Figure 20-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	404
25 to 34 years	1316
35 to 44 years	1554
45 to 54 years	1827
55 to 59 years	1110
60 to 64 years	1336
65 to 74 years	2365
75 to 84 years	1270
85 years or older	346
<b>Total</b>	<b>11,528</b>

The vast majority of household heads living in the county identify as white alone, but the number of those identifying as people of color increased between 2010 and 2020 while the number identifying as white alone decreased.

Figure 20-16 Households by race and tenure, 2010-2022

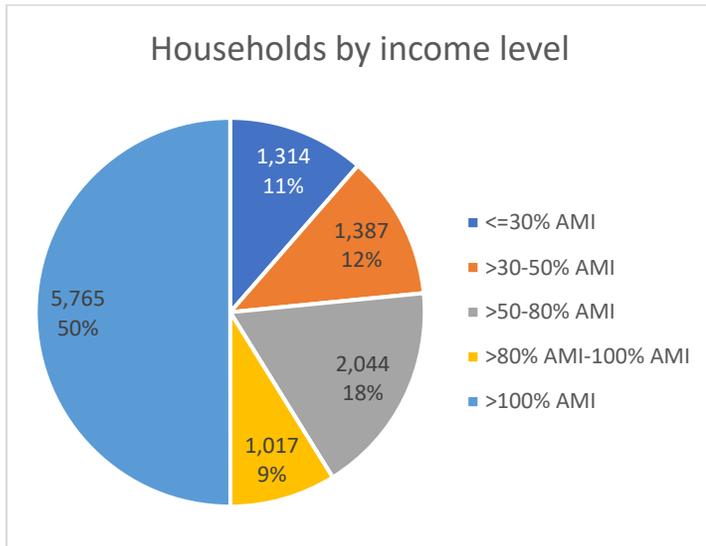
Orleans County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	52	78	52	28	41	39	24	37	13
Asian alone	24	40		14	25		10	15	
Black or African American alone	25	27		14	17		11	10	
Native Hawaiian and Other Pacific Islander alone	1	6		-	1		1	5	
Some Other Race alone	23	54		10	26		13	28	
Two or More Races	146	495	322	94	295	220	52	200	102
White alone	11,049	10,998	11,067	8,393	8,394	8,894	2,656	2,604	2,173
<b>Grand Total</b>	<b>11,320</b>	<b>11,698</b>	<b>11,528</b>	<b>8,553</b>	<b>8,799</b>	<b>9,228</b>	<b>2,767</b>	<b>2,899</b>	<b>2,300</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available (“n/a”) for 2022 because they are based on samples with large margins of error.



The estimated median household income in Orleans County was \$63,981 in 2022. About 23% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

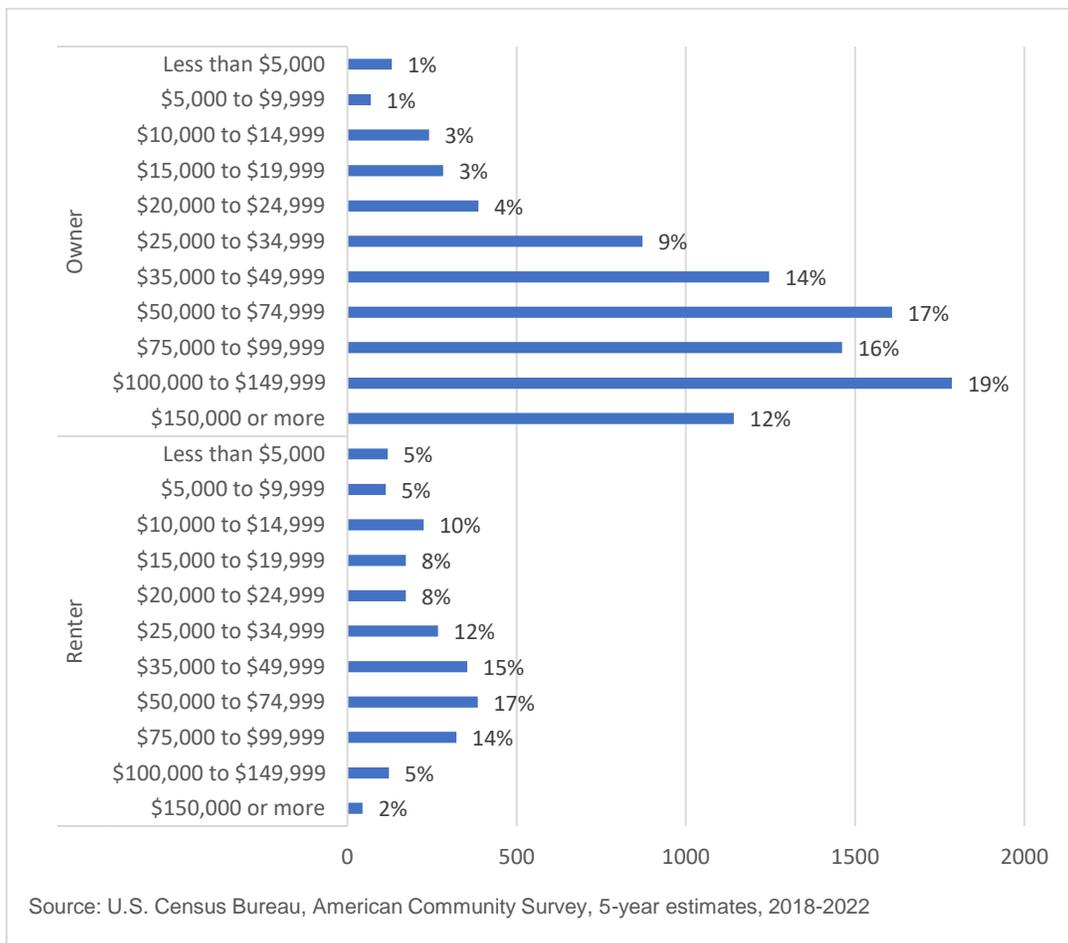
Figure 20-17 Household income relative to Area Median Income (AMI)



County income levels	
30% AMI	\$20,943
50% AMI	\$31,991
80% AMI	\$51,185
Area Median Income (100%)	\$63,981
Owner household median	\$72,111
Renter household median	\$37,297

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 20-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 9,000 homeowner households in Orleans County. An estimated 80% of the county's households are homeowners, compared to a statewide rate of 73%. The median home price in the county in 2023 was about \$225,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 20-19: Median home prices

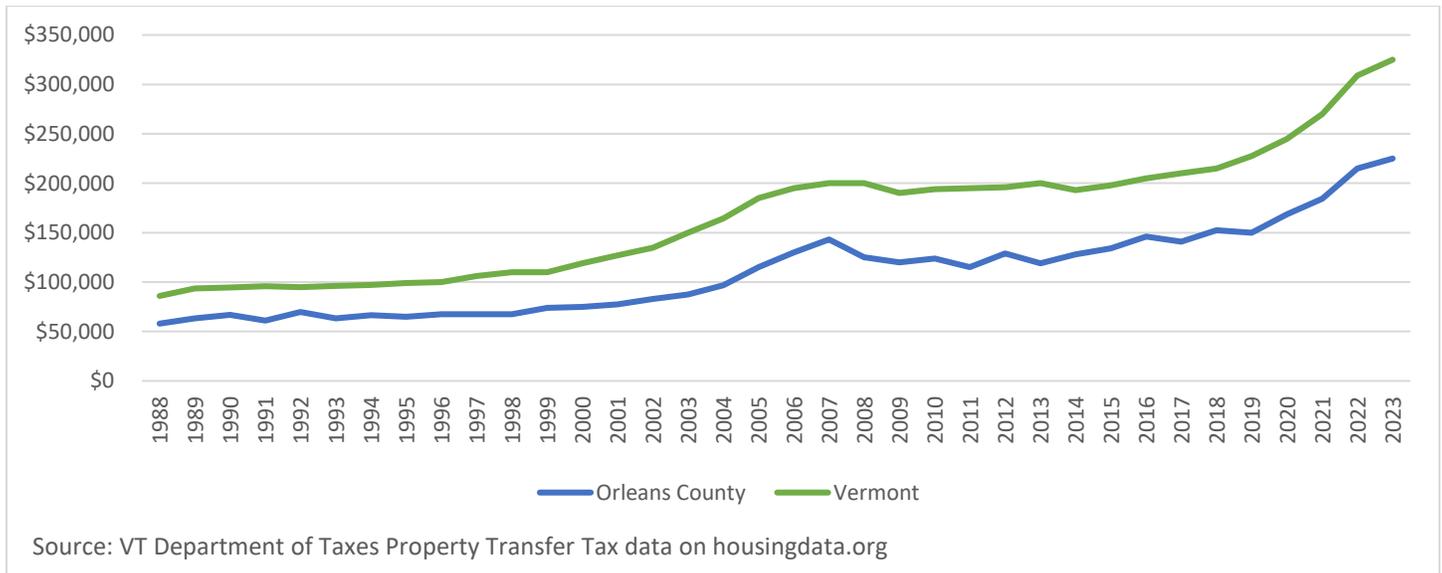
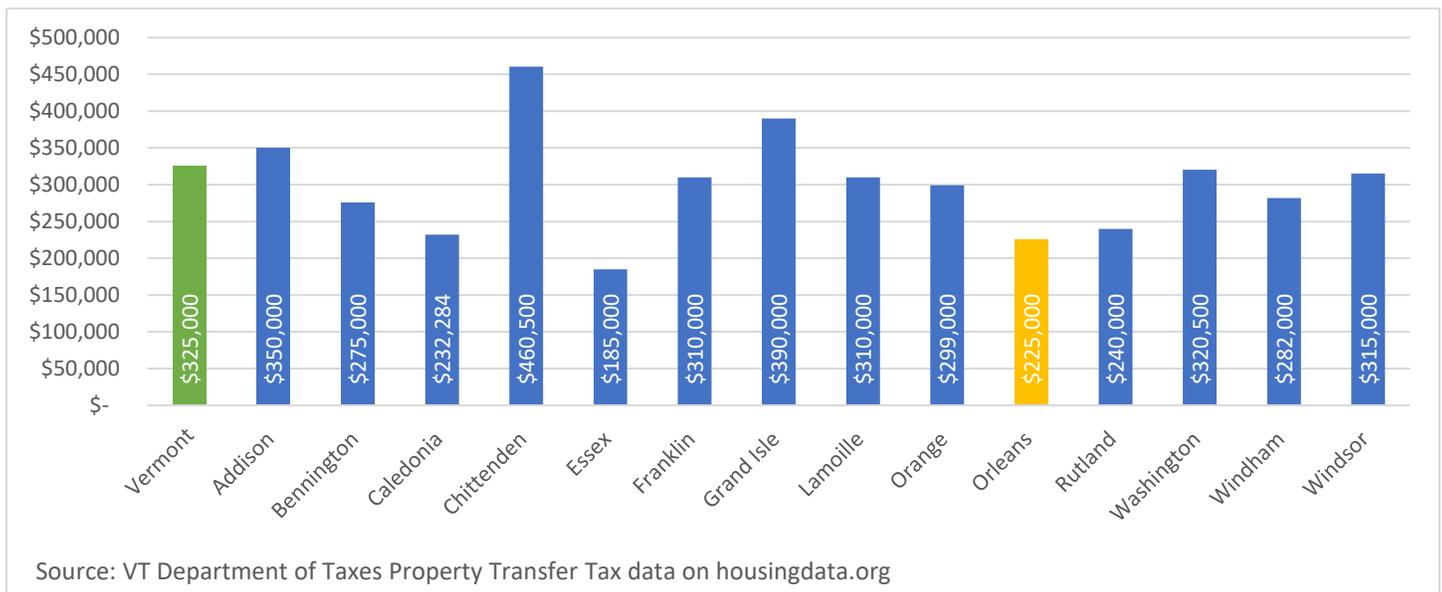


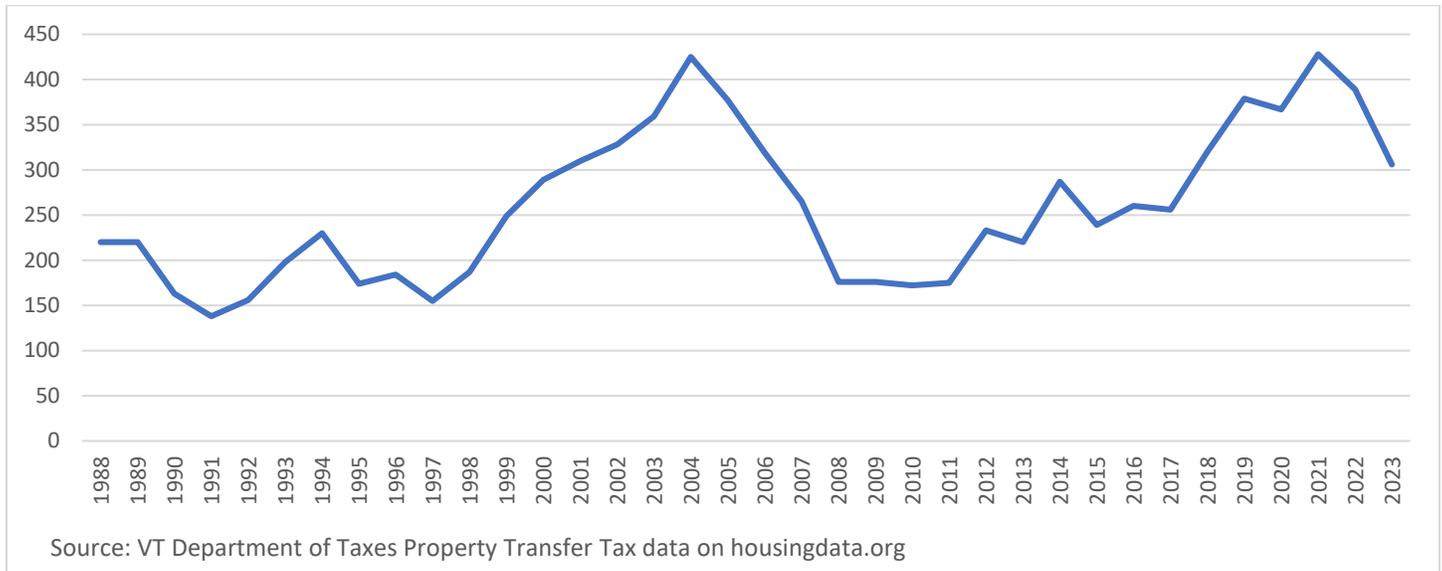
Figure 20-20 Median gross rent by county, 2022





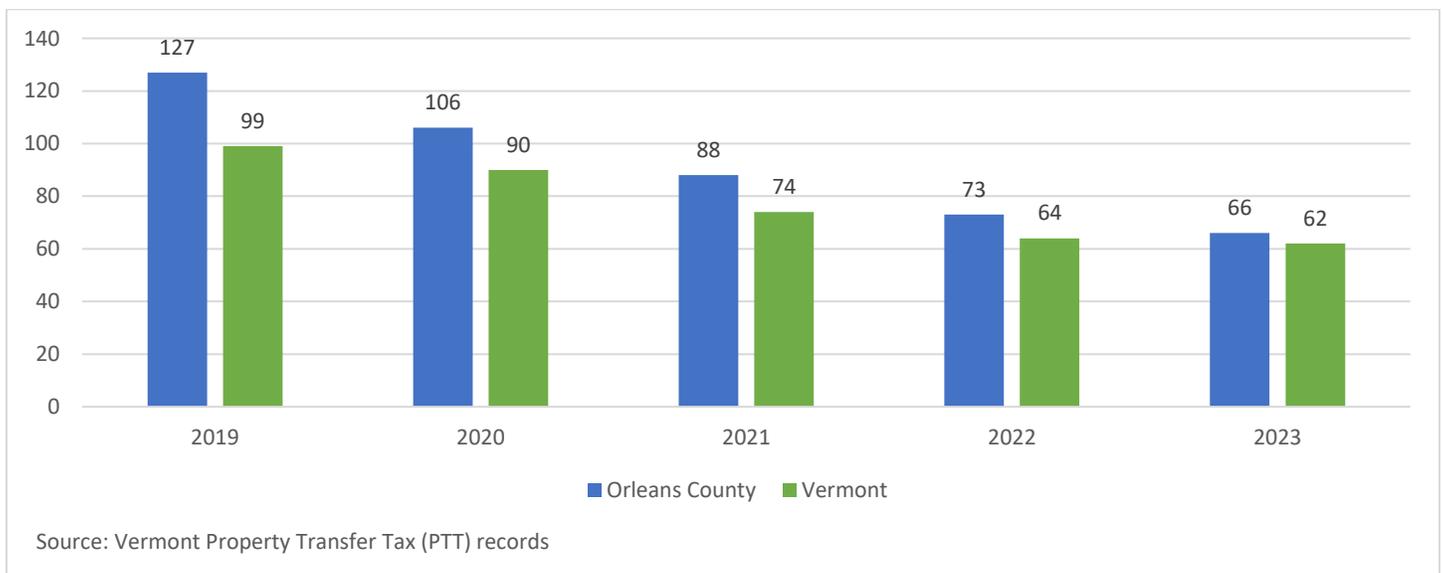
In 2023, there were 306 primary homes sales in Orleans County. The annual total number of homes sold in the county peaked in 2021 when 428 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 20-21 Number of primary home sales in Orleans County, 1988-2023



The median days on the market for an Orleans County home dropped to 66 days in 2023 from 127 days in 2019. Homes in the county stay on the market slightly longer than the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 20-22: Median days on market

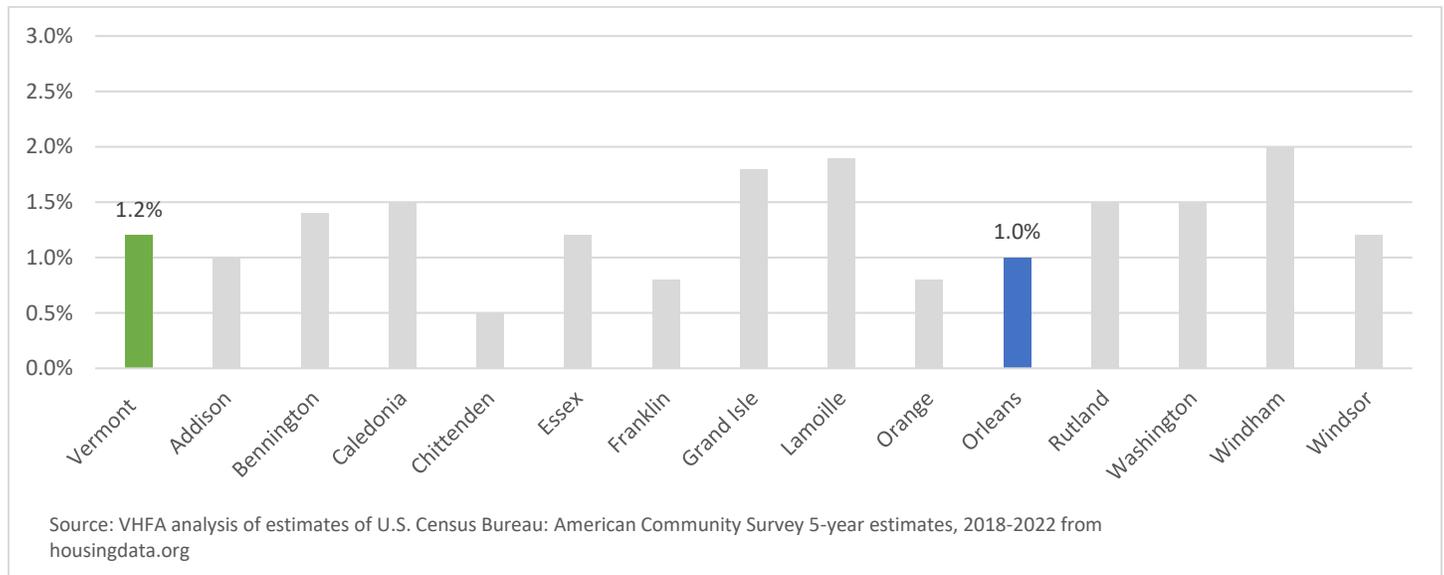




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

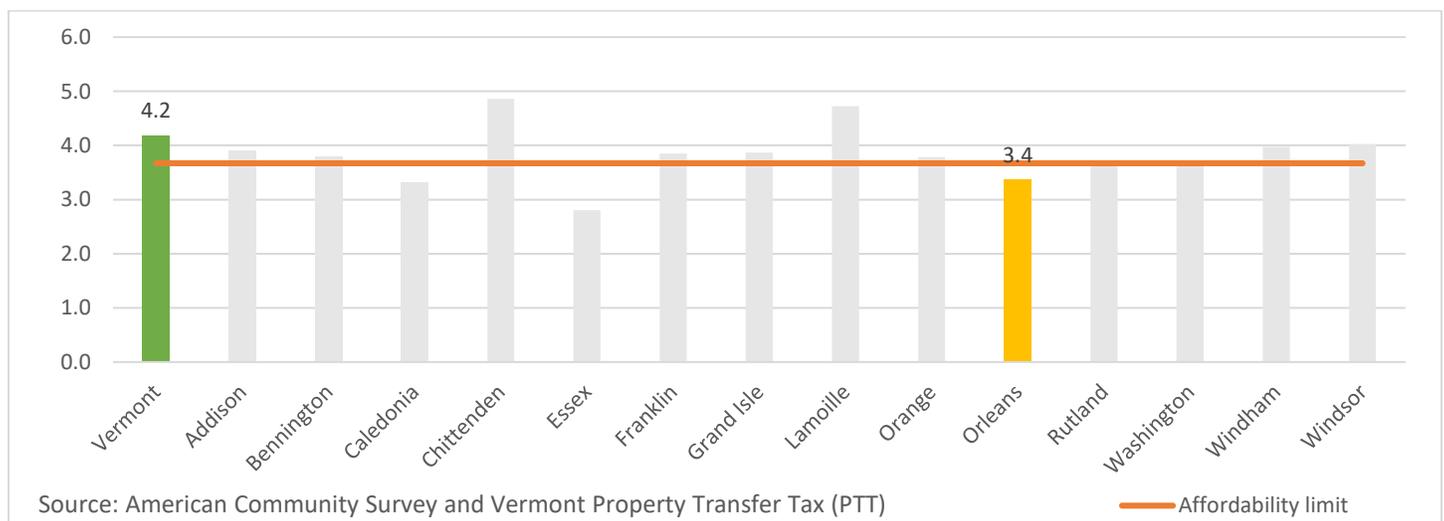
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Orleans County (1.0%) is lower than both the statewide rate and the healthy market range.

Figure 20-23: Homeowner vacancy rates



Homes are more affordable in Orleans County, on average, than in most Vermont counties. In 2022, the ratio of county home prices to median county household income was 3.4. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 26% of owner-occupied households in Orleans County are cost-burdened.

Figure 20-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>12</sup> The fair market rent for a 2-bedroom apartment in Orleans County was set at \$1,081 in 2024. The median rent in Orleans County of \$898 was lower than the statewide median of \$1,149 in 2022.

Figure 20-25: Fair market rent for a 2-bedroom apartment

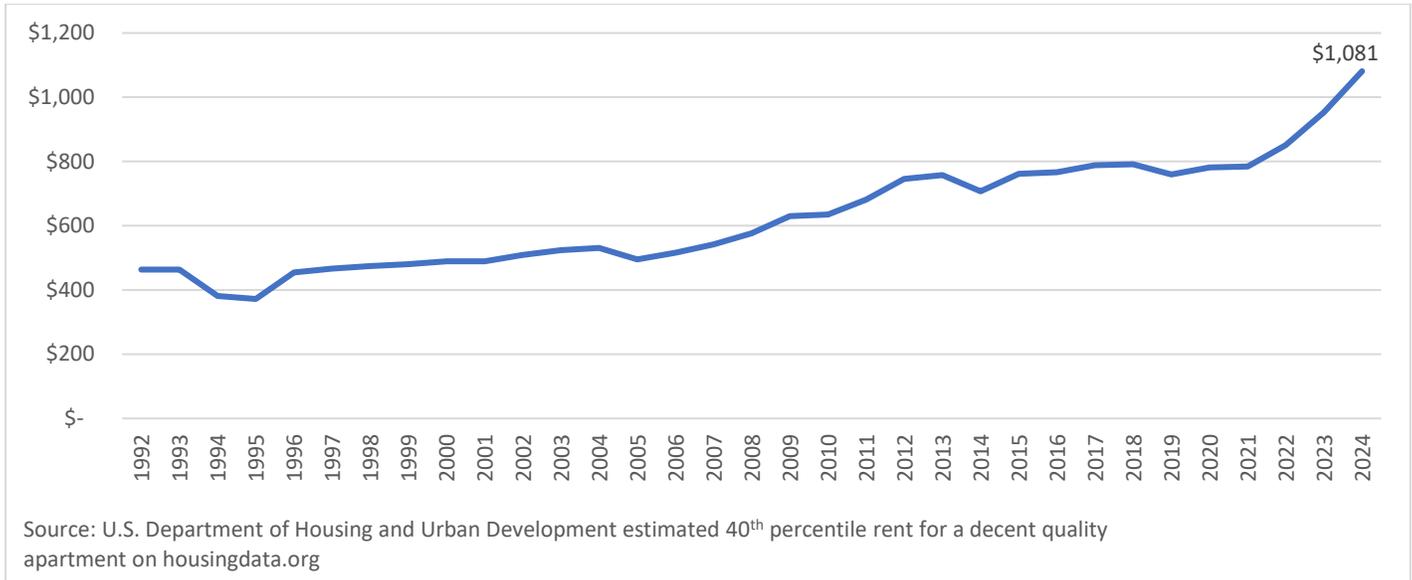
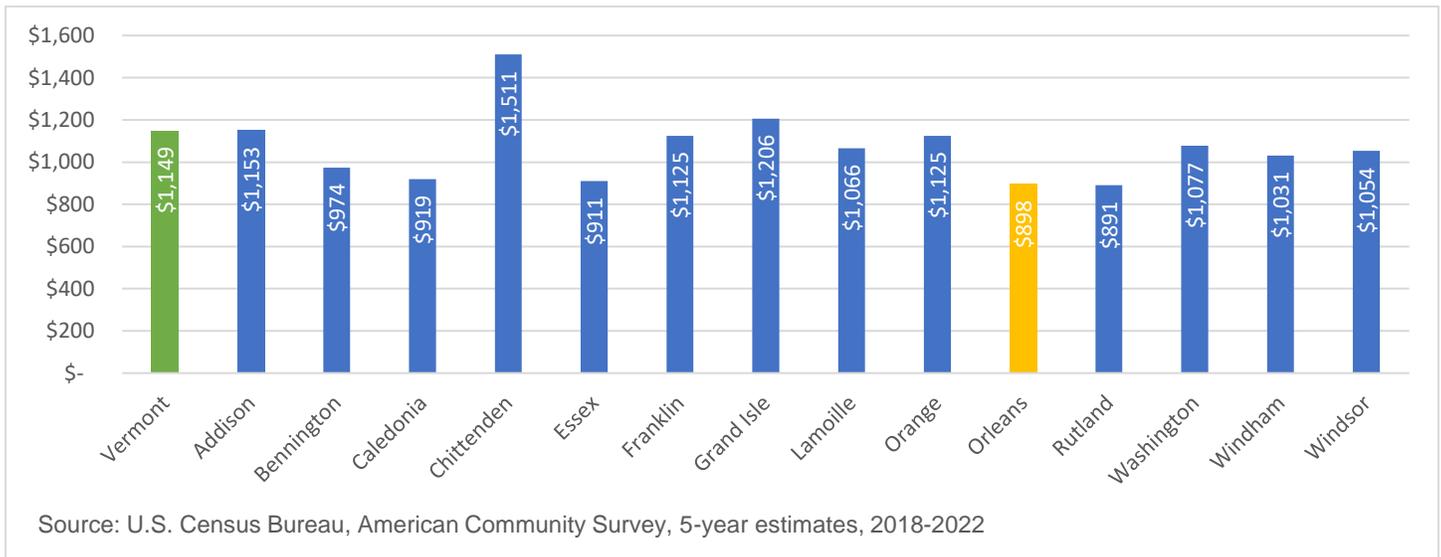


Figure 20-26: Median gross rent by county, 2022

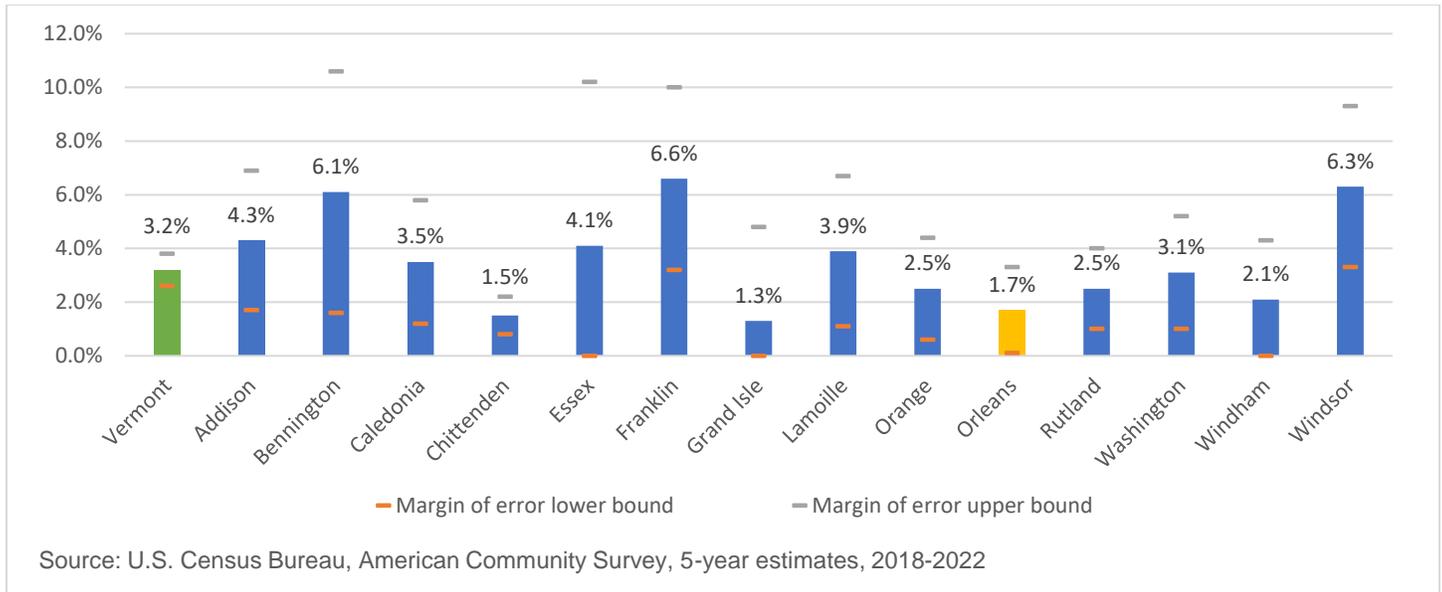


<sup>12</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



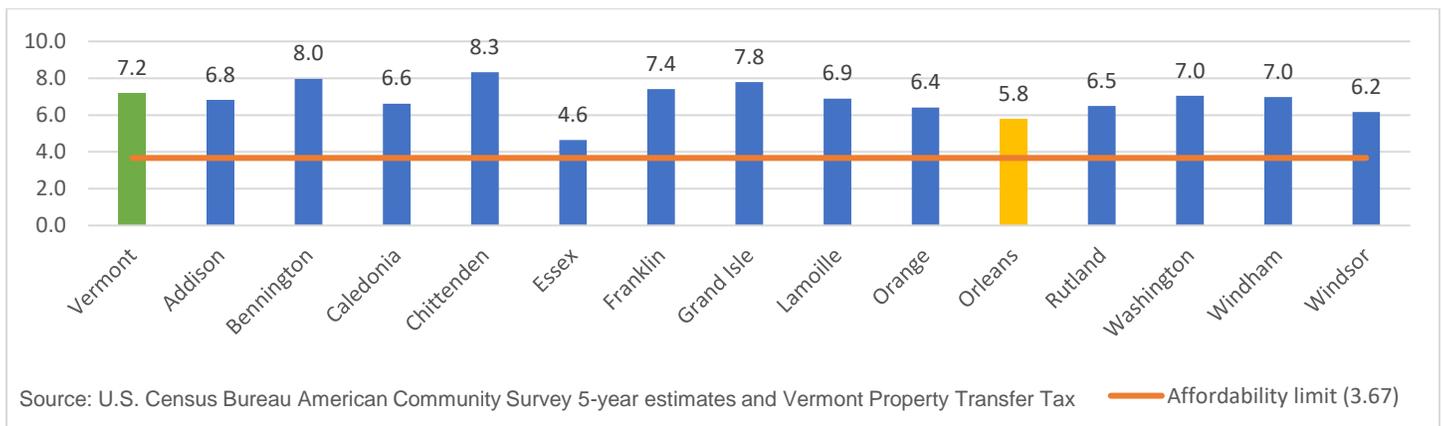
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Orleans County had a rental vacancy rate of 1.7% in 2022 – lower than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 20-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Orleans County.

Figure 20-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 20-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Orleans County, there are 335 apartments in buildings that were built with public development subsidies. These apartments account for 14% of the county rental housing stock. Among those apartments, 187 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Because Orange County does not have an associated Public Housing Authority to administer certain federal housing programs or locally disperse Section 8 Housing Choice Vouchers, this is done by Vermont State Housing Authority.



## Households With Housing Problems

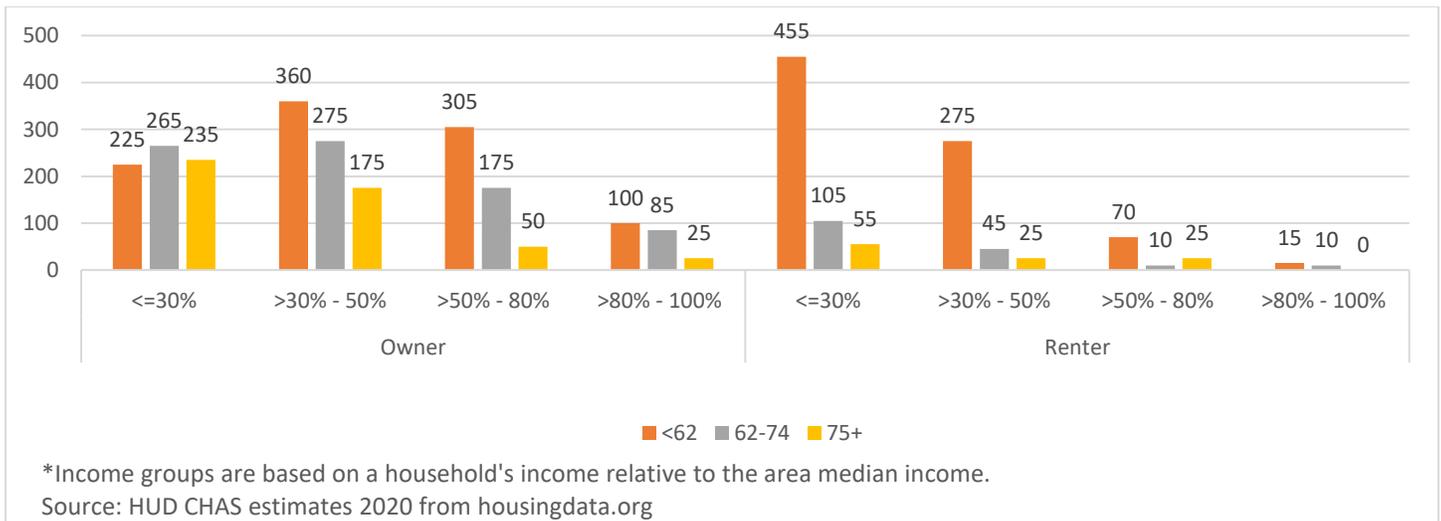
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Orleans County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 455 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 20-30: Orleans County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Essex County is classified as part of the Northern Vermont PUMs region and represents 21% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 1,082 owner occupied and 200 renter occupied homes in County with these indicators.

Figure 20-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Northern Vermont</b> (Caledonia, Essex, Franklin, Grand Isle, Lamoille & Orleans Counties)	5,151	953	526	6,630
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 445 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 166 households in Orleans County that are considered overcrowded. Of those households, 113 are owner-occupied and 53 are renter-occupied. Among all overcrowding in Orleans County, an estimated 55 households are considered severely overcrowded.

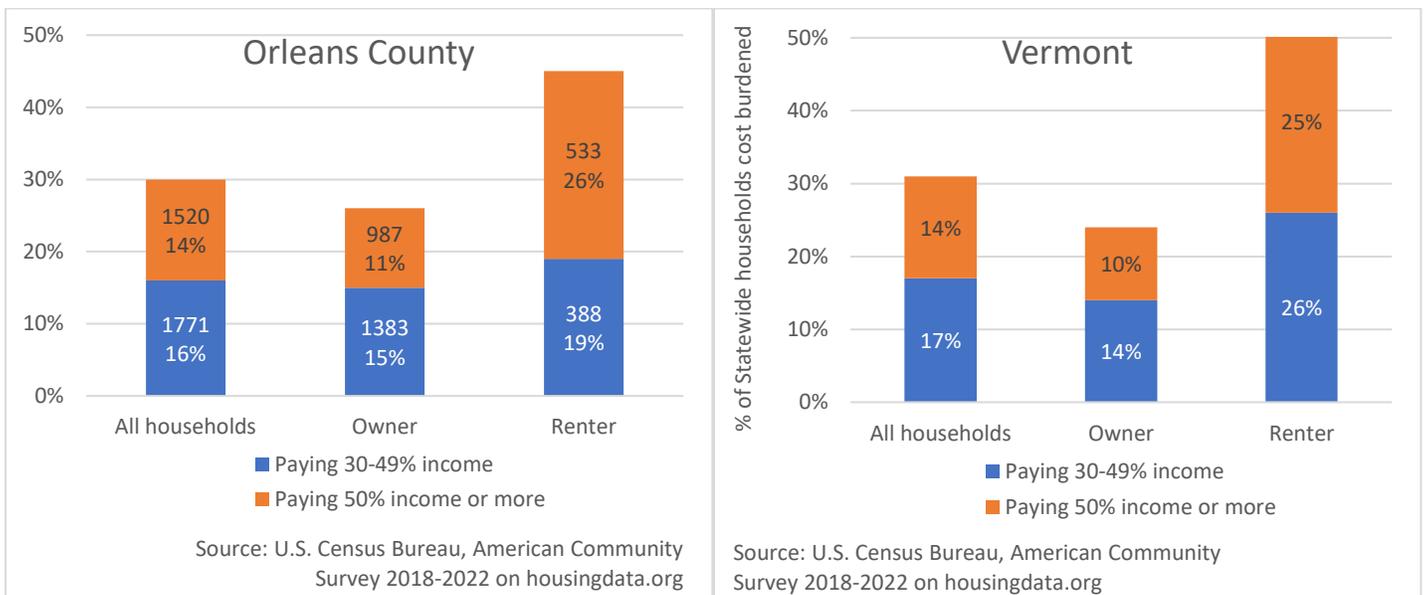
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened in Orleans County is in line with the state (25%), but renter cost burden is significantly less common than the state (45%). Approximately 1,520 households are severely cost-burdened in Orleans County and may be at risk of housing instability.

**Figure 20-32: Cost burden among Orleans County households compared to statewide cost burden**





## Homelessness

Homelessness services in the Northeast Kingdom are divided between two local Continua of Care (CoC): the Caledonia/Essex CoC and the Orleans CoC. The Orleans CoC covers all of Orleans County except for Craftsbury and Greensboro, as well as the Essex county towns of Bloomfield, Brighton, Brunswick, Canaan, Maidstone, and Norton. The Caledonia-Essex CoC covers the remainder of the Northeast Kingdom.

During the most recent 2023 Point-In-Time count, 48 people in 25 households were experiencing homelessness in the Orleans CoC. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 112 people in the Orleans CoC area received support through this area’s continuum of care.

Figure 20-33: People experiencing homelessness served by the Northeast Kingdom Continua of Care

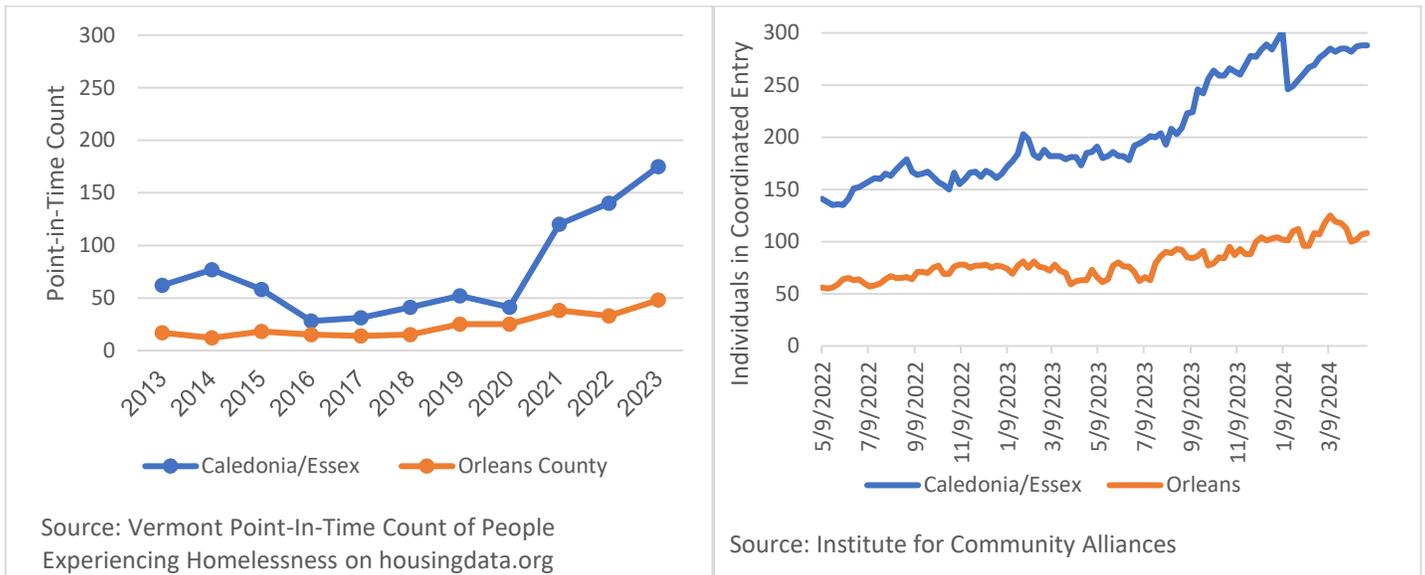


Figure 20-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 20-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families "GA Emergency Housing and Shelters"](#) Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024 and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Outside of the General Assistance program, emergency and transitional housing in this part of the Northeast Kingdom is extremely limited. Northeast Kingdom Community Action does operate a 3-bed facility for youth in Newport, but in general, people experiencing homeless will be redirected to Lamoille County or to St. Johnsbury in Caledonia County. The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In April 2023, Doug Kennedy Advisors completed for Rural Edge Housing and Community Development a housing needs assessment for Caledonia, Essex and Orleans counties titled “[Regional Housing Study and Needs Assessment](#).” The report identifies the following major findings regarding the region’s housing needs:

### *Housing Stock*

- Overall, the region’s housing increased at a faster pace than Vermont’s housing stock. It is also apparent that housing development in Orleans County accounted for most of this increase.
- Rental units account for a relatively small segment of occupied units in the study region. This reflects the region’s generally rural nature and the prevalence of single family owner units in rural settings.
- Seasonal housing is a significant factor in Vermont, where 16.5 percent of total housing stock is used on a seasonal or occasional basis. The impact of vacation housing is even more pronounced in the study region, where 23.9 percent of total housing stock is used seasonally.
- Only 34 percent of the region’s rental units are in small (Studio/One Bedroom) configurations.
- After reaching a low point in 2017, regional residential permits increased significantly through 2021, when 300+ permits were granted. Orleans County accounted for the great majority of new housing activity in recent years; 70 percent of all permits granted between 2015 and 2021 were located in Orleans County.
- St. Johnsbury/Lyndon combined account for 42 percent of the region’s subsidized-affordable housing stock. RuralEdge is the region’s primary supplier and manager of housing targeted to very low to moderate income households.

### *Housing Stock – Financial and Market Characteristics*

- Median values for the region’s owned housing stock fall well below Vermont norms. Overall, the regional median value (\$170,339) is 29 percent below the statewide median (\$240,600). Study region owners pay an average of 26 percent of their household income toward mortgage costs.
- Regional rents are 25 percent lower than Vermont levels. The average study region renter pays 34 percent of their household income toward rental costs. 35 percent of the region’s renters pay more than 40 percent of household income toward rental costs.
- Rental vacancy rates have trended downward since 2009 at the regional and national levels. Given low rental vacancies, it is not surprising that the number of publicly listed rentals is extremely low.
- As of early 2023, there were 2,142 households on the waitlists for subsidized/affordable rental units in the region, a factor more than 3.5 households per unit. If these units were to average a 10 percent turnover rate the theoretical waiting period for the last household on the waitlist would be approximately 35 years! Clearly, demand far outstrips availability.
- An upswing in the regional for-sale market started in 2017, and was followed by strong market increases in 2020 and 2021. It appears that market totals for 2022 declined from the 2021 peak, both because of limited availability (number of listings) and increases in mortgage rates.

### *Housing Issues*

- Housing professionals interviewed in the course of study work agreed that the regional housing shortage is not limited to one or two market components. Rather, there is a need for housing in every market segment, ranging from deeply subsidized rentals to the for-sale market for moderate income households. Moreover, the current shortage affects households in all age groups. While emphasizing the breadth of the issue, virtually all contacts noted the ‘missing middle.’ Contacts also noted that:
  - The most acute demand in the rental market appears to be among younger households – aged 20 to 30 years;
  - Vermont and regional demographics are resulting in major imbalances, both in the housing market and throughout the economy. In particular, rapid growth among households in upper age brackets far outweighs the rate of growth among younger households.



### *Housing Supply and Demand*

- An analysis of the regional rental market for households with incomes up to 120 percent of the median indicated that the regional housing need over the next five years is 4,000+/- units. This is not an immediate need, as only 750+/- of the households in the targeted segment will be seeking new housing on an annual basis.
- Senior households will increase in numbers at all income levels. Growth in the number of senior households will be the dominant demographic trend in the study region.
- The analysis points to acute need for housing targeted to very low and low income housing, with a particular emphasis on young persons.
- Notably, the analysis also points to a need for true market rate rentals, as these units are in short supply.
- The region's housing development infrastructure is insufficient for the task at hand. Every regional contact pointed to a lack of building contractors with the wherewithal to take on housing development projects. For some, this situation is a product of slow growth and lack of emphasis on trades education. As several contacts noted, 'a well trained and experienced tradesperson in the region can make a far more than adequate living, yet relatively few young people are choosing to go in that direction.' There is clearly no short-term solution for this situation; however, regional leaders should look to the educational system and forge new partnerships to re-generate regional development infrastructure.
- While there are acute stress points in the housing supply and demand market, it is apparent that there is housing need at virtually all price levels. Moreover, the existing housing stock is poorly matched to an aging population dominated by small households. Housing stock efforts should be focused on both new development and revitalization of housing stock that is not attuned to market needs.
- The study region's small, more remote towns will continue to be attractive to residents seeking a truly rural lifestyle, households that seek the most affordable sources of housing and vacation home owners. However, these communities are unlikely to be the favored residence for in-migrants and local households reaching senior/retired status. These two market segments will prefer a lifestyle that includes open space, but seek locations that make it easy to shop, find services and entertainment. As such, the region's urban centers, and the communities that surround these urban centers are most likely to experience growth in coming years.



# Chapter 21: Rutland County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Rutland County year-round increased at an average rate of 0.3% to 26,651. By 2029, a projected 27,922-29,404 households will live in the county.

*Figure 21-1 Projected Rutland County year-round household demand, 2025 and 2029*

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	25,984	26,651	26,812	27,413	27,922	29,404
Owner households	18,147	18,686	19,382	19,817	19,579	20,619
Renter households	7,837	7,965	7,430	7,596	8,343	8,786

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Rutland County is likely to need a projected 2,531-3,618 additional homes between 2025 and 2029.

*Figure 21-2 Projected year-round homes needed by tenure, 2025-2029*

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	623	1,470
Renter homes	1,907	2,148
Total additional homes needed	2,531	3,618

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Rutland County’s housing stock consists of 33,896 year-round and seasonal homes. Although the county has a similar housing stock composition to the state as a whole, it has a greater proportion of “other vacant” units. Rutland County contains 18% of the state’s other vacant units and 10% of the state’s total housing stock.

Figure 21-3 Rutland County housing stock, 2022

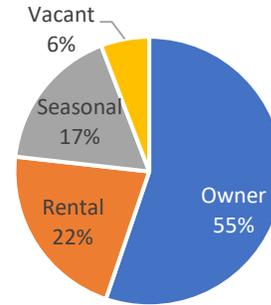


Figure 21-4: Rutland County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Rutland County	18,715	55%	7,304	22%	5,908	17%	1,969	6%	33,896	100%
Benson	261	58%	58	13%	112	25%	16	4%	447	1%
Brandon	1,391	71%	324	17%	43	2%	200	10%	1,958	6%
Castleton	1,475	60%	347	14%	544	22%	86	4%	2,452	7%
Chittenden	450	72%	58	9%	98	16%	18	3%	624	2%
Clarendon	834	79%	206	19%	9	1%	14	1%	1,063	3%
Danby	391	58%	89	13%	145	21%	51	8%	676	2%
Fair Haven	767	65%	254	22%	36	3%	116	10%	1,173	3%
Hubbardton	324	53%	33	5%	241	40%	9	2%	607	2%
Ira	146	73%	22	11%	33	16%	0	0%	201	1%
Killington	275	10%	75	3%	2,359	85%	57	2%	2,766	8%
Mendon	375	66%	39	7%	108	19%	43	8%	565	2%
Middletown Springs	264	75%	25	7%	58	16%	7	2%	354	1%
Mount Holly	476	44%	81	8%	485	45%	29	3%	1,071	3%
Mount Tabor	126	75%	13	8%	10	6%	19	11%	168	0%
Pawlet	478	63%	88	12%	141	19%	49	7%	756	2%
Pittsfield	161	40%	57	14%	174	43%	12	3%	404	1%
Pittsford	1,007	68%	295	20%	68	5%	104	7%	1,474	4%
Poultney	887	62%	264	18%	250	17%	38	3%	1,439	4%
Proctor	571	76%	139	18%	8	1%	36	5%	754	2%
Rutland	5,242	51%	4,160	40%	185	2%	780	8%	10,367	31%
Shrewsbury	409	67%	41	7%	114	19%	49	8%	613	2%
Sudbury	243	65%	22	6%	97	26%	13	4%	375	1%
Tinmouth	285	63%	54	12%	107	24%	8	2%	454	1%
Wallingford	654	63%	203	20%	55	5%	119	12%	1,031	3%
Wells	378	44%	64	8%	386	45%	29	3%	857	3%
West Haven	78	58%	26	19%	21	16%	10	7%	135	0%
West Rutland	767	69%	267	24%	21	2%	57	5%	1,112	3%

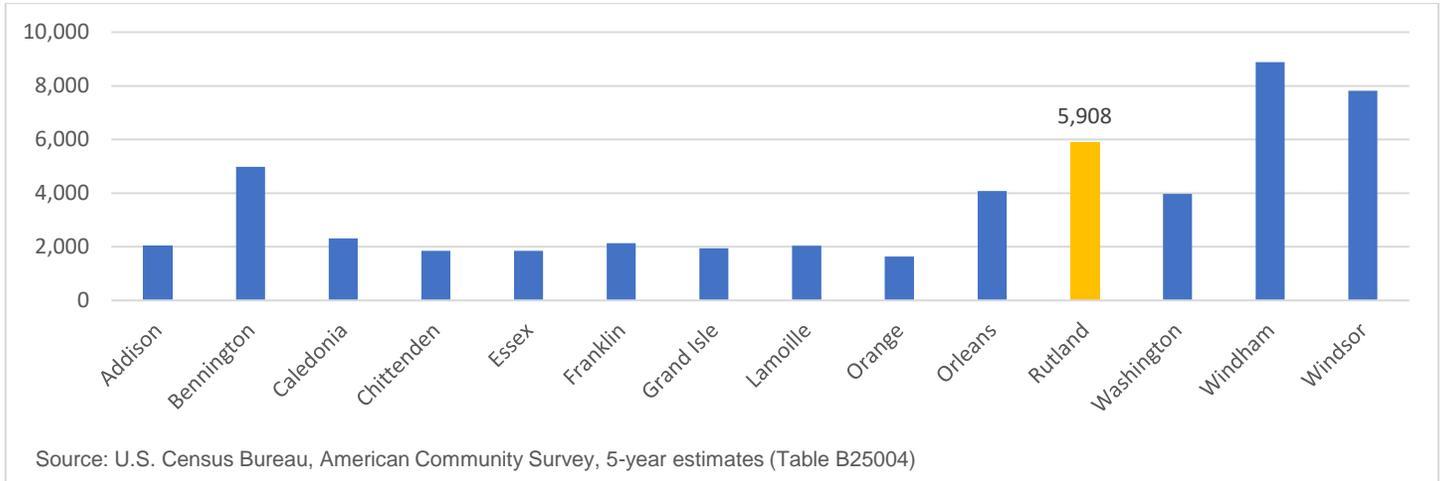
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 5,908 seasonal or occasional use homes in Rutland County, making up 17% of all homes in the county.

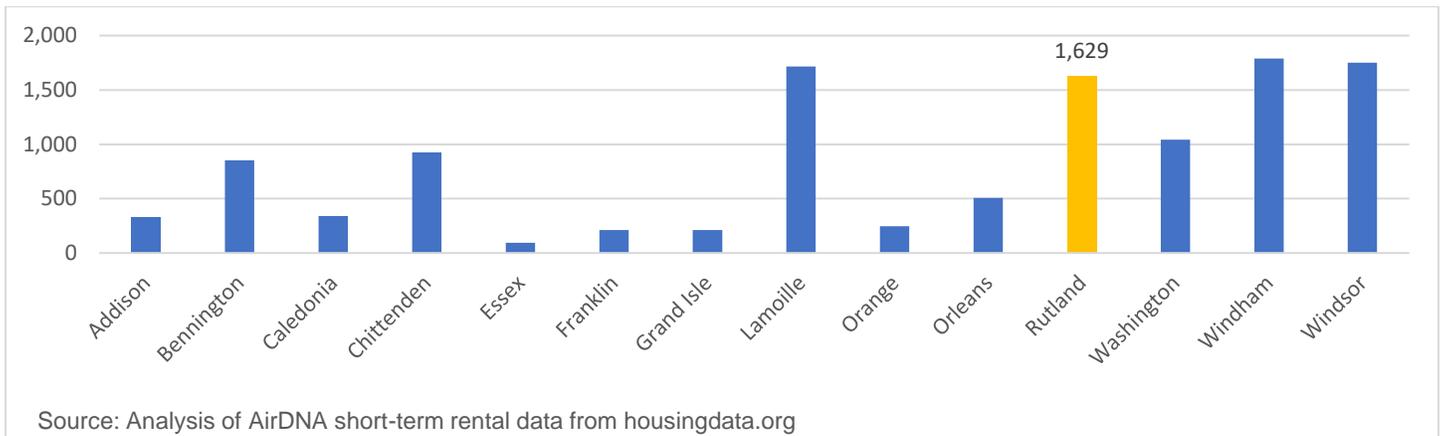
Figure 21-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 21-6 Homes used as short-term rentals by county, Oct. 2023



Rutland County has followed statewide STR trends, with a steady annual increase in the number of units. In 2023, 1,629 homes were listed as STRs, representing nearly 5% of the county’s total housing stock, greater than the state rate of 4%.

Killington, known for its ski resort, had the greatest portion of their housing stock dedicated to Short-term Rentals with 32%. Killington contains more than half of the STRs in the county and is the town with the most STRs in the state.



Figure 21-7: Rutland County short-term rental homes

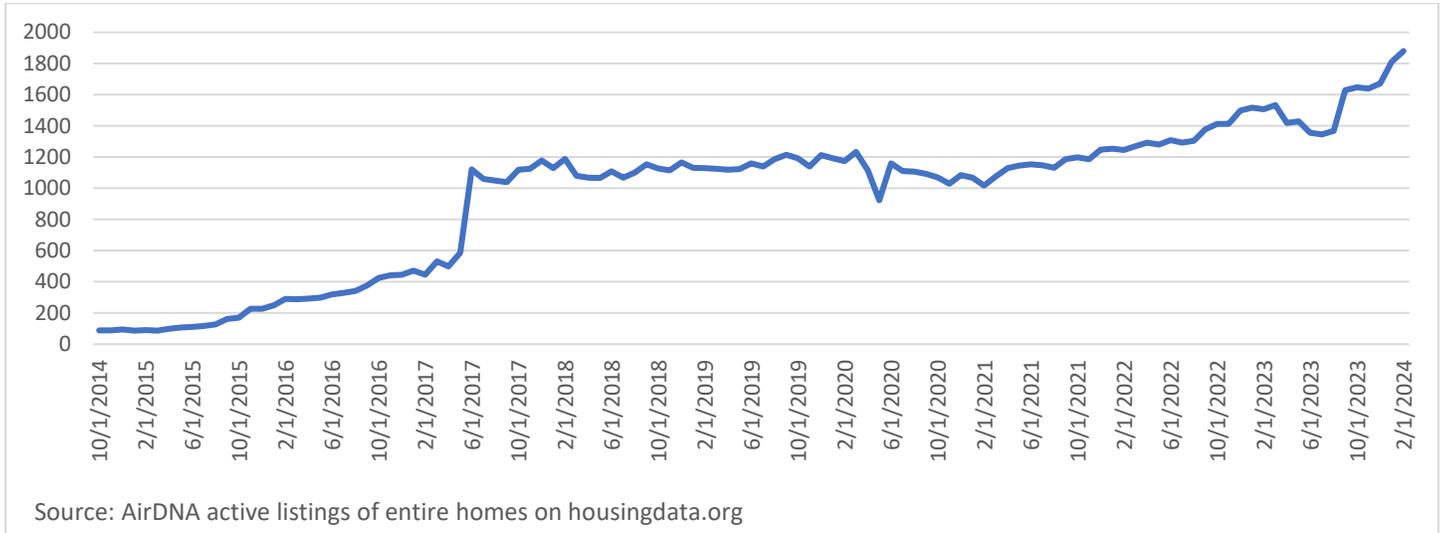


Figure 21-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Rutland County</b>	<b>5,908</b>	<b>17%</b>	<b>1,629</b>	<b>4.80%</b>	<b>33,906</b>
Benson	112	25%	0	0.00%	447
Brandon	43	2%	55	2.80%	1,958
Castleton	544	22%	67	2.70%	2,452
Chittenden	98	16%	18	2.90%	624
Clarendon	9	1%	13	1.20%	1,063
Danby	145	21%	26	3.80%	676
Fair Haven	36	3%	31	2.60%	1,173
Hubbardton	241	40%	0	0.00%	607
Ira	33	16%	0	0.00%	201
Killington	2,359	85%	887	32.10%	2,766
Mendon	108	19%	0	0.00%	565
Middletown Springs	58	16%	10	2.80%	354
Mount Holly	485	45%	86	8.00%	1,071
Mount Tabor	10	6%	0	0.00%	168
Pawlet	141	18%	22	2.90%	766
Pittsfield	174	43%	45	11.10%	404
Pittsford	68	5%	16	1.10%	1,474
Poultney	250	17%	43	3.00%	1,439
Proctor	8	1%	73	9.70%	754
Rutland	185	6%	139	1.70%	10,367
Shrewsbury	114	19%	12	2.00%	613
Sudbury	97	26%	0	0.00%	375
Tinmouth	107	24%	0	0.00%	454
Wallingford	55	5%	40	3.90%	1,031
Wells	386	45%	30	3.50%	857
West Haven	21	16%	0	0.00%	135
West Rutland	21	2%	16	1.40%	1,112

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org

## Characteristics of Housing Stock

The types of homes that make up the housing stock in Rutland County are similar to the state as a whole. Rutland County’s stock consists primarily of single-family detached homes. 68% of the combined year-round owner and renter housing stock are single-family detached homes, nearly the same as the proportion statewide (67%).

Figure 21-9: Rutland County owner homes types

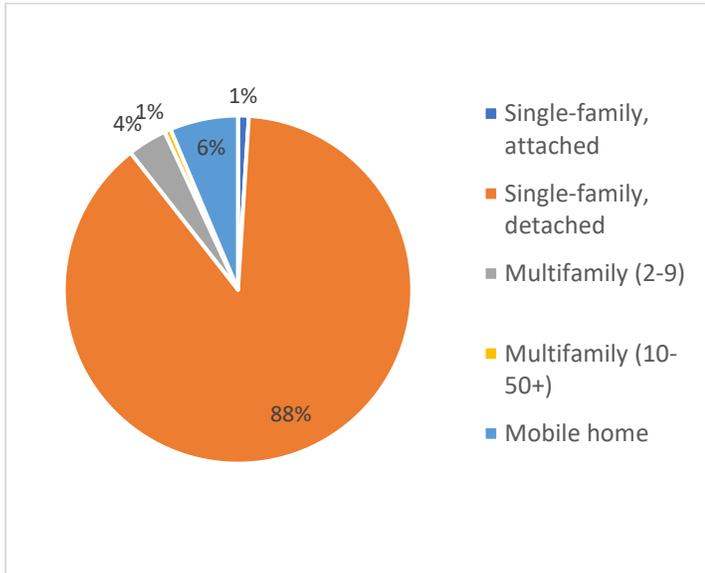
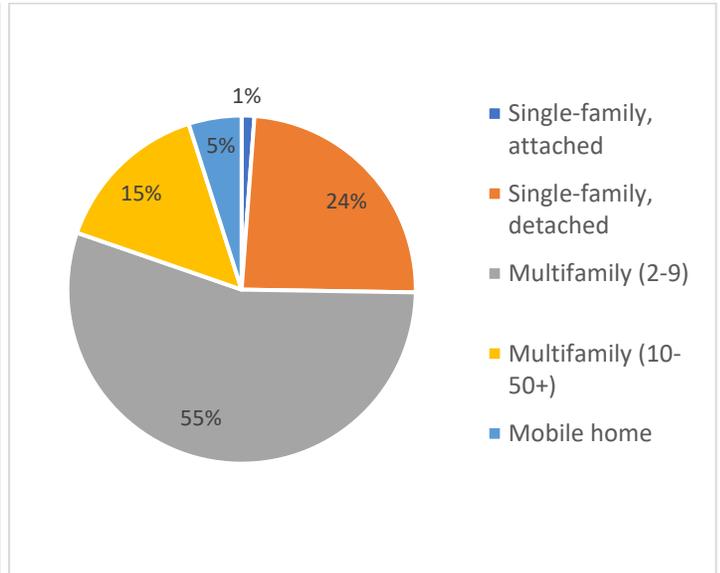


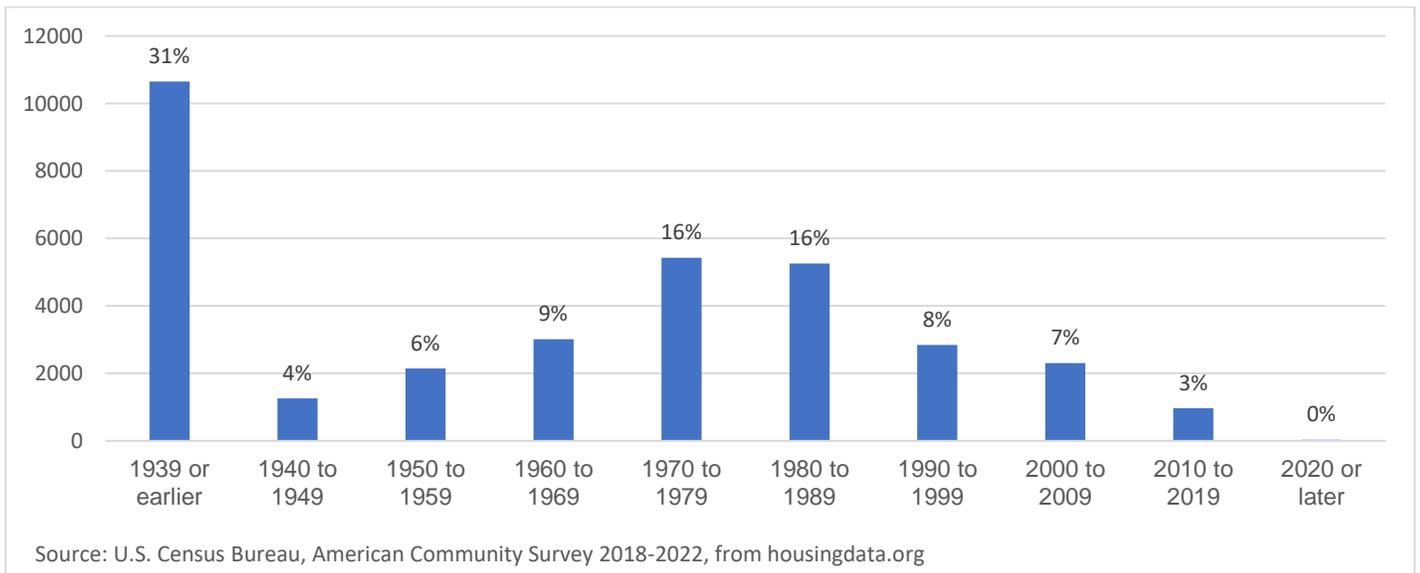
Figure 21-10: Rutland County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Rutland County, an estimated 31% were built prior to 1940, a greater proportion than the statewide average of 25%. The median home in the county was built in 1975. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant. Notably, the share of homes in Rutland County built since 1990 (18%) is less than the state as a whole (26%).

Figure 21-11: Year built for Rutland County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Rutland County as well, where large homes (60% of the county’s year-round homes) far outnumber large households (24% of the county’s year-round households). Conversely, single person households (35% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (22% of the county’s year-round homes).

Figure 21-12 Household size, 2022

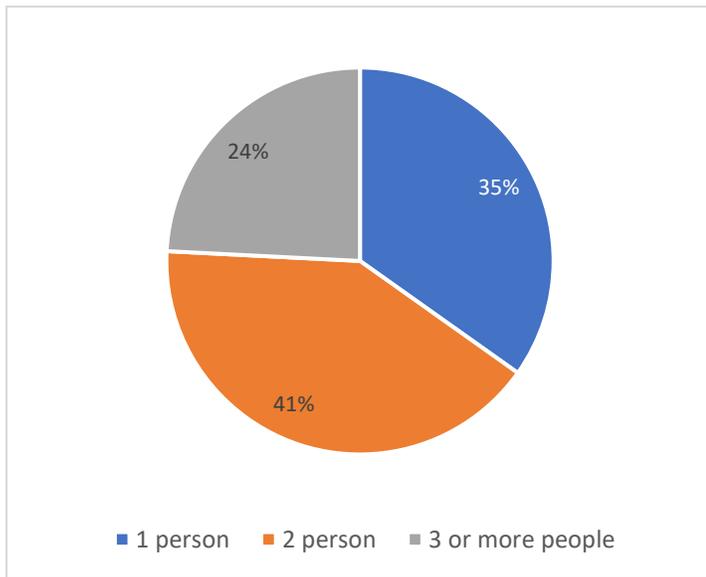
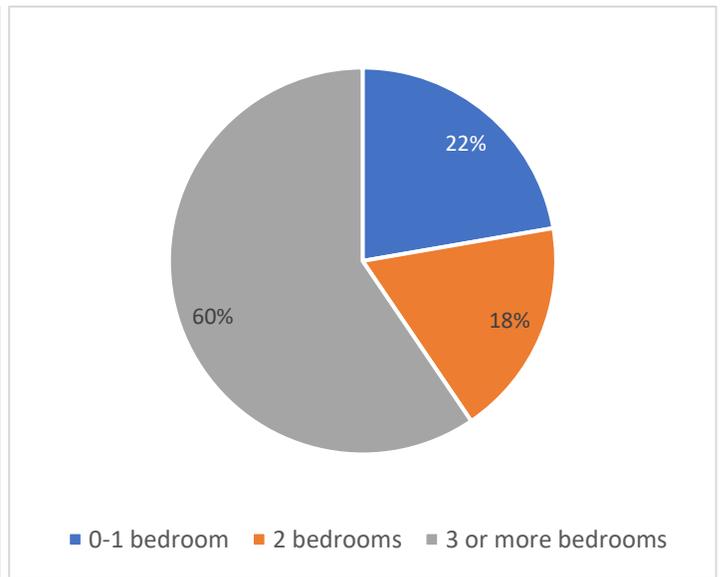


Figure 21-13 Homes by number of bedrooms, 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,874 manufactured homes in Rutland County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 6% of the county housing stock, slightly higher than the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Some manufactured homes in Rutland County are located in manufactured home communities, also known as mobile home parks. Rutland County has 25 mobile home parks with 433 lots. As of November 2023, there were 36 vacant lots in the county, resulting in a 8.3% park vacancy rate. Rutland County has four mobile home parks in the

100 year floodplain as well as two parks in a floodway.<sup>6</sup> It also has at least one park in poor financial health, which also has significant infrastructure improvement needs.

Figure 21-14 Rutland County mobile home parks

Park Ownership type	Parks	Lots
For Profit	20	298
Non-profit	3	78
Cooperative	2	56
All Rental (for profit)	0	0
<b>Total</b>	<b>25</b>	<b>432</b>
Median lot rent		\$360

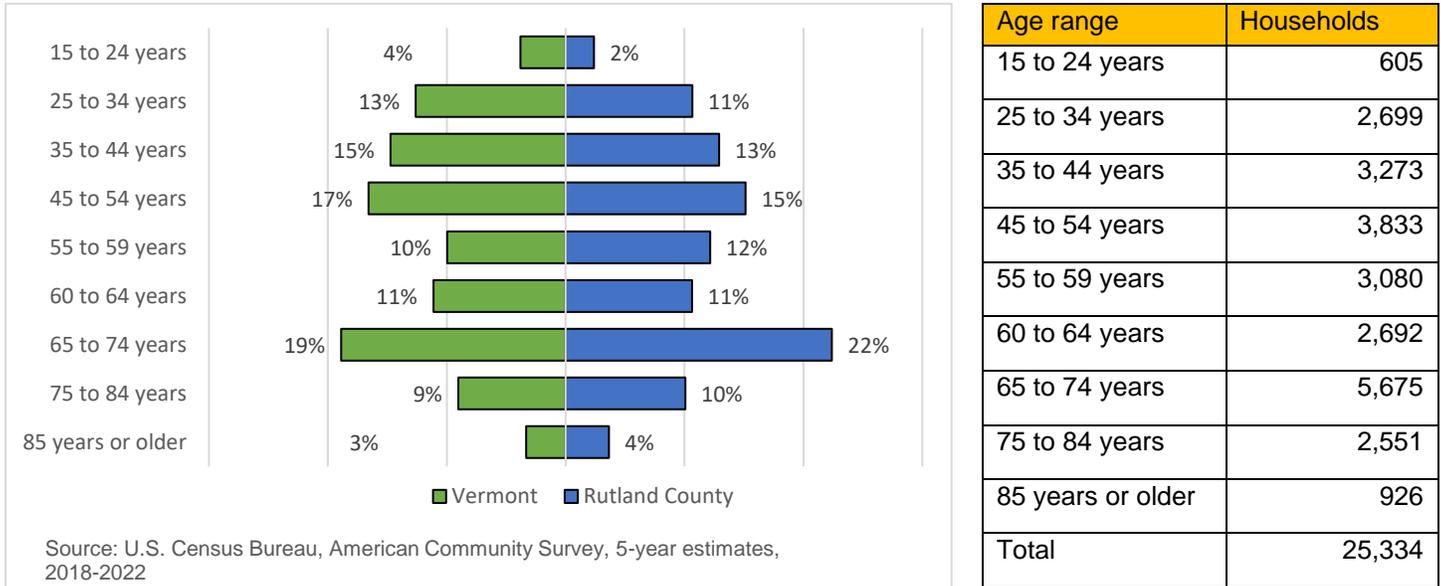
Source: Vermont Mobile Home Park Registry



## Household Demographics

An estimated 36% of all Rutland County households are headed by someone aged 65 or older, higher than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up only 13% of the county's residents, compared to 17% statewide.

Figure 21-15 Households by age of householder, 2022



The vast majority of household heads living in the county identify as white alone, but the number of those identifying as people of color increased between 2010 and 2020 while the number identifying as white alone decreased.

Figure 21-16 Households by race and tenure, 2010-2022

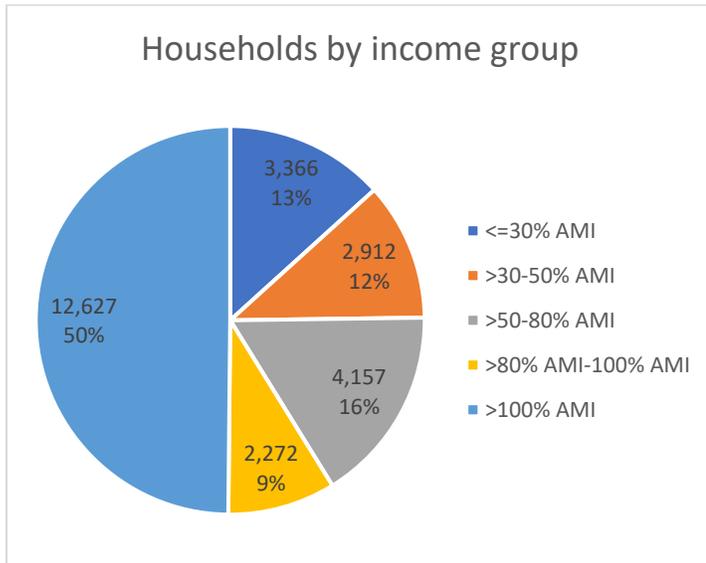
Rutland County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	63	86		19			44	53	
Asian alone	93	131	180	64	76	75	29	55	105
Black or African American alone	86	129		31	51		55	78	
Native Hawaiian and Other Pacific Islander alone	5	10		2	5		3	5	
Some Other Race alone	36	129		16	66		20	63	
Two or More Races	255	1,251	738	117	726	347	138	525	391
White alone	25,446	24,915	24,257	17,898	17,729	17,814	7,548	7,186	6,443
<b>Grand Total</b>	<b>25,984</b>	<b>26,651</b>	<b>25,334</b>	<b>18,147</b>	<b>18,686</b>	<b>18,314</b>	<b>7,837</b>	<b>7,965</b>	<b>7,020</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Rutland County was \$62,641 in 2022. About 25% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

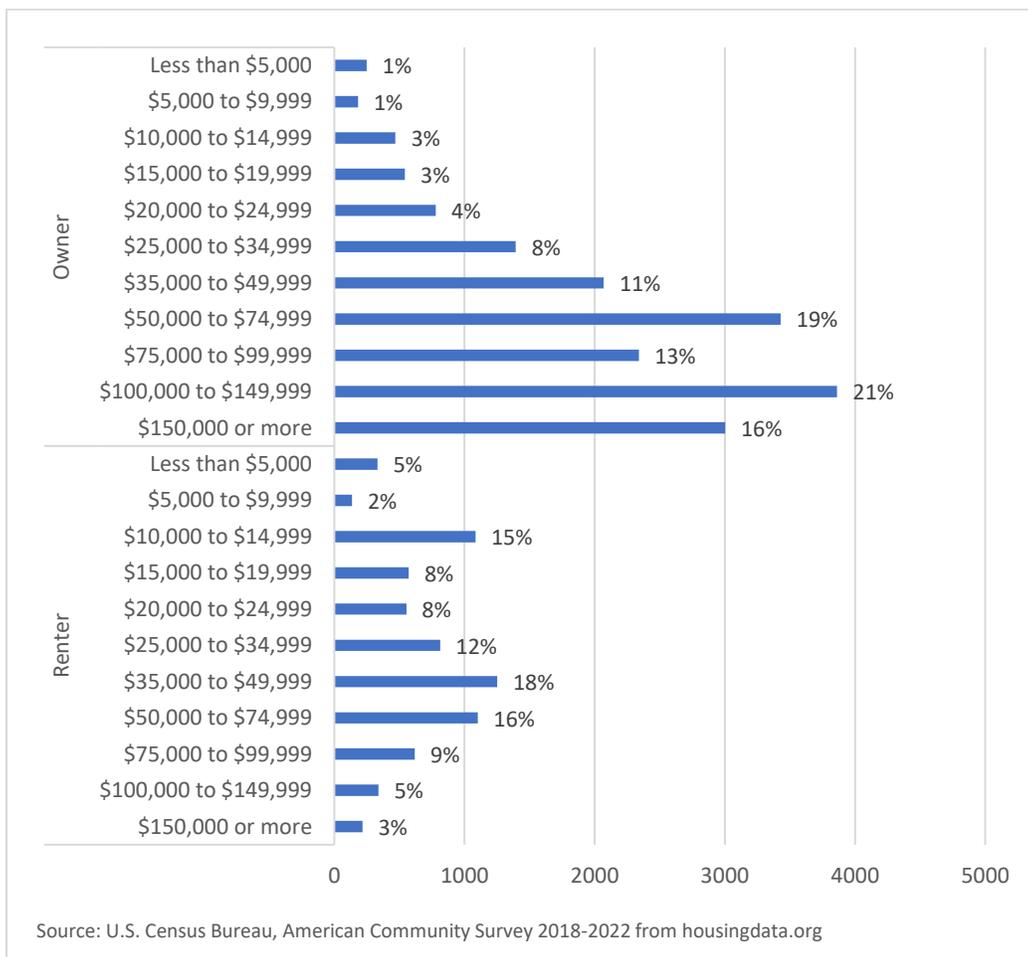
Figure 21-17 Household income relative to Area Median Income (AMI)



County income levels	Median household income
30% AMI	\$18,792
50% AMI	\$31,321
80% AMI	\$50,113
Area Median Income (100%)	\$62,641
Owner household median	\$75,441
Renter household median	\$35,336

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 21-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 18,000 homeowner households in Rutland County. An estimated 72% of the county's households are homeowners, compared to a statewide rate of 73%. The median home price in the county in 2023 was about \$240,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 21-19: Median home prices

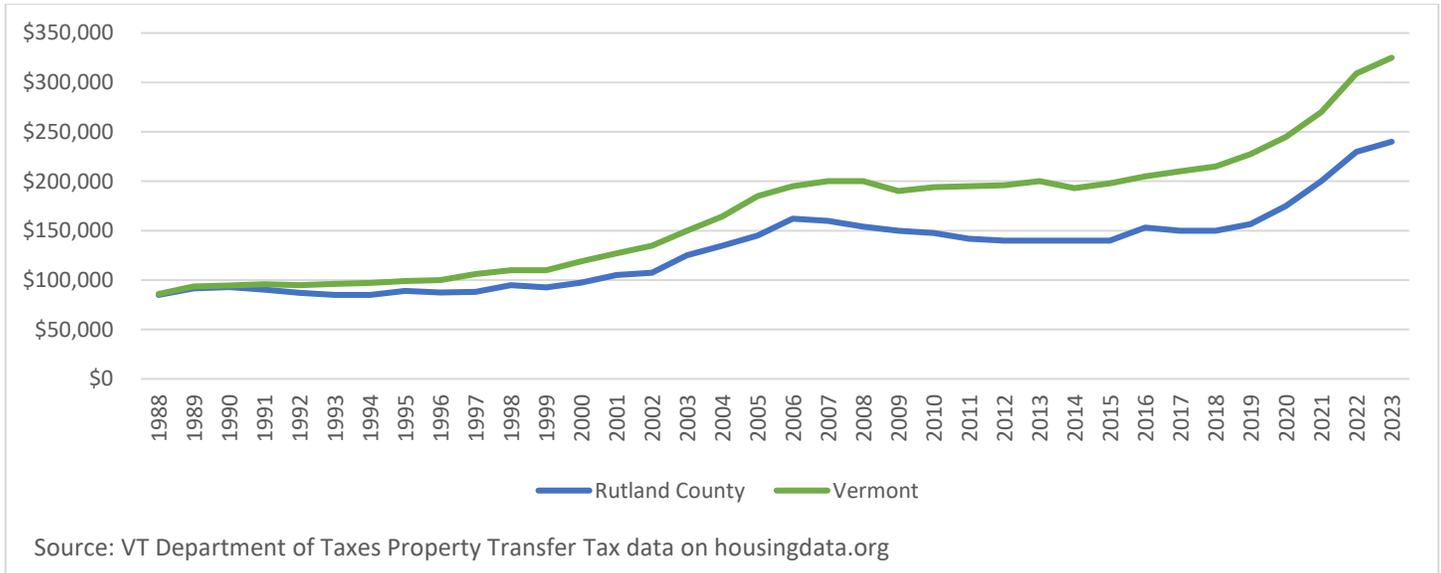
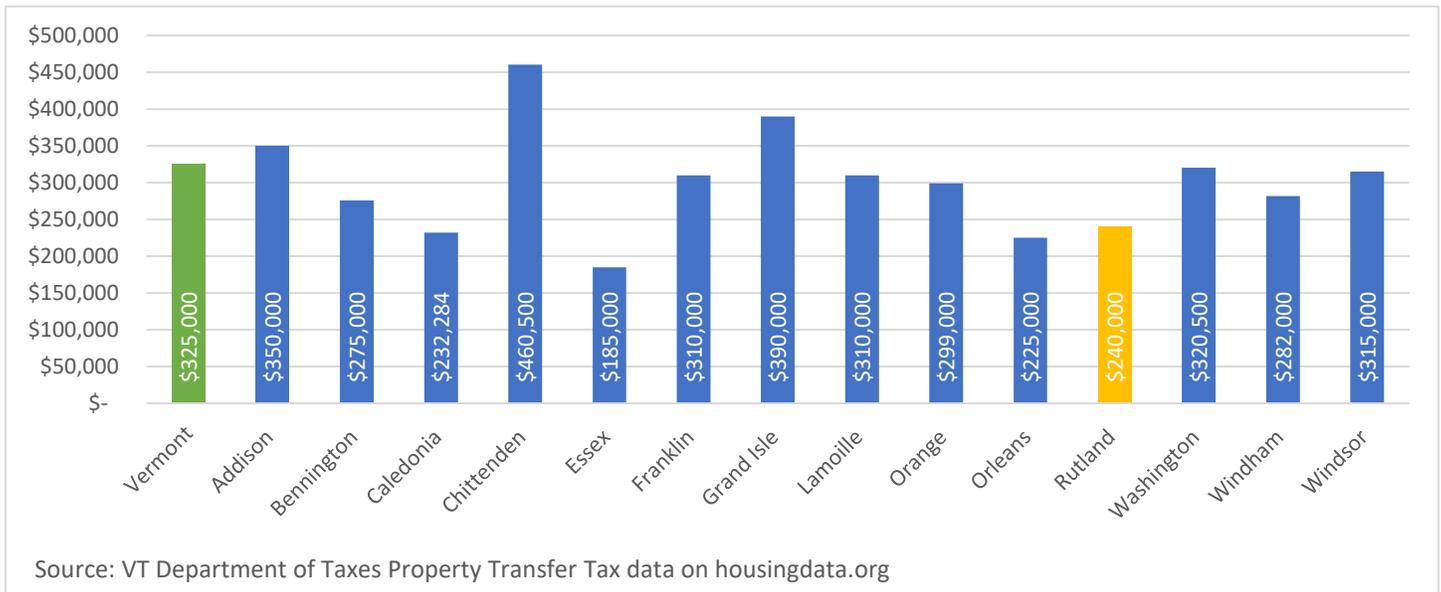


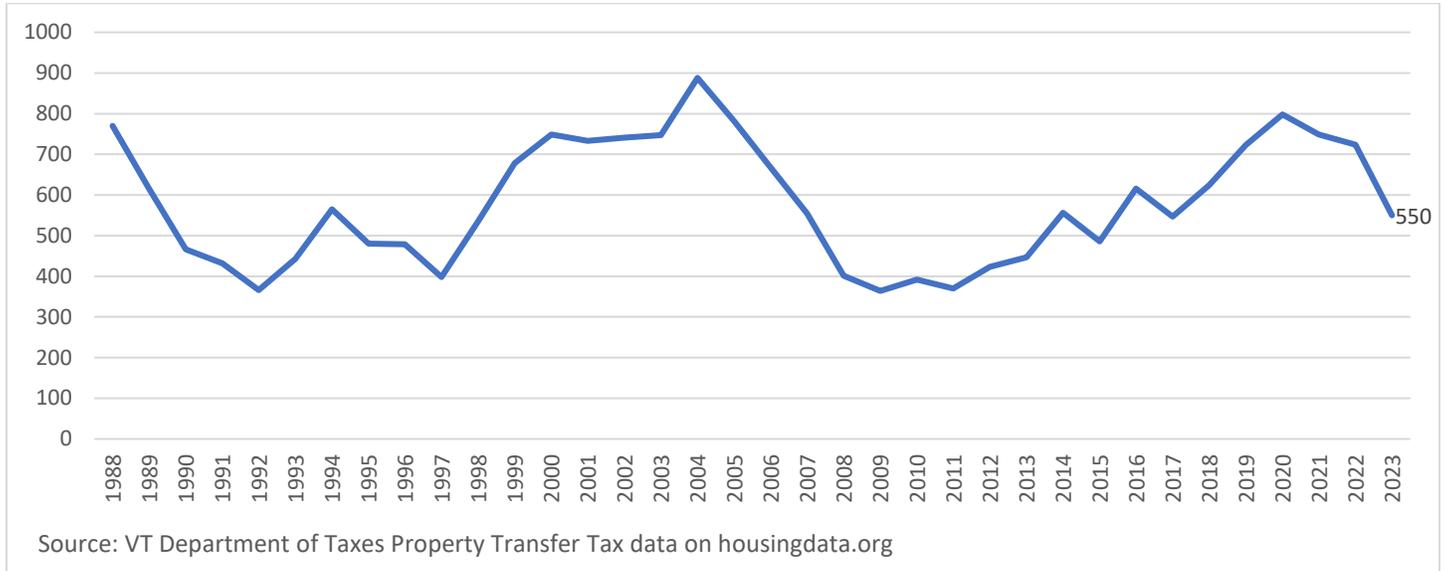
Figure 21-20 Median primary home sale price by county, 2023





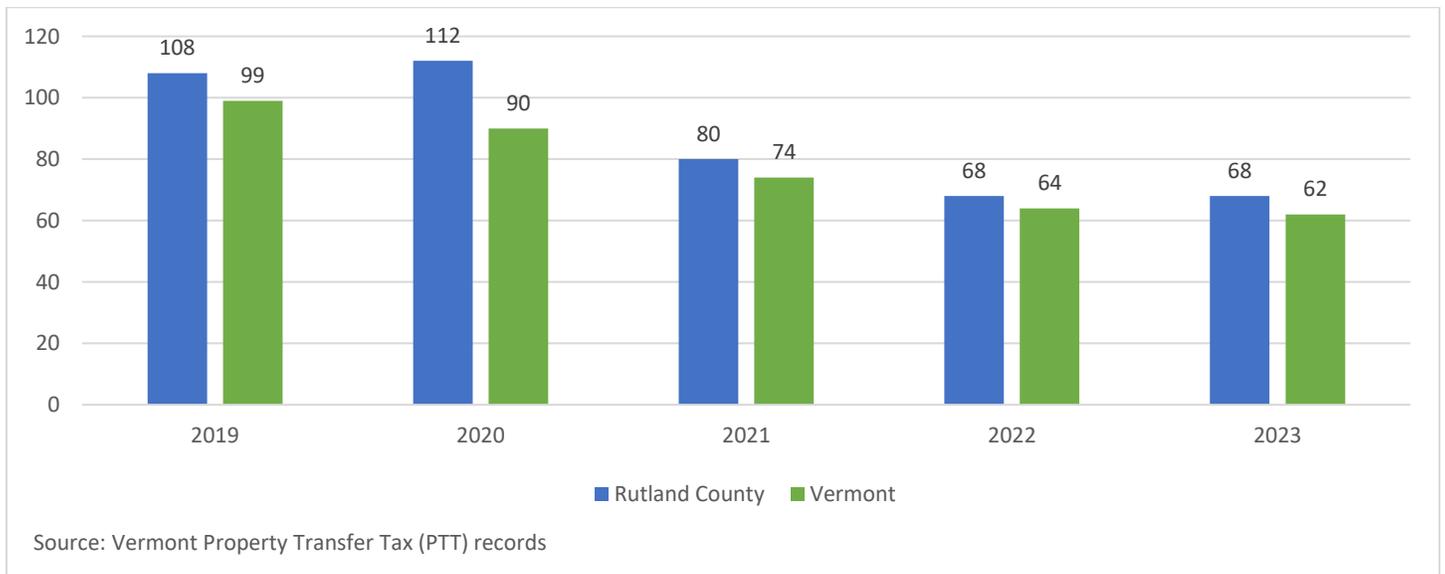
In 2023, there were 550 primary homes sales in Rutland County. The annual total number of homes sold in the county rose in 2020 when 789 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 21-21 Number of primary home sales in Rutland County, 1988-2023



The median days on the market for a Rutland County home dropped to 68 days in 2023 from 108 days in 2019. Homes in the county stay on the market slightly longer than the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 21-22: Median days on market

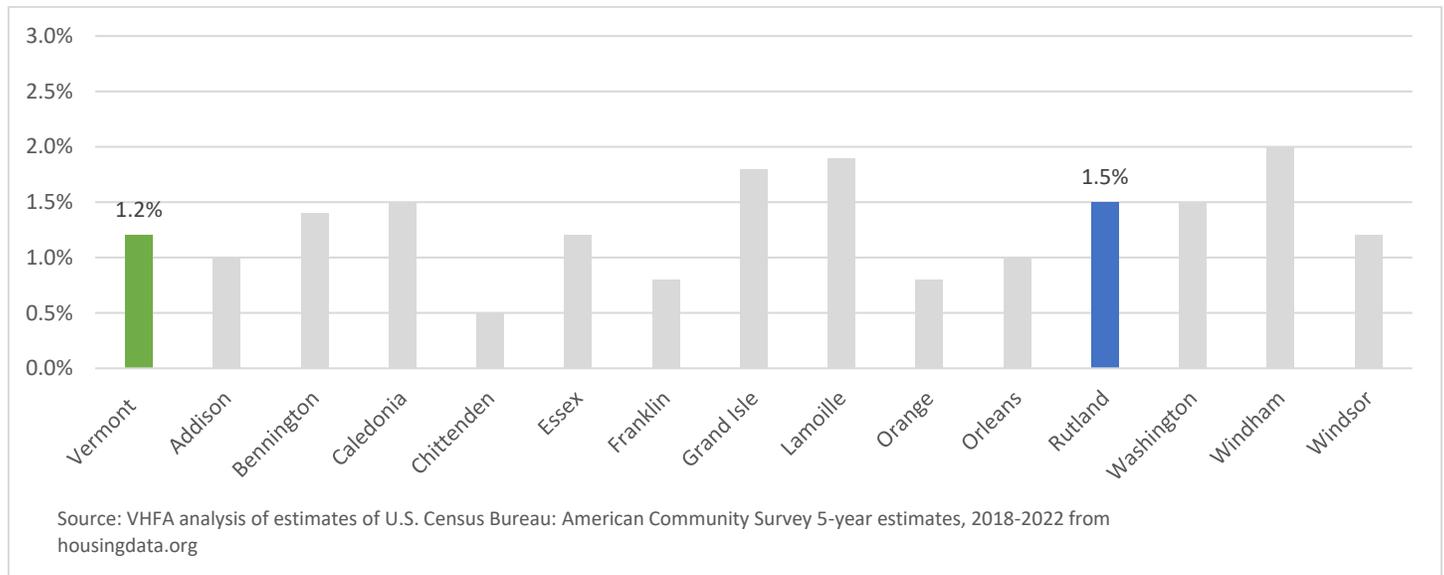




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

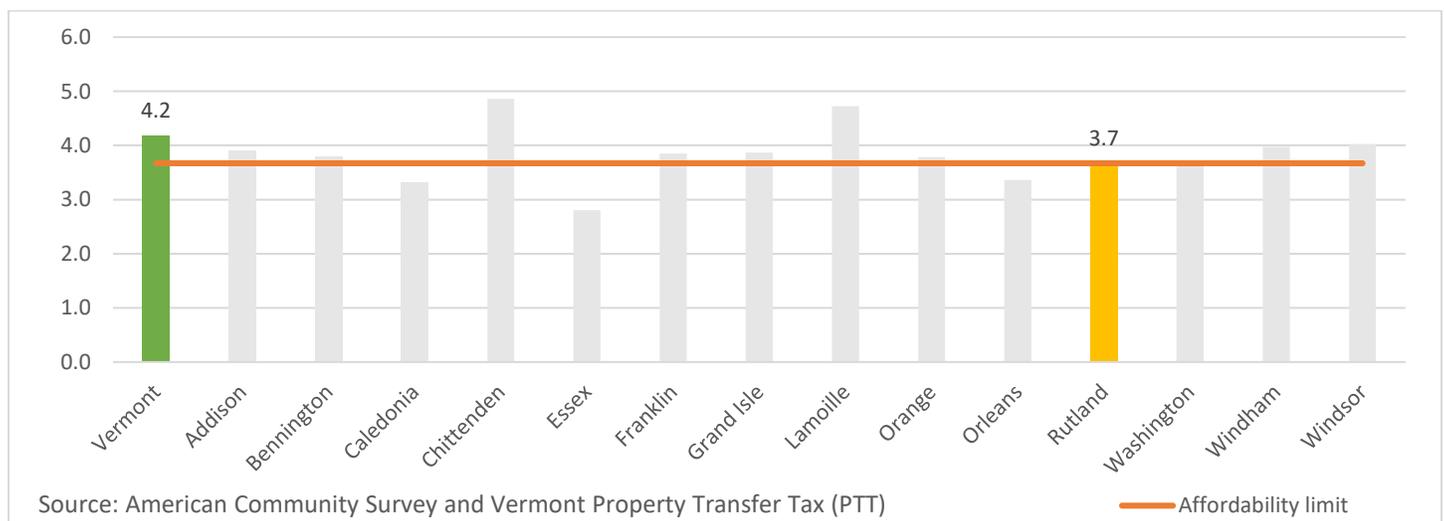
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Rutland County (1.5%) is similar to the statewide rate and lower than the healthy market range.

Figure 21-23: Homeowner vacancy rates



Homes in Rutland County are somewhat more affordable than in other Vermont counties. In 2022, the ratio of county home prices to median county household income was 3.7. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 25% of owner-occupied households in Rutland County are cost-burdened.

Figure 21-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>13</sup> The fair market rent for a 2-bedroom apartment in Rutland County was set at \$1,224 in 2024. The median rent in Rutland County of \$891 was lower than the statewide median of \$1,149 in 2022.

Figure 21-25: Fair market rent for a 2-bedroom apartment

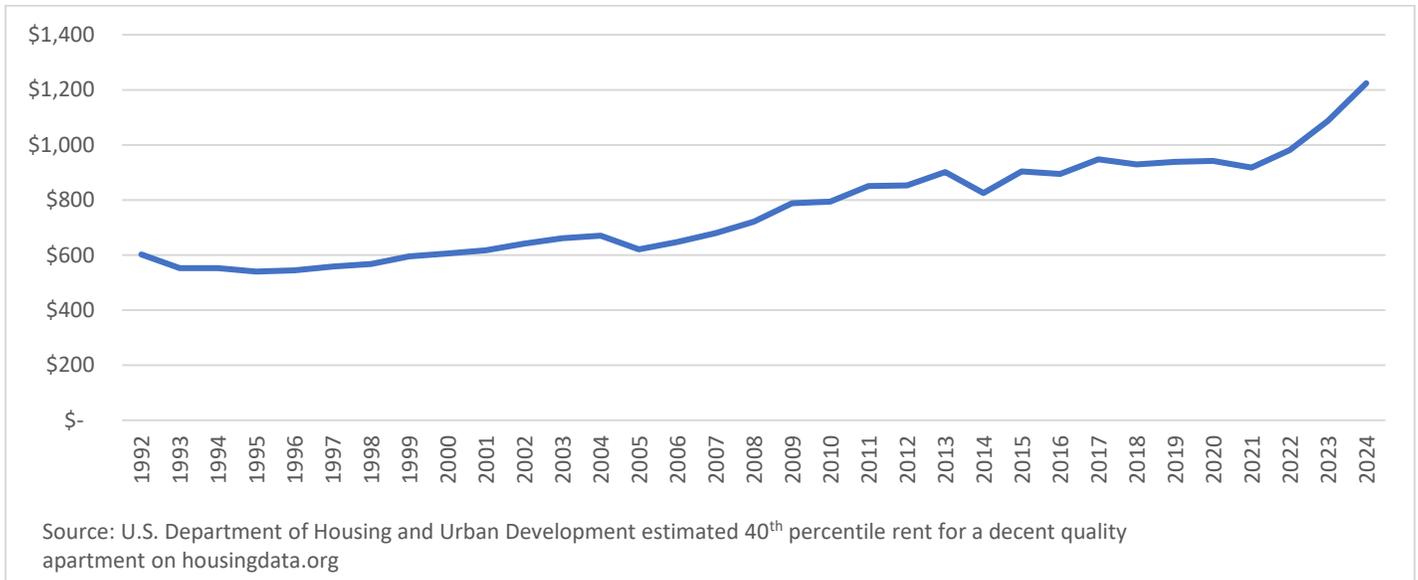
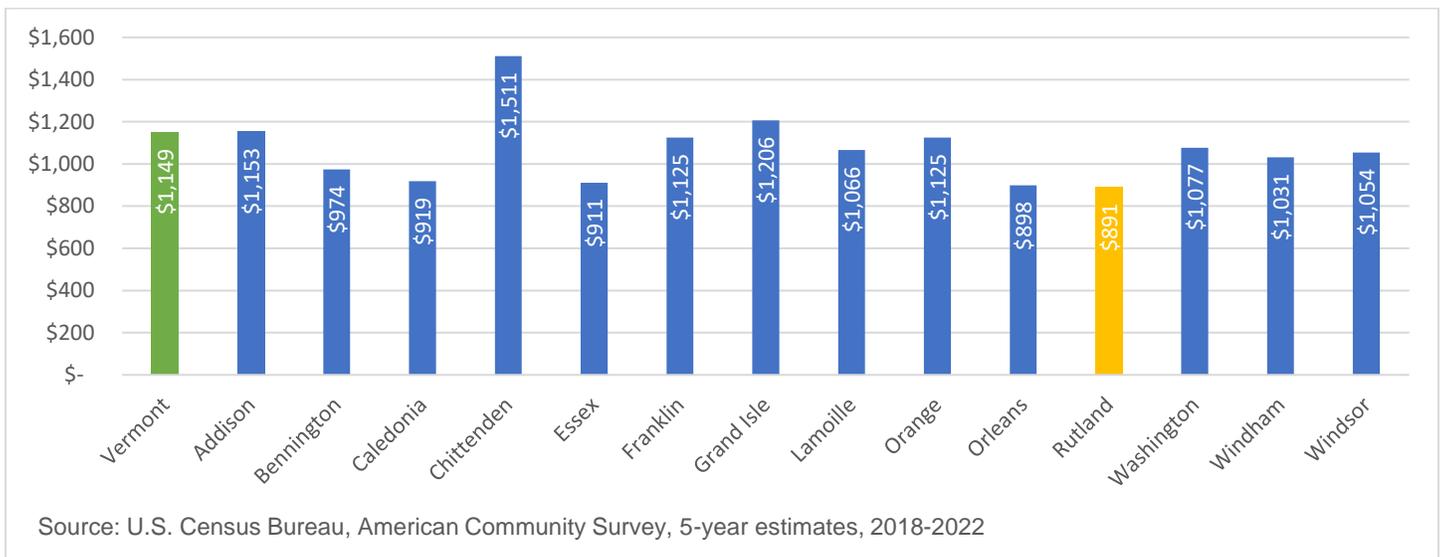


Figure 21-26: Median gross rent by county, 2022

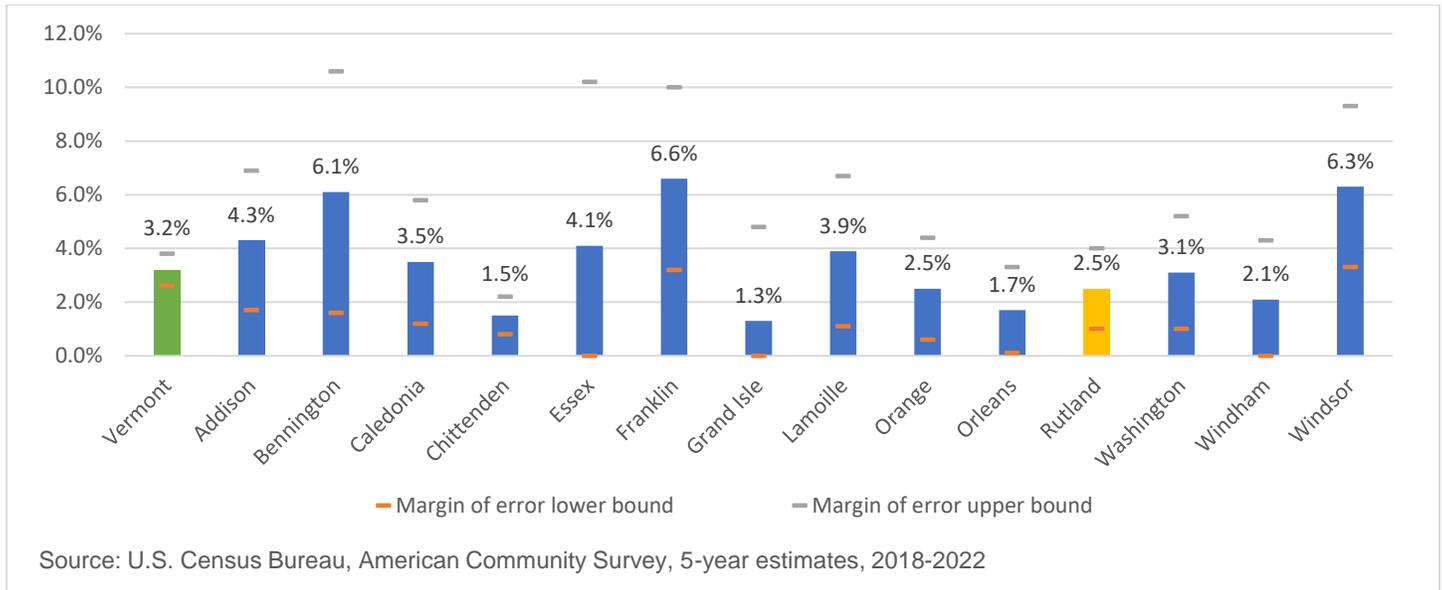


<sup>13</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



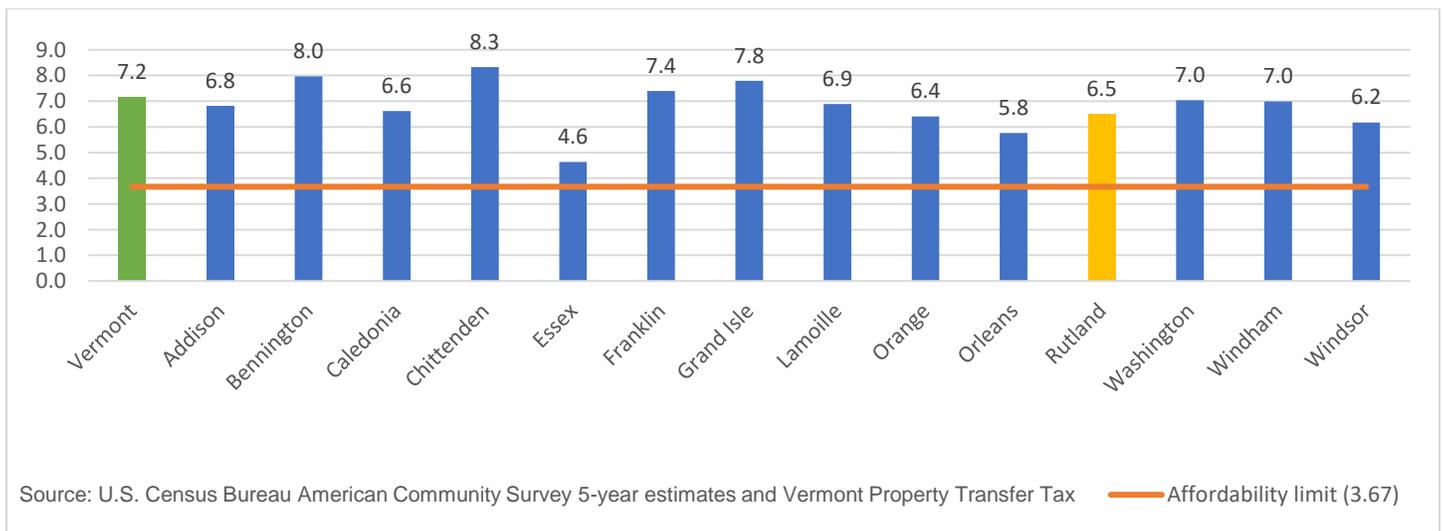
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Rutland County had a rental vacancy rate of 2.5% in 2022 – less than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 21-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Rutland County.

Figure 21-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 21-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Rutland County, there are 1,371 apartments in buildings that were built with public development subsidies. These apartments account for 19% of the county rental housing stock. Among those apartments, 880 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Rutland Housing Authority administers certain federal housing programs including 338 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

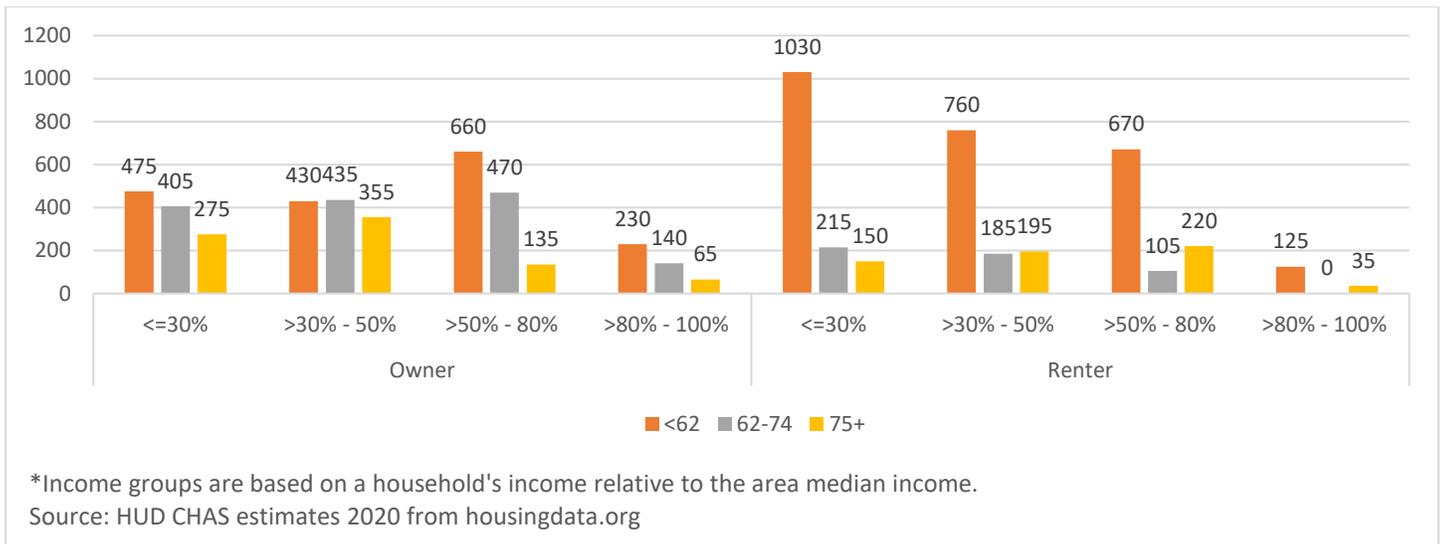
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Rutland County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 1,030 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 21-30: Rutland County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Rutland County is classified as part of the Vermont Southern PUMs region and represents 28% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 935 owner occupied and 445 renter occupied homes in County with these indicators.

Figure 21-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Southern Vermont</b> (Bennington, Rutland, Windham & Windsor Counties)	3,341	1,591	366	5,298
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 1,969 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

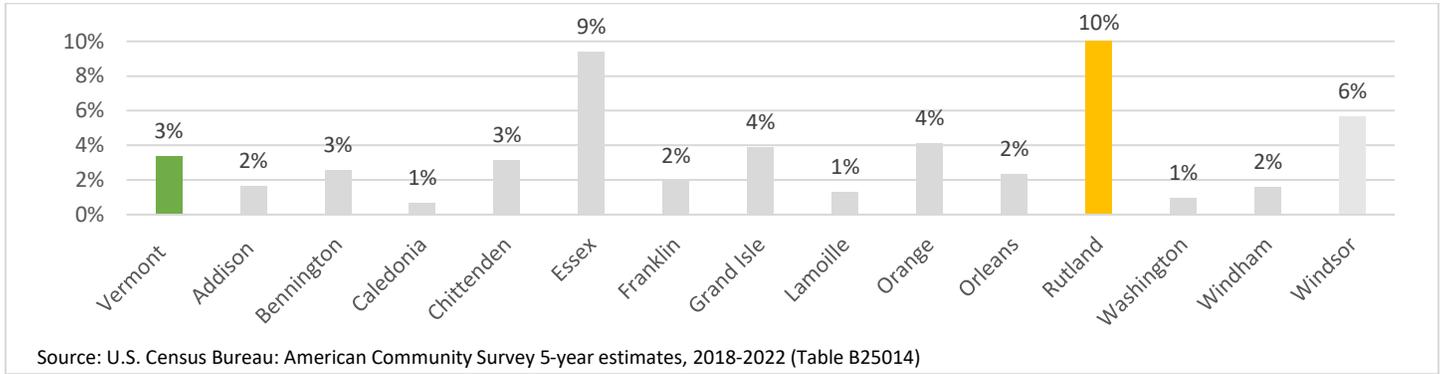
About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 886 households in Rutland County that are considered overcrowded. Of those households, 178 are owner-occupied and 708 are renter-occupied. Among all overcrowding in Rutland County, an estimated 726 households are considered severely overcrowded.



Figure 21-32 Percentage of renter households with overcrowding, 2022



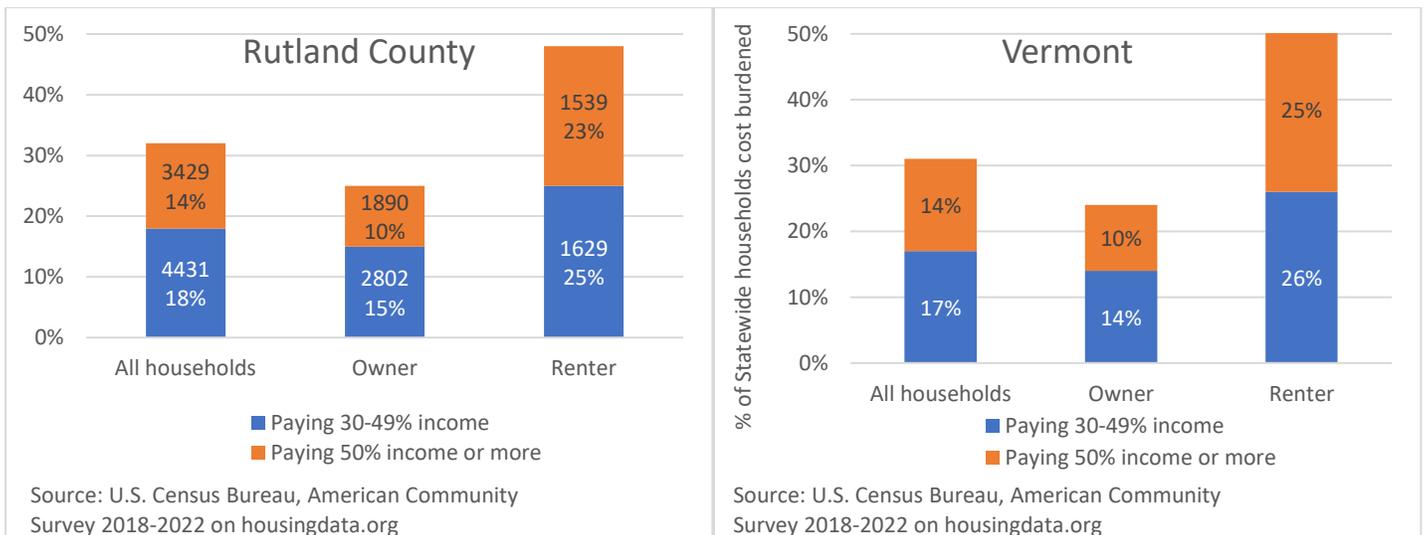
### Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is slightly greater in Rutland County than the state (25%), but renter cost burden is lesser than the state (48%). Approximately 3429 households are severely cost-burdened in Rutland County and may be at risk of housing instability. These households are at a high risk of housing instability, including frequent moves, eviction, foreclosure and homelessness.

Figure 21-33 Cost burden among Rutland County households compared to statewide cost burden





## Homelessness

During the most recent 2023 Point-In-Time count, 654 people in 425 households were experiencing homelessness in the Rutland CoC. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 502 people in the Rutland County area received support through this area’s continuum of care. Rutland County has seen the most dramatic increase in homelessness since 2019 of any region in the state.

Figure 21-34: Number of people experiencing homelessness served by the Rutland County Continua of Care

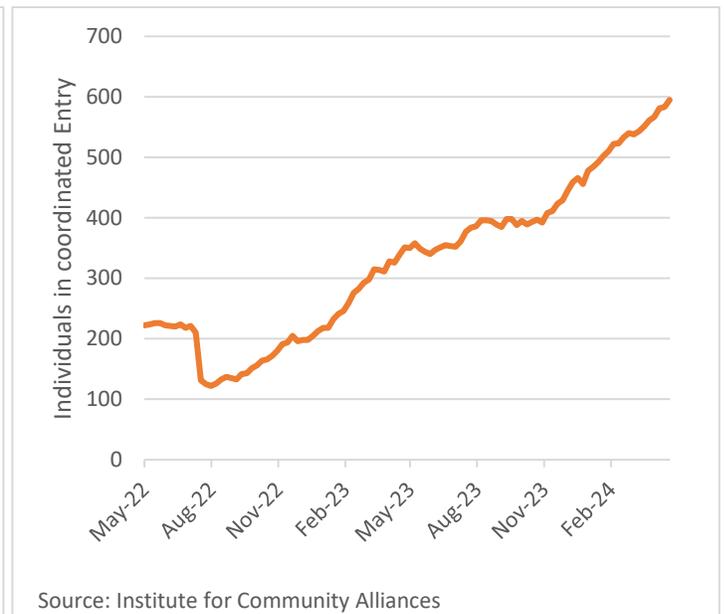
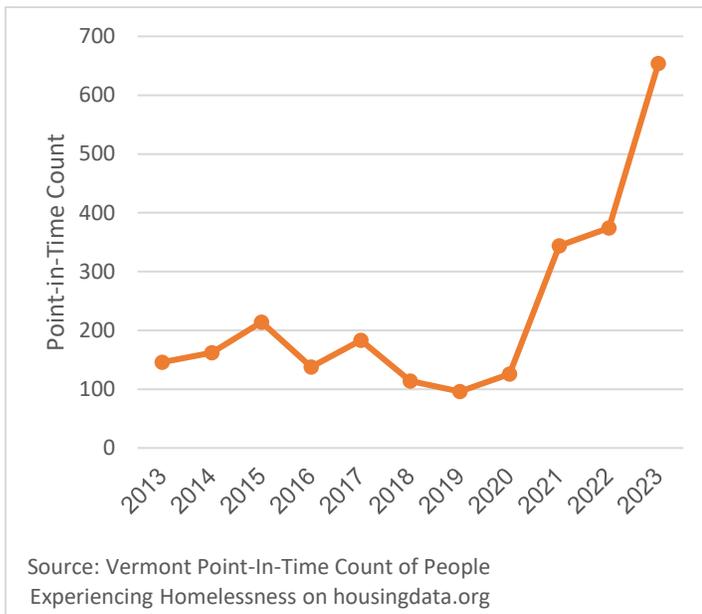


Figure 21-35: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 21-36 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families "GA Emergency Housing and Shelters"](#) Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024 and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Emergency and transitional housing outside of the General Assistance program is concentrated in Rutland city, and consists of the following sites:

- The NewStory Center, which has 22 beds, including 10 beds across 4 family units, and is focused on providing shelter to victims of domestic violence
- The Homeless Prevention Center has 12 beds, including 8 beds across 2 family units
- The Open Door Mission, which has 3 beds

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

In 2023, the Rutland Regional Planning Commission contracted with VHFA to complete a [regional housing needs assessment](#) for the towns within their jurisdiction.

The review, based on similar data sources as this report, indicated six key housing needs:

- 3,000 severely cost-burdened households live in the region with housing costs that consume more than half of their income, placing them in a state of severe housing cost burden
- Homelessness in the region increased dramatically between 2018 and 2022.
- The growing segment of BIPOC residents in the region are disproportionately unlikely to own their homes. Homeownership rates among BIPOC households in the region are 38%-58% compared to 71% among white alone households.
- Hundreds of homes in the region show indications of housing quality issues
  - Rutland County has the oldest housing stock in the state, with over 8,000 built before 1940.
  - At least 816 households are living in homes with potential housing quality flags and another 1,147 homes are vacant due to housing quality uncertainties
- Large homes in the region outnumber large households
  - While 71% of the region's households have 1-2 people, 37% have 2 or fewer bedrooms indicating underutilization of the existing housing stock.
- Projected demand to live in region year-round exceeds pace of homebuilding, with a need for 850-9,000 additional homes by 2040



# Chapter 22: Washington County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Washington County year-round increased by 0.3% to 25,842. By 2029, a projected 28,159-29,654 households will live in the county.

**Figure 22-1 Projected Washington County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	25,027	25,842	27,040	27,646	28,159	29,654
Owner households	17,540	18,158	19,646	20,087	19,994	21,055
Renter households	7,487	7,684	7,393	7,559	8,166	8,599

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Washington County is likely to need a projected 2,289-3,385 additional homes between 2025 and 2029.

**Figure 22-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	780	1,646
Renter homes	1,509	1,739
Total additional homes needed	2,289	3,385

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022. Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Washington County's housing stock consists of 30,697 year-round and seasonal homes. The county's housing stock breakdown is very similar to the state as a whole. Washington County represents 9% of the state's total housing stock.

Figure 22-3 Washington County housing stock, 2022

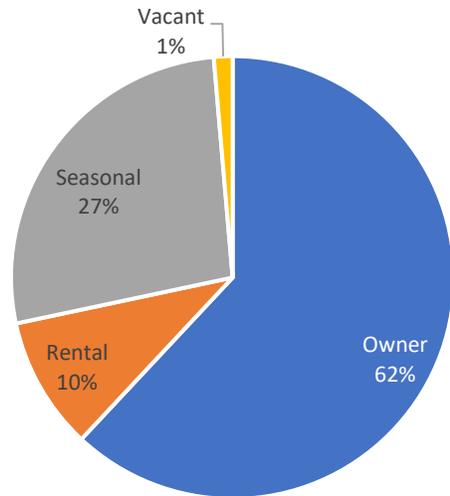


Figure 22-4: Washington County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Washington County	18,682	61%	7,247	24%	3,973	13%	795	3%	30,697	100%
Barre City	1,860	46%	2,107	52%	0	0%	121	3%	4,088	13%
Barre Town	3,047	83%	569	15%	27	1%	50	1%	3,693	12%
Berlin	974	81%	124	10%	57	5%	49	4%	1,204	4%
Cabot	519	68%	107	14%	116	15%	19	3%	761	2%
Calais	664	74%	90	10%	117	13%	27	3%	898	3%
Duxbury	484	76%	84	13%	56	9%	15	2%	639	2%
East Montpelier	1,011	82%	144	12%	30	2%	51	4%	1,236	4%
Fayston	445	41%	61	6%	565	52%	9	1%	1,080	4%
Marshfield	550	77%	75	11%	45	6%	46	6%	716	2%
Middlesex	708	88%	32	4%	48	6%	13	2%	801	3%
Montpelier	2,192	53%	1,755	42%	88	2%	136	3%	4,171	14%
Moretown	636	76%	102	12%	77	9%	23	3%	838	3%
Northfield	1,388	68%	514	25%	58	3%	69	3%	2,029	7%
Plainfield	372	62%	182	30%	19	3%	28	5%	601	2%
Roxbury	372	66%	64	11%	124	22%	7	1%	567	2%
Waitsfield	679	61%	209	19%	233	21%	0	0%	1,121	4%
Warren	635	25%	130	5%	1,735	68%	56	2%	2,556	8%
Waterbury	1,551	61%	789	31%	171	7%	42	2%	2,553	8%
Woodbury	264	40%	29	4%	341	52%	26	4%	660	2%
Worcester	331	68%	80	17%	66	14%	8	2%	485	2%

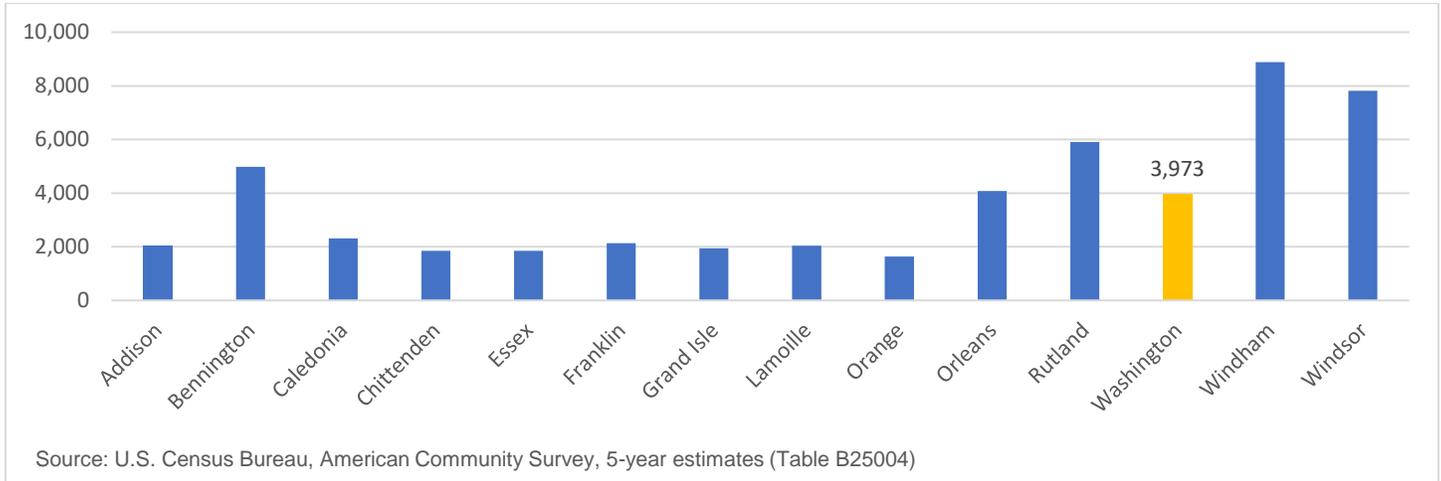
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 3,973 seasonal or occasional use homes in Washington County, making up 13% of all homes in the county.

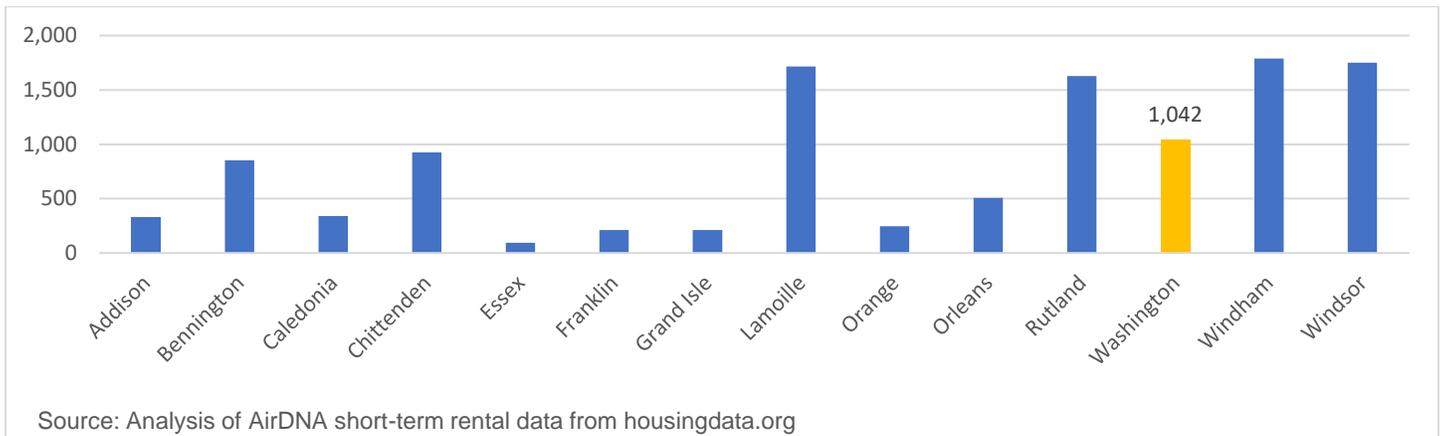
Figure 22-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 22-6 Homes used as short-term rentals by county, Oct. 2023



Washington County has followed statewide STR market trends, with a steady annual increase in the number of units. In 2023, 1,716 homes were listed as STRs, representing about 3% of the county’s total housing stock, similar to the state rate of 4%.

Waitsfield and Warren, situated between the ski resorts in the Mad River Valley, had the greatest portion of their housing stock dedicated to Short-term Rentals at around 16%. Combined, the two towns contains more than half of the STRs in the county.



Figure 22-7: Washington County short-term rental homes

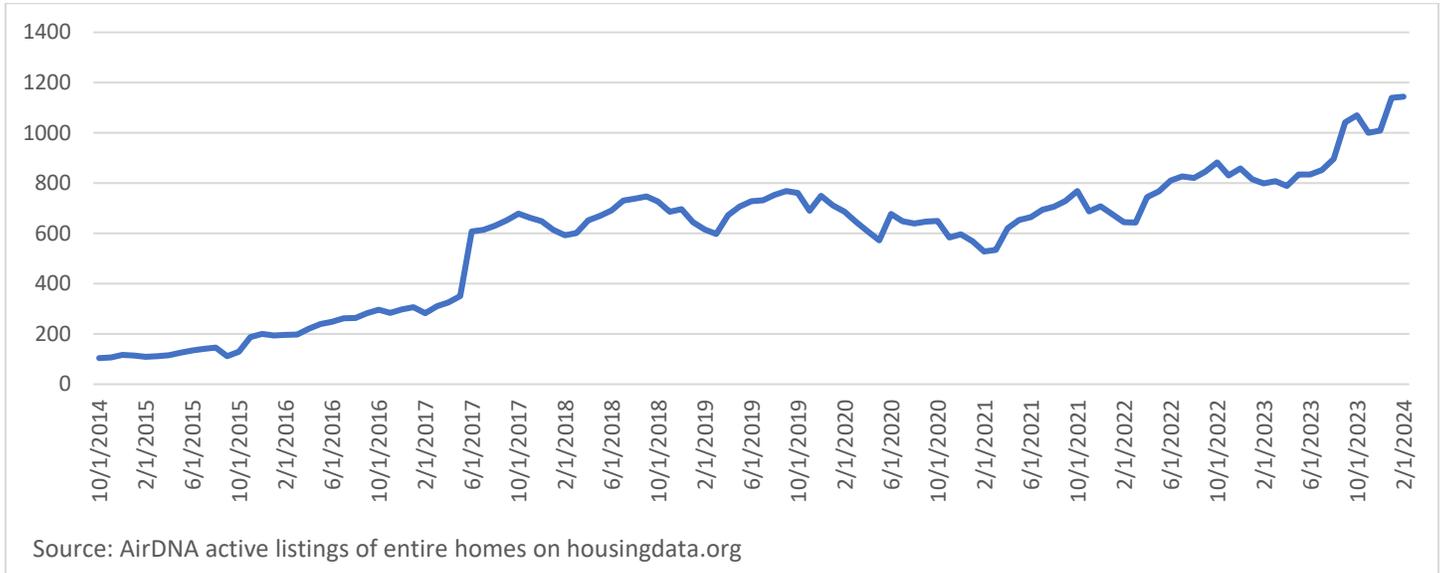


Figure 22-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Washington County</b>	<b>3,973</b>	<b>13%</b>	<b>1,042</b>	<b>3.40%</b>	<b>30,697</b>
Barre City	0	0%	22	0.50%	4,088
Barre Town	27	1%	6	0.20%	3,693
Berlin	57	5%	0	0.00%	1,204
Cabot	116	15%	10	1.30%	761
Calais	117	13%	23	2.60%	898
Duxbury	56	9%	0	0.00%	639
East Montpelier	30	2%	8	0.60%	1,236
Fayston	565	52%	0	0.00%	1,080
Marshfield	45	6%	15	2.10%	716
Middlesex	48	6%	0	0.00%	801
Montpelier	88	2%	70	1.70%	4,171
Moretown	77	9%	45	5.40%	838
Northfield	58	3%	35	1.70%	2,029
Plainfield	19	3%	12	2.00%	601
Roxbury	124	22%	21	3.70%	567
Waitsfield	233	21%	184	16.40%	1,121
Warren	1,735	68%	405	15.80%	2,556
Waterbury	171	7%	162	6.30%	2,553
Woodbury	341	52%	8	1.20%	660
Worcester	66	14%	16	3.30%	485

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org



### Characteristics of the Housing Stock

The types of homes that make up the housing stock in Washington County are similar to the state as a whole. Washington County’s stock of year-round owner and renter homes consists primarily of single-family detached homes (65%), nearly the same as the proportion statewide (67%).

Figure 22-9: Washington County owner homes types

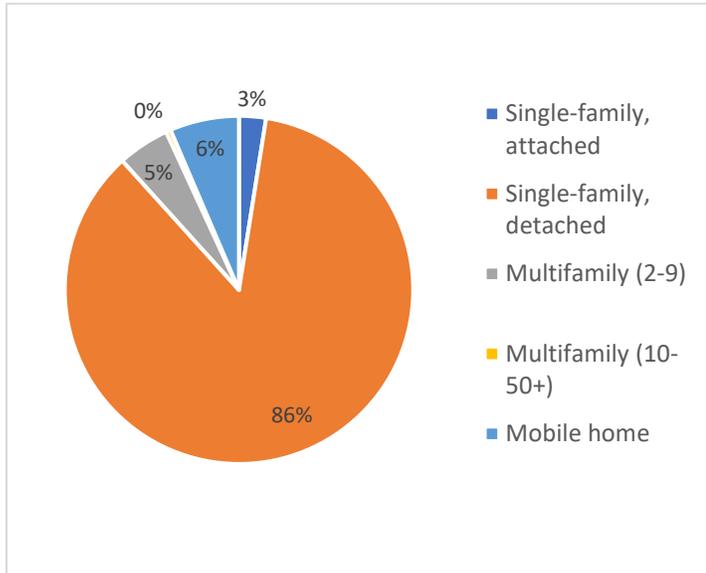
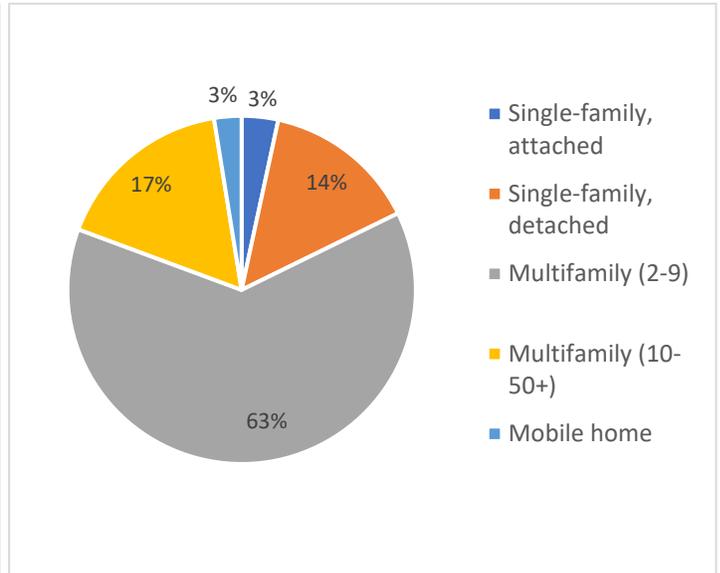


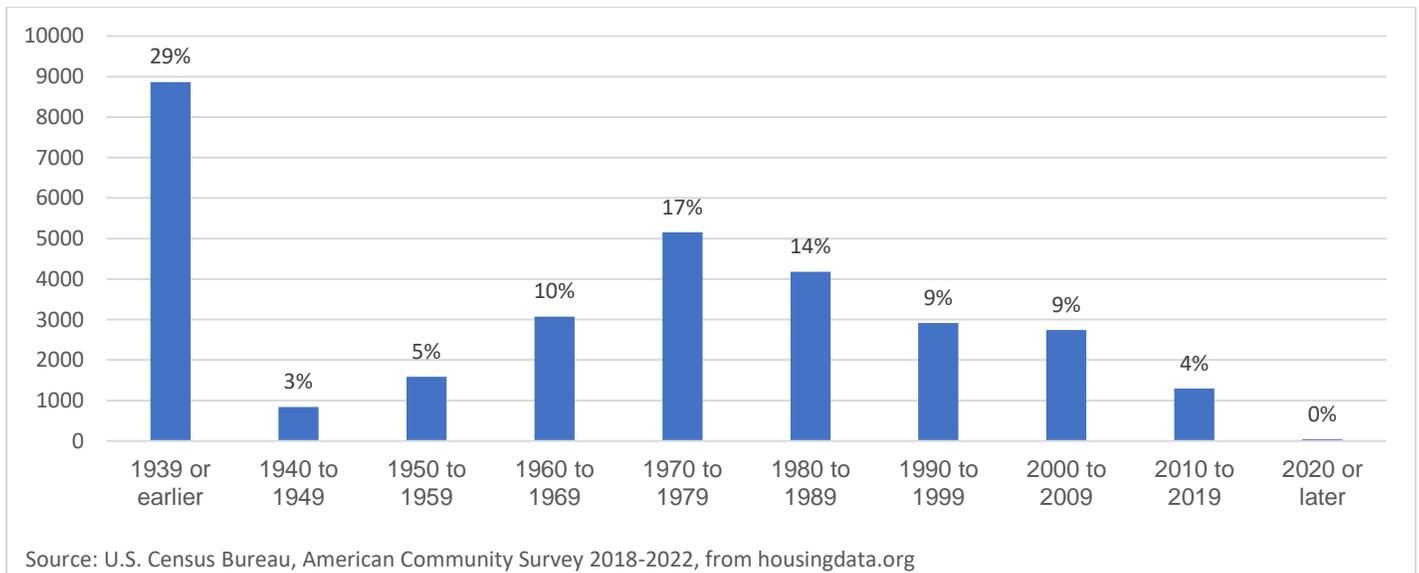
Figure 22-10: Washington County renter homes



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Washington County, an estimated 29% were built prior to 1940, a greater proportion than the statewide average of 25%. The median home in the county was built in 1972. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 22-11: Year built for Washington County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Washington County as well, where large homes (59% of the county's year-round homes) far outnumber large households (29% of the county's year-round households). Conversely, single person households (32% of the county's year-round households) outnumber small homes of 0-1 bedrooms (14% of the county's year-round homes).

Figure 22-12 Household size, 2022

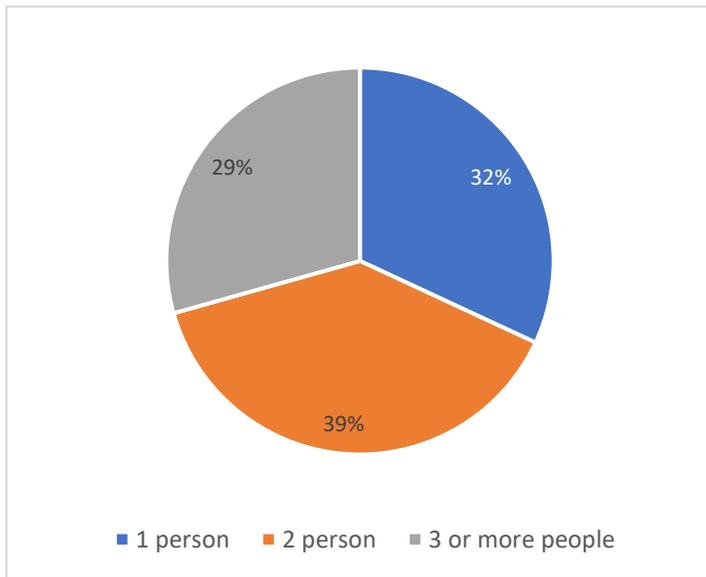
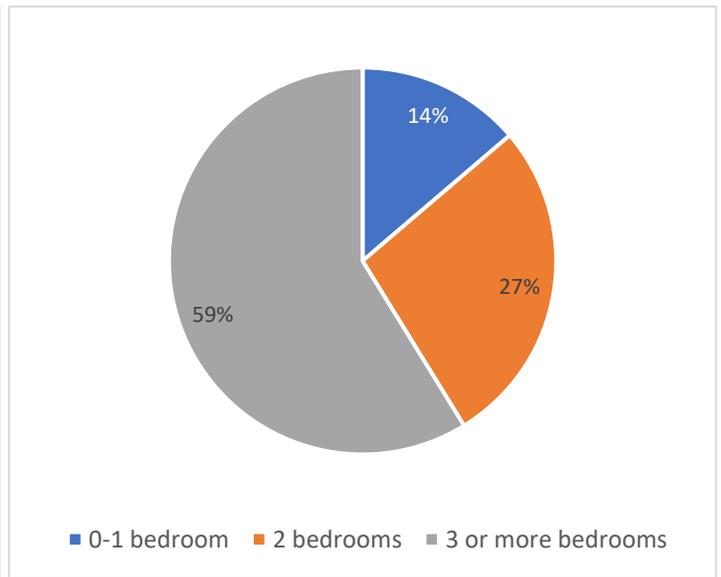


Figure 22-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,641 manufactured homes in Washington County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 5% of the county housing stock, the same as the state average rate of 5%, according to the U.S. Census Bureau's 2018-2022 American Community Survey.

Some manufactured homes in Washington County are located in manufactured home communities, also known as mobile home parks. Washington County has 24 mobile home parks with 608 lots. As of November 2023, there were 44 vacant lots in the county, resulting in a 7.2% park vacancy rate. Washington County has six mobile home parks located in floodways.

Several communities in Washington County were severely affected by flooding in the Summer of 2023, including the Berlin Mobile Home Park (where 28 homes in the park were destroyed) and River Run Manor (also in Berlin, where another 5 homes were condemned).

Figure 22-14 Washington County mobile home parks

Park Ownership type	Parks	Lots
For Profit	19	413
Non-profit	3	93
Cooperative	1	83
All Rental (for profit)	1	4
Total	24	593
Median lot rent	\$410	

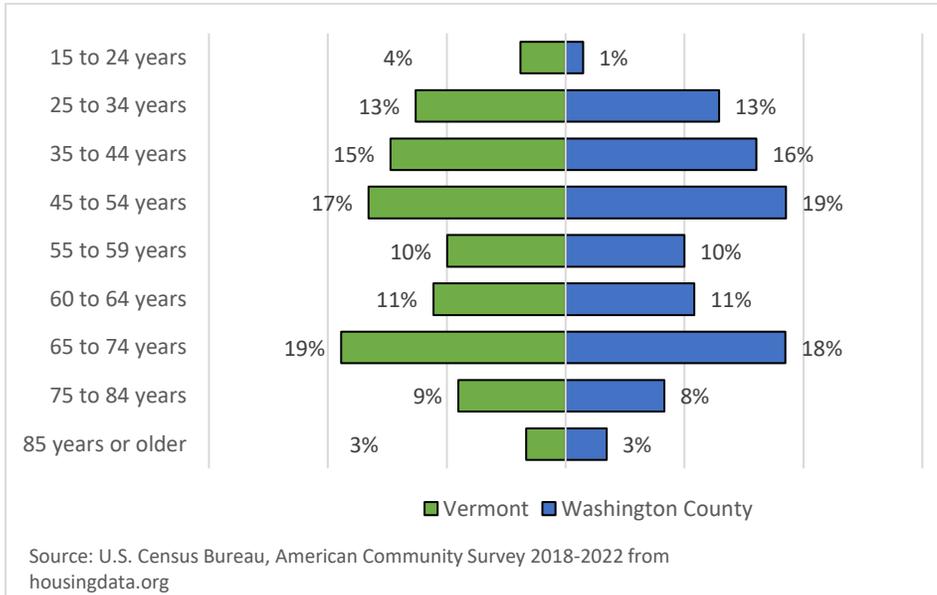
Source: Vermont Mobile Home Park Registry



## Household Demographics

Slightly fewer of Washington County’s households are headed by someone 65 and older (29% of household heads) compared to the statewide average rate of 31%. Similarly, an estimated 14% of the households in the county are led by someone aged 34 and younger, compared to the statewide rate of 17%.

Figure 22-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	368
25 to 34 years	3,247
35 to 44 years	4,038
45 to 54 years	4,666
55 to 59 years	2,512
60 to 64 years	2,726
65 to 74 years	4,652
75 to 84 years	2,090
85 years or older	867
<b>Total</b>	<b>25,166</b>

The vast majority of household heads living in the county identify as white alone, but the number of those identifying as people of color increased between 2010 and 2020 while the number identifying as white alone decreased.

Figure 22-16 Households by race and tenure, 2010-2022

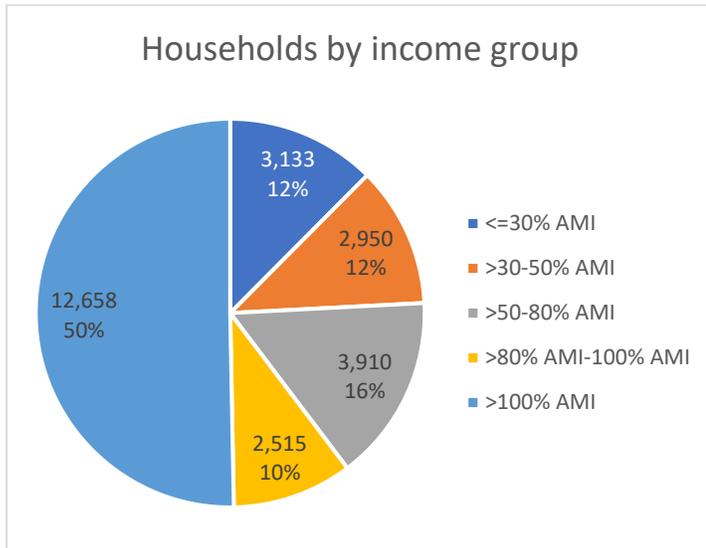
Washington County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	65	62		28	26		37	36	
Asian alone	137	180	234	63	86	94	74	94	140
Black or African American alone	114	162		38	54		76	108	
Native Hawaiian and Other Pacific Islander alone	2	3		1	2		1	1	
Some Other Race alone	43	175	71	17	116	55	26	59	16
Two or More Races	319	1,348	762	158	859	340	161	489	422
White alone	24,347	23,912	23,796	17,235	17,015	17,707	7,112	6,897	6,089
<b>Grand Total</b>	<b>25,027</b>	<b>25,842</b>	<b>25,166</b>	<b>17,540</b>	<b>18,158</b>	<b>18,285</b>	<b>7,487</b>	<b>7,684</b>	<b>6,881</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org



The estimated median household income in Washington County was \$77,278 in 2022. About 24% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

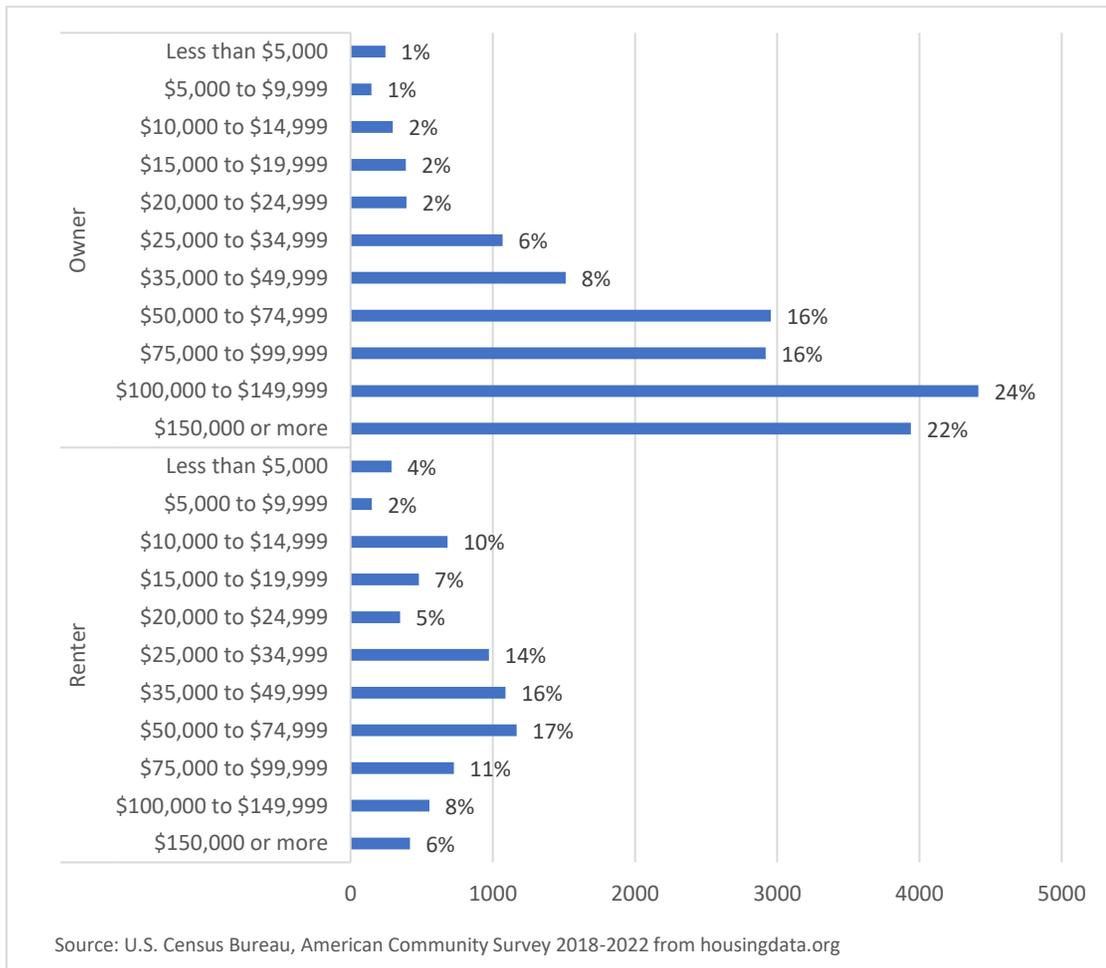
Figure 22-17 Household income relative to Area Median Income (AMI)



County income levels	
30% AMI	\$21,950
50% AMI	\$36,600
80% AMI	\$58,500
Area Median Income (100%)	\$77,278
Owner household median	\$92,122
Renter household median	\$40,488

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 22-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 18,000 homeowner households in Washington County. An estimated 73% of the county’s households are homeowners, compared to a statewide rate of 73%. The median home price in the county in 2023 was about \$320,500, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 22-19: Median home prices

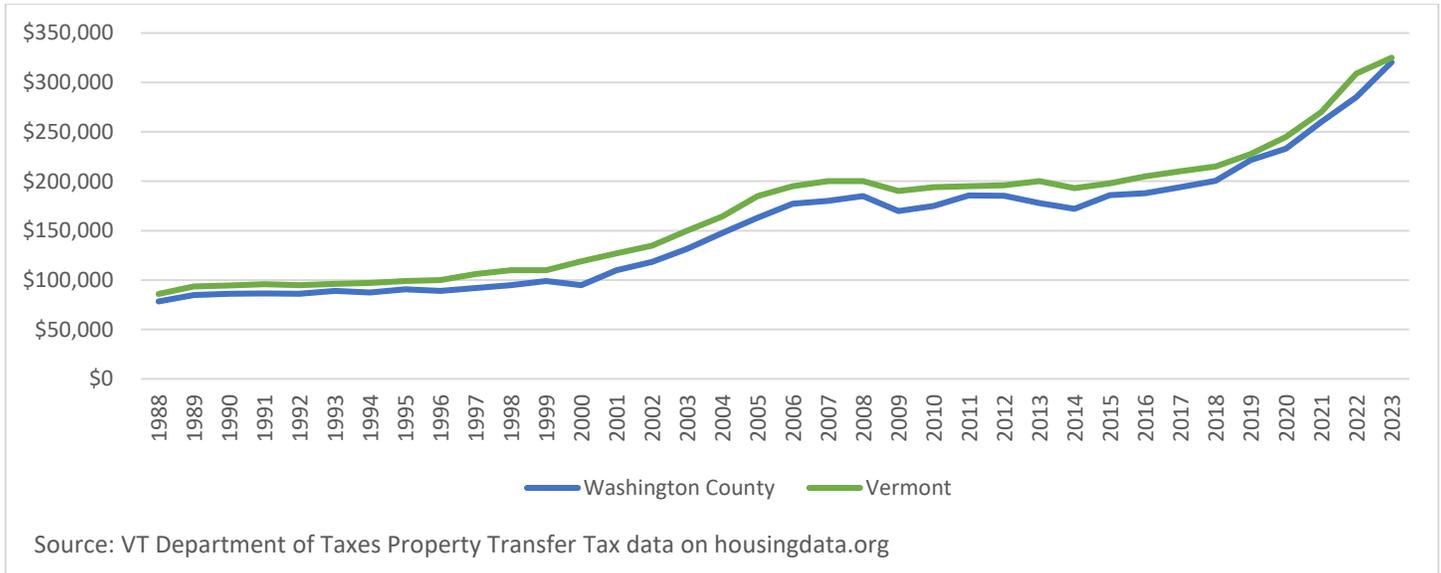
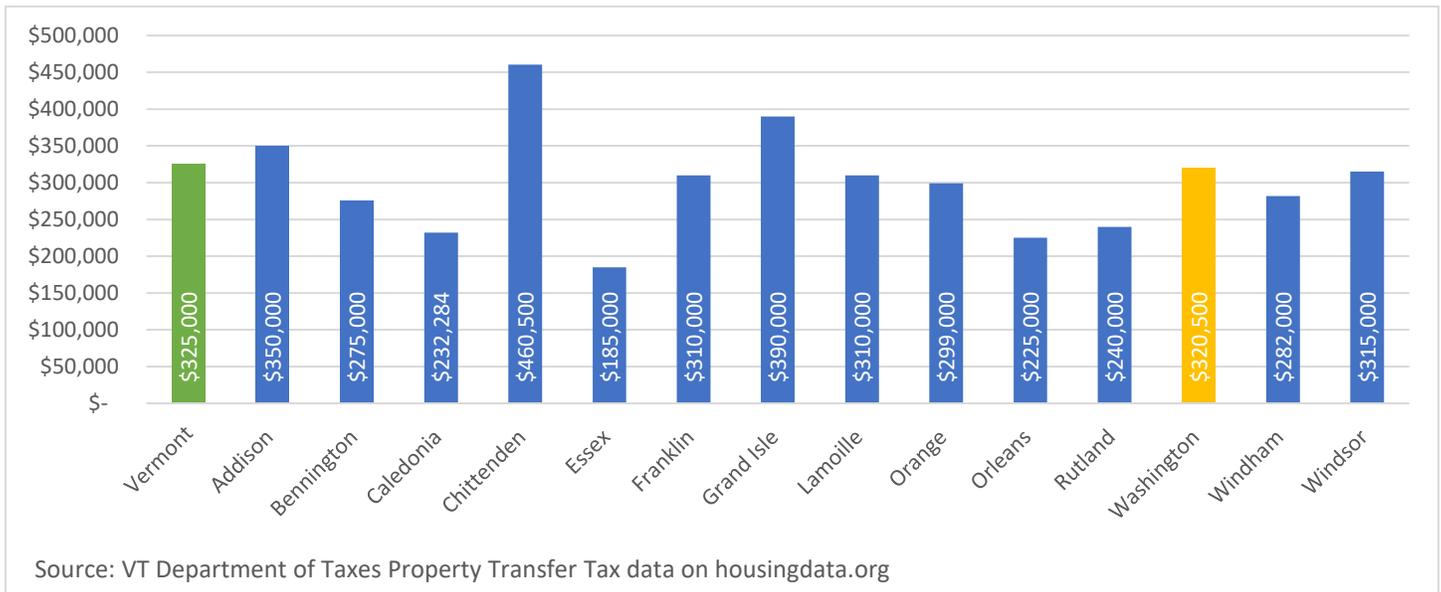


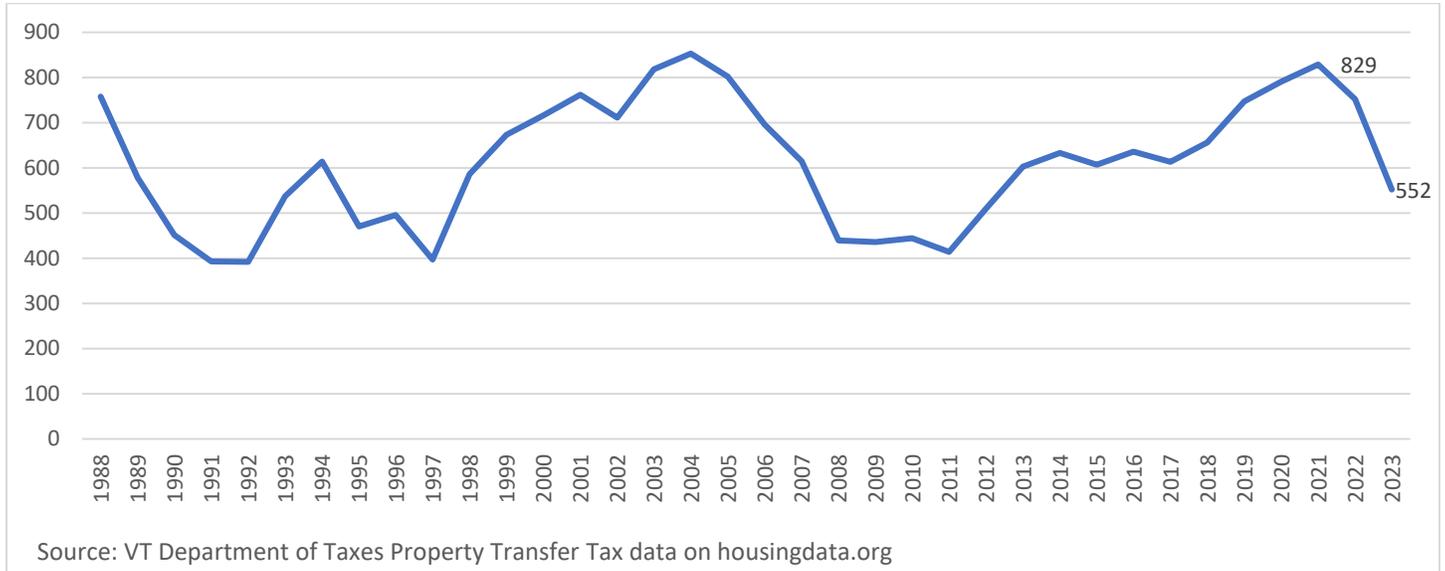
Figure 22-20 Median primary home sale price by county, 2023





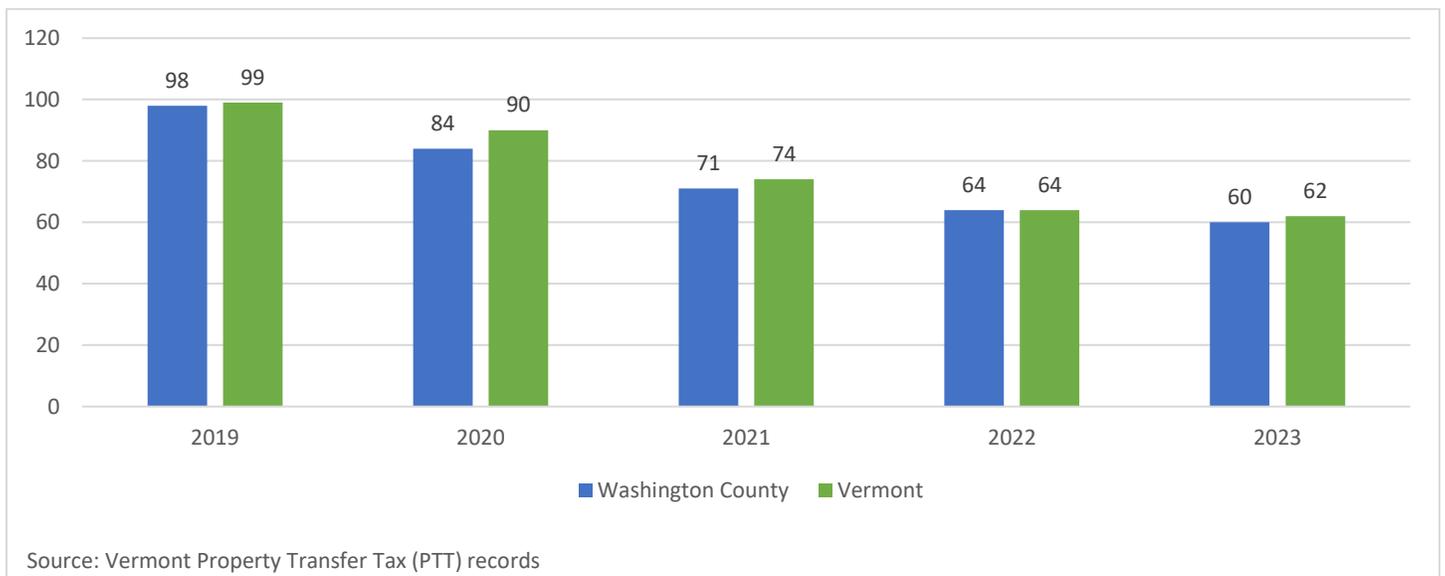
In 2023, there were 552 primary homes sales in Washington County. The annual total number of homes sold in the county rose in 2021 when 829 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 22-21 Number of primary home sales in Washington County, 1988-2023



The median days on the market for a Washington County home dropped to 60 days in 2023 from 98 days in 2019. On average, homes in the county are on the market for approximately one month less than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 22-22: Median days on market

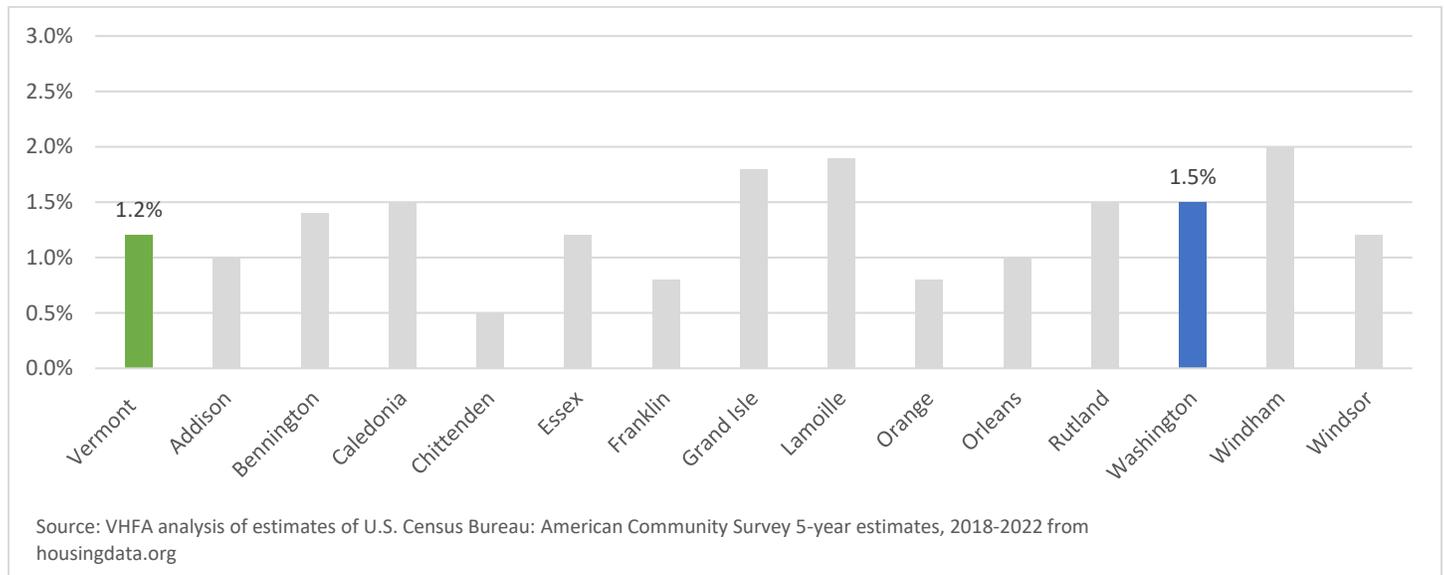




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

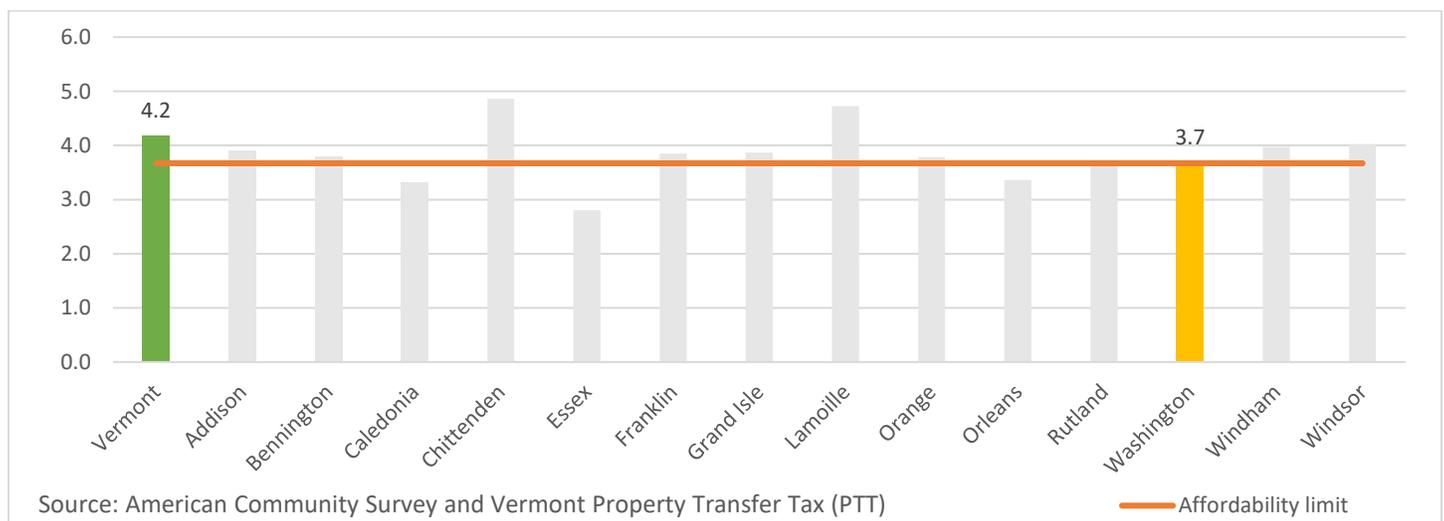
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Washington County (1.5%) is similar to the statewide rate and lower than the healthy market range.

Figure 22-23: Homeowner vacancy rates



Homes are somewhat more affordable in Washington County, on average, than in other Vermont counties. In 2022, the ratio of county home prices to median county household income was 3.7. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 23% of owner-occupied households in Washington County are cost-burdened.

Figure 22-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>14</sup> The fair market rent for a 2-bedroom apartment in Washington County was set at \$1,453 in 2024. The median rent in Washington County of \$1,077 was similar to the statewide median in 2022.

Figure 22-25: Fair market rent for a 2-bedroom apartment

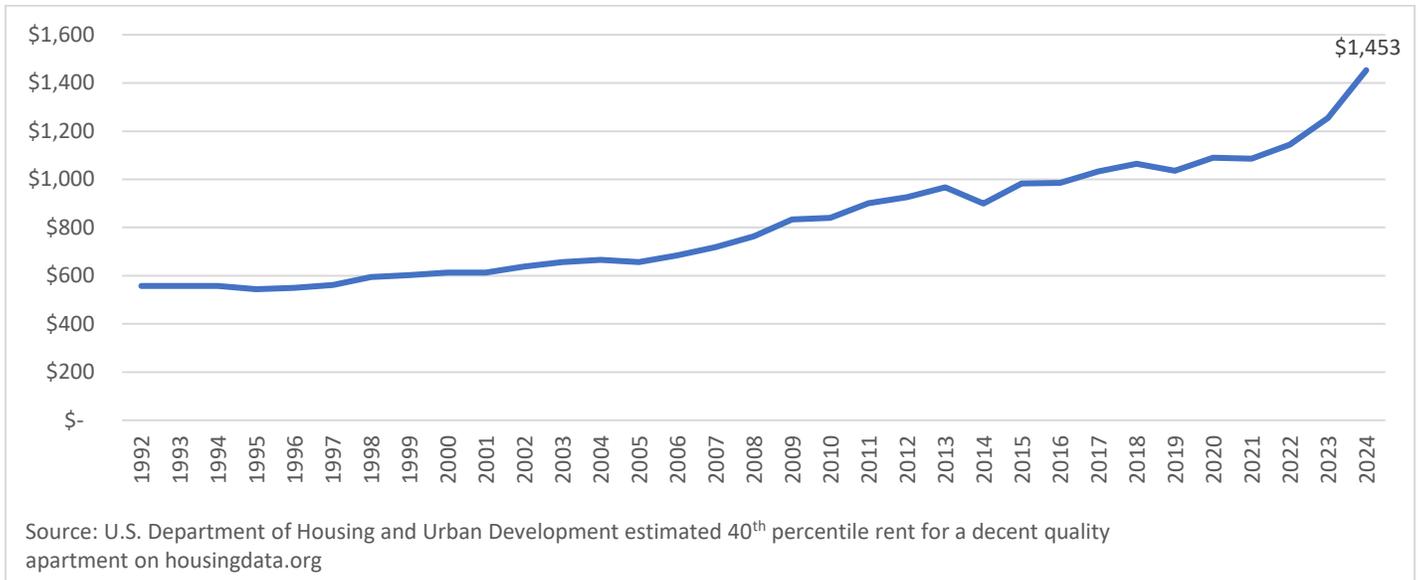
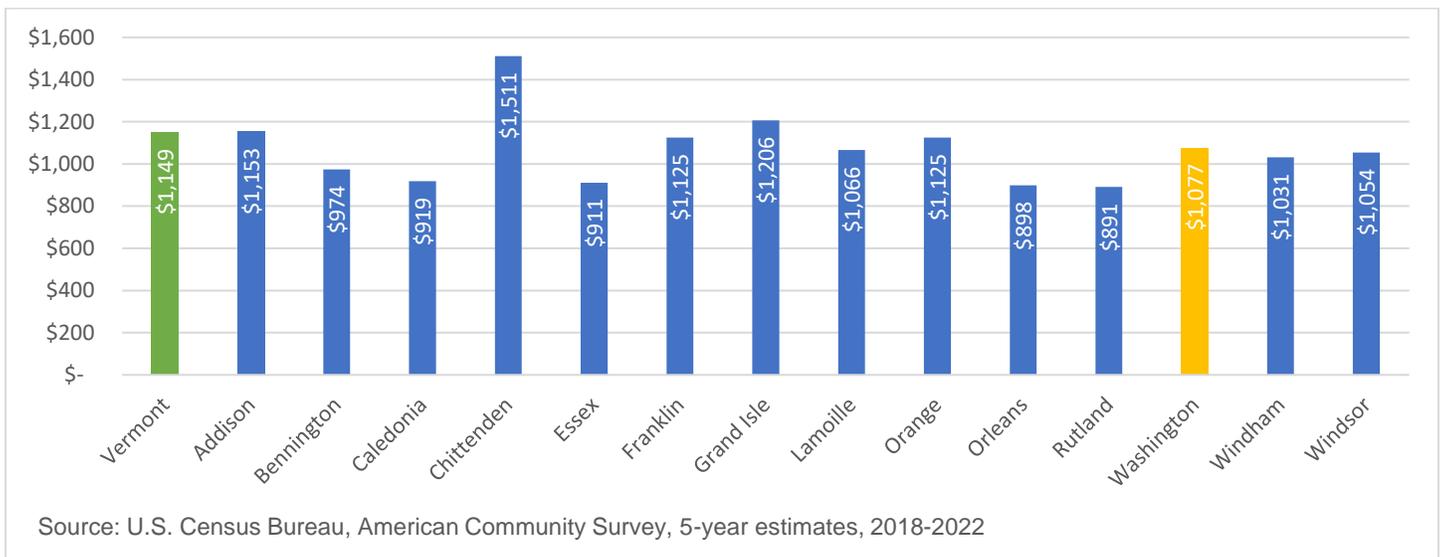


Figure 22-26: Median gross rent by county, 2022

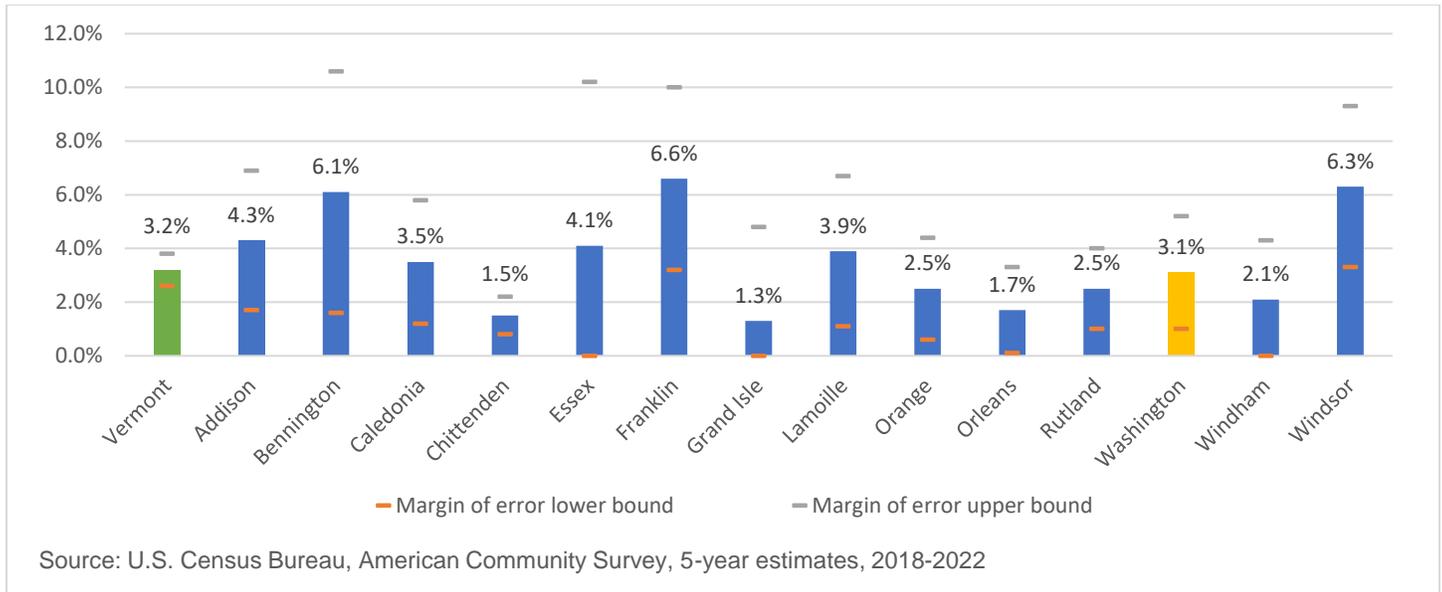


<sup>14</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



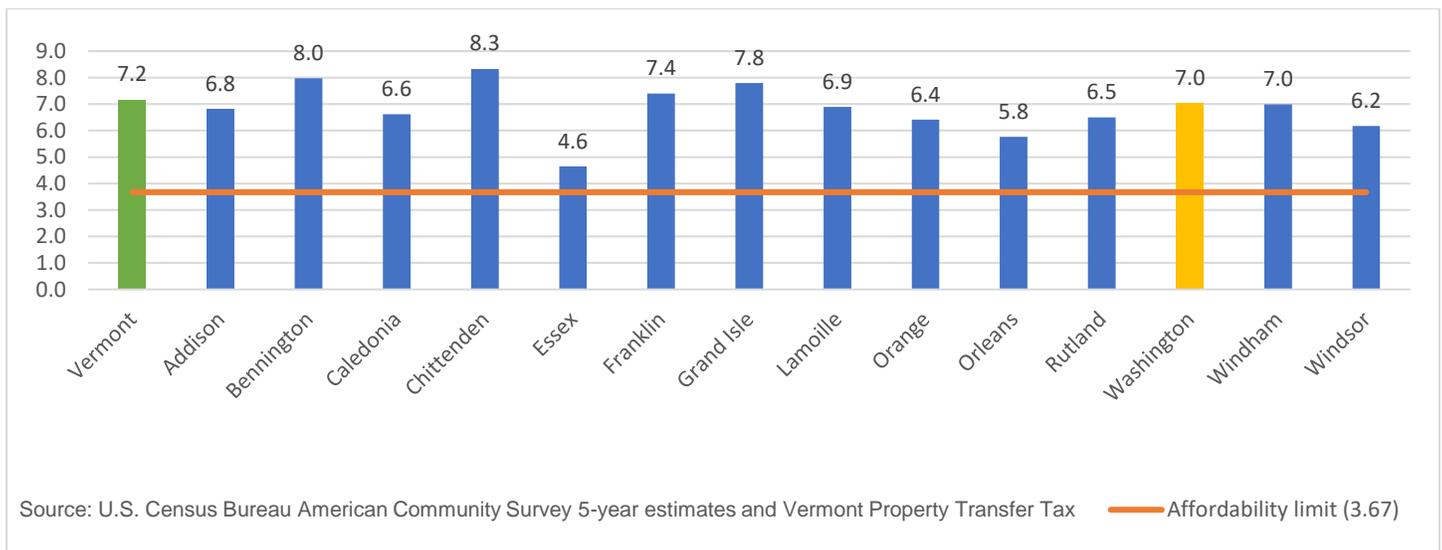
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Washington County had a rental vacancy rate of 3.1% in 2022 – about the same as the statewide rate. Both state and county vacancy rates have declined in the last ten years.

Figure 22-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Washington County.

Figure 22-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 22-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Washington County, there are 1,311 apartments in buildings that were built with public development subsidies. These apartments account for 18% of the county rental housing stock. Among those apartments, 903 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Montpelier Housing Authority and Barre Housing Authority administer certain federal housing programs including 211 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

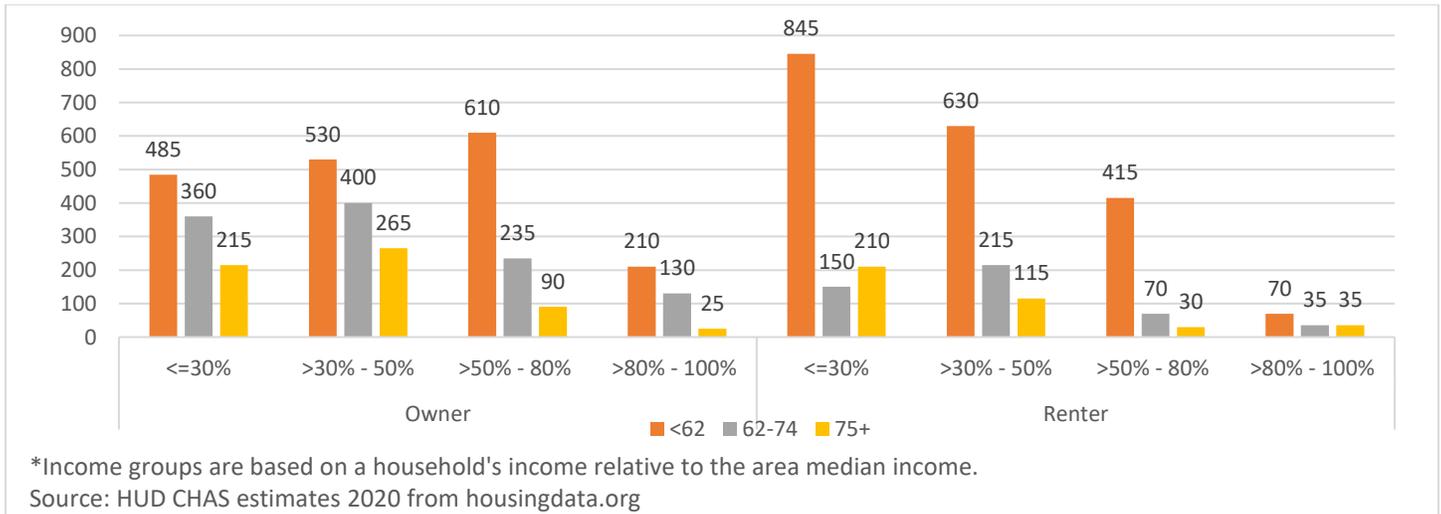
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Washington County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 845 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 22-30: Washington County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Washington County is classified as part of the Central Vermont PUMS region and represents 49% of the housing stock in the region. From this, there are approximately 1,516 owner occupied and 539 renter occupied homes in the county potentially in poor condition.

Figure 22-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Central Vermont</b> (Addison, Orange & Washington Counties)	3,093	1,099	163	4,355
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 795 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 242 households in Washington County that are considered overcrowded. Of those households, 175 are owner-occupied and 67 are renter-occupied. Among all overcrowding in Washington County, an estimated 89 households are considered severely overcrowded.

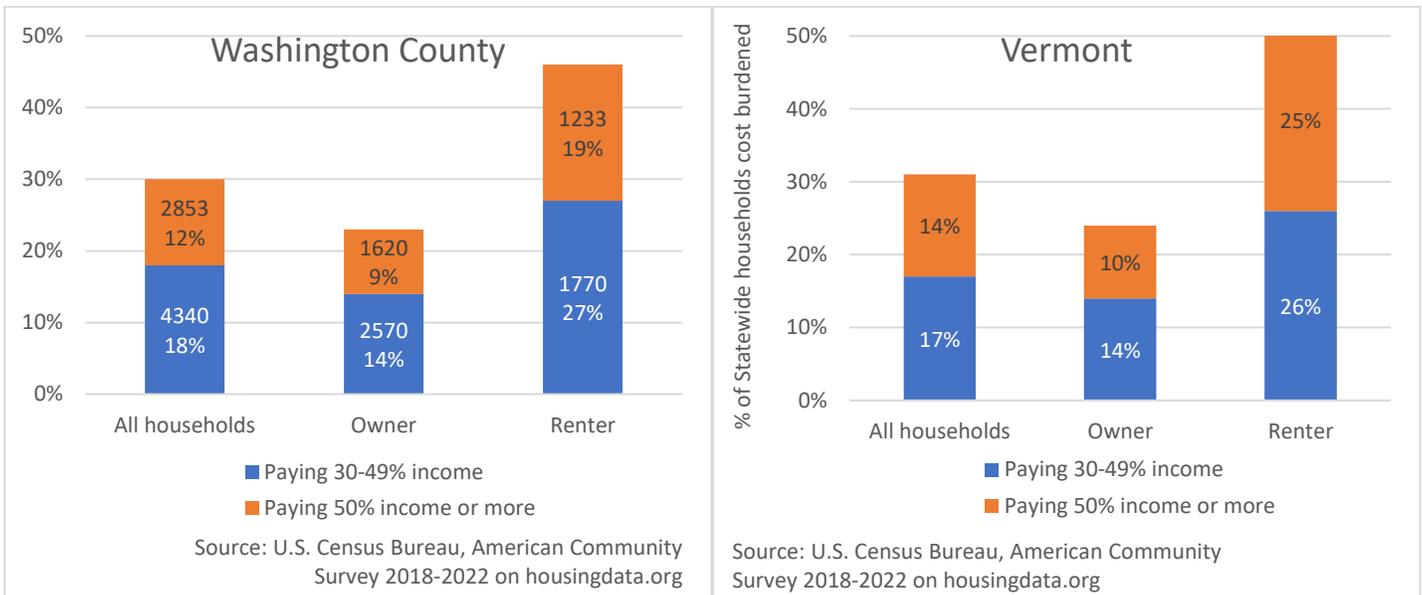
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of both owner households (23%) and renter households (46%) that are cost-burdened is slightly less in Washington County than the state as a whole. Approximately 2853 households are severely cost-burdened in Washington County and may be at risk of housing instability. These households are at a high risk of housing instability, including frequent moves, eviction, foreclosure and homelessness.

**Figure 22-32: Cost burden among Washington County households compared to statewide cost burden**





## Homelessness

Homelessness services in Washington County are provided by the Washington Continuum of Care, which additionally includes the Orange County towns of Braintree, Brookfield, Orange, Washington and Williamstown. The Washington County town of Woodbury is covered by the Lamoille Continuum of Care.

During the most recent 2023 Point-In-Time count, 446 people in 320 households were experiencing homelessness in the Washington CoC. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 963 people in the Washington County area received support through this area’s continuum of care. Washington County has seen the most dramatic increase in people accessing the CoC for services since 2022 of any region in the state.

Figure 22-33: People experiencing homelessness served by the Washington County Continua of Care (CoCs)

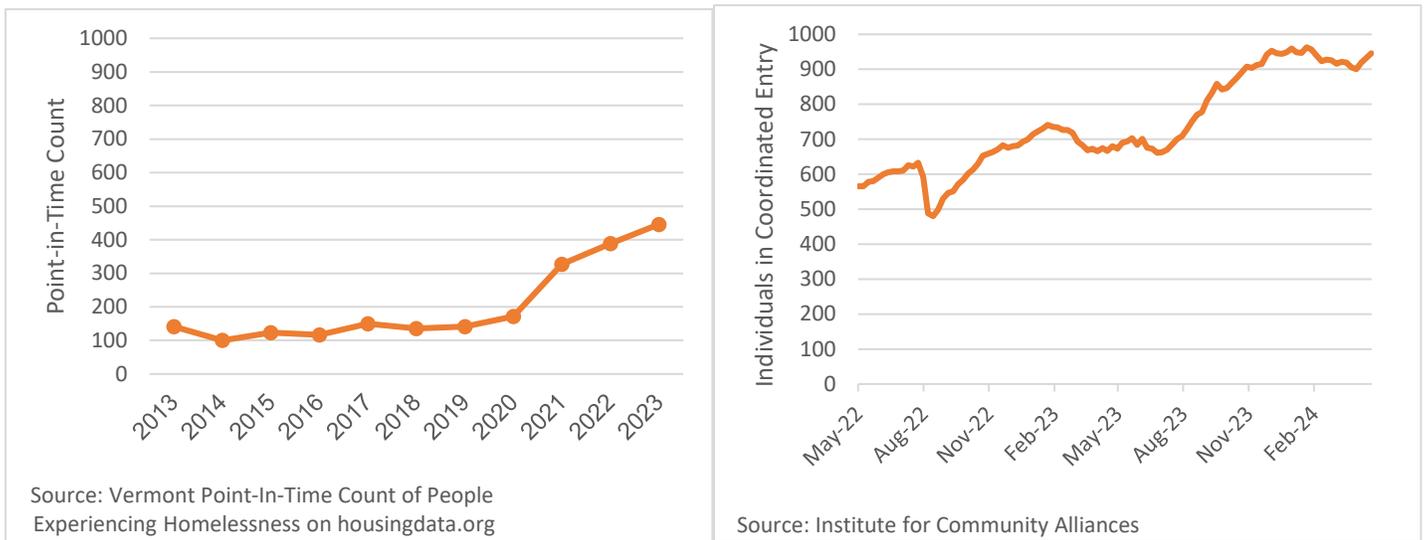


Figure 22-34: Number of people experiencing homelessness by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 22-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Emergency and transitional housing is concentrated across the following sites:

- The Good Samaritan Haven, which runs the 15 bed Elks Club emergency shelter in Montpelier, the 13 bed South Barre site, the 31 bed Welcome Center in Berlin, the 20 bed Seminary Street shelter in Barre city, as well as a 13 bed winter overflow shelter at Christ Congregational Church in Montpelier.
- Capstone Community Action, which provides 24 beds across 6 transitional housing units for families, in addition to numerous other services.
- The CIRCLE shelter for domestic violence victims in Barre, which has 12 beds.
- The Elevate shelter for youth in Barre, which has 5 beds.

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.

### Recent Studies

There are no recent housing needs assessment studies published for Washington County.



# Chapter 23: Windham County

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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Windham County year-round increased at an average rate of 0.6% per year to 20,388. By 2029, a projected 21,037-22,153 households will live in the county.

**Figure 23-1 Projected Windham County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	19,290	20,388	20,513	20,972	21,037	22,153
Owner households	13,124	13,982	14,721	15,051	14,612	15,388
Renter households	6,166	6,406	5,791	5,921	6,424	6,765

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Windham County is likely to need a projected 1,461-2,275 additional homes between 2025 and 2029.

**Figure 23-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	345	843
Renter homes	1,116	1,432
Total additional homes needed	1,461	2,275

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Windham County's housing stock consists of 29,946 year-round and seasonal homes. The county has a greater proportion of seasonal homes (30%) than the state (15%) and a lesser proportion of year-round owner and rental homes. Windham County represents 9% of the state's total housing stock. Windham County has a disproportionate share of the seasonal homes in the state (17%).

Figure 23-3 Windham County housing stock, 2022

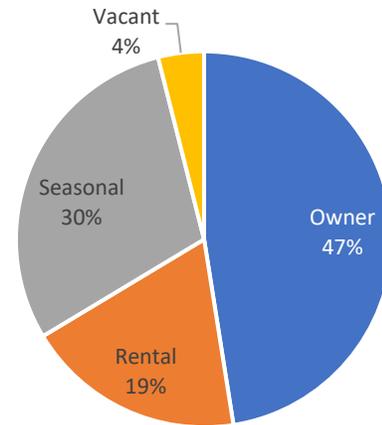


Figure 23-4: Windham County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Windham County	14,225	48%	5,655	19%	8,885	30%	1,181	4%	29,946	100%
Athens	130	55%	65	28%	33	14%	7	3%	235	1%
Brattleboro	3,182	52%	2,692	44%	0	0%	242	4%	6,116	20%
Brookline	147	64%	39	17%	37	16%	7	3%	230	1%
Dover	510	17%	153	5%	2,289	76%	43	1%	2,995	10%
Dummerston	799	75%	112	11%	108	10%	47	4%	1,066	4%
Grafton	250	58%	19	4%	138	32%	28	6%	435	1%
Guilford	815	73%	162	15%	100	9%	43	4%	1,120	4%
Halifax	249	49%	27	5%	204	40%	33	6%	513	2%
Jamaica	395	37%	62	6%	600	56%	19	2%	1,076	4%
Londonderry	712	47%	141	9%	602	40%	54	4%	1,509	5%
Marlboro	322	60%	21	4%	160	30%	34	6%	537	2%
Newfane	655	59%	114	10%	297	27%	38	3%	1,104	4%
Putney	672	68%	211	21%	61	6%	45	5%	989	3%
Rockingham	1,352	52%	945	36%	52	2%	267	10%	2,616	9%
Somerset	0	0%	0	0%	13	100%	0	0%	13	0%
Stratton	79	5%	15	1%	1,431	93%	12	1%	1,537	5%
Townshend	494	58%	144	17%	151	18%	58	7%	847	3%
Vernon	681	72%	239	25%	0	0%	27	3%	947	3%
Wardsboro	323	37%	41	5%	465	54%	39	5%	868	3%
Westminster	1,148	79%	121	8%	121	8%	65	5%	1,455	5%
Whitingham	446	49%	81	9%	354	39%	21	2%	902	3%
Wilmington	689	29%	221	9%	1,456	60%	43	2%	2,409	8%
Windham	175	41%	30	7%	213	50%	9	2%	427	1%

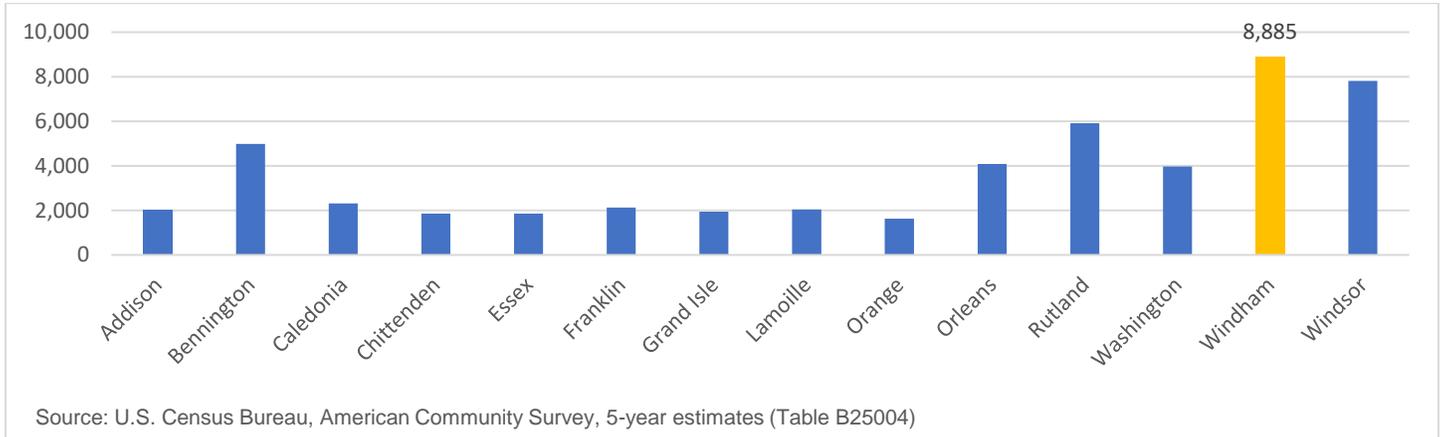
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 8,885 seasonal or occasional use homes in Windham County, making up 30% of all homes in the county.

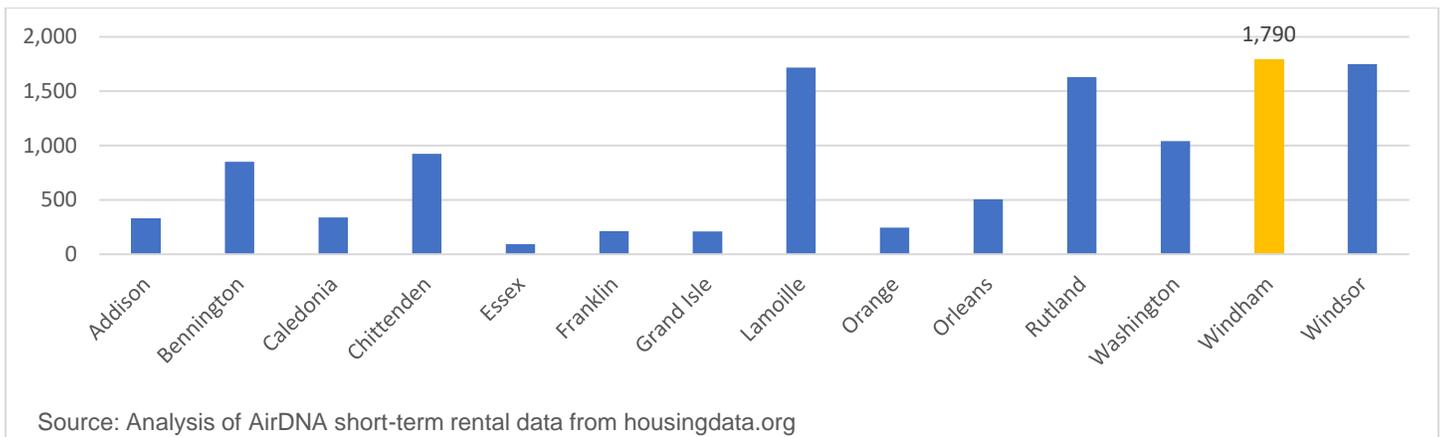
Figure 23-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 23-6 Homes used as short-term rentals by county, Oct. 2023



Windham County has followed state STR market trends, with a steady annual increase in the number of units. In 2023, 1,790 homes were listed as STRs, representing 6% of the county’s total housing stock, greater than the statewide rate of 4%.

Dover and Londonderry, located near the Mt. Snow and Bromley Mountain ski resorts, had the greatest portion of their housing stock dedicated to Short-term Rentals with 18% and 20% respectively. The two towns combined make up nearly 50% of the STRs in the county. Although Wilmington had a lesser share of the its stock dedicated to STRs, it has second-most STRs in the county.



Figure 23-7: Windham County short-term rental homes

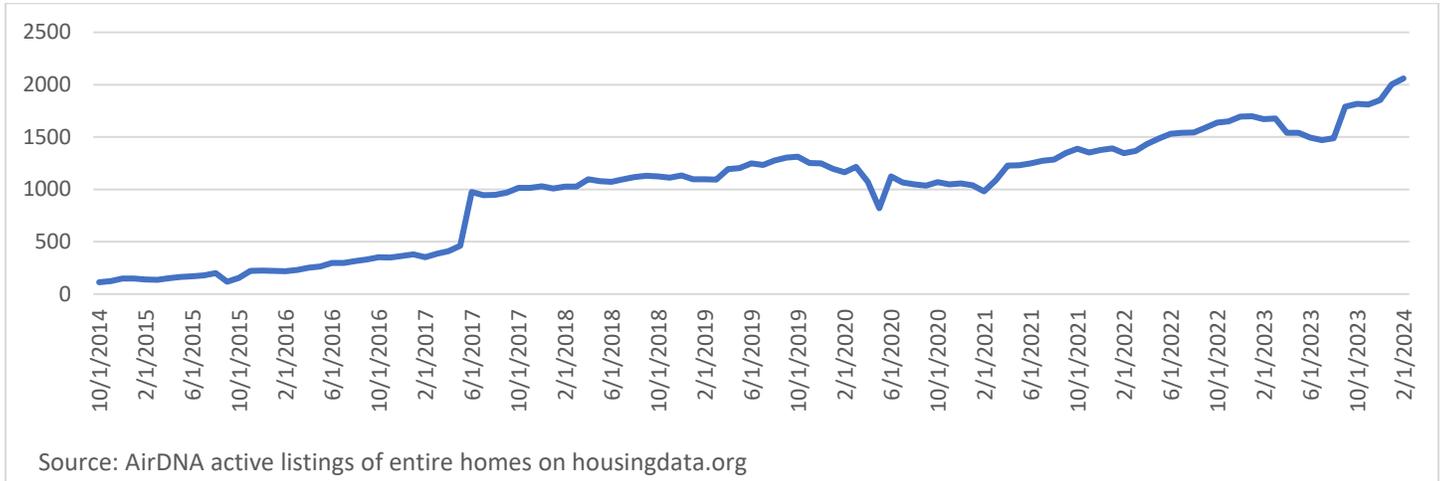


Figure 23-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Windham County</b>	<b>8,885</b>	<b>30%</b>	<b>1,790</b>	<b>6.00%</b>	<b>29,978</b>
Athens	33	14%	0	0.00%	235
Brattleboro	0	0%	109	1.80%	6,116
Brookline	37	16%	0	0.00%	230
Dover	2,289	76%	528	17.60%	2,995
Dummerston	108	10%	0	0.00%	1,066
Grafton	138	32%	34	7.80%	435
Guilford	100	9%	0	0.00%	1,120
Halifax	204	40%	2	0.40%	513
Jamaica	600	56%	140	13.00%	1,076
Londonderry	602	40%	301	19.90%	1,509
Marlboro	160	30%	0	0.00%	537
Newfane	297	27%	43	3.90%	1,104
Putney	61	6%	51	5.20%	989
Rockingham	52	2%	26	1.00%	2,616
Somerset	13	100%	0	0.00%	13
Stratton	1,431	93%	0	0.00%	1,537
Townshend	151	18%	46	5.40%	847
Vernon	0	0%	2	0.20%	947
Wardsboro	465	53%	134	15.30%	874
Westminster	121	8%	2	0.10%	1,455
Whitingham	354	39%	35	3.90%	902
Wilmington	1,456	60%	337	13.80%	2,435
Windham	213	50%	0	0.00%	427

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org



### Characteristics of the Housing Stock

The types of homes that make up the housing stock in Windham County are similar to the state as a whole. Windham County’s stock of year-round renter and owner homes consists primarily of single-family detached homes is nearly the same as the proportion statewide (67%).

Figure 23-9: Windham County owner homes types

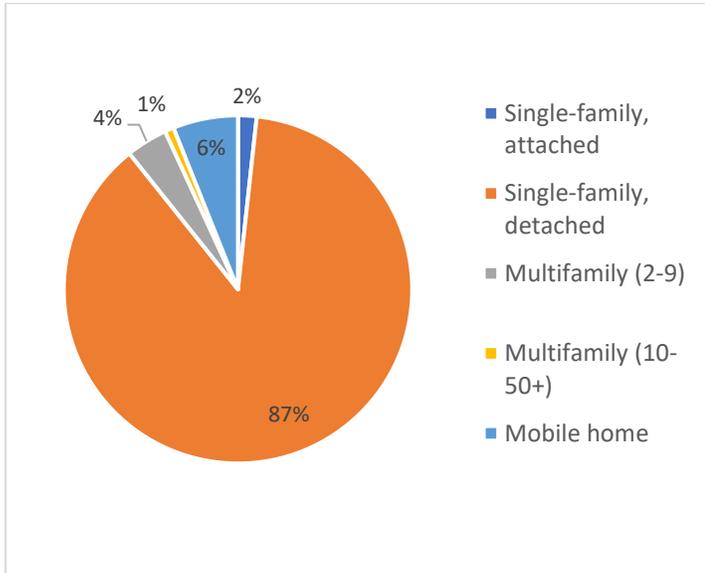
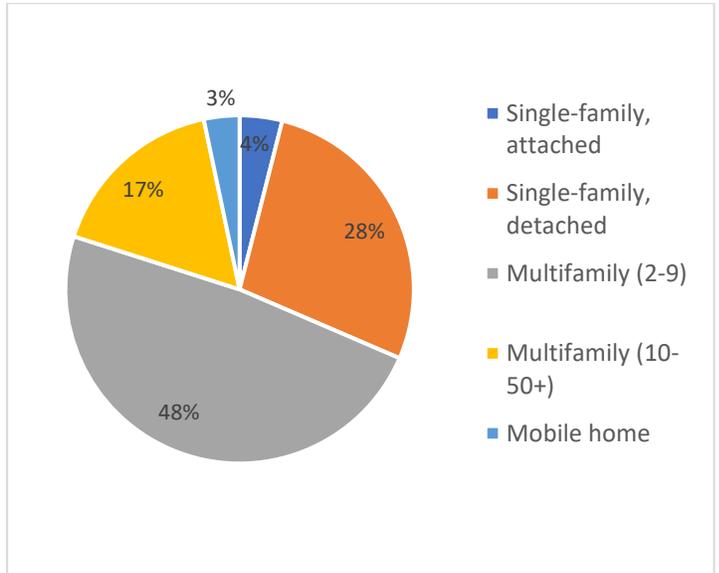


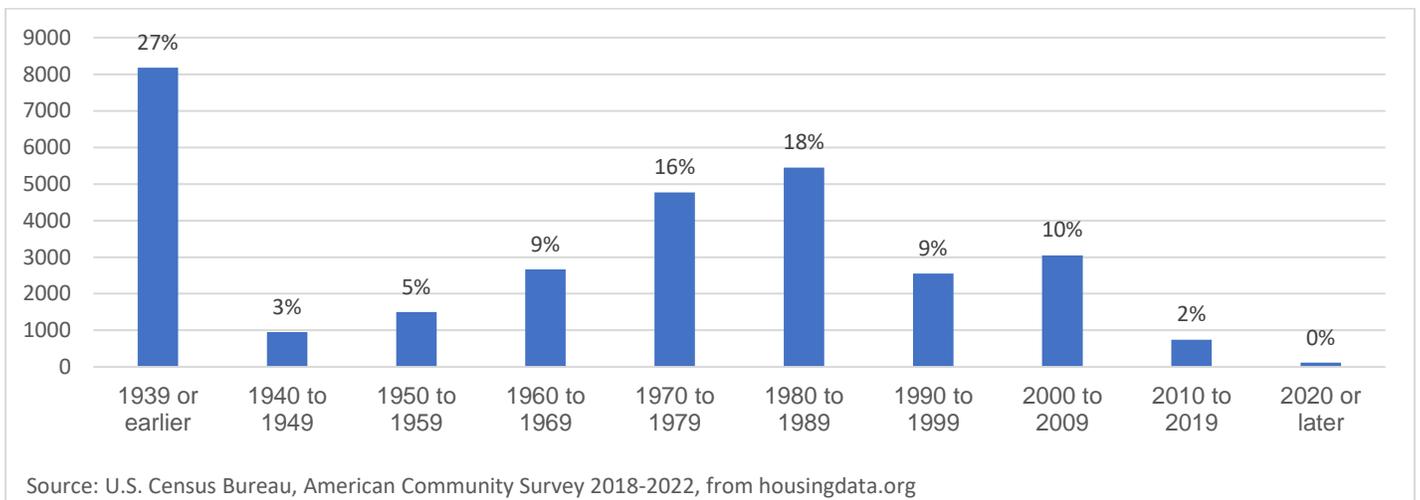
Figure 23-10: Windham County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Windham County, an estimated 27% were built prior to 1940, a greater proportion than the statewide average of 25%. The median home in the county was built in 1974. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant.

Figure 23-11: Year built for Windham County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Windham County as well, where large homes (59% of the county’s year-round homes) far outnumber large households (25% of the county’s year-round households). Conversely, single person households (36% of the county’s year-round households) outnumber small homes of 0-1 bedrooms (16% of the county’s year-round homes).

Figure 23-12 Household size, 2022

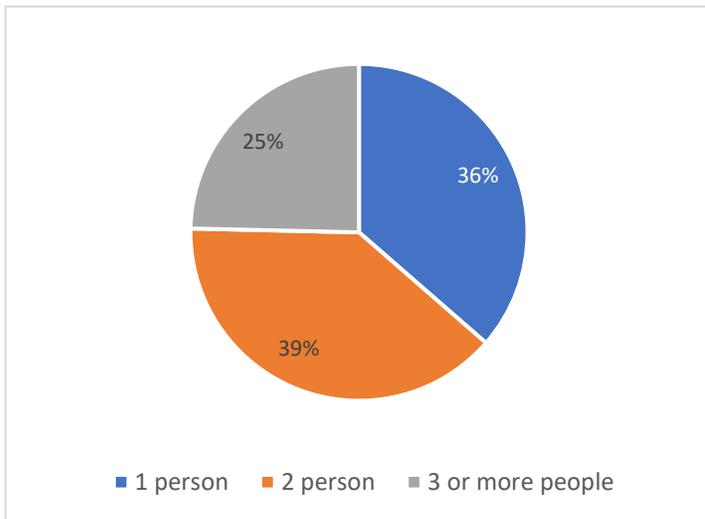
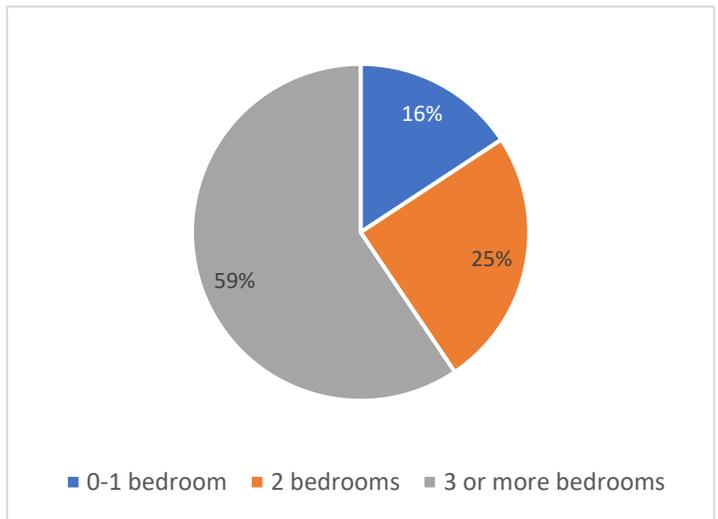


Figure 23-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 1,366 manufactured homes in Windham County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 4% of the county housing stock, the same as the state average rate of 5%, according to the U.S. Census Bureau’s 2018-2022 American Community Survey.

Most manufactured homes in Windham County are located in manufactured home communities, also known as mobile home parks. Windham County has 17 mobile home parks with 522 lots. As of November 2023, there were 23 vacant lots in the county, resulting in a 4.4% park vacancy rate. Windham County has three parks located in 100-year floodplains and four in floodways.

Three mobile home parks in Brattleboro are cooperatively owned as the Tri-Park cooperative,

forming the largest collective of mobile homes in the state. Mountain Home Park, the largest of the three, was significantly impacted by flooding during Tropical Storm Irene in 2011 as flood waters overwhelmed a nearby brook and 29 homes were destroyed. In response to this damage and the still present flood risk, Tri Park undertook a multi-year master plan process to mitigate flood hazards.

Figure 23-14 Windham County mobile home parks

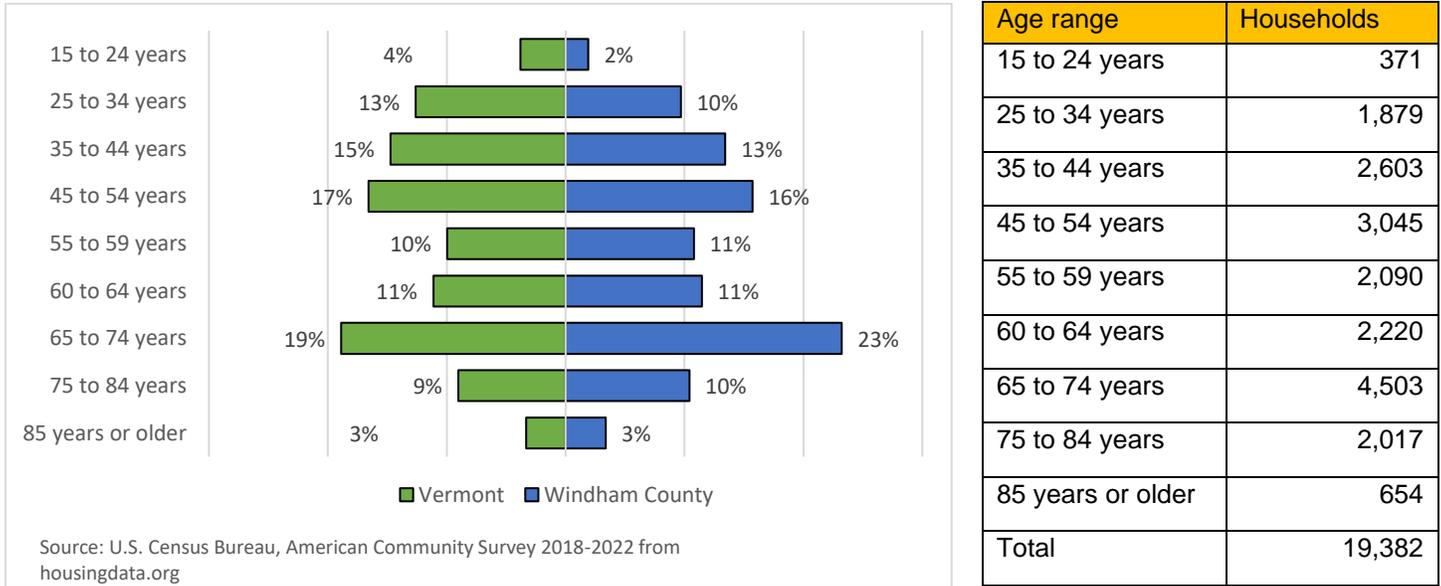
Park Ownership type	Parks	Lots
For Profit	6	56
Non-profit	5	119
Cooperative	3	315
All Rental (for profit)	2	9
Total	16	499
Median lot rent		\$305
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Windham County households are more likely to be headed by someone aged 65 or older (36% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up 12% of the county's residents, compared to 17% statewide.

Figure 23-15 Households by age of householder, 2022



The vast majority of household heads living in the county identify as white alone, but the number of household heads identifying as people of color increased by substantially more than heads identifying as white alone in Windham County between 2010 and 2020.

Figure 23-16 Households by race and tenure, 2010-2022

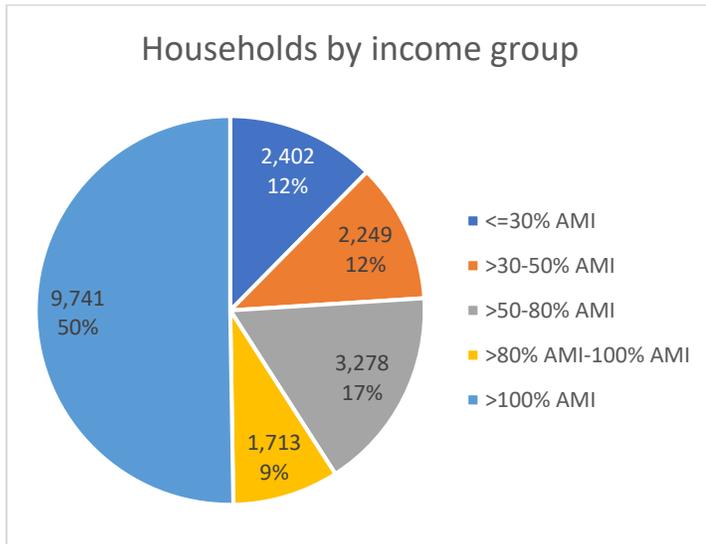
Windham County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	50	66		24	34		26	32	
Asian alone	126	133	111	60	74	49	66	59	62
Black or African American alone	123	164		41	48		82	116	
Native Hawaiian and Other Pacific Islander alone	7	8		4	6		3	2	
Some Other Race alone	54	173		24	103		30	70	
Two or More Races	257	1,001	607	115	554	361	142	447	246
White alone	18,673	18,843	18,426	12,856	13,163	13,360	5,817	5,680	5,066
<b>Grand Total</b>	<b>19,290</b>	<b>20,388</b>	<b>19,382</b>	<b>13,124</b>	<b>13,982</b>	<b>13,910</b>	<b>6,166</b>	<b>6,406</b>	<b>5,472</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org. \*Note: Estimates for small groups are not available ("n/a") for 2022 because they are based on samples with large margins of error.



The estimated median household income in Windham County was \$65,473 in 2022. About 24% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

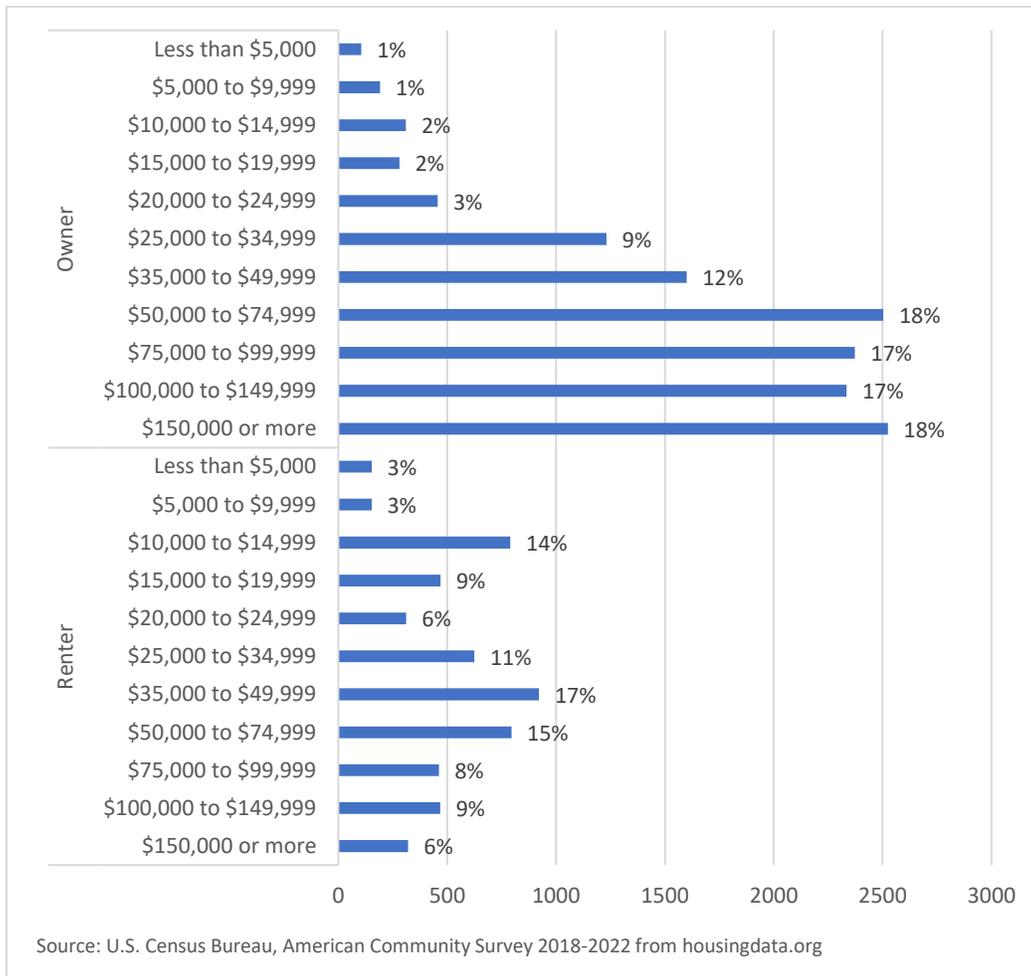
Figure 23-17 Household income relative to Area Median Income (AMI)



County income levels	
30% AMI	\$19,642
50% AMI	\$32,737
80% AMI	\$52,378
Area Median Income (100%)	\$65,473
Owner household median	\$77,651
Renter household median	\$37,231

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 23-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 14,000 homeowner households in Windham County. An estimated 72% of the county’s households are homeowners, compared to a statewide rate of 73%. The median home price in the county in 2023 was about \$282,000, while the state median was \$325,000. This continues a trend in which no county in Vermont has seen a decline in annual median home sale price since 2019.

Figure 23-19: Median home prices

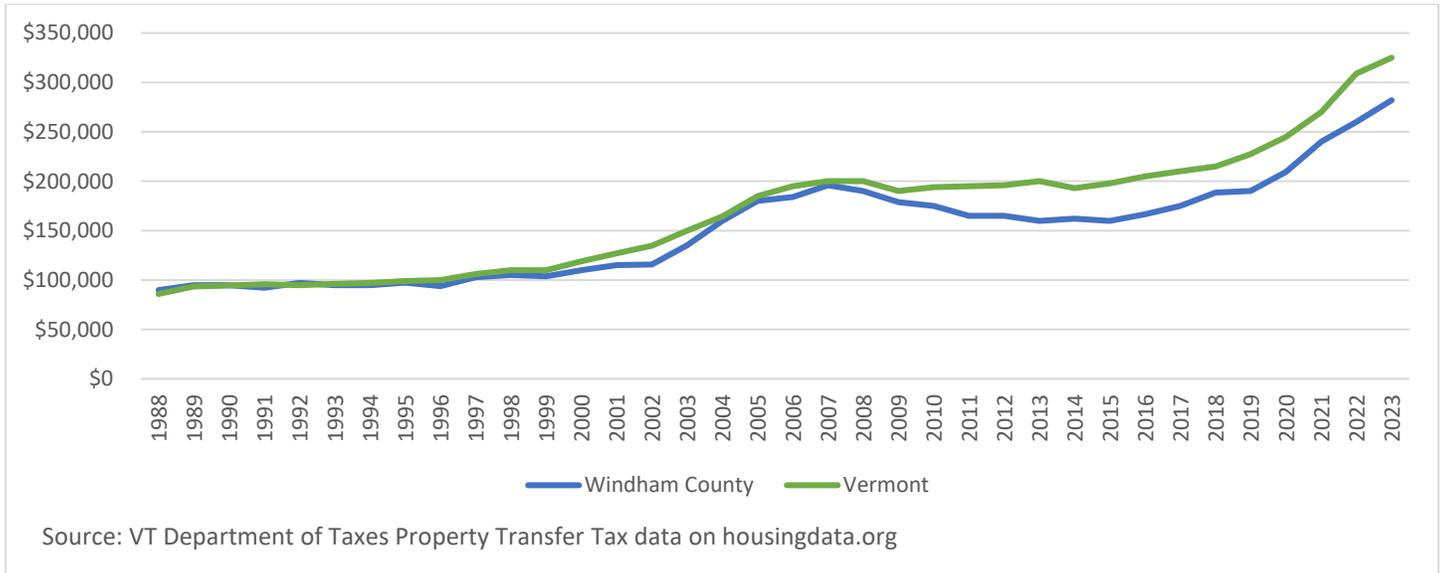
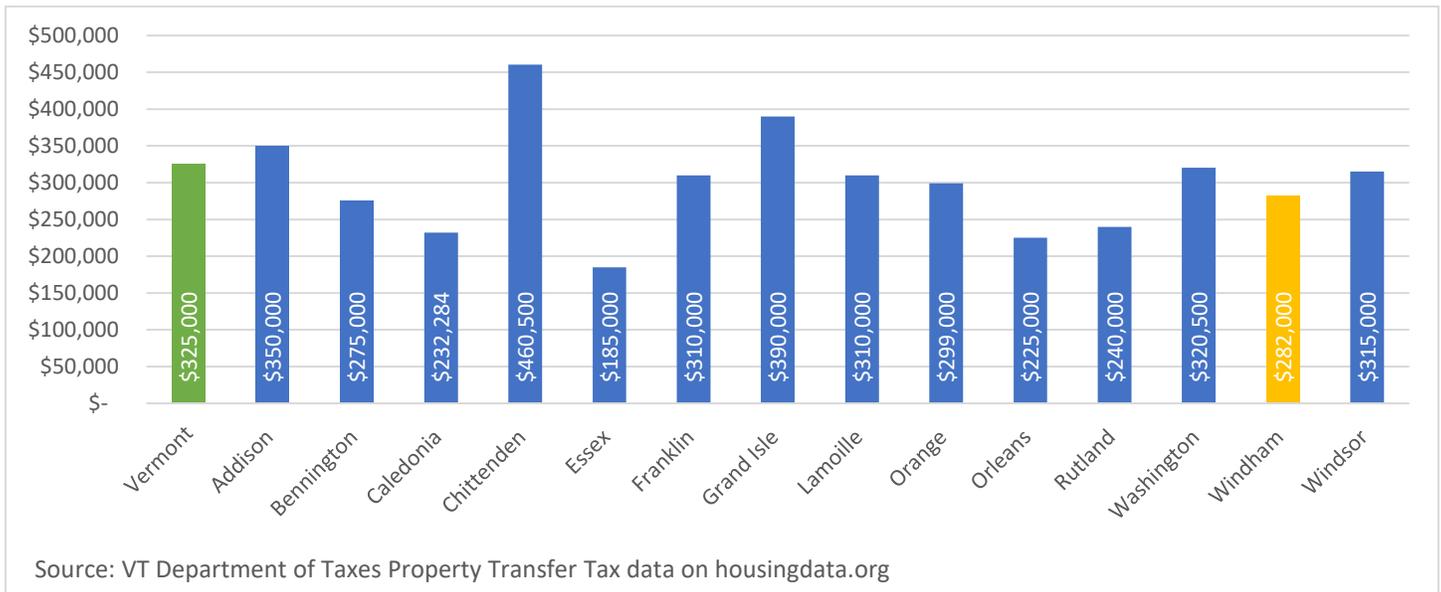


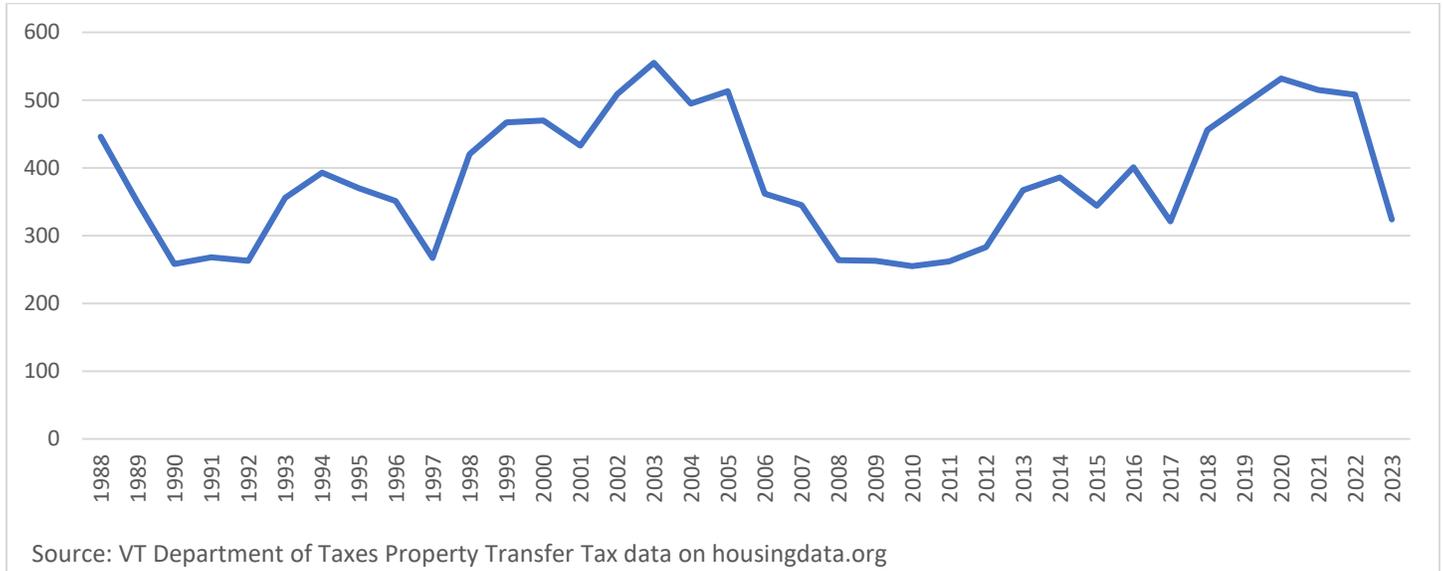
Figure 23-20 Median primary home sale price by county, 2023





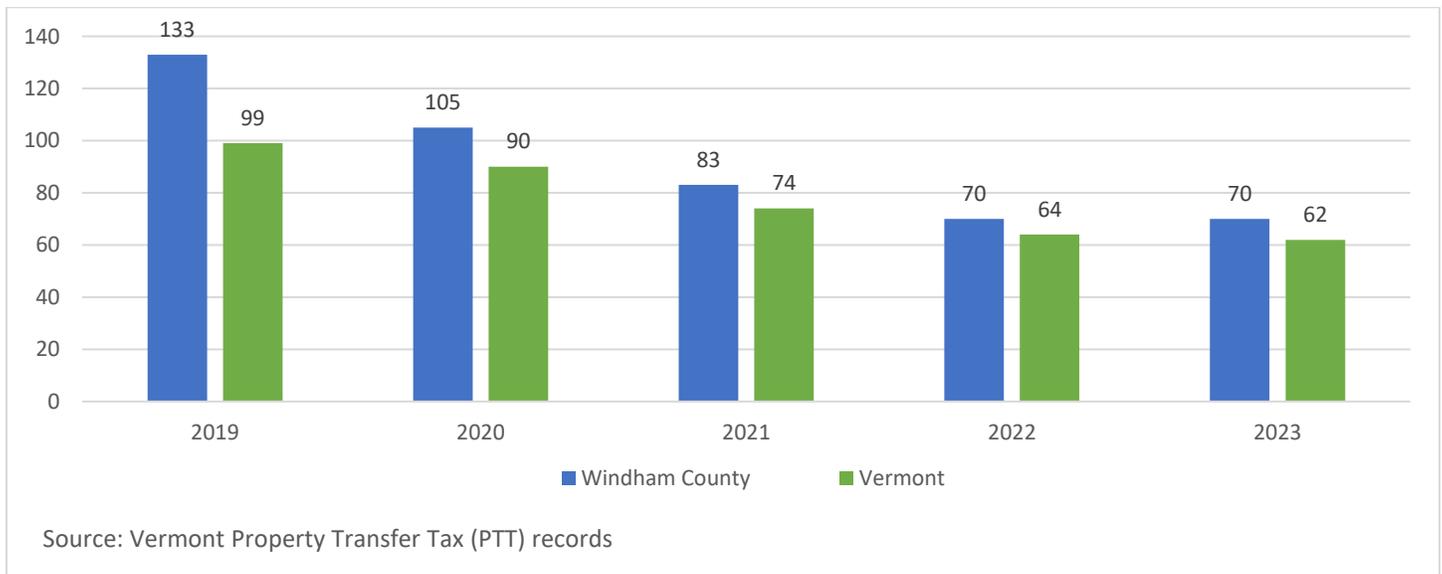
In 2023, there were 324 primary homes sales in Windham County. The annual total number of homes sold in the county rose in 2020 when 532 homes were sold. This reflects the statewide increase in primary home sales experienced in 2020 and 2021. The decline in sales in 2021-2023 suggests that rising prices and interest rates, as well as constrained supply of for sale homes, may be slowing down the home sale market.

Figure 23-21 Number of primary home sales in Windham County, 1988-2023



The median days on the market for a Windham County home dropped to 70 days in 2023 from 133 days in 2019. Homes in the county stay on the market slightly longer than the Vermont median of 62 days. On average, homes in the county are on the market for approximately two fewer months than in 2019. The short time on the market is an all-time low in Vermont and another indication of the high demand for homes.

Figure 23-22: Median days on market

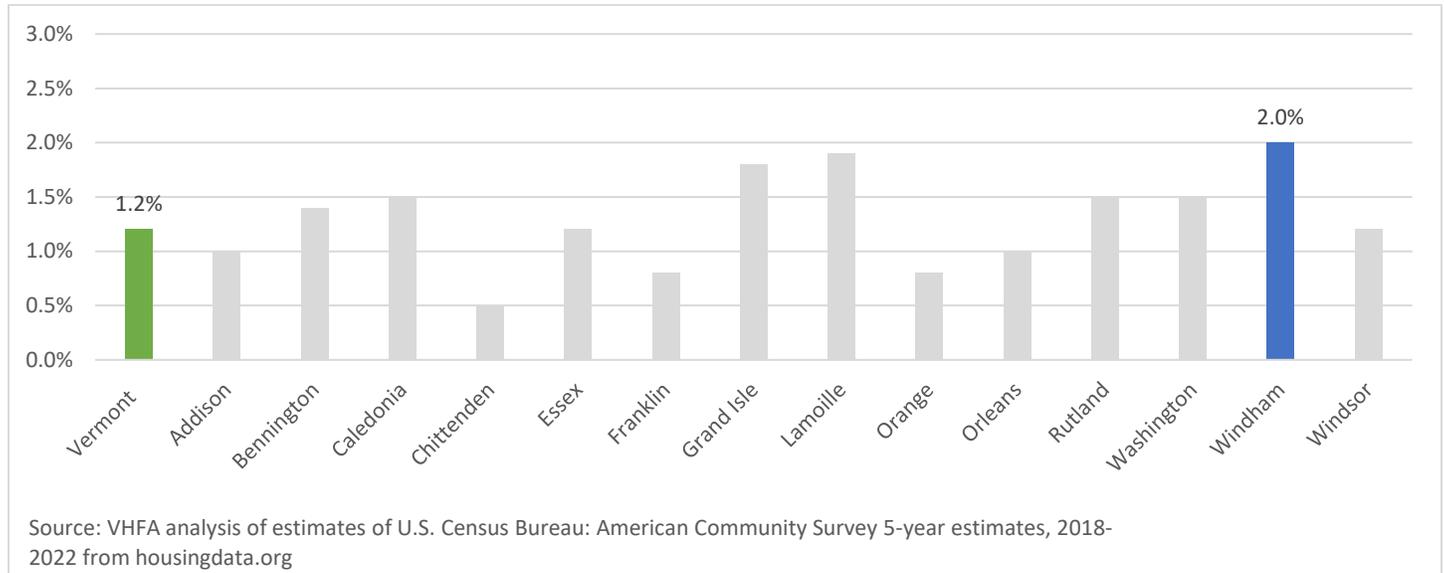




The homeowner vacancy rate is the number of homes on the market compared to the total number of homes used or intended for homeowner households. Vermont’s homeowner vacancy rate is estimated at 1.2%, below the 2.0% rate considered indicative of a healthy housing market. When the vacancy rate falls below the healthy rate, it can be difficult for homebuyers to find homes to purchase due to limited availability and puts upward pressure on sales prices.

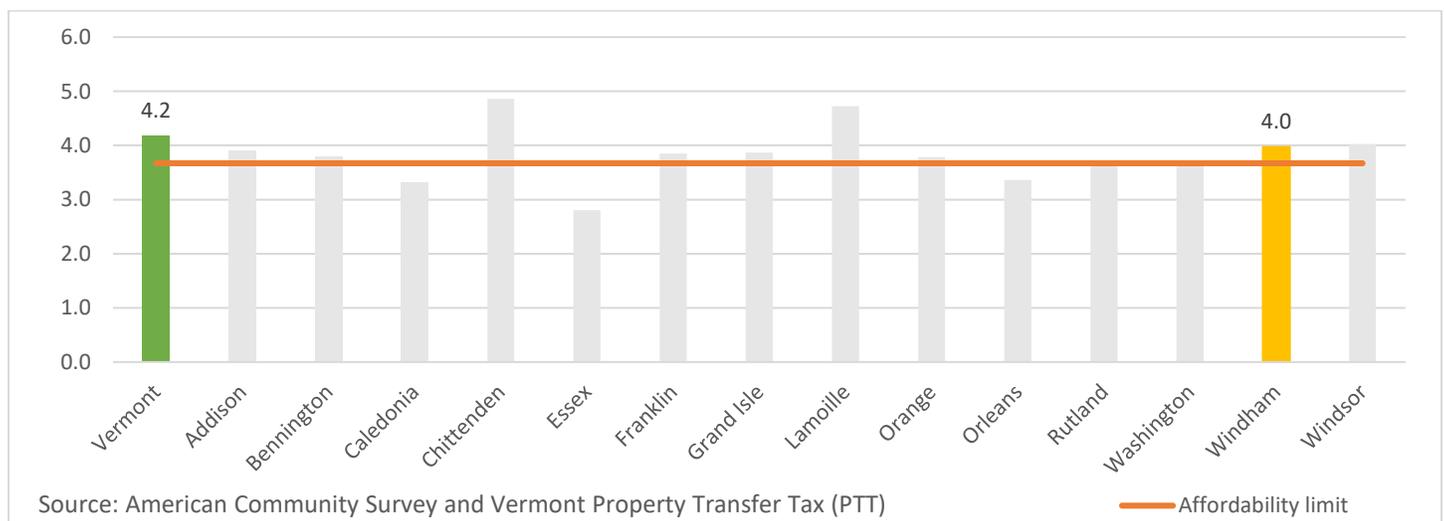
Vacancy rates vary between Vermont counties, with some counties falling in the healthy market range and others far below. The homeowner vacancy rate in Windham County (2%) is higher than the statewide rate of 1.2% and just at the minimum of the healthy market range.

Figure 23-23: Homeowner vacancy rates



Home buying is unaffordable for the average Windham County resident, like in most Vermont counties. In 2022, the ratio of county home prices to median county household income was 4. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 31% of owner-occupied households in Windham County are cost-burdened.

Figure 23-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>15</sup> The fair market rent for a 2-bedroom apartment in Windham County was set at \$1,340 in 2024. The median rent in Windham County of \$1,031 was similar to the statewide median in 2022.

Figure 23-25: Fair market rent for a 2-bedroom apartment

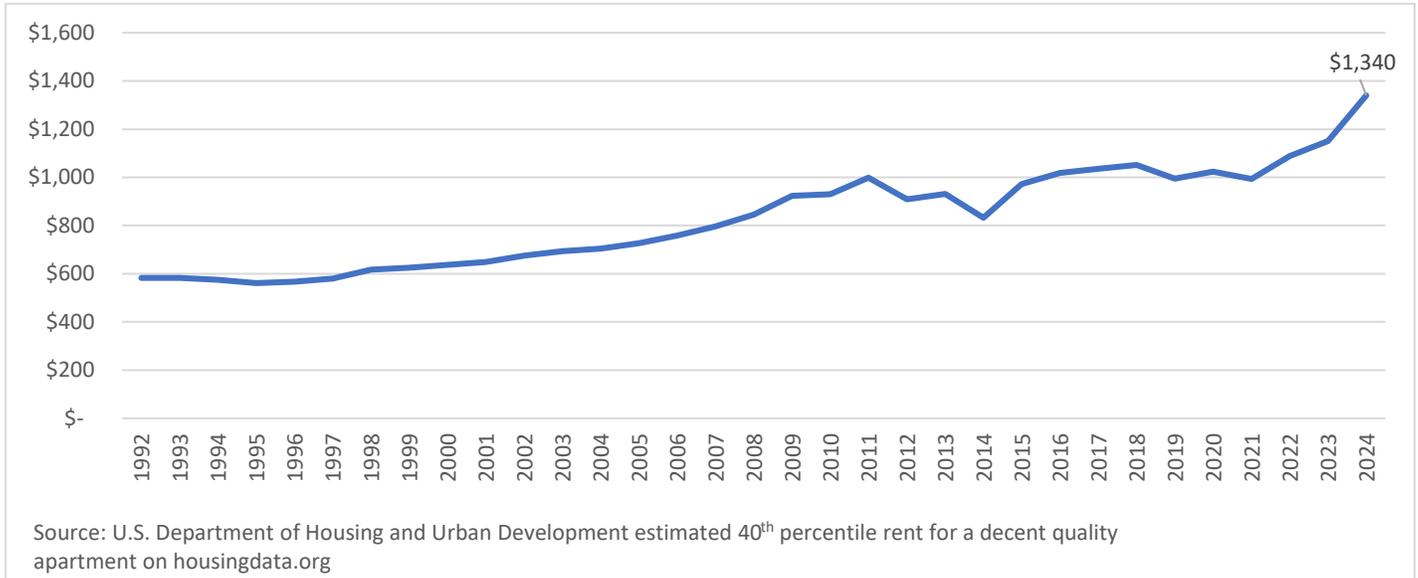
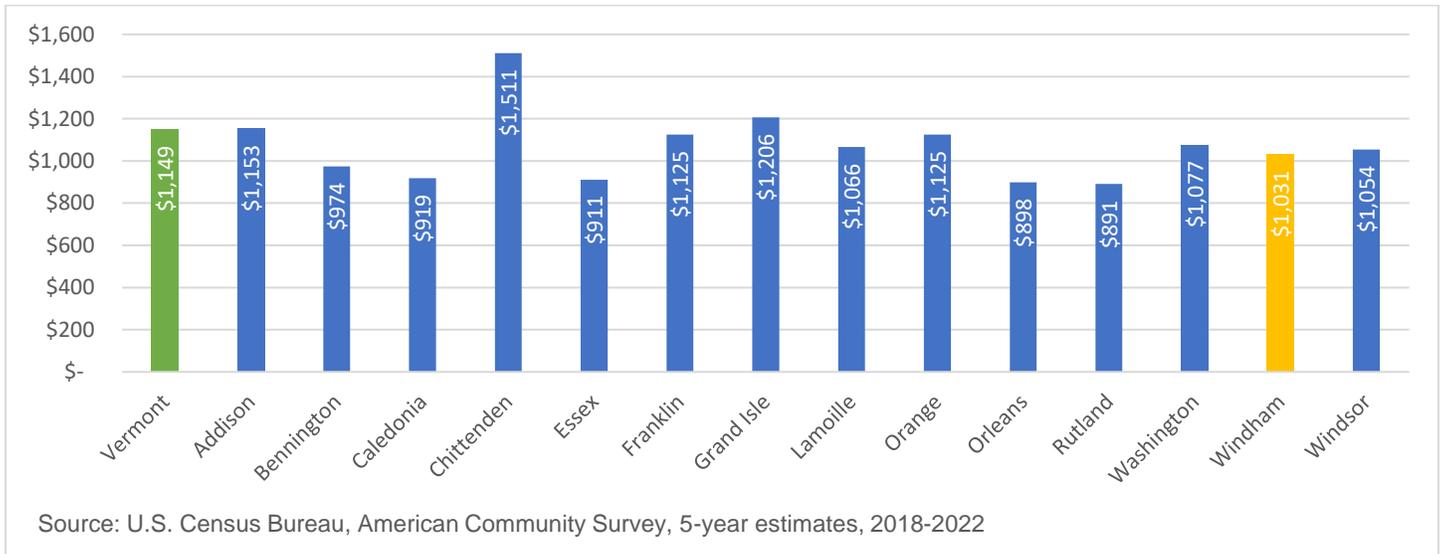


Figure 23-26: Median gross rent by county, 2022

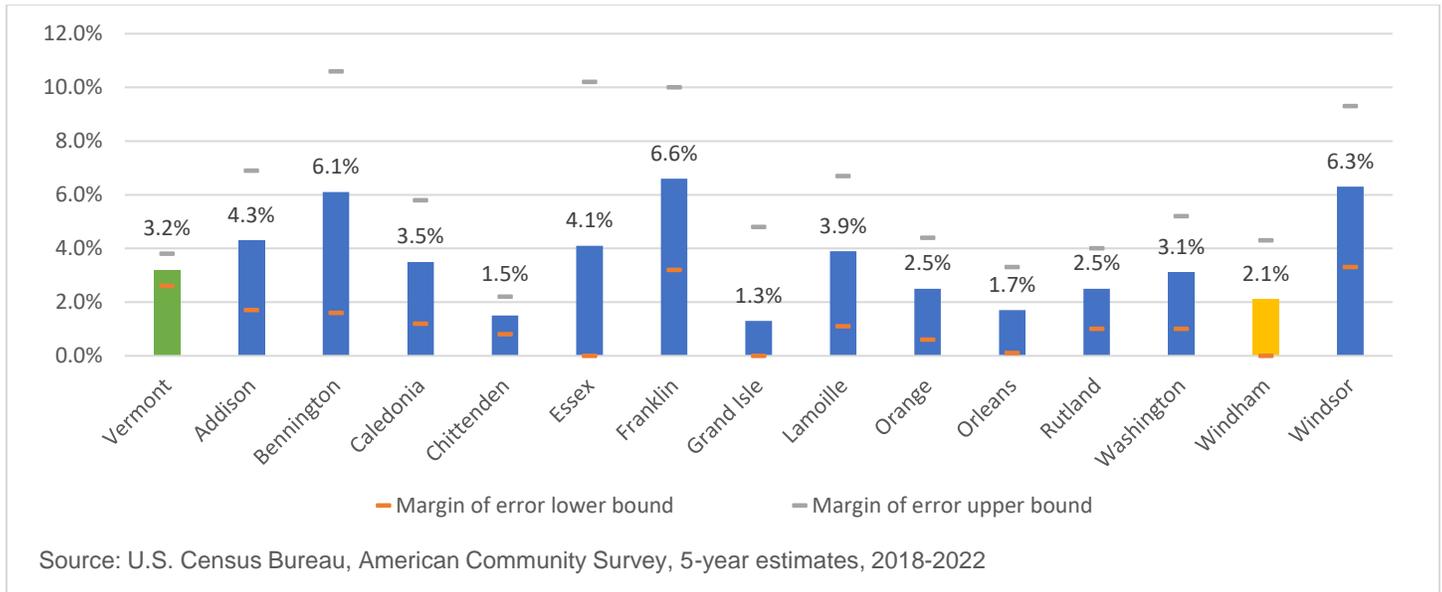


<sup>15</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



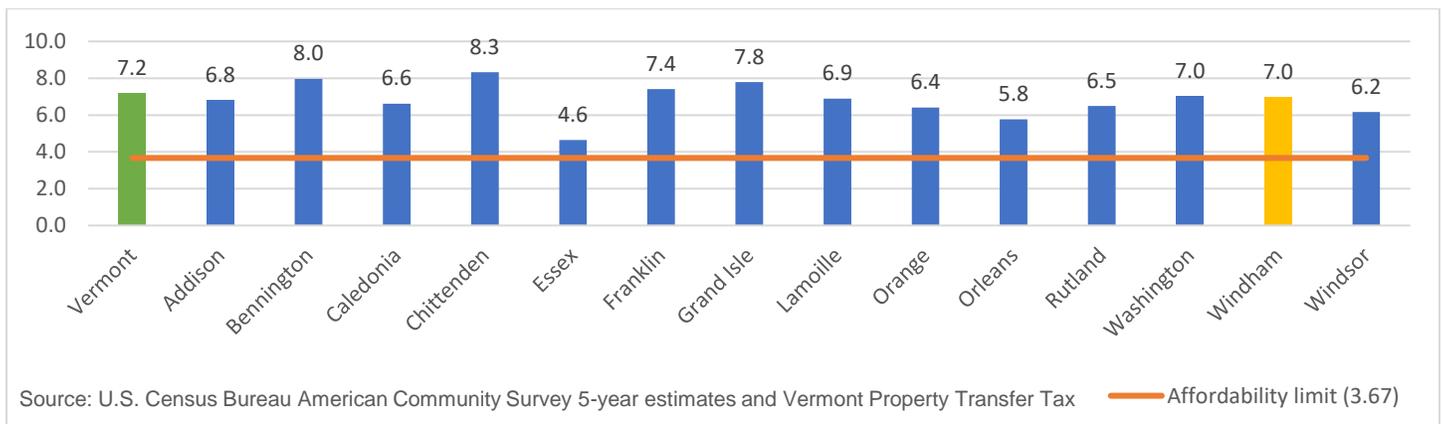
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Windham County had a rental vacancy rate of 2.1% in 2022 – less than the statewide rate, but with a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 23-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Windham County.

Figure 23-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 23-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Windham County, there are 1,417 apartments in buildings that were built with public development subsidies. These apartments account for 25% of the county rental housing stock. Among those apartments, 707 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Brattleboro Housing Authority administers certain federal housing programs including 322 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

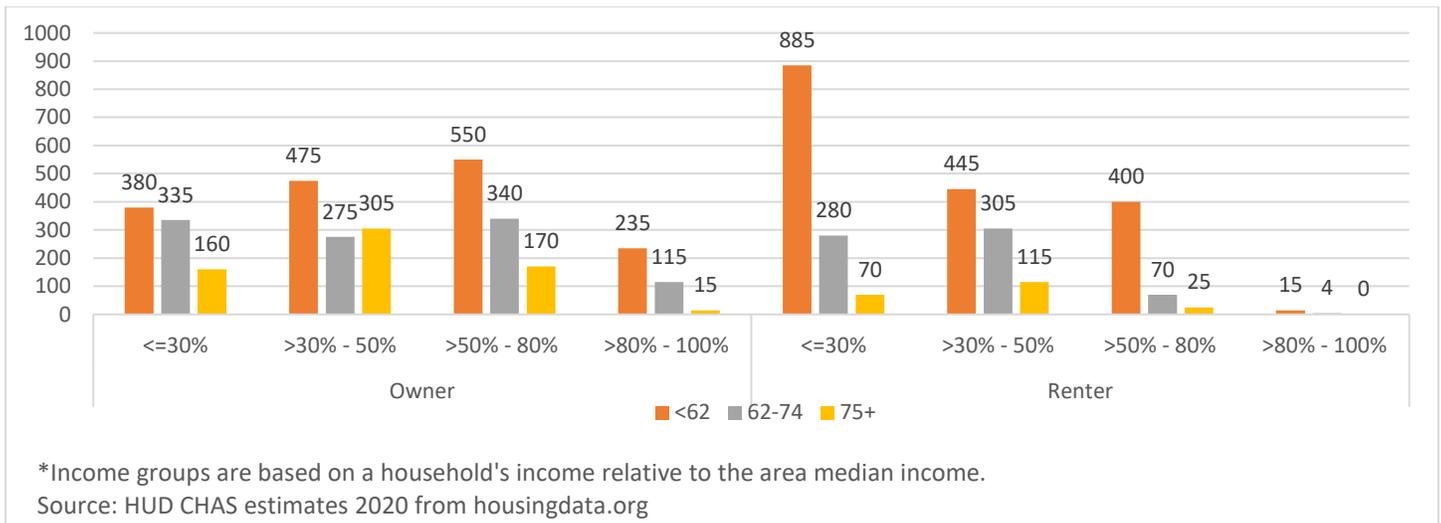
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The single largest demographic group in Windham County experiencing housing problems is renters with household incomes of less than 30% of the area median who are younger than 62. According to HUD Comprehensive Housing Affordability Strategy estimates, 885 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 23-30: Windham County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, instead grouping counties geographically. Windham County is classified as part of the Vermont Southern PUMs region and represents 25% of the housing stock in the region. If the distribution of housing quality issues is equal across the region, there are likely approximately 835 owner occupied and 398 renter occupied homes in County with these indicators.

Figure 23-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Southern Vermont</b> (Bennington, Rutland, Windham & Windsor Counties)	3,341	1,591	366	5,298
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 1,181 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 213 households in Windham County that are considered overcrowded. Of those households, 128 are owner-occupied and 85 are renter-occupied. Among all overcrowding in Windham County, an estimated 95 households are considered severely overcrowded.

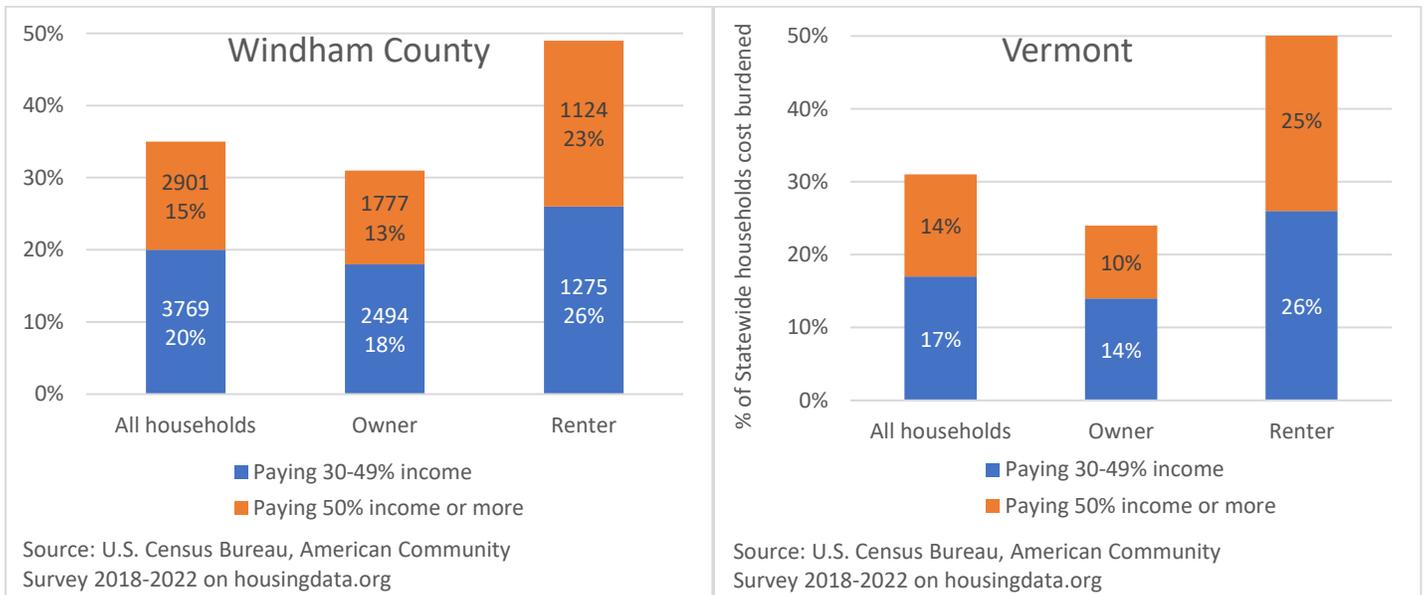
## Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is greater (31%) in Windham County than the state as a whole, but renter cost burden is lesser than the state (49%). Approximately 2901 households are severely cost-burdened in Windham County and may be at risk of housing instability. These households are at a high risk of housing instability, including frequent moves, eviction, foreclosure and homelessness.

**Figure 23-32: Cost burden among Windham County households compared to statewide cost burden**





# Homelessness

Homelessness services in the Upper Valley are divided between three local Continua of Care (CoC): the Windham South CoC, Orange/Windsor North CoC, and the Windsor South/Windham North CoC. The Windham County towns of Windham, Londonderry Grafton, and Rockingham- including the village of Bellows Falls (pop. 4,832) are served by the Windsor South-Windham North Continuum of Care. The remaining Windham County towns are served by the Windham South CoC.

During the most recent 2023 Point-In-Time count, 329 people in 229 households were experiencing homelessness in the Windham South CoC. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 963 people in the Washington County area received support through this area’s continuum of care.

Figure 23-33: Number of people experiencing homelessness served by the Windham County Continua of Care

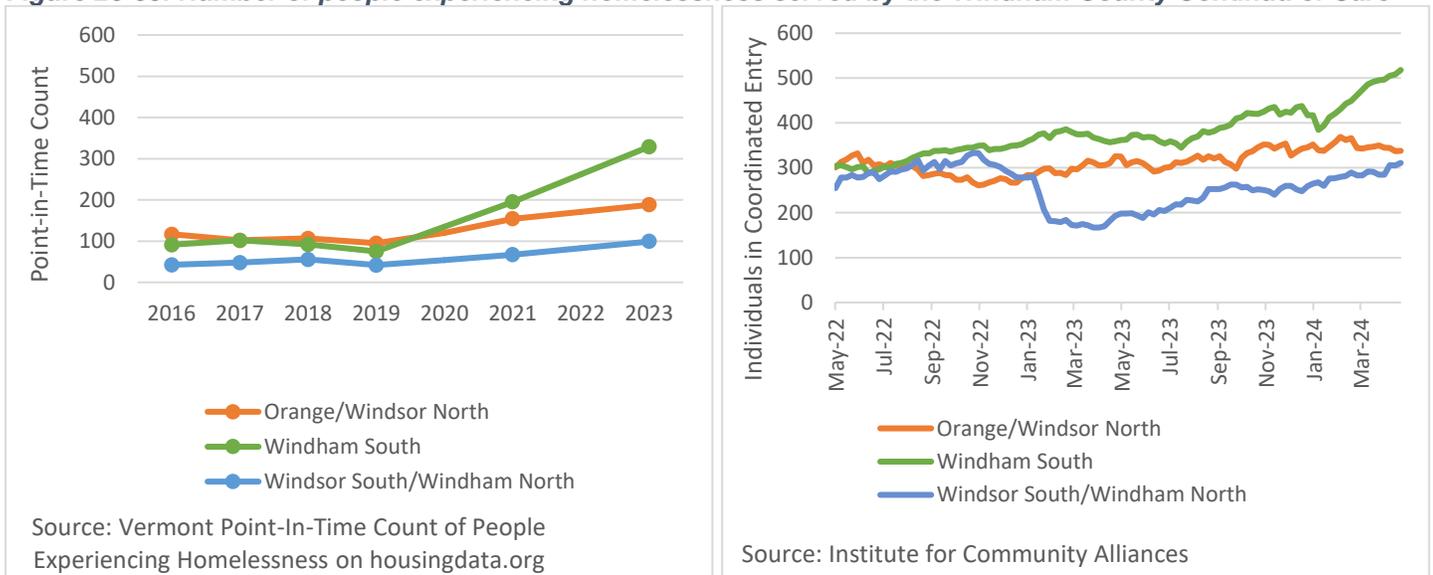


Figure 23-34: Number of people experiencing homeless by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 23-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

Emergency and transitional housing services are concentrated in Brattleboro, including:

- The 13-bed Women’s Freedom Center, for victims of domestic violence.
- The Groundworks Collaborative, which runs a 34-bed emergency shelter, a 27-bed transitional housing program, and the 30-bed Morningside House.
- Healthcare and Rehabilitation, which runs a 4-bed shelter.
- Youth Services has an 8-bed transitional shelter in Brattleboro, as well as a 4-bed site in Bellows Falls.

The majority of Vermonters experiencing homelessness in 2021-2023 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

The [Keys to the Valley](#) initiative was undertaken by three regional planning commissions – the Upper Valley Lake Sunapee Regional Planning Commission of New Hampshire, and the Two Rivers-Ottawaquechee Regional and Mount Ascutney Regional Commissions of Vermont.<sup>16</sup> The three commissions, called the “Tri-Commission”, cover 67 communities on both sides of the Connecticut River of the greater Upper Valley in both Vermont and New Hampshire.

- Key Result #1 – The number of new homes (of all kinds) being created in the greater Upper Valley region will need to increase significantly to meet demand.
  - It is estimated that approximately 10,000 new homes of all kinds will be needed by 2030 to meet increased demand for homes in the greater Upper Valley region, based on demographic trends and projected increases in the number of households. This is approximately three times more homes than were created in the region between 2010 and 2020.
- Key Result #2 – There is significant demand for more affordable homes in the region.
  - Beyond the estimated ~10,000 homes that will be needed to meet increased demand, many additional lower-priced homes and affordability programs are needed to reduce housing cost burdens for residents. From 2013 to 2017, about one-third of greater Upper Valley region households were cost-burdened, meaning they paid more than 30% of household income towards housing costs (mortgage, rent, etc.). If current levels of cost burden continue, by 2030 there will be approximately 26,000 cost-burdened households in the region. In other words, if current trends continue, by 2030 there will be approximately 26,000 households that would benefit significantly from more affordable home options and/or financial support.
- Key Result #3 – An aging population will increase demand for smaller homes.
  - The average household size in the greater Upper Valley region is projected to shrink from 2.30 people per household to 2.14 people per household. This is largely due to the continued aging of the region’s population, as older residents tend to have smaller households.

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<sup>16</sup> <https://www.keystothevalley.com/report/2030-home-projections/>



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## Household Growth and Projected Needs

Between 2010 and 2020, the number of households living in Windsor County year-round increased at an average rate of 0.4% per year to 25,859. By 2029, a projected 27,454-28,912 households will live in the county.

**Figure 24-1 Projected Windsor County year-round household demand, 2025 and 2029**

Year-round households	2010	2020	2025 (projected)		2029 (projected)	
			Lower	Upper	Lower	Upper
Total households	24,753	25,859	26,363	26,954	27,454	28,912
Owner households	17,897	18,609	20,193	20,646	20,212	21,285
Renter households	6,856	7,250	6,170	6,308	7,242	7,627

*Source: 2010 and 2010 Decennial Census, 2025 and 2029 projected based on Census Bureau American Community Survey estimates and statewide 2016-2019 average annual growth of 1% ("Lower") and 1.8% in 2019-2022 ("Higher").*

Since 2020, demand to live in Vermont has increased while the supply of new homes has not kept pace. To accommodate the demand to live in the county and meet other housing market needs such as normalizing the vacancy rate, Windsor County is likely to need a projected 2,051-3,120 additional homes between 2025 and 2029.

**Figure 24-2 Projected year-round homes needed by tenure, 2025-2029**

Additional homes needed	Pre-pandemic growth (Lower)	Pandemic-era growth (Upper)
Owner homes	462	1,335
Renter homes	1,588	1,785
Total additional homes needed	2,051	3,120

*Source: VHFA analysis of U.S. Census Bureau data (Building Permits, Housing Completions, American Community Survey estimates, Population and Housing Unit Estimates and Current Population Survey/Housing Vacancy Survey) and the Vermont 2023 Point-In-Time Count of those Experiencing Homelessness. "Pre-pandemic demand" assumes resuming trends that occurred in 2016-2019. "Pandemic-era demand" assumes continuation of trends that occurred in 2019-2022 Assumes a target vacancy rate of 5% for rental and 2% for owner homes and annual housing destruction rate of 0.15%.*



## Housing Stock

Windsor County's housing stock consists of 34,673 year-round and seasonal homes. The county has a greater proportion of seasonal homes (23%) than the state (15%) and a lesser proportion of year-round owner and rental homes. Windsor County represents 10% of the state's total housing stock.

Figure 24-3 Windsor County housing stock, 2022

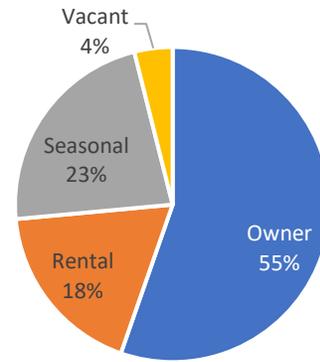


Figure 24-4: Windsor County home types by town

Location	Owner homes	% Owner	Renter homes	% Renter	Seasonal homes	% Seasonal	Vacant homes	% Vacant	Total homes	% of county homes
Windsor County	19,186	55%	6,309	18%	7,819	23%	1,359	4%	34,673	100%
Andover	178	47%	41	11%	158	42%	0	0%	377	1%
Baltimore	104	77%	29	21%	3	2%	0	0%	136	0%
Barnard	405	51%	86	11%	261	33%	38	5%	790	2%
Bethel	670	64%	182	18%	114	11%	76	7%	1,042	3%
Bridgewater	376	53%	85	12%	226	32%	21	3%	708	2%
Cavendish	397	44%	87	10%	382	43%	28	3%	894	3%
Chester	1,051	58%	228	13%	455	25%	80	4%	1,814	5%
Hartford	3,361	56%	1,470	25%	965	16%	193	3%	5,989	17%
Hartland	1,279	75%	216	13%	149	9%	52	3%	1,696	5%
Ludlow	601	19%	300	10%	2,167	70%	29	1%	3,097	9%
Norwich	1,007	69%	292	20%	139	9%	33	2%	1,471	4%
Plymouth	189	23%	66	8%	567	68%	13	2%	835	2%
Pomfret	310	62%	78	16%	112	22%	0	0%	500	1%
Reading	226	58%	30	8%	128	33%	6	2%	390	1%
Rochester	624	64%	74	8%	215	22%	67	7%	980	3%
Royalton	817	59%	293	21%	98	7%	181	13%	1,389	4%
Sharon	465	67%	124	18%	80	12%	29	4%	698	2%
Springfield	2,827	63%	1,327	30%	0	0%	322	7%	4,476	13%
Stockbridge	322	53%	48	8%	226	37%	14	2%	610	2%
Weathersfield	1,196	81%	89	6%	177	12%	8	1%	1,470	4%
West Windsor	415	51%	43	5%	354	43%	5	1%	817	2%
Weston	287	50%	38	7%	238	41%	13	2%	576	2%
Windsor	1,052	56%	691	37%	78	4%	69	4%	1,890	5%
Woodstock	1,027	51%	392	19%	527	26%	82	4%	2,028	6%

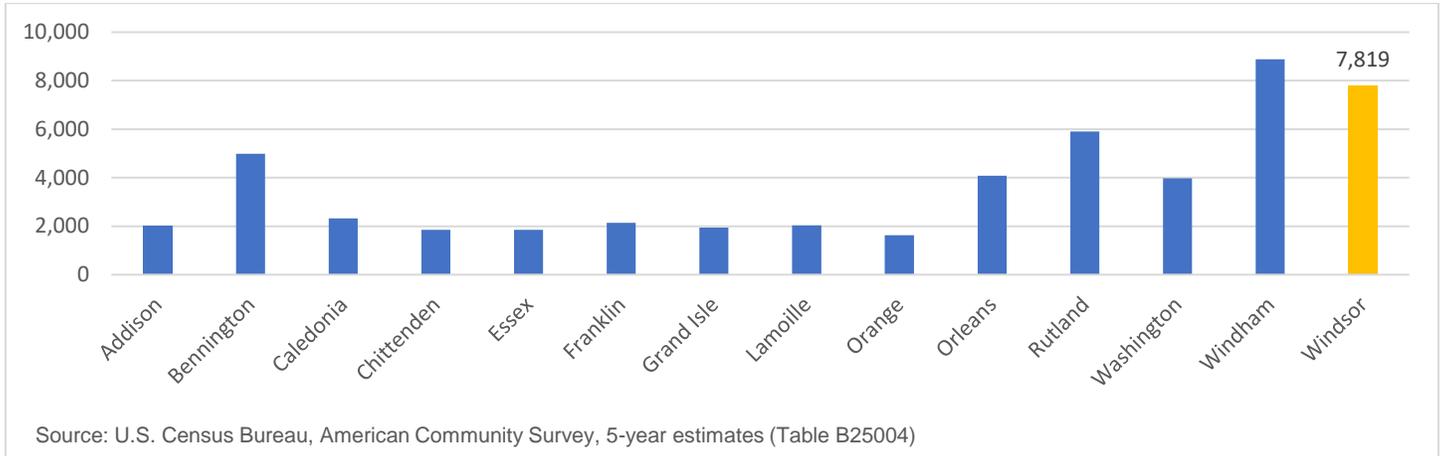
Source: U.S. Census Bureau: American Community Survey 5-year estimates, 2018-2022 (Table B25003, B25004) from housingdata.org.



### Seasonal Homes

The latest estimates show that 15% of Vermont’s homes are “seasonal, occasional use, or vacation homes”, giving the state the second highest rate in the nation. In 2022, there were an estimated 7,819 seasonal or occasional use homes in Windsor County, making up 23% of all homes in the county.

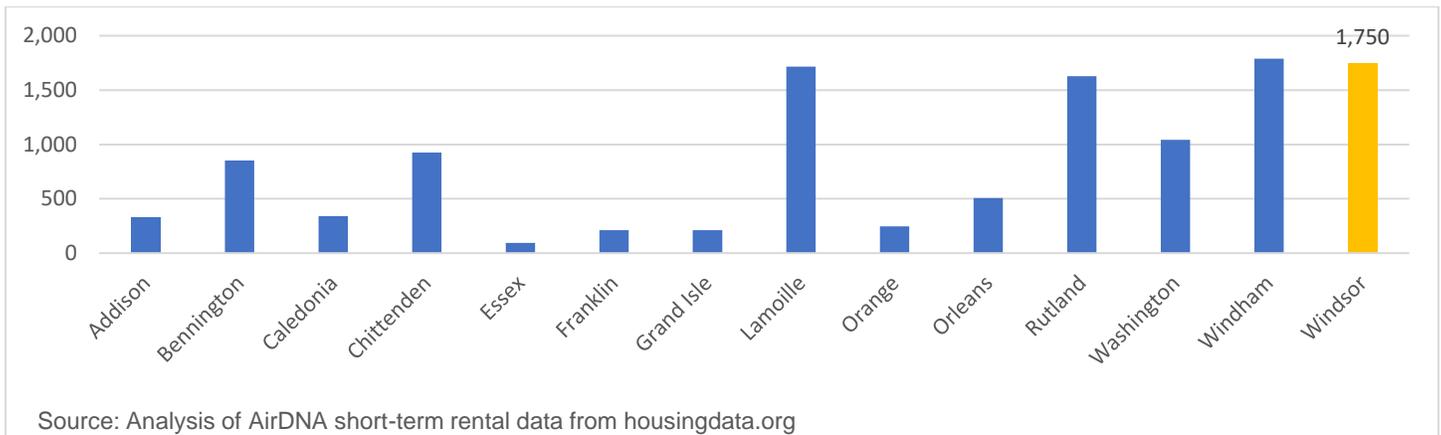
Figure 24-5 Seasonal homes by county, 2022



### Short-Term Rentals

The number of short-term rentals statewide has risen dramatically in the last ten years. In 2015, fewer than 1,000 homes were listed monthly as short-term rentals; as of September 2023, more than 11,747 homes are being listed. The growth in the short-term rental market has not been equal across the state, however. Counties in southern Vermont or counties that feature one of the state’s larger resort towns have the highest share of STRs and have seen the greatest growth.

Figure 24-6 Homes used as short-term rentals by county, Oct. 2023

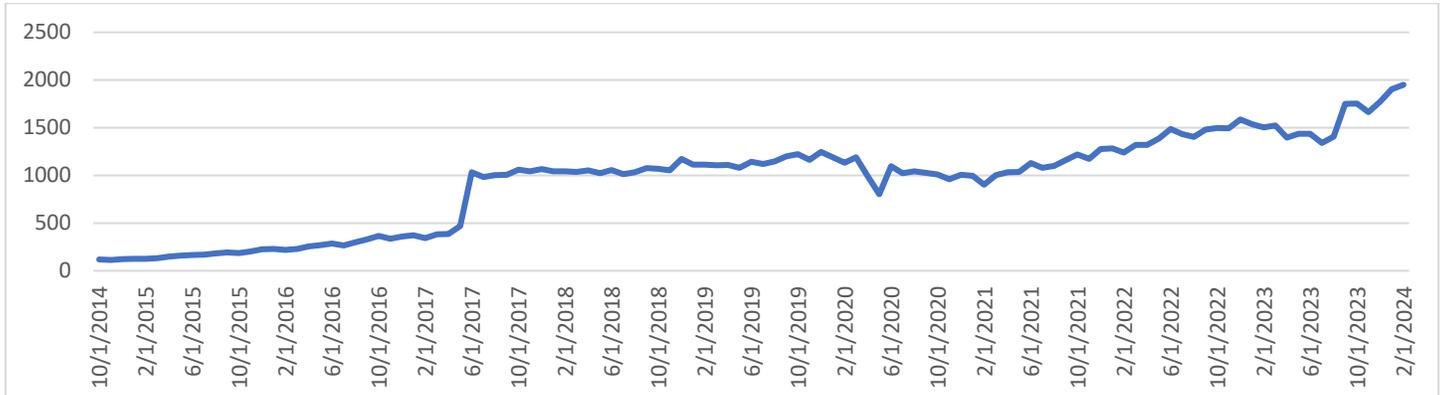


Windsor County has followed state STR market trends, with a steady annual increase in the number of units. In 2023, 1,750 homes were listed as STRs, representing 5% of the county’s total housing stock, somewhat more than the state rate of 4%.

Ludlow, near the Okemo ski resort, had the greatest portion of their housing stock dedicated to Short-term Rentals with 21%. Ludlow contains more than a third of the total STRs in the county. Although the town of Woodstock is known worldwide as a location of great natural beauty and historic preservation, only about 5% of residences are being deployed as short-term rentals.



Figure 24-7: Windsor County short-term rental homes



Source: AirDNA active listings of entire homes on housingdata.org

Figure 24-8 Seasonal homes and short-term rentals by town

Location	Seasonal homes (2022)	Seasonal homes relative to total housing stock	Short-term rentals (active Oct. 2023)	Short-term rentals relative to total housing stock	Total housing stock
<b>Windsor County</b>	<b>7,819</b>	<b>23%</b>	<b>1,750</b>	<b>5.00%</b>	<b>34,673</b>
Andover	158	42%	0	0.00%	377
Baltimore	3	2%	0	0.00%	136
Barnard	261	33%	13	1.60%	790
Bethel	114	11%	30	2.90%	1,042
Bridgewater	226	32%	143	20.20%	708
Cavendish	382	43%	30	3.40%	894
Chester	455	25%	94	5.20%	1,814
Hartford	965	16%	221	3.70%	5,989
Hartland	149	9%	29	1.70%	1,696
Ludlow	2,167	70%	651	21.00%	3,097
Norwich	139	9%	23	1.60%	1,471
Plymouth	567	68%	100	12.00%	835
Pomfret	112	22%	12	2.40%	500
Reading	128	33%	23	5.90%	390
Rochester	215	22%	54	5.50%	980
Royalton	98	7%	33	2.40%	1,389
Sharon	80	11%	7	1.00%	698
Springfield	0	0%	18	0.40%	4,476
Stockbridge	226	37%	47	7.70%	610
Weathersfield	177	12%	7	0.50%	1,470
West Windsor	354	43%	32	3.90%	817
Weston	238	41%	36	6.30%	576
Windsor	78	4%	39	2.10%	1,890
Woodstock	527	26%	108	5.30%	2,028

Source: U.S. Census Bureau, American Community Survey 2018-2022 estimates and AirDNA active listings of entire homes on housingdata.org

## Characteristics of the Housing Stock

The types of homes that make up the housing stock in Windsor County are similar to the state as a whole. Of Windsor County’s stock of year-round owner and renter homes, single-family detached homes comprise nearly the same proportion at the state (67%).

Figure 24-9: Windsor County owner homes types

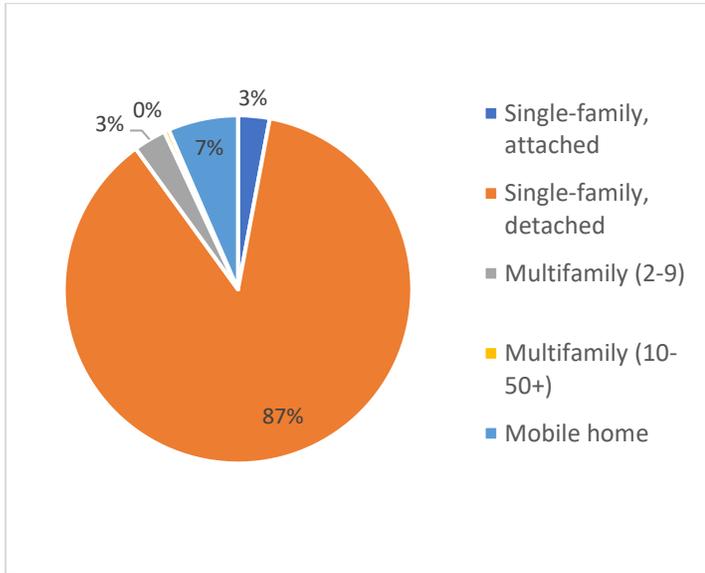
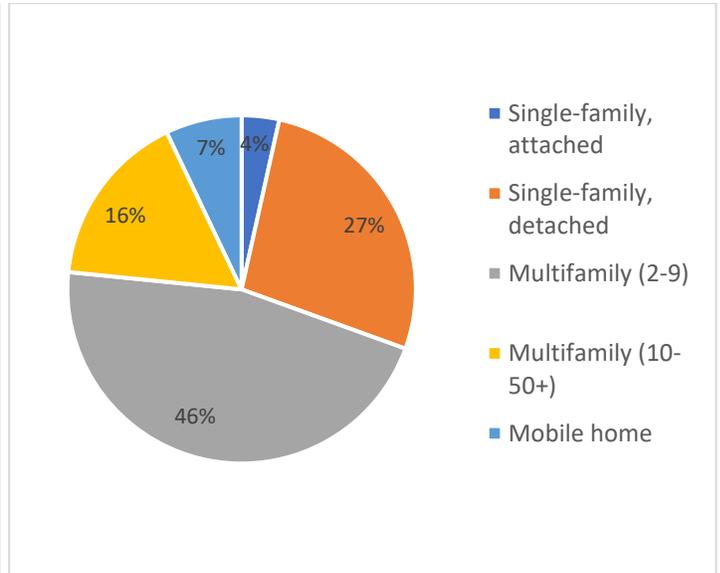


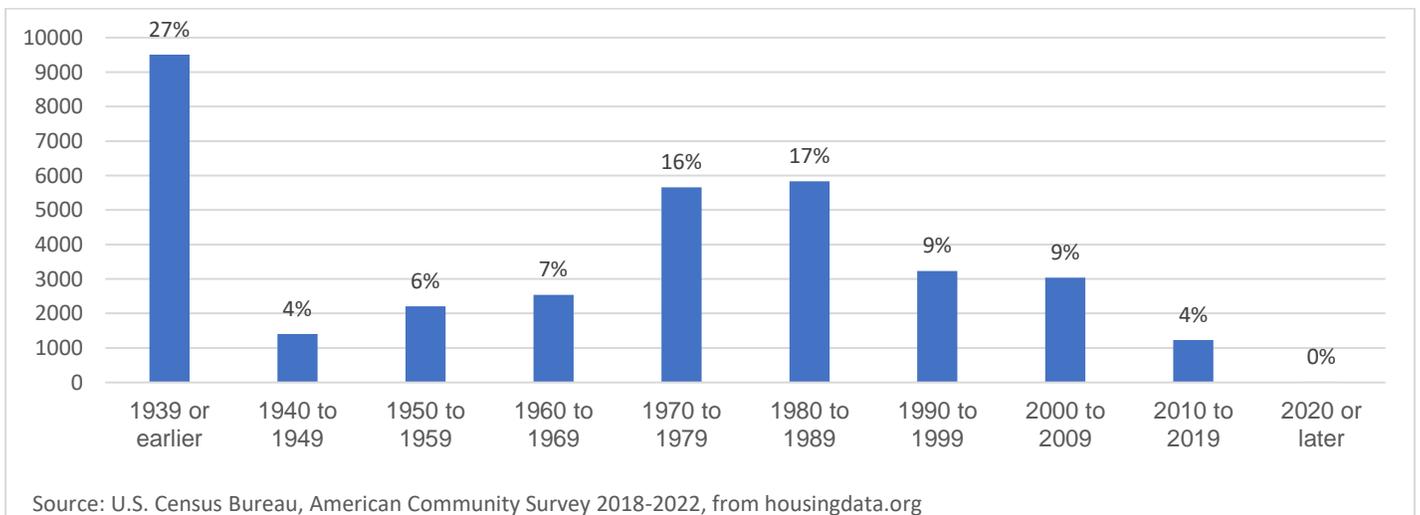
Figure 24-10: Windsor County renter homes types



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

Of all homes in Windsor County, an estimated 27% were built prior to 1940, a greater proportion than the statewide average of 25%. The median home in the county was built in 1973. Although not necessarily indicative of housing quality problems, an older home is likely to elevate home maintenance and heating costs for its occupant, and is less likely to meet accessibility standards.

Figure 24-11: Year built for Windsor County homes



Source: U.S. Census Bureau, American Community Survey 2018-2022, from housingdata.org



In Vermont, the average household size has decreased over the past 30 years, down from 2.57 people per household in 1990 to 2.27 people per household in 2020. This decline has created a mismatch between the number of people per household and the number of bedrooms in Vermont homes. This difference is most pronounced in owner-occupied housing where large homes of 3+ bedrooms (74% of owner homes) outnumber large households of 3+ people (32% of owner households). The difference in household size and number of bedrooms is not as pronounced within the renter housing market.

The mismatch is present in Windsor County as well, where large homes (59% of the county's year-round homes) far outnumber large households (26% of the county's year-round households). Conversely, single person households (33% of the county's year-round households) outnumber small homes of 0-1 bedrooms (16% of the county's year-round homes).

Figure 24-12 Household size, 2022

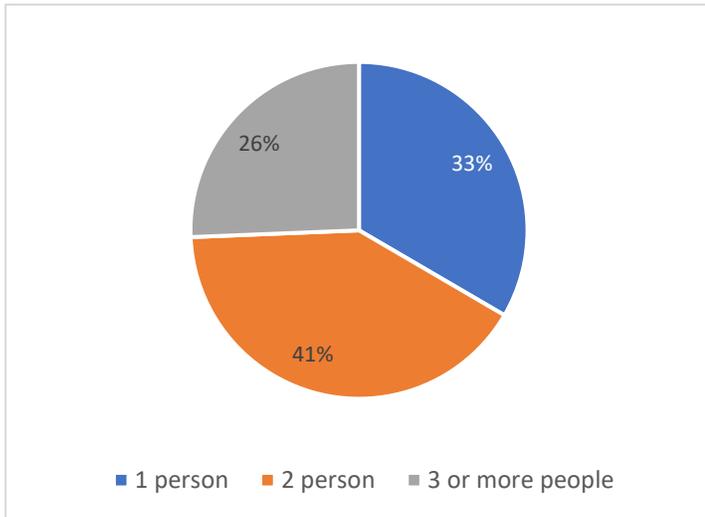
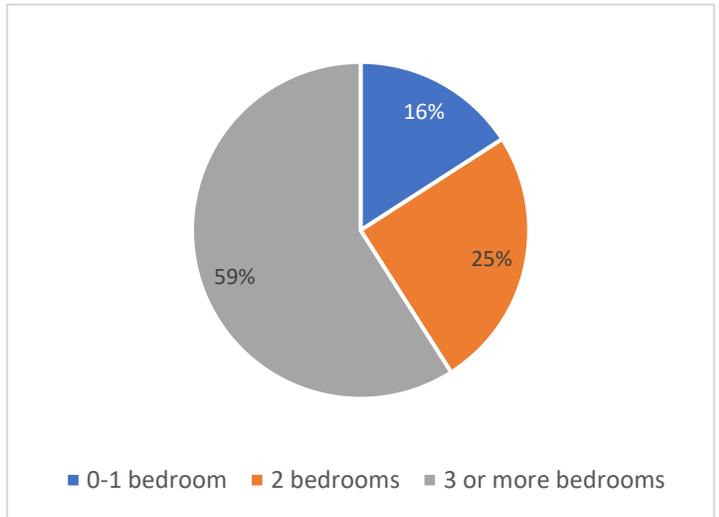


Figure 24-13 Home size (number of bedrooms), 2022



Source: U.S. Census Bureau, American Community Survey 5-year estimates 2022 from housingdata.org.

### Manufactured Homes and Mobile Home Parks

There are approximately 2,053 manufactured homes in Windsor County. These include homes used by year-round homeowners and renters as well as homes used seasonally or occasionally and vacant. Manufactured homes make up 6% of the county housing stock, slightly more than the state average rate of 5%, according to the U.S. Census Bureau's 2018-2022 American Community Survey.

Most manufactured homes in Windsor County are located in manufactured home communities, also known as mobile home parks. Windsor County has 36 mobile home parks with 880 lots. As of November 2023, there were 43 vacant lots in the county, resulting in a 4.9% park vacancy rate. Windsor County has three mobile home parks in 100-year floodplains and four in floodways. low quality units, and a third that shows vulnerability based on market conditions.

Black River Park, a 15 lot privately owned park in Ludlow, was significantly damaged during flooding in the Summer of 2023. Riverside Park in Woodstock, which was significantly damaged during Tropical Storm Irene in 2011, avoided major damage in 2023 and had no homes condemned due to flooding.

Figure 24-14 Windsor County mobile home parks

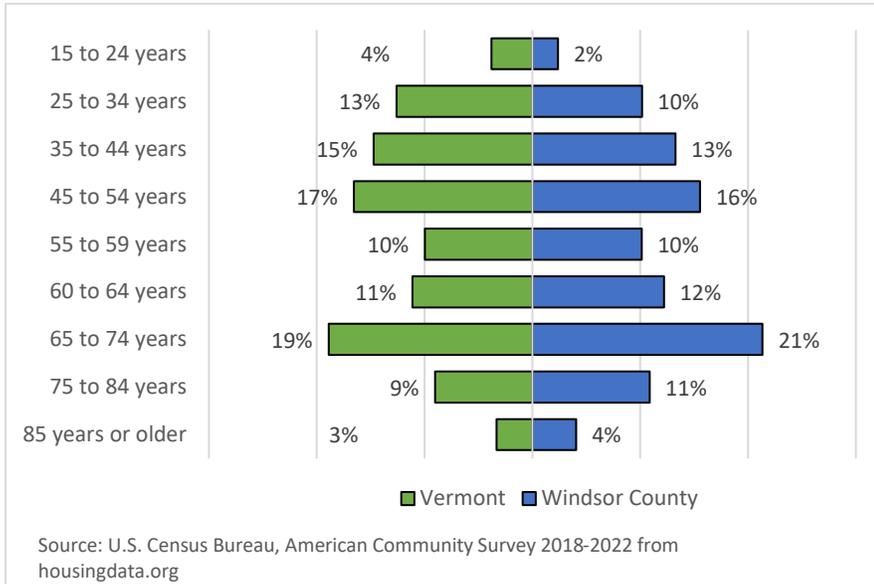
Park Ownership type	Parks	Lots
For Profit	24	623
Non-profit	7	222
Cooperative	1	14
All Rental (for profit)	4	21
<b>Total</b>	<b>36</b>	<b>880</b>
Median lot rent		\$445
Source: Vermont Mobile Home Park Registry		



## Household Demographics

Windham County households are more likely to be headed by someone aged 65 or older (36% of all year-round households) than the statewide average rate of 31%. Similarly, households headed by someone under 35 years old make up 12% of the county's residents, compared to 17% statewide.

Figure 24-15 Households by age of householder, 2022



Age range	Households
15 to 24 years	581
25 to 34 years	2,494
35 to 44 years	3,256
45 to 54 years	3,817
55 to 59 years	2,491
60 to 64 years	2,997
65 to 74 years	5,236
75 to 84 years	2,667
85 years or older	997
<b>Total</b>	<b>24,536</b>

The vast majority of household heads living in the county identify as white alone, but the number of household heads identifying as people of color increased by substantially more than heads identifying as white alone in Windsor County between 2010 and 2020.

Figure 24-16 Households by race and tenure, 2010-2022

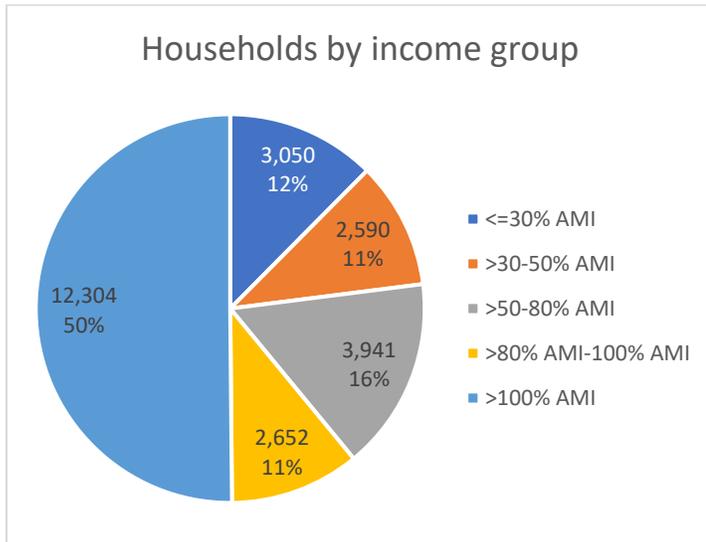
Windsor County	All households			Owner households			Renter households		
	2010	2020	2022*	2010	2020	2022*	2010	2020	2022*
American Indian and Alaska Native alone	61	68		31	33		30	35	
Asian alone	157	179	145	98	103	105	59	76	40
Black or African American alone	90	154		30	60		60	94	
Native Hawaiian and Other Pacific Islander alone	5	12		2	6		3	6	
Some Other Race alone	34	178		13	108		21	70	
Two or More Races	283	1,110	618	141	690	350	142	420	268
White alone	24,123	24,158	23,636	17,582	17,609	18,279	6,541	6,549	5,357
<b>Grand Total</b>	<b>24,753</b>	<b>25,859</b>	<b>24,536</b>	<b>17,897</b>	<b>18,609</b>	<b>18,794</b>	<b>6,856</b>	<b>7,250</b>	<b>5,742</b>

Source: U.S. Census Bureau Decennial Census and American Community Survey 2018-2022 estimates (Table B25003A-G) from housingdata.org



The estimated median household income in Windsor County was \$69,492 in 2022. About 23% of county households have very low incomes of 50% of the Area Median Income (AMI) or less.

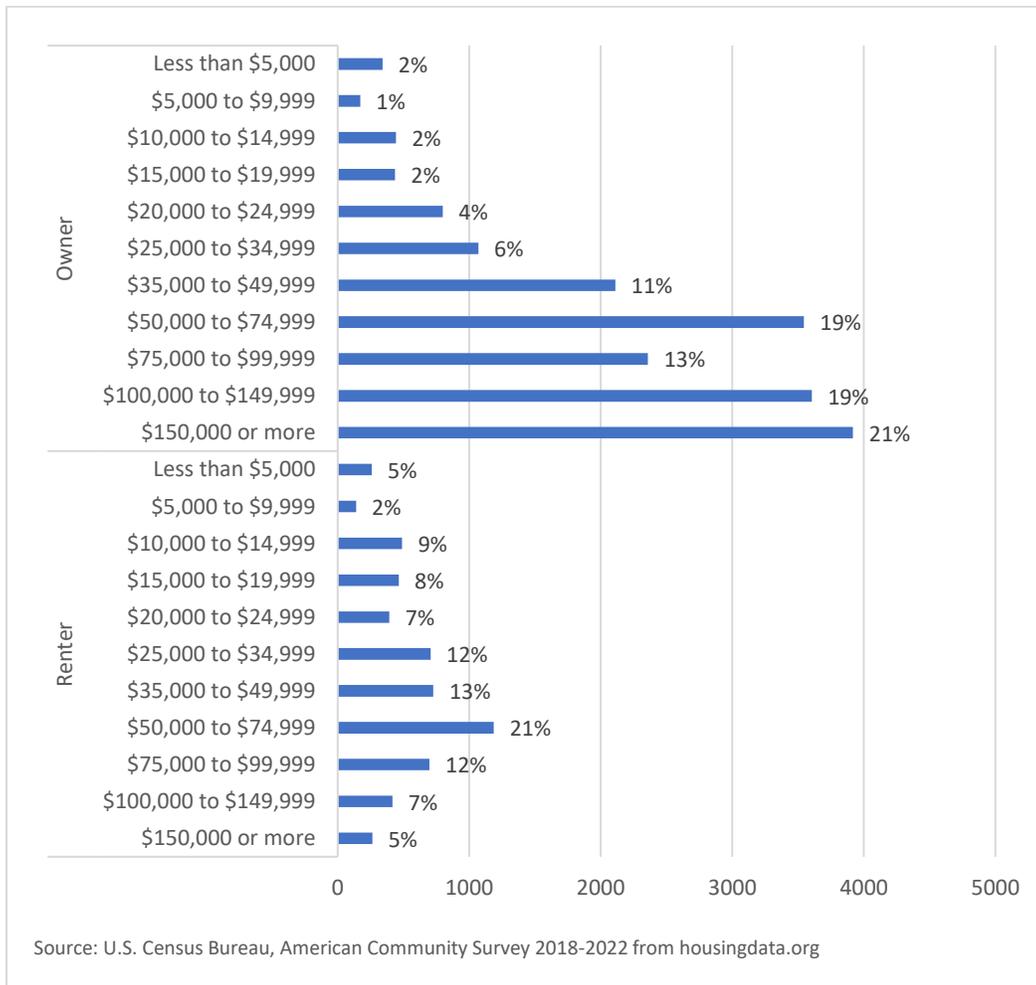
Figure 24-17 Household income relative to Area Median Income (AMI)



County income levels	Income
30% AMI	\$20,847
50% AMI	\$34,746
80% AMI	\$55,594
Area Median Income (100%)	\$69,492
Owner household median	\$80,370
Renter household median	\$45,325

Source: Based on U.S. Census Bureau, American Community Survey 2018-2022 from housingdata.org

Figure 24-18 Number of households by income by tenure, 2022





## Homeownership Market

There are approximately 18,795 households in Windsor County that own their own home. This represents 77% of total households in the county, just over the statewide percentage of 73%.

The median home price in 2022 was \$279,750, lower than the state median of \$315,000. As with the rest of the state, the median amount of time a home spends on the market has been steadily declining, from 99 days in 2019 to 62 days in 2023.

Figure 24-19: Median home prices

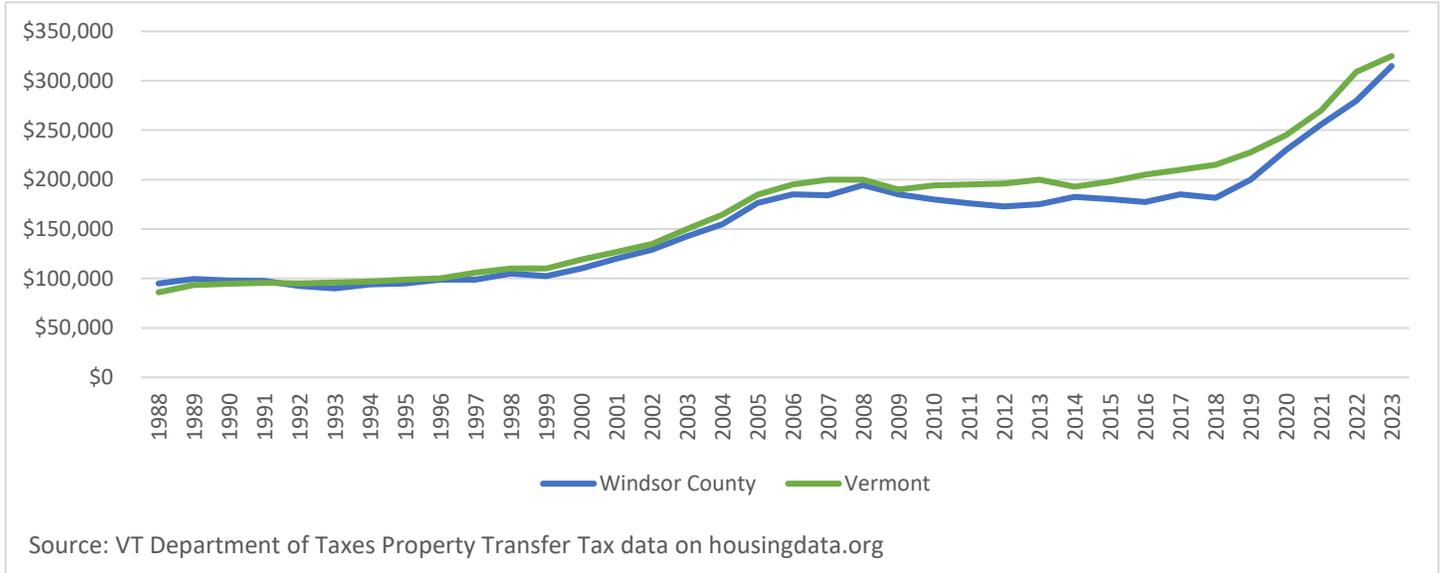


Figure 24-20 Median primary home sale price by county, 2023

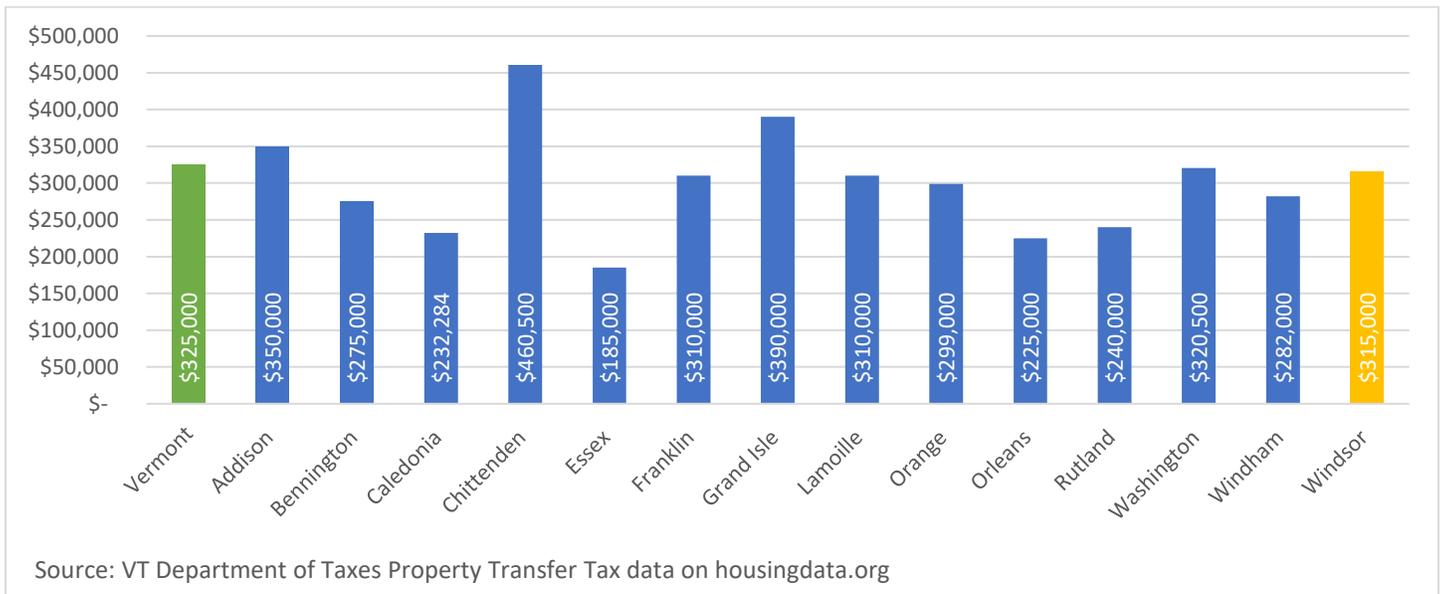




Figure 24-21 Number of primary home sales in Windsor County, 1988-2023

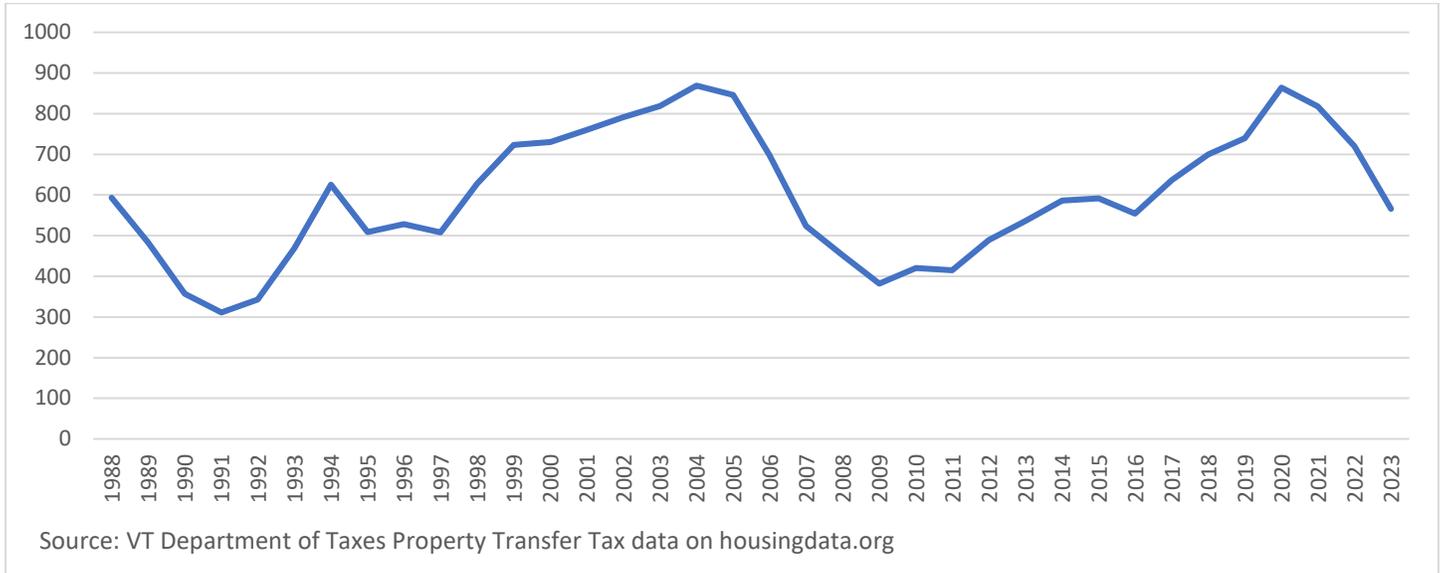


Figure 24-22: Median days on market

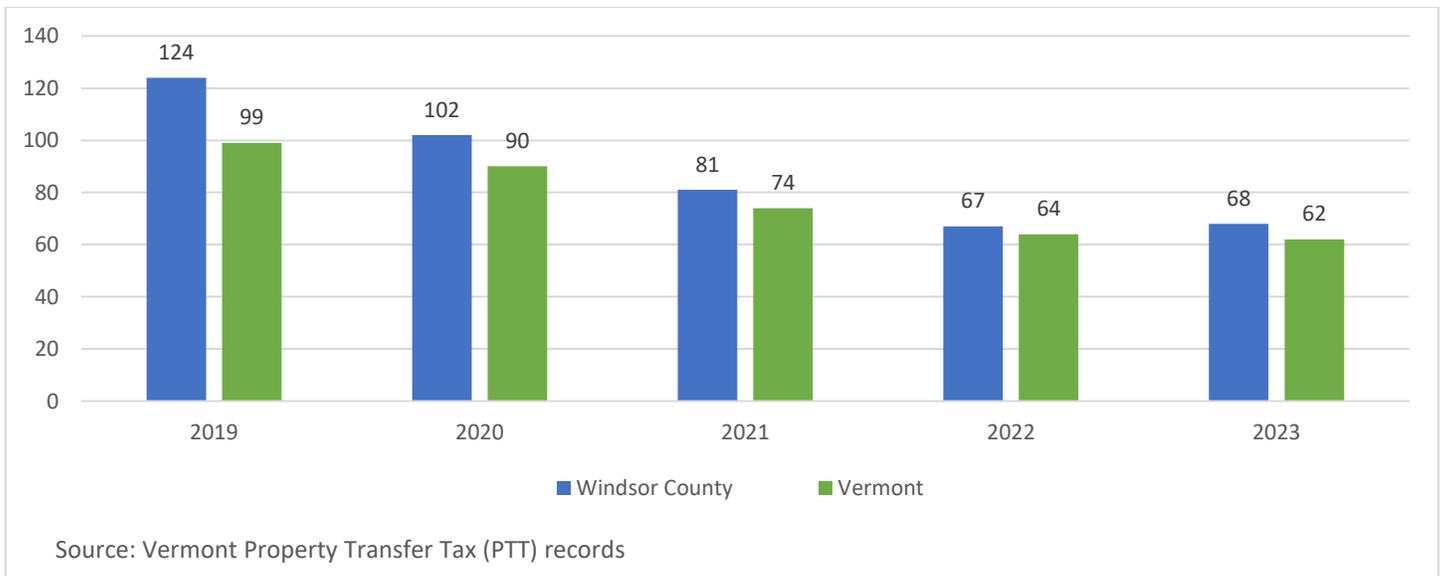
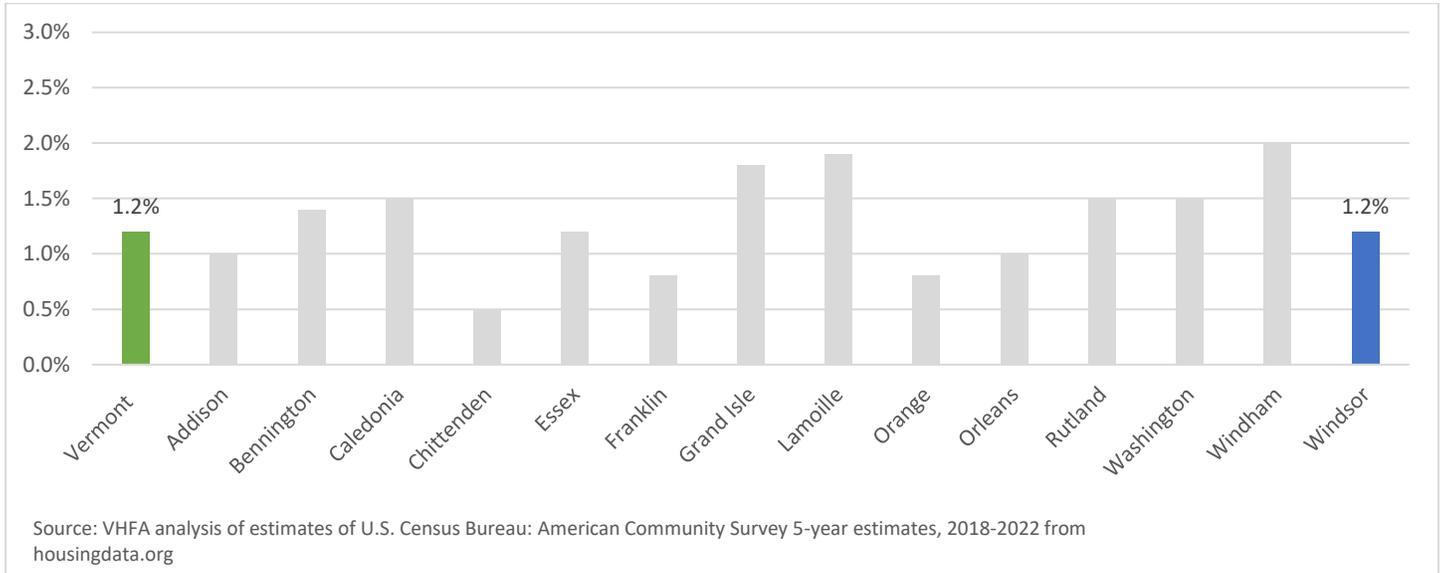


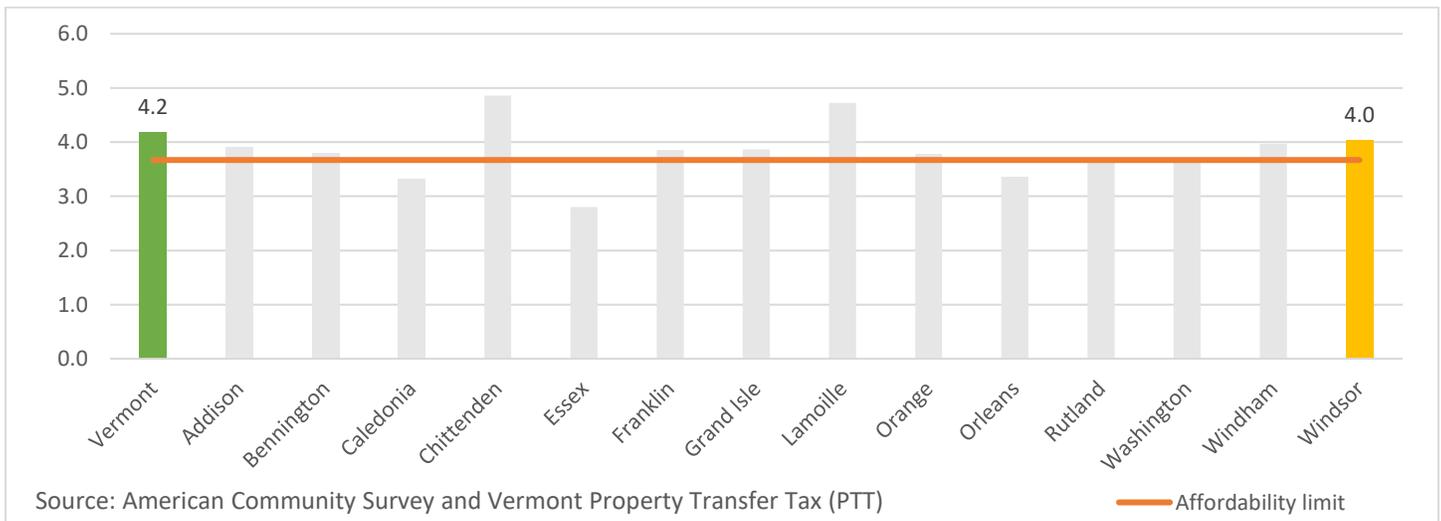


Figure 24-23: Homeowner vacancy rates



Home buying is unaffordable for the average Windsor County household, like in most Vermont counties. In 2022, the ratio of county home prices to median county household income was 4. When exceeding a factor of 3.67, households on average are paying more than 30% of their annual income towards housing costs and are thus considered cost burdened. An estimated 25% of owner-occupied households in Windsor County are cost-burdened.

Figure 24-24 Ratio of median home sale price to county median household income, 2022





## Rental Housing Market

According to HUD, monthly rent for a safe, decent apartment in Vermont counties in 2024 is 25-35% higher than it was 5 years ago.<sup>17</sup> The fair market rent for a 2-bedroom apartment in Windsor County was set at \$1,300 in 2024. The median rent in Windsor County of \$1,054 was similar to the statewide median in 2022.

Figure 24-25: Fair market rent for a 2-bedroom apartment

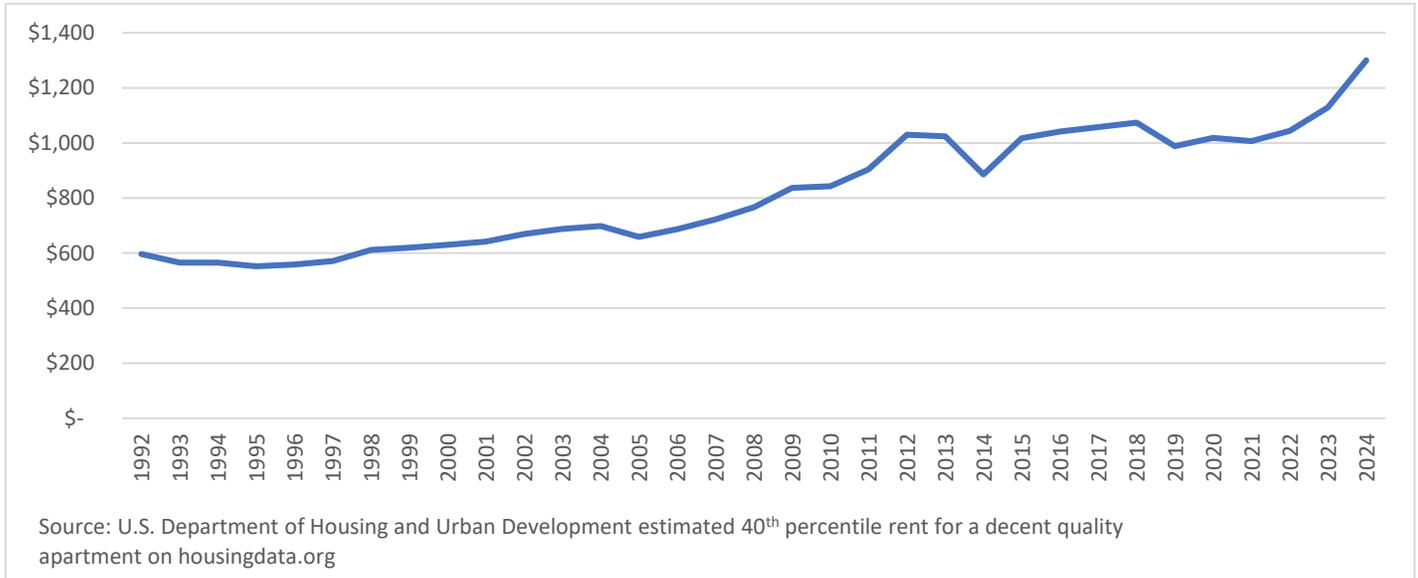
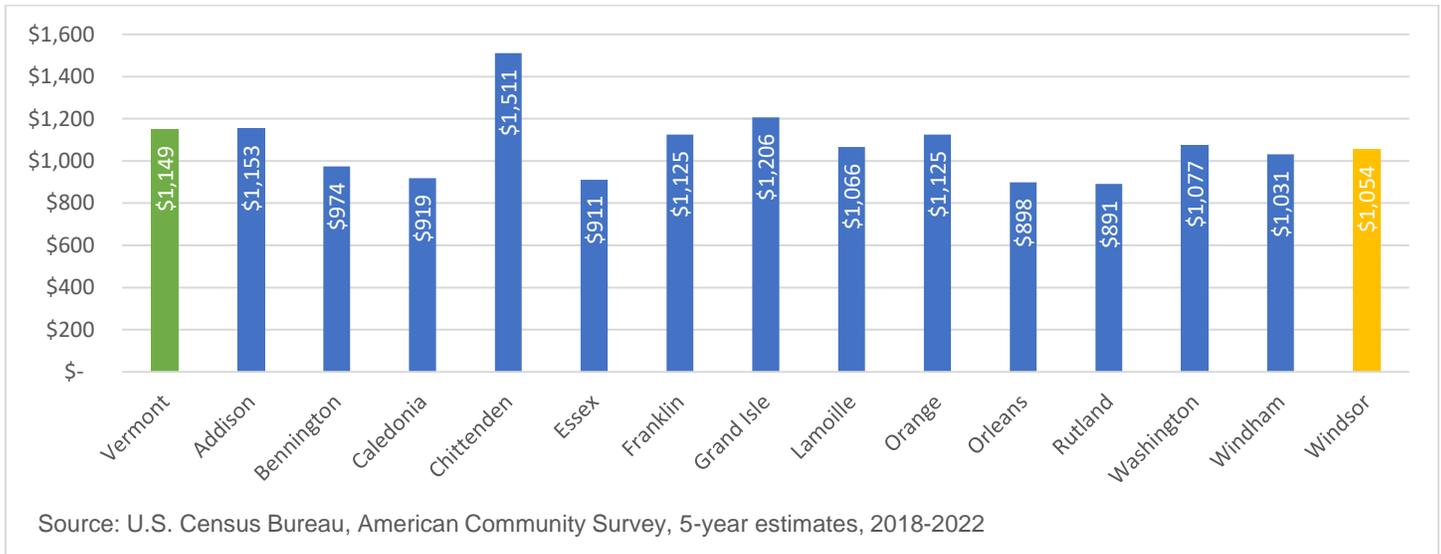


Figure 24-26: Median gross rent by county, 2022

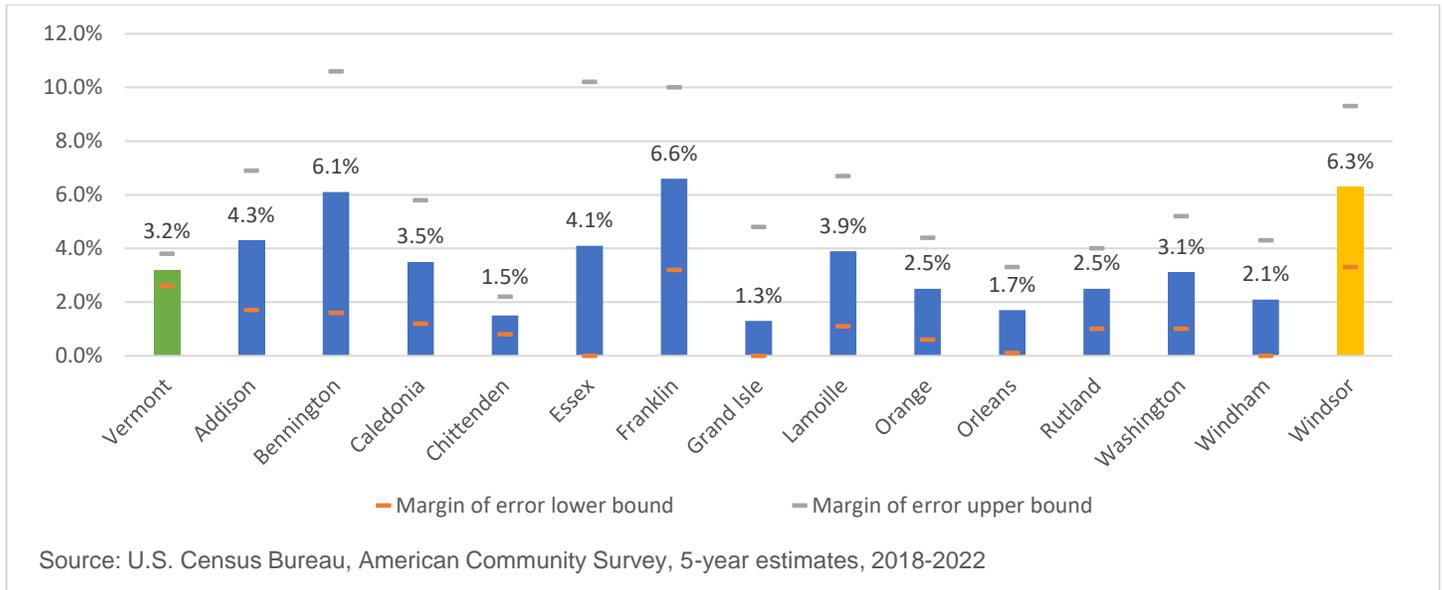


<sup>17</sup> U.S. Dept. of Housing and Urban Development, [HUD Fair Market and 50th Percentile Rents](#). 2024



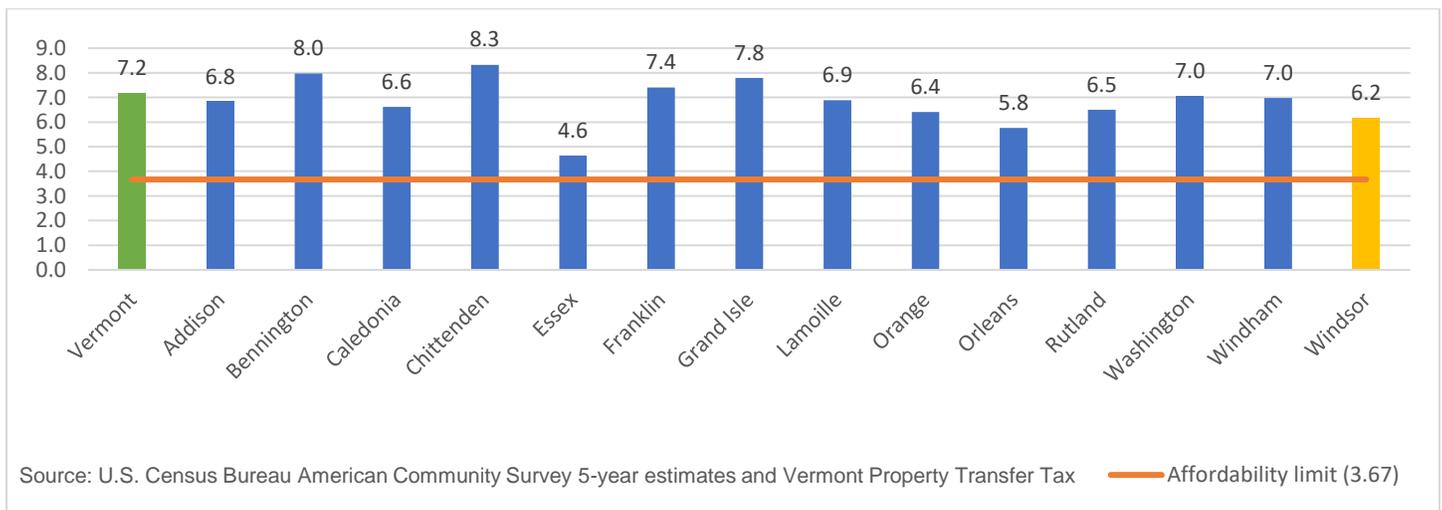
The renter vacancy rate is the number of homes for rent compared to the total number of homes used or intended for renter households. According to the most recent estimates available, Vermont’s rental vacancy rate is 3.2%. This is somewhat lower than what experts consider to be a healthy vacancy rate, which is typically around 4 to 6%. Below that rate, renters can have difficulty finding an affordable home, putting upward pressure on prices. Windsor County had a rental vacancy rate of 6.3% in 2022 – greater than the statewide rate, but a larger margin of error. Both state and county vacancy rates have declined in the last ten years.

Figure 24-27: Rental vacancy rates, 2022



Across the state, the median home sale price was 7.2 times the median renter household income in 2022. For housing to be considered affordable, housing costs should not exceed a factor of 3.67, where only 30% of income is dedicated to housing costs. Given the mismatch in this ratio, the median renter household would have difficulty affording a median primary home statewide and in Windsor County.

Figure 24-28 Median home sale price to median renter income ratio, 2022





## Subsidized Rental Housing

Vermont has 14,670 rental apartments in 541 apartment complexes that were built through federal and state government programs. Together, these homes comprise 19% of the state’s rental homes.

Affordable housing is generally defined as housing where the occupant is paying less than 30% of their income towards housing costs. To create affordable housing, the federal government directs funding through various channels, including state governments, non-profit or private housing developers, Public Housing Authorities (PHAs) or other housing agencies. Public subsidies for affordable housing largely fall in two categories; (1) funding for the construction and rehabilitation of housing, or (2) funding to provide rental assistance to tenants. Often, apartments created with public development funding are paired with rental assistance funding to ensure affordability for low-income tenants

**Figure 24-29 Rental housing with project-based assistance in Vermont by county, 2024**

County	Total occupied rental homes	Apartments in buildings developed with public funding	% of all rental homes	Apartments with monthly project based rental assistance	% of all rental homes
Addison County	3,183	507	16%	279	9%
Bennington County	4,222	836	20%	400	9%
Caledonia County	3,056	528	17%	231	8%
Chittenden County	26,034	5,302	20%	1,929	7%
Essex County	468	100	21%	70	15%
Franklin County	4,604	787	17%	498	11%
Grand Isle County	315	99	31%	37	12%
Lamoille County	3,150	396	13%	189	6%
Orange County	2,317	430	19%	223	10%
Orleans County	2,398	335	14%	187	8%
Rutland County	7,304	1,371	19%	880	12%
Washington County	7,247	1,311	18%	903	12%
Windham County	5,655	1,417	25%	707	13%
Windsor County	6,309	1,251	20%	749	12%
Statewide	76,262	14,670	19%	7,282	10%

Source: U.S. Census Bureau, American Community Survey 5-year estimates and Directory of Affordable Rental Housing on housingdata.org

In Windsor County, there are 1,251 apartments in buildings that were built with public development subsidies. These apartments account for 20% of the county rental housing stock. Among those apartments, 749 are connected to a source of project based rental assistance, such that tenants pay no more than 30% of their gross income towards housing costs, with the rental assistance administrating agency covering the remaining rent balance directly.

Springfield Housing Authority administers certain federal housing programs including 162 Section 8 Housing Choice Vouchers for low-income renter households.



## Households With Housing Problems

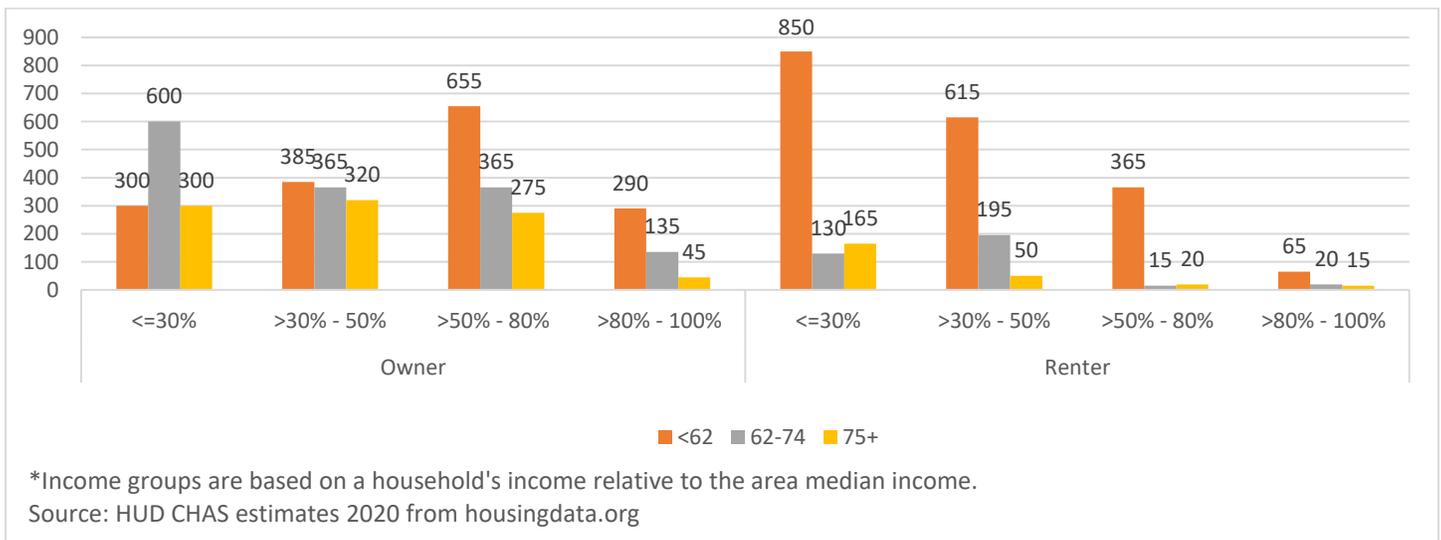
The U.S. Department of Housing and Urban Development (HUD) receives custom tabulations from the Census Bureau American Community Survey (ACS). These data, known as the "CHAS" data (Comprehensive Housing Affordability Strategy), demonstrate the extent of housing problems and housing needs, particularly for low income households. The CHAS identifies four housing problems:

1. Home lacks complete plumbing,
2. Home lacks complete kitchen,
3. Household is overcrowded, or
4. Household is cost burdened (paying more than 30% of income towards housing)

An estimated 83,180 households in Vermont (about 33% of the households in the state) have at least 1 housing problem. Among these potential issues, cost burden is the most prevalent, accounting for at least 95% of the households with one or more housing problem.

The largest demographic group in Windsor County experiencing housing problems are renters with household incomes less than 30 % of the median who are younger than 62. Per the HUD Comprehensive Housing Affordability Strategy estimates, 850 of these households had at least one of the following housing problems: housing costs of 30% or more of income, lack of kitchen or plumbing facilities, and overcrowding.

Figure 24-30: Windsor County households with housing problems, by income group\*



## Potential Housing Quality Issues

The Census Bureau offers only minimal estimates of the extent to which Vermont's housing stock conforms to basic quality standards:

- 2,321 occupied housing units, or 0.6% of Vermont's housing stock lack complete kitchen facilities.
- 1,322 occupied housing units, or 0.4% of Vermont's housing stock lack complete plumbing facilities.
- 498 occupied housing units, or 0.3% of Vermont's housing stock are unheated and 510 use coal as a main heating source.
- 4,230 occupied homes, or 2% of the housing stock, are overcrowded
- 4,600 occupied mobile homes were built before 1979 when federal quality standards were enacted



However, the Public Use Microdata Sample (PUMS) for the American Community Survey (ACS) allows for multi-factor analysis, making it possible to review combined criteria that signal possible housing quality issues. Households were flagged with potential quality issues if they had any of the following criteria:

- The heating fuel type was coal, or the home lacked a heat source.
- The housing unit lacked complete kitchen facilities.
- The housing unit lacked complete plumbing facilities.
- The housing unit was a mobile home built before 1979.
- The housing unit was a rental unit built before 1939 with rent less than \$500 per month.
- The housing unit was an owner home with an estimated property value of \$75,000 or less (excluding mobile homes or RVs/vans/boats).

Based on analysis of Census Bureau PUMS 2022 data, there are at least 19,637 Vermont households living in homes with potentially serious housing quality issues. This accounts for about 7% of the occupied housing stock. This estimate almost certainly undercounts the total number of households with housing problems because many issues such as poor sanitary conditions, inadequate weatherization and poor interior air quality would not necessarily be reflected in the criteria above.

PUMS data is not available at the county level, with the survey instead grouping counties regionally. Windsor County is classified as part of the Southern Vermont PUMS region and represents 29% of the housing stock in the region. Assuming that housing quality throughout the region is relatively consistent, we can infer that there are approximately 968 owner occupied and 461 renter occupied homes in the county in poor condition.

Figure 24-31 Occupied households with potential housing quality issues, 2022

Region	Owner households	Renter households	Occupied without payment of rent	Total households
<b>Southern Vermont</b> (Bennington, Rutland, Windham & Windsor Counties)	3,341	1,591	366	5,298
<b>Statewide</b>	14,101	4,517	1,055	19,673

Source: U.S. Census Bureau Public Use Microdata Samples (PUMS), 5-year estimates, 2018-2022

This analysis does not account for vacant units – an additional 1,359 homes in the county are considered “other vacant” by the U.S. Census Bureau. Homes can fall into this category for many reasons, including homes that are under renovation or homes held vacant for personal reasons by the owner. However, since this category can also include foreclosed or abandoned homes, it is often used as an indicator of area housing stock decline.

### Overcrowding

About 4,200 (or 2%) of Vermont households live in overcrowded homes. Such homes are defined as those with fewer rooms than household members. For example, a one-bedroom home with a living room and kitchen has 3 rooms. Thus, it would be considered overcrowded if the household had 4 members. Studies have reported a direct association between crowding and adverse health outcomes, such as infectious disease and mental health problems.

In Vermont, renter households experience overcrowding at over three times the rate of homeowners, with 3.4% of renter households overcrowded versus just under 1% of owner households.

There are an estimated 519 households in Windsor County that are considered overcrowded. Of those households, 194 are owner-occupied and 325 are renter-occupied. Among all overcrowding in Windsor County, an estimated 274 households are considered severely overcrowded.



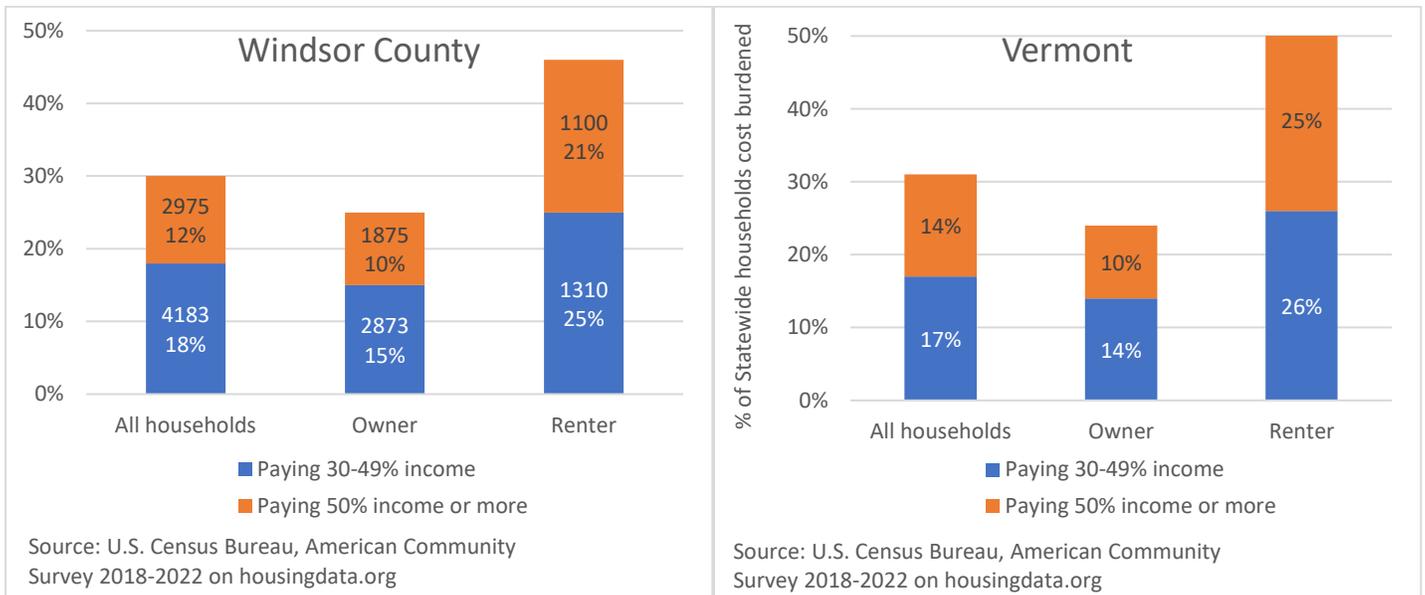
### Cost Burden

When a household’s housing expenses consume less than 30% of their monthly income, their housing is considered “affordable” because there is likely to be enough income remaining to afford other necessities. When housing costs consume more than 30% of household income, the household is considered “cost burdened.” When cost burdened, households are less likely to have enough income remaining for other living expenses which can lead to housing instability. When housing costs exceed 50% of household income, the household is considered to be “severely cost burdened.”

Approximately 31% of all households in Vermont are cost burdened (about 82,000 households), of which 36,000 households, 14% of all households, are severely cost burdened. In Vermont, the total number of cost burdened owner-occupied households (about 48,000) is greater than the number of cost burdened renter households (about 34,000 households), but the percentage of all owner households that are cost burdened (24% of owner households) is significantly lower than the percentage of renter households cost burdened (51% of renter households). 10% of Vermont’s homeowners (about 20,000 households) and 26% of Vermont’s renter households (about 17,000 households) are “severely cost burdened.”

The proportion of owner households that are cost-burdened is slightly greater (25%) in Windsor County than the state as a whole, but renter cost burden is lesser than the state (46%). Approximately 2975 households are severely cost-burdened in Windsor County and may be at risk of housing instability. These households are at a high risk of housing instability, including frequent moves, eviction, foreclosure and homelessness.

Figure 24-32: Cost burden among Windsor County households compared to statewide cost burden





## Homelessness

Homelessness services in the Upper Valley are divided between three local Continua of Care (CoC): the Windham South CoC, Orange/Windsor North CoC, and the Windsor South/Windham North CoC. The Windsor County towns of Andover, Baltimore, Cavendish, Chester, Ludlow, Plymouth, Reading, Springfield, Weathersfield, West Windsor, Weston, and Windsor served by the Windsor South-Windham North Continuum of Care. The remaining Windsor County towns are served by the Orange/Windsor North CoC.

During the most recent 2023 Point-In-Time count, 287 people in 190 households were experiencing homelessness in the CoCs serving Windsor County. This represents the highest total in the county since the PIT count began. Vermont’s Coordinated Entry Dashboard provides the number of individuals experiencing homelessness on a weekly basis who are accessing services from Vermont’s housing support agencies. During the last week in January 2024, 623 people in the Windsor County area received support through this area’s continuum of care.

Figure 24-33: Number of people experiencing homelessness served by the Windsor County Continua of Care

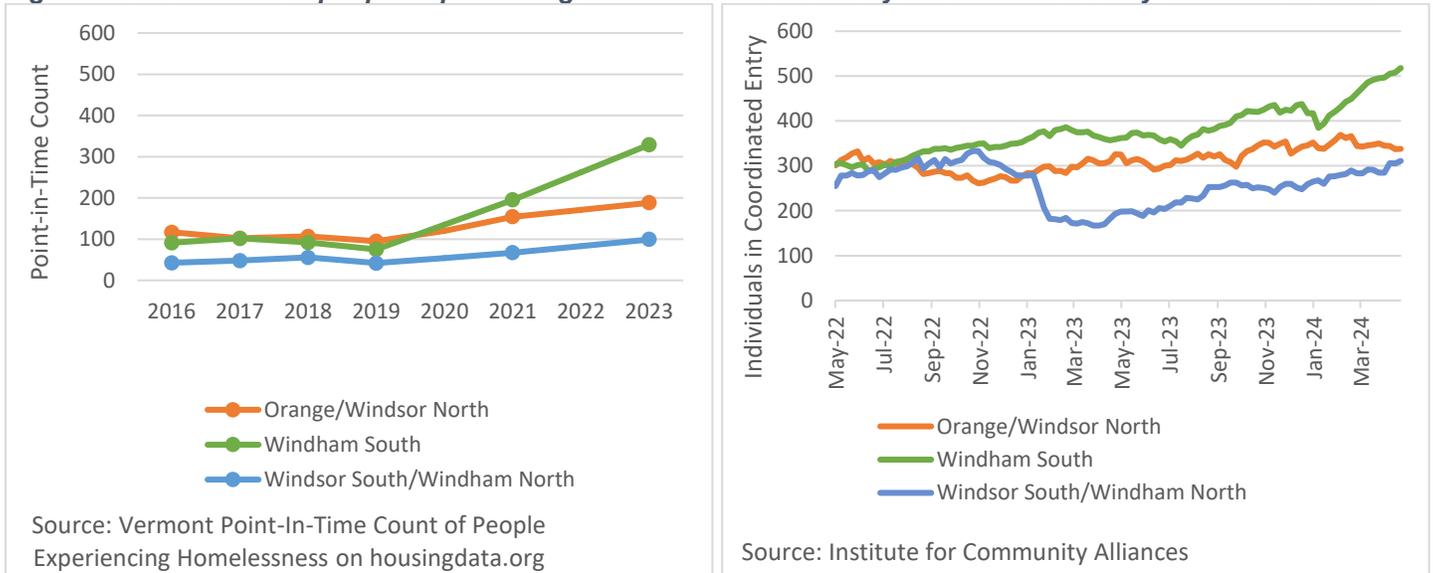


Figure 24-34: Number of people experiencing homeless by local Continua of Care (CoCs)

Local Housing Coalition (CoC)	Number of individuals experiencing homelessness during Point-in-Time 2023	Number of individuals served by CoC during week of Jan. 29, 2024
Addison CoC	78	118
Bennington CoC	312	244
Caledonia & Essex CoC	175	255
Chittenden CoC	758	826
Franklin & Grand Isle CoC	134	242
Lamoille CoC	74	223
Orange & Windsor N CoC	188	347
Orleans CoC	48	112
Rutland CoC	654	502
Washington CoC	446	963
Windham S CoC	329	412
Windsor S & Windham N CoC	99	276
Vermont	3,295	4,408

Source: Vermont Point-in-Time Count 2023 and Vermont Coordinated Entry Dashboard



Figure 24-35 Households experiencing homelessness and shelter availability

Local Housing Coalition (CoC)	Total Households (Point-in-Time 2023)	Households with at least one adult and child (Point-in-Time 2023)	Emergency shelter household capacity	Permanent Units with supportive services
Addison CoC	59	9	62	8
Bennington CoC	201	43	30	3
Caledonia & Essex CoC	98	26	31	29
Chittenden CoC	553	82	178	264
Franklin & Grand Isle CoC	103	9	23	6
Lamoille CoC	53	6	19	7
Orange & Windsor North CoC	132	13	0	4
Orleans CoC	25	6	4	3
Rutland CoC	425	80	19	26
Washington CoC	320	43	92	27
Windham South CoC	229	34	46	27
Windsor South & Windham North CoC	58	15	35	20
Vermont	2,256	366	539	424

Source: Vermont Point-in-Time Count, [Vermont Dept. for Children and Families “GA Emergency Housing and Shelters” Presentation to the VT House Human Services and General & Housing Committees, Feb. 8, 2024](#) and Vermont Housing Data Website <https://www.housingdata.org/profile/housing-programs/features-eligibility>

The following represent the emergency and transitional housing resources in the county:

- Upper Valley Haven operates a 46-bed shelter for families, and a 20-bed shelter for adults in Hartford.
- Springfield Supportive Housing Program operates 32 beds of emergency housing across 7 sites.
- Windsor County Youth Services operates a boys’ shelter in Ludlow and a girls’ shelter in Cavendish.

The majority of Vermonters experiencing homelessness since 2021 have been housed in temporary motel rooms through the General Assistance Emergency Housing program.



## Recent Studies

The [Keys to the Valley Initiative](#) was undertaken by three regional planning commissions – the Upper Valley Lake Sunapee Regional Planning Commission of New Hampshire, and the Two Rivers-Ottawaquechee Regional and Mount Ascutney Regional Commissions of Vermont.<sup>18</sup> The three commissions, called the “Tri-Commission”, cover 67 communities on both sides of the Connecticut River of the greater Upper Valley in both Vermont and New Hampshire.

- Key Result #1 – The number of new homes (of all kinds) being created in the greater Upper Valley region will need to increase significantly to meet demand.
  - It is estimated that approximately 10,000 new homes of all kinds will be needed by 2030 to meet increased demand for homes in the greater Upper Valley region, based on demographic trends and projected increases in the number of households. This is approximately three times more homes than were created in the region between 2010 and 2020.
- Key Result #2 – There is significant demand for more affordable homes in the region.
  - Beyond the estimated ~10,000 homes that will be needed to meet increased demand, many additional lower-priced homes and affordability programs are needed to reduce housing cost burdens for residents. From 2013 to 2017, about one-third of greater Upper Valley region households were cost-burdened, meaning they paid more than 30% of household income towards housing costs (mortgage, rent, etc.). If current levels of cost burden continue, by 2030 there will be approximately 26,000 cost-burdened households in the region. In other words, if current trends continue, by 2030 there will be approximately 26,000 households that would benefit significantly from more affordable home options and/or financial support.
- Key Result #3 – An aging population will increase demand for smaller homes.
  - The average household size in the greater Upper Valley region is projected to shrink from 2.30 people per household to 2.14 people per household. This is largely due to the continued aging of the region’s population, as older residents tend to have smaller households.

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<sup>18</sup> <https://www.keystothevalley.com/report/2030-home-projections/>