



Date: February 9, 2026

To: Human Services Committee members

From: Chad Simmons, Executive Director, Housing & Homelessness Alliance (HHAV)

Dear committee members.

Thank you again Chair Wood and members of the committee for having HHAV in over the past two weeks to discuss our homelessness response needs and to join a coalition to propose a path forward. We really appreciate the time allowed to provide some context and data that can inform how we best collectively respond to homelessness. I wanted to take this opportunity to provide responses to your questions and additional details based on our conversation. Please find those responses below and attached.

Housing Affordability Matrix

VHFA's affordability matrix that shows various Area Medium Incomes (AMI) based on location and number of bedrooms. The matrix is updated annually and based on HUD stipulations. [Click here](#) for the housing affordability matrix.

Housing That Serves Extremely Low-Income Households

Thank you for the question around how VT can best serve the households with the lowest incomes. I know the committee also heard from VHCB on this issue. The best way that we have to look at who is being served by the permanently affordable housing developed in VT, is to look at projects using the Low-Income Housing Tax Credit (LIHTC). This captures most of the affordable housing developed in VT. This **does not** include **all** residents of affordable housing, such as those living in apartments funded **exclusively** by USDA Rural Development or VHCB. Median annual household income for VHFA tenants is \$17,820. I will note that a majority of LIHTC-funded affordable housing developments are also funded using VHCB dollars.

<https://vhfa.org/partners/initiatives/vhfa-renter-programs>

PIT Transitional Housing Data from 2023

As pointed out when reviewing PIT trend data slides, 2023 has a very high percentage of transitional housing. My colleagues were able to clarify that in 2023, ESD coded the motel program as transitional housing and then returned to coding it as emergency shelter in the following year.

Specific Assessment Identifying Disability & Appropriate Housing/Shelter Need

There is a "complex service needs" score within the Coordinated Entry (CE) assessment and within that, there is a "Vulnerability" score. If that score is high enough, there would be further referral, and the provider and client together would decide whether to peruse the referral.

Assessment and Data Showing Self-Reporting of Complex Needs/Poly-Crisis

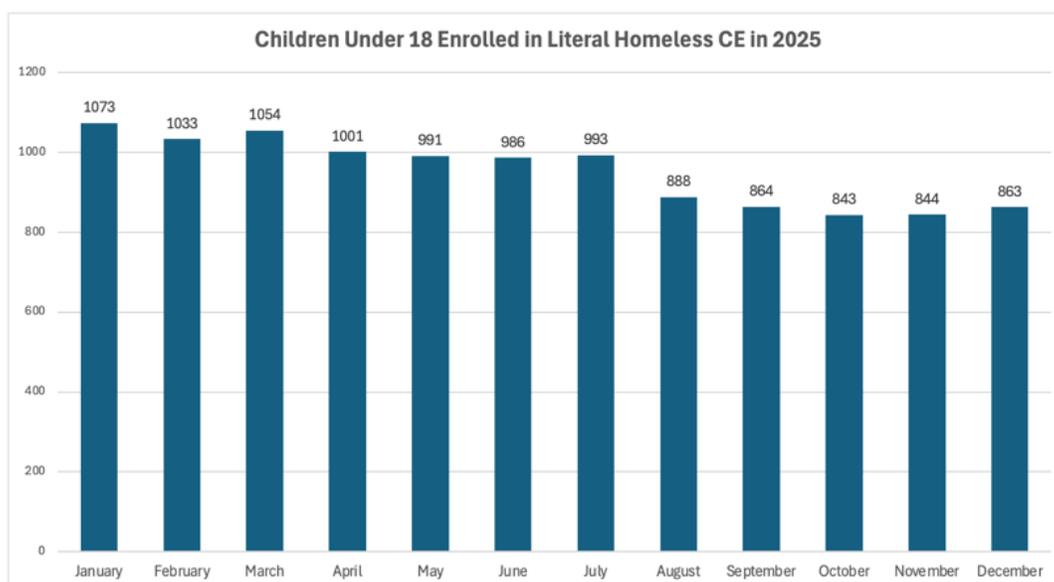
The question was asked if we have data available showing the extent people self-report experiencing multiple crisis (literal homelessness, mental health diagnosis, etc.) and/or disability status. This is a good question and one that warrants further exploration. We consulted with our BoS technical assistance team and while it is not available to communicate now, it is something we could explore and report on.

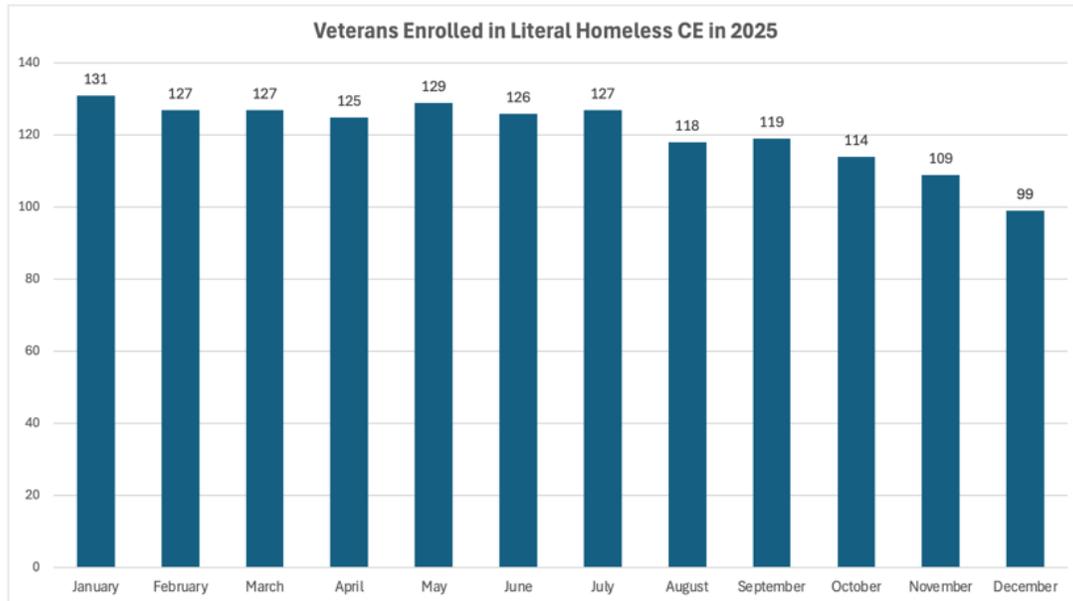
Shelter or Rental Housing Eviction Because of Behavior

The question was asked about any available data looking at evictions caused because of specific behaviors, we are unaware of these data being tracked. Furthermore, we would encourage resourcing programs that prevent evictions from happening.

Recent Data on Specific Subpopulations

The committee had questions about most recent data showing veterans and children under 18 experiencing literal homelessness. Please find below two charts for each month of 2025.





Balance of State (BoS) Map & Flow of Federal Resources into VT

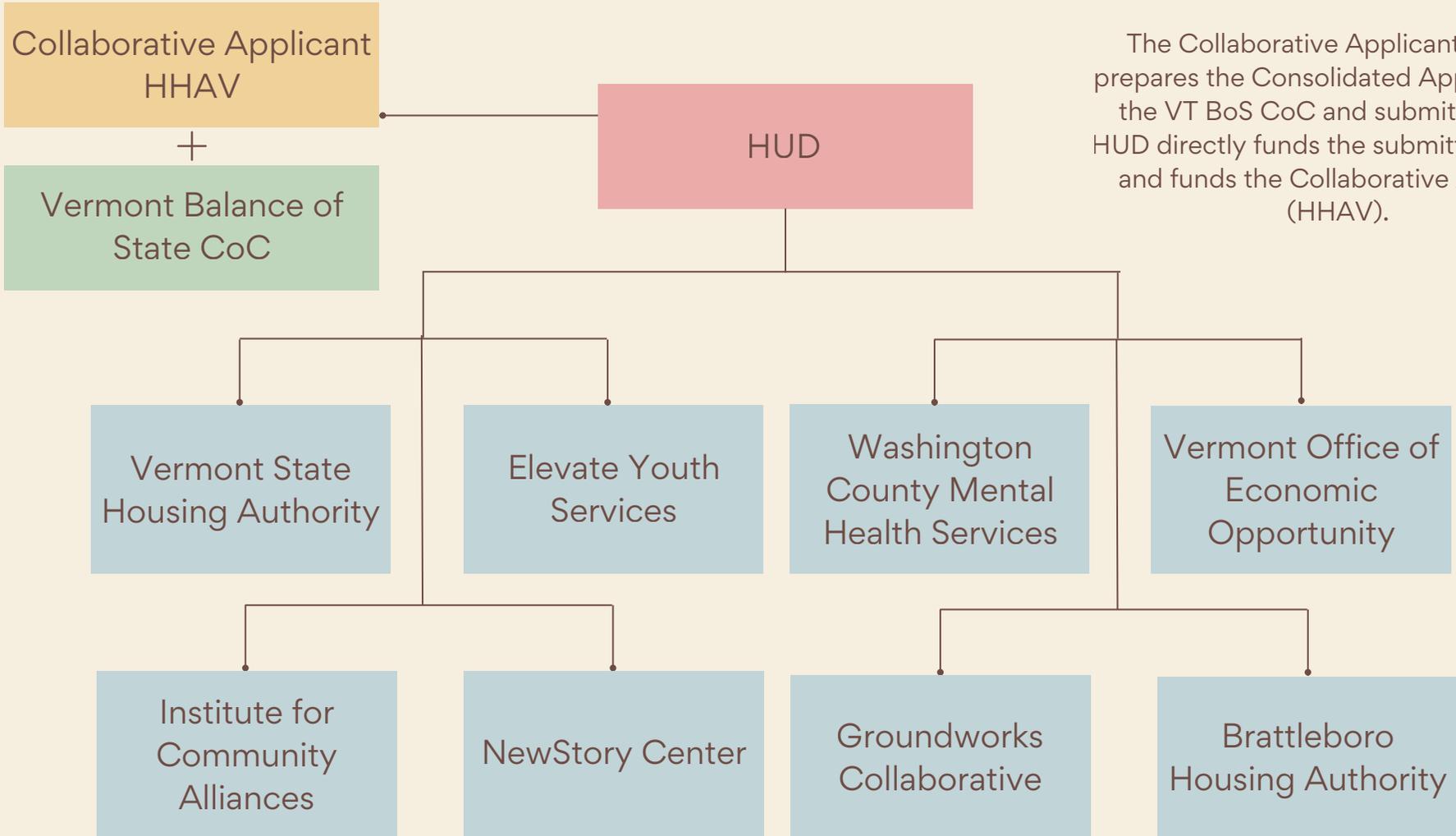
Please find below five attachments that summarize the BoS Continuum of Care (CoC) system, how resources flow into VT and the current status of those program awards. We also included a map of the Chittenden County CoC map (Chittenden County Homelessness Alliance (CCHA))

- BoS CoC map (HHAV)
- Chittenden County CoC map (CCHA)
- BoS CoC summary and NOFO
- BoS CoC funded projects and status update
- BoS CoC funded projects and addressing chronic underspend

We welcome any additional questions from members of the committee. Thank you again for the opportunity.

Chad Simmons, Executive Director, Housing & Homelessness Alliance of Vermont
csimmons@hhav.org
 802.451.8627

CoC Program Grant NOFO



The Collaborative Applicant (HHAV) prepares the Consolidated Application for the VT BoS CoC and submits to HUD. HUD directly funds the submitted projects and funds the Collaborative Applicant (HHAV).

Collaborative Applicant United Way

+

Chittenden County Homeless Alliance
CoC

We have to provide a 25% match for any funds coming through the CoC

HUD

The Collaborative Applicant (United Way) prepares the Consolidated Application for the CCHA CoC and submits to HUD. HUD directly funds the accepted submitted projects and funds the Collaborative Applicant (United Way).

TENANT BASED RENTAL ASSISTANCE FOR PERMENANT SUPPORTIVE HOUSING; Match = Services provided by Community Health Centers

TENANT BASED RENTAL ASSISTANCE FOR PERMENANT SUPPORTIVE HOUSING; Match = Services provided by Pathways Vermont

TENANT BASED RENTAL ASSISTANCE FOR RAPID REHOUSING; Match = Services provided by Steps to End Domestic Violence

TENANT BASED RENTAL ASSISTANCE FOR RAPID REHOUSING; Match = Services provided by Pathways Vermont

Coordinated Entry; Match = Services Champlain Valley Office of Economic Opportunity

Homeless Management Information System; Match = Services by Institute for Community Alliances

The Continuum of Care Program Grant Notice of Funding Opportunity

General

The Continuum of Care (CoC) Program Grant Notice of Funding Opportunity (NOFO) is an annual competitive process used by the Dept. of Housing and Urban Development (HUD) to distribute billions of dollars in homeless assistance funding to ~400 CoCs across the US.

The process is unique because HUD does not fund individual projects in isolation. The CoC Program Grant NOFO funds entire communities based on a single Consolidated Application submitted by the Collaborative Applicant, an agency selected by the local CoC to represent the Continuum of Care and associated projects in the national competition. The Collaborative Applicant receives a Planning Grant via the CoC Program Grant each year to support the core functions of the CoC.

The **Homelessness and Housing Alliance of Vermont** is the Collaborative Applicant for the Vermont of Balance of State Continuum of Care.

The annual competition typically follows these phases:

1. Grant Inventory Worksheet (GIW): Before the NOFO is released, CoCs and HUD field offices collaborate to list all existing grants eligible for renewal. This establishes the CoC's **Annual Renewal Demand (ARD)**—the baseline budget for the community.
 - o **VT BoS CoC's ARD is roughly \$6.5 Million.**
2. NOFO Release: HUD publishes the Notice of Funding Opportunity, outlining that year's policy priorities. This timeline is not set year to year. CoCs are typically given 60-90 days to complete the local process and application.
3. Local Competition: Each CoC must conduct its own open, transparent local competition. Local providers submit applications to the CoC. The CoC's scoring committee reviews, scores, and ranks these projects.
4. Priority Listing: The CoC ranks all projects for the final application based on the local competition.
5. Consolidated Application Submission: The Collaborative Applicant (see below) submits the entire package to HUD, including each selected project application and a single CoC application.
6. HUD Review & Awards: HUD scores the CoC application and all individual project applications, whose scores are partially dependent on the CoC score, and announces awards, usually several months after the submission deadline.

The Role of the Collaborative Applicant

The Collaborative Applicant is the legal entity designated by the CoC to coordinate the application.

Their responsibilities include:

- Administrative & Filing Duties
- Registration: Registering the CoC for the competition each year in e-snaps.
- Consolidated Application: Collecting data from all project applicants, combining it with community-wide data (like the Point-in-Time count), and submitting the final application to HUD.
- Planning Funds: Applying for and managing the CoC Planning Grant, which pays for the staff and systems needed to run the CoC.
- Strategic & Leadership Duties
- Design and Operate the Local Process: They must create a fair, objective process for scoring and ranking local projects, ensuring there are no conflicts of interest.
- Technical Assistance: Providing guidance to local grantees on HUD regulations, eligible costs, and e-snaps troubleshooting.
- Compliance: Ensuring all projects meet "threshold requirements" (basic eligibility) before they are sent to HUD.
- Coordination with HUD
- The Collaborative Applicant serves as the primary bridge between the local community and the HUD Field Office. If HUD has questions about a specific project or the CoC's overall strategy, the Collaborative Applicant is the point of contact.

Vermont Balance of State Continuum of Care projects currently receive roughly \$6.5 million in funding through the CoC Program Grant. While the Collaborative Applicant prepares the application, the majority of these funds pass directly from the federal government (HUD) to the recipients. Only the Planning Grant is directly distributed to the Collaborative Applicant. Each project grant has its own start/end date that is set and maintained by the project applicant.

By Project Type

Permanent Supportive Housing: is permanent housing in which housing assistance (e.g., long-term leasing or rental assistance) and supportive services are provided to assist households with at least one member (adult or child) with a disability – the services are to achieve and sustain housing stability.

Vermont State Housing Authority

- Shelter + Care Statewide (PSH) (Grant period: Dec 1 – Nov 30)
 - Program Partners:
 - CVOEO
 - NEKCA
 - Pathways Vermont
 - Upper Valley Haven
 - Counseling Services of Addison County
 - Lamoille County Mental Health Services
- Shelter + Care Pathways (PSH) (Grant period: Dec 1 – Nov 30)

- Pathways Vermont
- A Way Home (PSH) (Grant period: Dec 1 – Nov 30)
 - Pathways Vermont
 - Groundworks Collaborative
 - Homeless Prevention Center
 - Springfield Supported Housing Program
 - Upper Valley Haven

Brattleboro Housing Partnership (PSH) (Grant period: Oct 1 – Sept 30)

- Brattleboro Housing Authority

Rapid Re-Housing: is permanent housing that provides short-term (up to three months) and medium-term (4-24 months) tenant-based **rental assistance** and supportive services to households experiencing homelessness.

NewStory Center (Grant period: Oct 1 – Sept 30)

- NewStory Center Rapid Rehousing (RRH)

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Diversion (Grant period: Nov 1 – Oct 30) (RRH)
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Homeless Prevention Center
 - Lamoille County Mental Health Services
 - Middlebury Transitional Care Coalition / Charter House Coalition
 - Northeast Kingdom Community Action
 - Northwestern Counseling & Support Services
 - Rutland County Housing Coalition / Homeless Prevention Center
 - Springfield Supported Housing Program
- Landlord Liaison (Grant period: Nov 1 – Oct 30) (RRH)
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Northeast Kingdom Community Action
 - Northeast Kingdom Youth Services

Washington County Mental Health Services (Grant period: Dec 1 – Nov 30)

- Housing First Recovery and Reentry (RRH)

Transitional Housing-Rapid Re-Housing: is a type of project that combines the activities of a transitional housing project with those of a rapid re-housing project. These projects provide a safe place for people to stay – transitional housing – with financial assistance and wrap-around supportive services determined by program participants to help them move to permanent housing as quickly as possible.

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Joint Component (TH-RRH) (Grant period: Nov 1 – Oct 30)
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Lamoille County Mental Health Services
 - Northeast Kingdom Community Action
 - Northwestern Counseling & Support Services
 - Springfield Supported Housing Program
 - St. Johnsbury Youth Service Bureau dba Northeast Kingdom Youth Services

Coordinated Entry: These resources aid in the establishment and operation of a Coordinated Entry (CE) process that standardizes the way individuals and families at risk of homelessness or experiencing homelessness access are assessed for and referred to the housing and services that they need for housing stability.

Vermont State Office of Economic Opportunity (Grant period: July 1 – June 30)

- Coordinated Entry Partnership Combined
 - Homeless Prevention Center
 - Northeast Kingdom Community Action
 - Groundworks Collaborative
 - Capstone Community Action
 - Upper Valley Haven
 - CVOEO
 - Clarina Howard Nichols Center
 - CVOEO-Voices Against Violence
 - PAVE
 - Umbrella, Inc.

Homelessness Management Information System: HMIS refers to the Homeless Management Information System (HMIS), the system used to collect client-level data and data on the provision of housing and services to program participants.

Institute for Community Alliances (Grant period: July 1 – June 30)

- Vermont Balance of State Homelessness Management Information System

Supportive Services Only: Supportive Services Only (SSO) projects allow recipients to provide supportive services—such as conducting outreach to sheltered and unsheltered homeless persons and families and providing referrals to other housing or other necessary services—to families and individuals experiencing homelessness.

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Housing Navigation (SSO) (Grant period: Nov 1 – Oct 30)
 - Family Center of Washington County
 - Homeless Prevention Center
 - Middlebury Transitional Care Coalition / Charter House Coalition
 - Northeast Kingdom Youth Services

- Northwestern Counseling & Support Services
- Springfield Supported Housing Program

Groundworks Collaborative Inc.

- ReachOutWorks (SSO)

CoC Planning Grant for Collaborative Applicant: The Collaborative Applicant is the only entity that may apply for and receive planning funds. A planning grant may fund activities that support the CoC, including, but not limited to:

- Developing a community-wide or region-wide process involving the coordination of various entities and individuals who have experienced or are currently experiencing homelessness,
- Determining the geographic area the CoC will serve,
- Developing a CoC system
- Evaluating the outcomes of projects for which funds are awarded in the geographic area (including funds awarded under the Emergency Solutions Grants program),
- Participating in the Consolidated Plan(s) of the jurisdiction(s) in the geographic area,
- Preparing and submitting the application to HUD on behalf of the CoC membership, and
- Monitoring recipients and subrecipients and enforcing compliance with program requirements.

Housing and Homelessness Alliance of Vermont is the Collaborative Applicant for the VT BoS CoC. (Grant period: Dec 1 – Nov 30)

Current Status of the FY25 CoC Program Grant NOFO Cycle

As of early 2026, the process is under a unique situation, having been enjoined by the court as a result of a lawsuit brought by the National Alliance to End Homelessness and other parties. HUD laid out its intention to fund the FY25 grant cycle as a “renewal year” as part of a two-year NOFO cycle. The current administration warned that they intended to issue an entirely new FY25 NOFO regardless, and this FY25 NOFO was released in November 2025. Due to court intervention, HUD is currently processing FY25 renewals using the FY24–25 CoC Program NOFO rules; however, legal experts anticipate that HUD will appeal the enjoined NOFO and attempt to issue, or re-issue, their new FY25 NOFO, while not honoring renewal funding.

The recently passed and signed THUD bill includes language that requires HUD to renew FY24-25 CoC grants expiring in the first quarter of 2026 (January-March) for 12 months, and creates a timeline for HUD to renew expiring grants throughout the year if HUD has not issued awards under a new Notice of Funding Opportunity (NOFO). The bill would also require HUD to issue its FY26 CoC NOFO no later than June 1, 2026, and award funding to recipients no later than December 1, 2026. Language in the final bill would require HUD’s FY26 CoC NOFO to allocate at least 60% of CoC funds to “Tier 1” projects, which provide

permanent supportive housing and rapid rehousing services to people experiencing or at imminent risk of homelessness.

VT BoS CoC FY25 Grants Outline

All funding amounts reflect what each project would receive through the FY25 CoC Program Grant NOFO with full renewal funding (as is typical in previous years). These grants would start in 2026.

By Project Type

Rapid Re-Housing: RRH is permanent housing that provides short-term (up to three months) and medium-term (4-24 months) tenant-based **rental assistance** and supportive services to households experiencing homelessness.

NewStory Center

- NewStory Center Rapid Rehousing (RRH) (Grant period: Oct 1 – Sept 30) \$162,594
 - Serves 8 units, with 11 beds
 - 92% utilization of funds in FY23
 - 88% utilization of funds in FY22

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Diversion (RRH) (Grant period: Nov 1 – Oct 30) \$76,701
 - >90% utilization in FY23
 - 68% utilization in FY22
 - Subrecipients:
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Homeless Prevention Center
 - Lamoille County Mental Health Services
 - Middlebury Transitional Care Coalition / Charter House Coalition
 - Northeast Kingdom Community Action
 - Northwestern Counseling & Support Services
 - Rutland County Housing Coalition / Homeless Prevention Center
 - Springfield Supported Housing Program
- Landlord Liaison (RRH) (Grant period: Nov 1 – Oct 30) \$129,313
 - >90% utilization in FY23
 - 71% utilization in FY22
 - Subrecipients:
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Northeast Kingdom Community Action
 - Northeast Kingdom Youth Services

Washington County Mental Health Services

- Housing First Recovery and Reentry (RRH) (Grant period: Dec 1 – Nov 30) \$413,824
 - FY24 (12/1/25 – 11/30/26) is the first year of this program

Joint Component: Transitional Housing-Rapid Re-Housing is a type of project that combines the activities of a transitional housing project with those of a rapid re-housing project. These projects provide a safe place for people to stay – transitional housing – with financial assistance and wrap-around supportive services determined by program participants to help them move to permanent housing as quickly as possible.

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Joint Component (TH-RRH) (Grant period: Nov 1 – Oct 30) \$764,051
 - FY23 (10/1/24 – 9/30/25) is the first year of this grant.
 - >90% utilization in FY23.
 - Subrecipients
 - Charter House
 - Interaction: Youth Services & Restorative Justice
 - Lamoille County Mental Health Services
 - Northeast Kingdom Community Action
 - Northwestern Counseling & Support Services
 - Springfield Supported Housing Program
 - St. Johnsbury Youth Service Bureau dba Northeast Kingdom Youth Services

Permanent Supportive Housing: is permanent housing in which housing assistance (e.g., long-term leasing or rental assistance) and supportive services are provided to assist households with at least one member (adult or child) with a disability in achieving housing stability.

Vermont State Housing Authority:

- Shelter + Care Statewide (PSH) (Grant period: Dec 1 – Nov 30) \$980,465.00

The S+C program is designed to pair housing with supportive services. VSHA's role is that of a hub that manages the financial and regulatory side of the housing, while local partner agencies provide the care.

 - ~48% Utilization in FY23
 - 27% Utilization in FY22
 - As of Feb 2026: 22 units vouchers utilized out of 64 units
 - Total amount needed for FY25 (12/1/26 – 11/30/27) to reflect current usage/keep current clients housed:
 - 22 currently active households
 - \$20,000 monthly subsidy costs; \$909 per person/month (\$240,000)
 - Current Providers/Counties/Households (HH) served -
 - Counseling Service of Addison County, 7 HH
 - Pathways VT
 - Addison, 2 HH
 - Bennington, 1 HH
 - Franklin, 1 HH
 - Windham, 5 HH

- Lamoille, Lamoille Mental Health Services, 2 HH (pending HCVs rescinded)
 - Rutland, Homeless Prevention Center, 1 HH (pending HCV rescinded)
 - United Counseling Service, Bennington, 1 HH (pending HCV rescinded)
 - Upper Valley Haven, Windsor, 2 HH (pending HCVs rescinded)
- Shelter + Care Pathways (PSH) (Grant period: Dec 1 – Nov 30) \$1,596,618.00
 - ~95% Utilization in FY23
 - 73% Utilization in FY22
 - As of February 2026: 44 units utilized out of 82 units
 - Total Currently needed for FY25 to reflect current usage/keep current clients housed (12/1/26 – 11/30/27)
 - 44 *current* households/\$39,000 monthly subsidy costs; \$886 per person/month
 - Unspent funds will go towards annual rent increases, property damages, vacancy costs, security deposits, and serving additional households
 - 52 *projected new* households (22 – transferred from eliminated S+C Statewide grant, 10 CVOEO-NEW, 10 NEKCA-NEW, 10 currently pending for Pathways)**
 - Subrecipients
 - Pathways Vermont
 - Addison, 1 HH
 - Bennington, 20 HH
 - Washington, 5 HH
 - Windham, 5 HH
 - Windsor, 13 HH

**VT BoS CoC anticipates working with VSHA to eliminate the Statewide S+C Grant and move all households to the S+C Pathways Grant.

Recently, VSHA partnered with AHS-OEO to onboard two new Shelter + Care providers, the first ones in over 8 years, as part of Permanent Supportive Housing Assistance/Medicaid (CVOEO/Franklin and NEKCA/Caledonia County)

This results in 52 projected *new* households (22 – transferred from eliminated S+C Statewide grant, 10 CVOEO-NEW, 10 NEKCA-NEW, 10 currently pending for Pathways).

- A Way Home (PSH) (Grant period: Dec 1 – Nov 30) \$755,888
 - ~62% Utilization in FY23
 - 36% Utilization in FY22
 - As of February 2026: 44 units utilized out of 68 units
 - Subrecipients
 - Franklin, Pathways VT, 11 HH

- Rutland, Homeless Prevention Center, 4 HH
- Windham, 15 HH
- Windsor, 14 HH

Brattleboro Housing Partnership (PSH)(Grant period: Oct 1 – Sept 30) \$328,090

- 59% Utilization in FY23
- 55% Utilization in FY22
- Serves 23 units, with 34 total beds
 - Currently serving 16 households
 - BHP anticipates leasing up an additional 7 households if FY25 funding holds

Supportive Services Only Supportive Services Only (SSO) projects allow recipients to provide supportive services—such as conducting outreach to sheltered and unsheltered homeless persons and families and providing referrals to other housing or other necessary services—to families and individuals experiencing homelessness.

Elevate Youth Services: Vermont Coalition of Runaway and Homeless Youth (VCHRYP)

- Housing Navigation (SSO) (Grant period: Nov 1 – Oct 30) \$138,378
 - >90% utilization in FY23
 - 93% utilization in FY22
 - Family Center of Washington County
 - Homeless Prevention Center
 - Middlebury Transitional Care Coalition / Charter House Coalition
 - Northeast Kingdom Youth Services
 - Northwestern Counseling & Support Services
 - Springfield Supported Housing Program

Groundworks Collaborative Inc.

- ReachOutWorks (SSO) \$129,349
 - This project was a FY22 Special NOFO 3-year grant, which expires Mar 26.
 - FY25 will be the first year as a 1-year grant and as part of the regular CoC Program Grant cycle.

Coordinated Entry These resources aid in the establishment and operation of a Coordinated Entry (CE) process that standardizes the way individuals and families at risk of homelessness or experiencing homelessness access are assessed for and referred to the housing and services that they need for housing stability.

Vermont State Office of Economic Opportunity

- Coordinated Entry Partnership Combined (Grant period: July 1 – June 30) \$886,880
 - 98% utilization in FY23
 - 81% utilization in FY22
 - Subrecipients
 - Homeless Prevention Center
 - Northeast Kingdom Community Action

- Groundworks Collaborative
- Capstone Community Action
- Upper Valley Haven
- CVOEO
- Clarina Howard Nichols Center
- CVOEO-Voices Against Violence
- PAVE
- Umbrella, Inc.

Homelessness Management Information System HMIS refers to the Homeless Management Information System (HMIS), the system used to collect client-level data and data on the provision of housing and services to program participants.

Institute for Community Alliances (Grant period: July 1 – June 30) \$115,509

- Vermont Balance of State Homelessness Management Information System
 - 100% utilization in FY23
 - 100% utilization in FY22

CoC Planning Grant for Collaborative Applicant

Housing and Homelessness Alliance of Vermont is the Collaborative Applicant for the VT BoS CoC

- Housing and Homelessness Alliance of Vermont (Dec 1 – Nov 30) \$323,883
 - 100% utilization in FY23
 - 100% utilization in FY22

The VT BoS CoC began a process of monitoring our grantees as we've transitioned our Collaborative Applicant from Vermont State Housing Authority to Vermont Coalition to End Homelessness (in 2021) to Housing & Homelessness Alliance of Vermont (in 2024). In 2025, we began a process of reviewing our grantees' spenddown rates and assessing fund usage. We began connecting our grantees with low spenddown rates with our HUD Field Officer and HUD Technical Assistance. While these opportunities have always been available to grantees, we took the steps to connect grantees in virtual meetings with these advisors to address spenddown issues through budget amendments and program adjustments. The VT BoS CoC also implemented an [Involuntary Reallocation Policy](#) for the FY25 NOFO process (which has been held up through the courts) so chronic spenddown issues could be addressed through the Local Competition and Scoring and Ranking process. The VT BoS CoC also added scored categories to our Local Competition scoring tool for spenddown as well as the number of households served compared to households intended to be served. VT BoS CoC will be implementing these additions in FY26 NOFO if the FY25 NOFO remains enjoined by the courts.

Additionally, VT BoS CoC is sharing the totals required to keep the current households housed for each grant with chronic spenddown issues.