HOUSING ANALYSIS & MASTER PLAN

Towns of Dover & Wilmington, VT

NOVEMBER 2019

EXECUTIVE SUMMARY

Like many New England communities, the Towns of Dover and Wilmington are challenged to meet the housing needs of residents and workers. The area's natural amenities have made it a very popular destination among vacationers and seasonal visitors, but this popularity is resulting in higher housing costs due to visitors, second home owners, and short-term rentals creating a situation where the average rental and sale price is increasing faster than local wages or income levels.

The degree of second home-ownership within the community combined with the demand for seasonal vacation rentals, limits the supply and affordability of housing options for year-round residents. Low-income households, seniors, and other vulnerable populations are finding it increasingly difficult to purchase or even rent homes in the area and especially in places with access to transportation options. This has become an impediment to the area's ability to remain viable during the off-season, retain a local workforce, and maintain a local school population.

This Housing Analysis & Master Plan is a result of the efforts of the Town of Wilmington and the Town of Dover coming together to establish the Bi-Town Housing Committee, understanding that each town's housing issues do not exist in a silo. To that end, these strategies are applicable and can extend to the Deerfield Valley. The plan is comprised of a housing analysis exploring the current supply and potential demand of new housing and qualitative data garnered from a community engagement process, all of which can be found at the end of this document as attachments. The goal of this plan is to frame strategies that allow Town decision makers, property investors, developers, and other interested parties to create housing that aligns with the current and future needs of those living and working (or wanting to live and work) in the Towns of Dover and Wilmington. We identified the following themes through our work:

In order to increase the population and draw people to the area as year-round residents, **there is a need for additional year-round rentals**. This is combined with a need to **increase the quality of the current housing stock (sale and rental)** to provide better options for existing renters and potential home owners. Working to address both these issues will draw in current workers who commute to Wilmington and Dover from other towns.

Above all, we found that **senior housing is a pressing need** in the towns. The community is aging, and the infrastructure is not in place to keep seniors living here. Many seniors indicated they do not have a plan to transition from their current living situation as they age, and do not know what their housing options are.

And again and again, we heard **housing issues are not just about housing**. Poor internet signal, lack of jobs that pay living wages, business barely surviving off of seasonal fluxes are keeping people from moving here, starting businesses, or making this their home.

The goals that were identified through this planning process, and which create the framework of the Action Plan include:

GOALS	
#1	**To meet housing demand created by in-commuters, increase the availability of year-round rentals.**
#2	**To increase community pride and quality of housing, improve the appearance, health, and safety of the current housing stock.**
#3	**Facilitate the development of housing for seniors and year-round workforce.**
#4	**Improve housing through a holistic approach via advocacy and economic development engagement.**

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INTRODUCTION

In the summer of 2019, the Towns of Dover and Wilmington began a process to identify the housing needs in their combined communities. This process was led by the Bi-Town Housing Committee. The goal of the Housing Analysis & Master Plan is to develop strategies that provide Town decision makers, property investors, developers, and other interested parties the framework to create housing that aligns with the current and future needs of those living and working in the Towns of Dover and Wilmington.

WORK COMPLETED

To fully understand, analyze, and strategize the housing situation in Wilmington and Dover, Camoin 310 completed a Housing Analysis Data Report, included as an attachment to this report with main findings summarized below. A series of stakeholder interviews to better understand issues facing the business community, residents, and landlords added anecdotal and "on-the-ground" information to the data. Finally, public meetings and a community housing survey were created to receive feedback from community members. Findings from our community engagement process are also included as an attachment.

HOUSING ANALYSIS DATA REPORT KEY FINDINGS

Socioeconomic data compares the towns to Windham County and the State of Vermont, and highlights the declining population, declining jobs, lower earnings, and higher proportion of older residents.

- The Towns of Dover and Wilmington have declined in year-round population and are expected to continue along this trend, decreasing by a total of 6% from 2010 to 2024 (projected) from 3,000 to 2,822 people.

- Forty-two percent of the towns' population is aged 55 and up compared to 39% within Windham County and 35% within the State of Vermont.

- Almost 20% of Town of Dover households have a median annual income of less than $15,000.[1] Comparatively, 9% of households make less than $15,000 in Wilmington, 13% in the county, and 11% in the state. Between the two towns, 60% of those making less than $15,000 annually are aged 55 and over.

- Jobs from 2014 to 2019 declined in both the towns (10%) and county (3%) but will increase by 2% at the state level.

- Average earnings in the towns are $42,465, roughly $14,000 less than state-wide earning and $8,000 less than jobs in the county.

- The Towns of Dover and Wilmington's largest industries revolve around those in the service industry, government, and education. Of the 20 top sectors, 10 are expected to decline in the next five years, including the top three industries of Restaurants and Other Eating Places, Grocery Stores, and Other Schools and Instruction

Housing assessment data reveals a high percent of seasonally vacant units, lower proportion of owner-occupied housing, low percent of multiunit housing, and rapidly increasing number of available short-term rentals.

- Occupancy data reveals a high percentage of seasonally vacant housing units – 78% in Dover and 62% in Wilmington, compared to 32% within the county, 16% in the state, and just 4% nationally.

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[1] Household income includes not just earnings but also income from social security, interest, dividends, and other sources.

- Just 14% of all housing in the Town of Dover is owner-occupied and 24% is owner-occupied within the Town of Wilmington, compared to 43% in the county, 55% in the state and 56% nationally.

- The majority of units within the Town of Wilmington are single family detached homes, at 81%. This is higher than any other geographic comparison region (the Town of Dover has 49% single family units, the county has 66%, the state has 67% and the nation has 62%).

- Six hundred units are available for short term rental, with 372 units located in Dover and the other 229 units located in Wilmington. Since 2016, AirBnB rentals in Dover have grown by 506% or 349 units, and by 471% or 198 units in Wilmington.

Housing affordability data shows the following proportion of the community paying more than 30% of their income on housing, the agreed upon threshold for housing affordability.

- Within the Town of Dover, 44% of households spend more than 30% of their income on housing; in the Town of Wilmington this figure is 55%.

- In the Town of Dover, 62% of renters are paying more than the affordability threshold (with 60% paying 35% or more of income on rent). We see that the Town of Wilmington however, has a lower percentage of households paying beyond the 30% threshold – only 36%.

- Dover's median household income is $15,815 short of affording a median priced home without extending 30% or more of the household income on the home alone. A Town of Wilmington household would have to earn $1,809 more.

Housing demand data shows there is rental demand for between 60 and 140 one-bedroom rental units (mostly for senior housing), between 70 and 180 two-bedroom rental units, and between 10 and 40 three-bedroom rental units. For homes-for-purchase, we estimate that there is demand for between 20 and 50 two-bedroom units, between 20 and 60 three-bedroom units, and 2 and 10 four-bedroom units.

- While the number of households is projected to decline by 23 from 2019-2024, there is an anticipated increase in those householders over 75 and between the ages of 35-44.

- 68% of Dover and Wilmington year-round workers work in the towns but live elsewhere ("in-commuters") and 32% of workers live in the towns.

- According to the 2017 American Community Survey, 241 individuals age 18 to 34 in the towns either live with their parents/guardian, live with other relatives, or live with other nonrelatives. This represents 43% of the town's age 18 to 34 cohort.

- For the senior cohort, those aged over 65, 26% or 166 people live alone, and 63% or 403 people live with a spouse. While spouses may be able to care for each other as the aging process progresses, eventually there needs to be residential options that provide more care for those that choose it.

COMMUNITY ENGAGEMENT KEY FINDINGS

Attendees from the **Community Housing Meeting** held on September 26th, 2019 included a mix of business owners, realtors, property owners, municipal staff, employees, service providers, and residents. Key findings include:

- Aging in place, for seniors, is a pressing issue. Senior housing is extremely limited for those who want to stay in the communities.

- Employers' number one concern is not having an available workforce.

- There is a lack of housing for young, working families. These families may lack the financial literacy needed to budget appropriately.

- Act 250 vastly extends the time taken to create any new developments.

- Taxes are too high. In particular, it prevents elderly from living in the towns.

- The cost of wastewater treatment is seen as prohibitive to development.

- Seasonal work at the resorts puts extreme pressure on the housing stock and can sometimes result in unsafe conditions. Affordable housing should be built along the MOOver Route.

Camoin 310 conducted **Stakeholder Interviews** with 13 individuals representing groups from across the towns including municipal staff, nonprofit agencies, health agencies, transportation representatives, small business owners, realtors, and major employers. Key findings include:

- The issue is cyclical. With low wage, mostly seasonal jobs being the predominant employment offering, it is hard to afford a decent rental unit.

- Lack of quality in available houses for rent and purchase. High cost of construction/renovation and low market prices makes it infeasible to pursue improvements. Building, taxes, sewer fees are prohibitive to development along with construction costs and Act 250 delays.

- Seniors need a range of housing options.

- Opportunities exist around developing old inns. We heard that 8-10 inns have closed in the last 10 years and this may be an opportune possibility for redevelopment for multiunit housing.

The **Community Housing Survey**, with 186 respondents, provided the following take-a-ways:

- The majority of respondents own their home (88%). Ten percent rent.

- The top three challenges for respondents' current residence are 1) affordability, 2) accessibility to work and services, and 3) quality of housing. Respondents also mentioned upkeep, taxes, and schools.

- For those businesses that are impacted by a housing issue, respondents cite a lack of available workers as the most common issue.

- Most respondents have one or two people in their households and their ideal home is a single-family home in a rural setting with two or three bedrooms. Respondents value the rural setting of the area.

- People are willing to downsize if it meant they could stay in the area, but there is also a significant contingent of respondents who are not interested in changing their housing situation.

- For older respondents, there is a need for education about what resources exist for senior housing or in-home care options and how to make a housing plan.

- Renters cite quality, lack of improvements, internet availability, as negative factors in their renting experience. They also cite quiet, cost, and good landlords as positive factors.

OPPORTUNITIES & CHALLENGES ASSESSMENT

The findings of the stakeholder interviews and other community engagement, data analysis, and knowledge of the region were compiled into a list of opportunities and challenges related to housing and related economic and community development aspects. This assessment of constraints within the towns and possible opportunities to build off of is used to inform the goals and actions identified in the Action Plan.

Opportunities

- 68% of year-round employees commute into the towns for work which can been seen as potential demand for new housing.
- MOOver provides free transportation throughout the area.
- The high number of seasonally vacant rentals (78% in Dover and 62% in Wilmington) could be a source of supply for additional year-round rentals.
- Committed volunteers are dedicated to helping fix the problem.
- Out-of-business inns represent an opportunity to create shared or seasonal housing.
- Housing issues are not unique to Wilmington and Dover and there is a potential for state-wide advocacy.
- The Old School Community Center and reuse potential.
- Sale of Mount Snow presents opportunity for establishing a new conversation and relationship around seasonal housing developments.
- Significant capacity in the Wilmington sewer system for additional development.

Challenges

- Low quality housing that is expensive and out of line with current income/wages in the area.
- Seasonal workers at Mount Snow create short term demand.
- Cost of construction and sewer tie-in, and cost of properties for sale, is prohibitive to renovation and creating multiunit buildings.
- Average earnings are roughly $14,000 less in the towns than earnings state-wide.
- People feel this is a bigger issue than just housing and cite a declining population, lack of high-quality jobs and overall depressed feeling in the towns.
- High tax rate makes affordability challenging.
- Landlords prefer to rent studio and 1BR properties for higher return and less potential damage to units, creating a lack of supply in larger units for families.
- The Act 250 process for new construction is a long process.
- Poor internet availability prevents the attraction of remote workers.
- Dramatic increase in short-term rentals are reducing the supply of year-round rentals.
- The desire to live independently indefinitely is desired by many, and education around how to plan for housing as one ages is lacking.

STRATEGIC THEMES

The following strategic themes emerged out of the planning process and serve as the base for the Action Plan. Beneath each theme includes a description and justification, with supporting data pulled from the Housing Analysis Data Report found in the boxes to the right.

To meet housing demand created by in-commuters, increase the availability of year-round rentals. Housing that sits seasonally vacant comprises the majority of the housing stock. Without an available stock of year-round units, it is hard to draw new people to the community. And while there are some nice rentals in the towns, there are not enough. Creating additional year-round rentals will have the added benefit to current renters in town who are seeking higher quality units. Year-round workers stimulate the economy on a consistent basis versus temporary visitors. They support services, businesses, and are more likely to be civically involved in the community.

- Drastic increase in short-term rentals in both towns (506% in Dover; 471% in Wilmington since 2016).
- 78% of all housing is seasonally vacant in Dover; 62% in Wilmington.
- 68% of Dover and Wilmington year-round workers work in the towns but live elsewhere.

To increase community pride and quality of housing, improve the appearance, health, and safety of the current housing stock. A housing stock cared for instills a sense of pride in one's community. To a visitor it may cause them to think, "I could live here." Maintaining a home means a better resale value and demands a better price. Higher income earners can mean more disposable income to spend in the community. In addition, both tenants and landlords need to be educated on their rights and responsibilities to ensure a high return is being made, and repairs get made timely.

- 46% of all housing in Dover was built between 1980-1989.
- 42% of all housing in Wilmington was built before 1960.
- Most current homeowners have exterior improvements to make.

Facilitate the development of housing for seniors and year-round workforce. We see a need for both workforce and senior housing though our demographic and housing demand analyses. The population is getting older and change can be scary at this stage of life. Seniors need to understand their options for housing as they age. In addition, workforce housing creates year-round consumer spending. An infiltration of year-round residents in senior and workforce demographic groups will offset the seasonal fluxes the towns experience.

- 42% of the population is over 55.
- There will be a significant increase in households over the age of 75 by 2024.
- Survey respondents over 55 want to know more about housing options as they get older.

Improve housing through a holistic approach via advocacy and economic development engagement. At its core, economic development is about jobs—creating high quality, meaningful opportunities for gainful employment. People who work need somewhere to live, and who takes these jobs and what their preferences are (and what housing they can afford) is just as important as the job opportunities at hand. Read: cater to the desired workforce and you will cater to businesses at the same time.

- Almost 20% of Dover households have a median income (MHI) of less than $15k/year.
- MHI has dropped in Dover (-11%) and not grown as fast in Wilmington (8%) when compared to the county and state.
- Affordability is the top challenge identified by survey respondents.

ACTION PLAN

IMPLEMENTATION

Successful implementation of a plan must be based on strategies that are grounded in data, fit with market conditions, and most importantly are responsive to the needs and hopes of the community. Finding ways to work together with local and regional organizations to build momentum for change will drive this plan towards successful implementation.

LEADERSHIP

Proper implementation of an action plan like this requires a combination of consistent leadership and coordinated partnerships among various organizations, including but not limited to the Town of Dover, Town of Wilmington, Bi-Town Housing Committee, and others. Working together and delegating tasks from this strategy will position the Towns for successful implementation, however there should be a clear "owner" of this plan that is charged with guiding and managing implementation and partners should be asked to report back on status update of the various tasks.

CAPACITY

Capacity includes people, resources, knowledge, and structures. It is not intended that this strategy be implemented solely by Town staff. However, with any increase in initiatives and housing efforts there is an increase in demands placed on staff capacity resources that should be recognized. A full review of staff resources should be conducted to identify any areas where additional staff or outside assistance is necessary to make progress on the actions identified.

Goal 1: To meet housing demand created by in-commuters, increase the availability of year-round rentals				
1	**Strategy**	**Actions**	**Priority and Timeframe**	**Partners**
1.A	Short term rental registration program.	I. Stay attuned to any changes in state-wide policy and provide input as necessary. II. Ensure short term rentals are paying 1% local options tax. Track online rental offerings with tax documents. III. Consider establishing a short-term rental registration program that allows regular inspection of units (for safety).	High Priority and Short Term	Town of Wilmington, Town of Dover, Local Realtors, Property Owners
1.B	Streamline process to retrofit single family housing to multi-unit structures or adding an Accessory Dwelling Unit.	I. Create a pamphlet or page on the Towns' website that simplifies Zoning Code language, clarifies the process, and provides the contact information of the appropriate person to discuss further. II. If creating additional year-round rental, waive local permitting fees and expedite process. III. Interview residents whom have added a unit to review the Town approval process (and change as necessary to maintain customer satisfaction) and highlight success stories in Town media. IV. Consider reducing sewer fees for desired rentals.	Medium Priority and Short Term	Town of Wilmington, Town of Dover
1.C	Maintain partnerships with housing development organizations to facilitate the creation of additional housing.	I. Establish an Affordable Housing Committee to advocate for and education the public about affordable housing needs to set the stage for development. II. Investigate the option to work with WWHT, Habitat for Humanity or other housing partner to retrofit closed inns and B&Bs in the area to convert to multi-use housing. III. Establish annual meetings with affordable housing developers to understand their current projects and needs, as to facilitate partnership with developing year-round rentals.	Medium Priority and Mid Term	Town of Wilmington, Town of Dover, Windham Windsor Housing Trust, West River Habitat for Humanity, Groundworks Collaborative

Goal 2: To increase community pride and quality of housing, improve the appearance, health, and safety of the current housing stock.				
2	**Strategy**	**Actions**	**Priority and Timeframe**	**Partners**
2.A	Create a home improvement program for existing homeowners.	I. Prioritizing lower income homeowners, provide an incentive for housing upkeep. Could be a Tax Credit program or Matching Grant program. II. Once established, create a marketing campaign to get the word out. III. Highlight success stories in digital and print media.	High Priority and Short Term	Town of Wilmington, Town of Dover, Bi-Town Housing Committee, Construction & Contractor Companies, Southeastern Vermont Community Action
2.B	Establish landlord and tenant education.	I. With the understanding that a higher quality rental draws a higher quality tenant and higher rent, create educational materials that point to this. II. Create tenant education information so tenants understand their rights when it comes to renal issues. Add language and resources to partner websites. III. Increase awareness of the landlord liaison program (Groundworks Collaborative) to encourage more inclusive rental behavior. IV. Work with local real estate agents and banks and SEVCA to establish a good renter training program in Deerfield Valley.	Medium Priority and Mid Term	Town of Wilmington, Town of Dover, Bi-Town Housing Committee, Groundworks Collaborative, Brattleboro Area Affordable Housing
2.C	Build partnerships that create home improvement service projects.	I. Partner with local home improvement businesses and exchange free advertising, tax credit, or chamber membership in exchange for reduced-cost services for local homeowners in need. II. Establish a volunteer corps that can provide basic landscaping or exterior upgrades. III. Partner with Mount Snow to provide ski passes to people with skills willing to assist local home owners with upgrades. IV. Partner with Mount Snow to organize employees for housing service projects.	Medium Priority and Mid Term	Town of Wilmington, Town of Dover, Mount Snow, Area Businesses, West River Habitat for Humanity, Deerfield Valley Rotary Club

Goal 3: Facilitate the development of housing for seniors and year-round workforce.				
3	Strategy	Actions	Priority and Timeframe	Partners
3.A	Investigate strategies that incentivize year-round housing.	I. Explore an Affordable Housing Residential Tax Exemption that provides property tax exemption/abatement for owners of affordable year-round rental housing. II. Prioritize building housing on the MOOver route or work with MOOver to extend as needed.	High Priority and Medium Term	Town of Wilmington, Town of Dover
3.B	Create a Senior Housing Taskforce to investigate future developments.	I. View senior housing developments around the state and talk to developers about what they look for in a site. II. Narrow in on the type of housing and assistance level most desired by the senior community.	High Priority and Short Term	Town of Wilmington, Town of Dover, Butterfield Common Apartments
3.C	Identify sites for development.	I. Once new flood maps are issued, identify potential sites for redevelopment and check zoning allowances for higher density residential. II. Establish inventory of existing vacant and underutilized properties. Engage with property owners of large and accessible parcels regarding likelihood of sale. III. Conduct preliminary financial proforma to understand gaps in financing and potential incentives required. IV. Release an RFP for development specifying the development desired.	Medium Priority and Medium Term	Town of Wilmington, Town of Dover, Windham Windsor Housing Trust, West River Habitat for Humanity
3.D	Establish alternative senior housing options and educational programs for those not ready to leave their homes.	I. Create a "Seniors and Skiers" program where seniors sponsor Mount Snow employees for the season in exchange for rent or help with updates. II. Establish a "Golden Girls" program where seniors rent out rooms to other seniors. III. Create a senior volunteer tax relief program where senior volunteers can receive up to a $1,000 tax abatement. IV. Create a "Senior Housing Support Group" to help with planning and transition. Synthesize resources, take field trips, and have service provider guest speakers.	Medium Priority and Long Term	Town of Wilmington, Town of Dover, Windham Windsor Housing Trust

Goal 4: Improve housing through a holistic approach via advocacy and economic development engagement.				
4	**Strategy**	**Actions**	**Priority and Timeframe**	**Partners**
4. A	Advocate for state-wide policy that supports the development of affordable housing.	Support polices that: I. Expedite Act 250 permits for multi-unit and senior housing. II. Create state wide program that regulates and taxes short-term rentals. III. Increase wages to allow people to better afford housing. IV. Increase funding and available tax credits for affordable housing or provide administrative assistance for grants, HUD info, etc.	Medium Priority and Ongoing	Town of Wilmington, Town of Dover, Vermont Housing and Conservation Board
4.B	Implement economic development initiatives.	I. Conduct a community assets and challenges assessment to help drive ideas. II. Develop year-round target industries to attract additional year-round jobs. III. Expand and promote access to all types of regional outdoor recreation and arts and cultural opportunities. IV. Expand broadband to encourage remote workers. V. Where applicable, engage in a regional approach to further leverage resources. VI. Expand business appreciation efforts that celebrate successful tourist seasons. VII. Provide necessary resources to become a premier outdoor tourism community. VIII. Strengthen business retention and expansion program. IX. Engage with regional economic development organizations around implementation of the Southern Vermont CEDS.	Medium Priority and Mid Term	Town of Wilmington, Town of Dover, Deerfield Valley Chamber of Commerce, Wilmington Works, Area Businesses, Bi-Town Economic Development Committee, Bi-Town Marketing Committee, Brattleboro Development Credit Corporation

HOUSING TRUSTS TODAY

Housing trust are leaders in creating innovative ways to increase the amount of affordable housing in their community. They manage apartments, create shared equity programs[2], offer homebuyer education and financial counseling, offer loans for rehab and energy efficiency, provide home buying programs that keep housing affordable in perpetuity[3], and more. By offering a suite of programs, housing trusts are able to spread risk, have profitable programs support those that need additional funding, and ultimately reach a higher number of people.

Housing trusts across the county are working on innovate ways to increase the amount of affordable housing in their community. Several examples follow:

Build local support through a Workforce Housing Partnership (Martha's Vineyard, MA). The Island Housing Trust serving Martha's Vineyard created the Workforce Housing Partnership which solicits local businesses to support affordable housing through in-kind and financial support. Supporters know that by providing affordable housing options, it means more potential availability of future employees, and a reduced commute for current employees. Specifically, the Partnership created an advertising campaign to raise awareness of the affordable housing issue. Also called Employer Assisted Housing (EAH).[4] While there is the ability for businesses to donate to the two housing trusts, additional outreach could be conducted to make this program more well-known and clarify the connection between business and housing issues.

Use a land-trust model to encourage home ownership (Wilmington, NC). Here a housing trust would purchase the underlying land, leaving the buyer responsible for purchasing the building structures and improvements made. This significantly reduces the cost to the homeowner. As the land holder, the trust would have the right to purchase any structures built on the property. These typically involve a 99-year lease on the underlying land. The housing trusts currently cannot do this so legislative language would need to be modified to accommodate.[5]

Modify houses to include multiple units (Santa Cruz, CA). Once securing ownership of the house, consider modifying it to include multiple units. This could include garage apartments, basement flats, stand-alone backyard cottages, and living units attached to the main house. This not only serves more people but also lowers the cost per unit. These houses could be managed by a housing trust or undergo a co-ownership model and be self-managed. Encourage zoning (or a loosening of current zoning) and a streamlined permitting process.

Start a Covenant program (Nantucket, MA). A Covenant program allows property owners to have two dwellings of separate ownership on the same lot, as seen on Nantucket Island. The primary dwelling is a market rate unit, while the secondary unit (the Covenant unit) abides by income, occupancy, and re-selling restrictions. While the local municipality's housing authority signs the covenants, the affordable housing nonprofit, Housing Nantucket, can issue fines under circumstances of noncompliance. They, in addition, administer the program.[6]

Create a legacy program (Various Locations). Solicit residents, particularly seasonal residents, to donate their house at time of death or when no longer needed. This may provide a tax benefit to the homeowner; this and other benefits should be communicated with the potential donor. Alternatively, purchase house at below-market rate value using grant or otherwise raised funds. Work with local contractors to renovate.

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[2] http://www.getahome.org/homes

[3] http://www.adkhousing.org/how_acht_works.asp

[4] http://www.ihtmv.org/donate/workforce-housing-partnership/ and https://www.fels.upenn.edu/recap/posts/1570

[5] https://www.darenc.com/home/showdocument?id=1237 and https://www.foreverplaces.org/what-we-do/

[6] https://www.housingnantucket.org/wp-content/uploads/2018/09/Final_NHNC-2018.pdf

ATTACHMENT 1: HOUSING ANALYSIS DATA REPORT

KEY FINDINGS

This Housing Analysis is the initial data step in creating the Housing Analysis and Master Plan for the Towns of Dover and Wilmington. The purpose of this report is to provide a statistical foundation for housing strategies, and includes socioeconomic information including population, age distribution, educational attainment, median household income, commuting patterns, and unemployment levels. In addition, the industry overview identifies and compares average annual earnings by industry sector, employment by sector, historic and projected growth of industry sectors, concentration of each sector relative to the nation, and more. The housing supply analysis identifies the current housing situation in the towns by examining housing stock, age, value, and costs. Hereafter we will complete additional stakeholder interviews, public meetings, community survey, demand analysis, and constraints analysis to understand the existing supply in relation to the housing needed in the future. The final step will be a housing strategy action map that will outline strategies and track implementation progress. The following key findings summarize this Housing Analysis.

DEMOGRAPHIC & ECONOMIC PROFILE

- Demographic data come from those who identify Dover and Wilmington as their primary residence and do not include second home owners.

- The Towns of Dover and Wilmington have declined in population from 2010 to 2019 and are projected to continue declining into 2024, decreasing by a total of 6% from 2010 to 2024 from 3,000 to 2,822 people.

We compared the Towns of Dover and Wilmington to Windham County and the State of Vermont. These "comparison geographies" help provide regional context for the data we analyzed.

- The towns have a lower proportion of those aged under 24 than the other comparison geographies, and the highest proportion of those aged 55 and up. Housing that addresses the 55+ population therefore, will be important to address in forthcoming housing strategies.

- As of 2019, the median age of the towns, 49.8, is about two years older than the county and about six years older than the state.

- Among the comparison geographies, median household income (MHI) ranged from a low of $41,000 in Dover to a high of $62,000 state-wide. Town of Dover saw an almost $10,000 drop in MHI from 2017 to 2019, resulting in an overall decline in MHI from 2010 to 2024 of 11%.

- When examining households by income level, the most notable finding is the proportion (almost 20%) of Town of Dover households with a median annual income of less than $15,000. Comparatively, 9% of households make less than $15,000 in Wilmington, 13% in the county, and 11% in the state. Between the two towns, 60% of those making less than $15,000 annually are aged 55 and over. Creating housing for these lower income levels will be an important portion of forthcoming housing strategies.

- Among the comparison geographies, the 2019 unemployment rate was highest in the Town of Dover (5.6%), and lowest in the Town of Wilmington (1.7%).

- Based on 2017 Census data, about 32% of residents both live and work in Dover and Wilmington. Outside of the towns, Brattleboro is the next top employer of Dover and Wilmington residents, and Whitingham and Brattleboro are top residence locations for workers in the towns.

◆ We see a drop in jobs from 2014 to 2019 in both the towns (10%) and county (3%), but a 2% increase in jobs at the state level. Projected jobs numbers from 2019-2024 depict a continual decrease in the towns by 3% and the county by 1%, and an increase state-wide by 2%.

◆ Average earnings in the towns are $42,465, roughly $14,000 less than state-wide earning and $8,000 less than jobs in the county.

◆ In the Towns of Dover and Wilmington, Retail Trade and Accommodation and Food Services represent the two industries with the largest number of jobs, at 299 and 285 respectively. The next largest industry by number of jobs is Government, with 188 jobs.

◆ The Towns of Dover and Wilmington's largest industries revolve around those in the service industry, government, and education. Of the 20 top sectors, 10 expected to decline, including the top three industries.

HOUSING SUPPLY ANALYSIS

◆ The Town of Dover has 3,026 total housing units and the Town of Wilmington has 2,568 total housing units, as of the latest available US Census data in 2017.

◆ Occupancy data reveals a high percentage of seasonally vacant housing units – 78% in Dover and 62% in Wilmington, compared to 32% within the county, 16% in the state, and just 4% nationally. Because of the high percent of seasonally vacant housing units, we can conclude it is more difficult for a Wilmington or Dover resident to secure year-round housing either through renting or ownership.

◆ Just 14% of all housing in the Town of Dover is owner-occupied and 24% is owner-occupied within the Town of Wilmington, compared to 43% in the county, 55% in the state and 56% nationally. This instability and lack of available year-round housing can have adverse effects in the community leading to worker shortages, extended commutes, and living in less-than-desirable housing conditions.

◆ The majority of units within the Town of Wilmington are single family detached homes, at 81%. This is higher than any other geographic comparison region (the Town of Dover has 49% single family units, the county has 66%, the state has 67% and the nation has 62%).

◆ Wilmington does not have many residential structures with 10 or more units – only 15. This lack of supply of higher unit structures could be impacting the availability of affordable housing.

◆ The Town of Dover contains 28% single family attached units (condos), a figure at least four times higher than any other comparison geography. We can assume the majority of these units are for second home owners or used as short-term rentals, as Dover also has a high percentage of seasonally vacant housing.

◆ In the Town of Dover, the median year housing was built was 1985, more than a decade newer than the state, county, and Town of Wilmington. Forty-six percent of all housing in Dover was built from 1980-1989. Similar to the state and county, Wilmington has a relatively high proportion of houses built before 1939.

◆ Within the Towns of Dover and Wilmington, there are 600 units available for short term rental, with 372 units located in Dover and the other 229 units located in Wilmington. Since 2016 AirBnB rentals in Dover have grown by 506% or 349 units, and by 471% or 198 units in Wilmington. Reducing the housing supply by this amount is undoubtedly impacting the availability of year-round rentals for Wilmington and Dover residents.

◆ Current and projected home value indicates a general similar range between geography areas, in the general range of $225,000 and $270,000. The state, county, and both towns have seen relatively flat growth or even slight decline annually from 2012-2024.

- Within the Town of Dover, 44% of households spend more than 30% of their income on housing; in the Town of Wilmington this figure is 55%.

- Dover's median household income is $15,815 short of affording a median priced home without extending 30% or more of the household income on the home alone. A Town of Wilmington household would have to earn $1,809 more. Housing strategies for year-round ownership (where the owner lives in the house full-time) should therefore focus on those earning less than the median household income and focus on housing priced below the median home price.

- From 2012 to 2017, the Town of Dover's median gross rent declined from $900 to $761; the Town of Wilmington's increased from $887 to $1,034. Rent in the other geographic locations increased generally by about $90 between 2012 and 2017.

- In the Town of Dover, where 62% of renters are paying more than the affordability threshold (with 60% paying 35% or more of income on rent). We see that the Town of Wilmington however, has a lower percentage of households paying beyond the 30% threshold – only 36%.

- Workers earning average wages in five of the top 10 industries can afford a 1 BR rental rate; and workers in four of the top industries can afford a 2 BR unit based on HUD's Fair Market Rental rates for Windham County.

HOUSING DEMAND ANALYSIS

- While the number of households is projected to decline by 23 from 2019-2024, there is an anticipated increase in those householders over 75 and between the ages of 35-44.

- For the purposes of this analysis, we will target seniors (those aged over 65) and workforce populations (people who work in the Towns of Dover and Wilmington but may live elsewhere and are generally younger, middle-income people, including young families seeking their first homes).

- 68% of Dover and Wilmington year-round workers work in the towns but live elsewhere ("in-commuters") and 32% of workers live in the towns.

- According to the 2017 American Community Survey, 241 individuals age 18 to 34 in the towns either live with their parents, live with other relatives, or live with other nonrelatives. This represents 43% of the town's age 18 to 34 cohort.

- For the senior cohort, those aged over 65, 26% or 166 people live alone, and 63% or 403 people live with a spouse. While spouses may be able to care for each other as the aging process progresses, eventually there needs to be residential options that provide more care for those that choose it.

- Based on the household size of the working population, as well as on information gathered through the employee survey, we estimate that there is rental demand for between 58 and 143 one-bedroom rental units (mostly for senior housing), between 72 and 179 two-bedroom rental units, and between 14 and 36 three-bedroom rental units. For homes for purchase, we estimate that there is demand for between 21 and 52 two-bedroom units, between 24 and 58 three-bedroom units, and 2 and 6 four-bedroom units.

INTRODUCTION

The purpose of the Housing Analysis is to provide a statistical foundation for future housing strategies. This report includes socioeconomic information including population, age distribution, educational attainment, median household income, commuting patterns, and unemployment levels. In addition, the industry section of the report identifies and compares average annual earnings by industry sector, employment by sector, historic and projected growth of industry sectors, concentration of each sector relative to the nation, and more. The housing supply analysis identifies the current housing situation in the towns by examining housing stock, age, value, and costs. This comparison of data within specific geographic locations, in concert with other aspects of the project (interviews, community meetings, survey, input from Town staff), will help form our recommendations and craft the Housing Master Plan.

STUDY REGIONS

We compare one geographic location to another to assess the economic health, potential opportunities, and potential challenges the towns may face. This comparison of geographic locations can also help support or challenge housing and economic perceptions held in the towns. For this analysis we are comparing the Towns of Dover and Wilmington to Windham County, the State of Vermont, and where appropriate, the United States. The smallest geography available for industry data is the Zip Code level, therefore we pulled data for the 05341, 05356, and 05363 Zip Codes. Figure 2 outlines the Zip Code boundary in blue and the town boundaries in yellow. As this is a combined study between the Towns of Dover and Wilmington, there are some data points showing combined findings, while in other data points are separated by town to further understand specific nuances.

DATA SOURCES

Much of the data in this report was acquired from Esri Business Analyst Online (Esri) and Economic Modeling Specialists International (Emsi). Esri uses the 2000 and 2010 Census as its base data. It uses proprietary statistical models
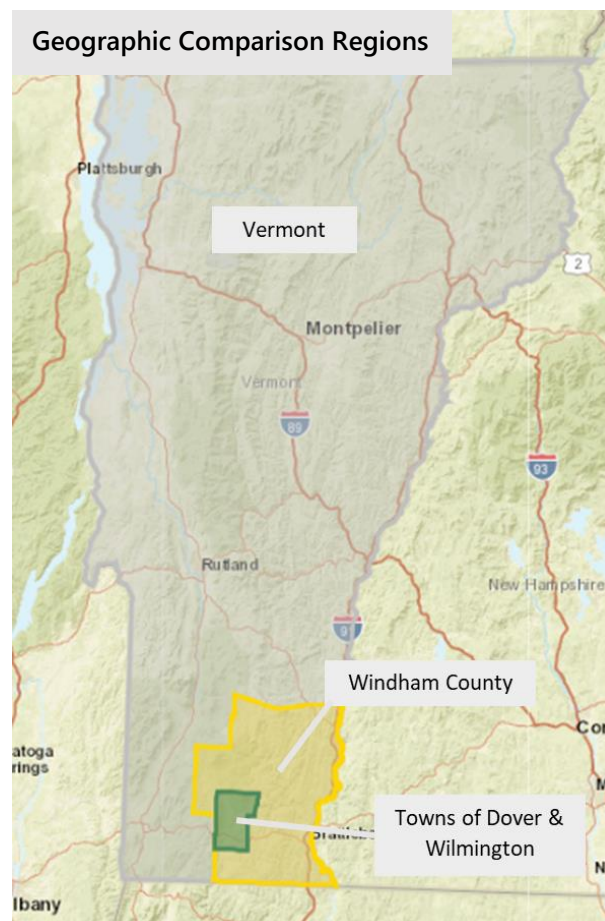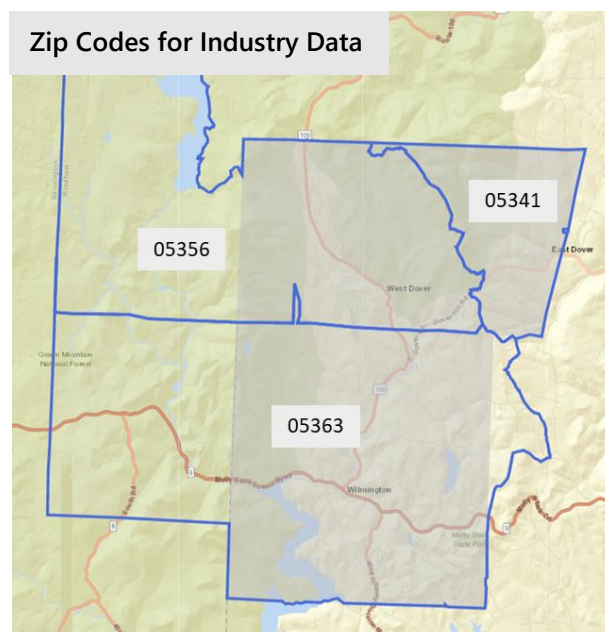
Figure 1

Geographic Comparison Regions

Figure 2

Zip Codes for Industry Data

and data from the US Census Bureau, the US Postal Service, and other sources to project current statistics and future trends. Esri data are often used for economic development, marketing, site selection, and strategic decision making. For more information, visit **www.esri.com**.

Emsi uses data compiled from several sources, including the US Census Bureau and US Departments of Health and Labor. Using specialized proprietary processes and models, it provides estimates on current statistics and predicts future trends. Visit **www.economicmodeling.com** for additional information. The data used are from Emsi's Complete Employment data set, which includes both jobs covered and uncovered by unemployment insurance. In other words, it includes both traditional employment and non-traditional employment such as the self-employed. As traditional jobs have been replaced or augmented by freelance work, consulting, and self-employment, these non-covered jobs have become much more important to the economy, and Emsi provides researchers with a way to track the trends over time.

Other data sources include the American Community Survey for demographic and socioeconomic data; for a full list of data sources see Attachment A: Data Sources.

DEMOGRAPHIC & ECONOMIC PROFILE

Understanding the socioeconomic conditions of Wilmington and Dover and the surrounding region creates a baseline of information to understand how the community has and will continue to change. With this data we can ascertain how the population has and will shift and what that means for housing needs, a stable population needed to maintain housing, available jobs and how they impact what type of housing can be afforded, and other factors that describe the housing characteristics of the community.

POPULATION

The Towns of Dover and Wilmington have declined in population from 2010 to 2019 and are projected to continue declining into 2024, decreasing by a total of 6% from 2010 to 2024. Within the same time frame, Windham County can expect to see a 1% decline, while the State of Vermont is projected to see a 5% increase in population.

Table 1

Population, 2010-2024				
	2010	2019	2024	% Change 2010-2024
Town of Dover	1,124	1,078	1,058	(5.9%)
Town of Wilmington	1,876	1,799	1,764	(6.0%)
Towns of Dover & Wilmington	3,000	2,877	2,822	(5.9%)
Windham County	44,513	44,352	43,958	(1.2%)
State of Vermont	625,741	647,575	659,292	5.4%

Source: Esri

Figure 3 outlines total population by age cohort comparing the combined Towns of Dover and Wilmington to Windham County and the State of Vermont. Proportionally, the towns have a lower number of those aged under 24 (22% in the towns, 25% in the county, 29% in the state). While all three geographies (as well as the nation) have a trending older population, the combined towns have the highest percentage of those aged 55 and up; 42% of the

towns' population is aged 55 and up (approximately 1,200 people between the towns) compared to 39% within the county and 35% within the state. Housing that addresses the 55+ population therefore, will be important to address in forthcoming housing strategies.

Figure 3

Total Population by Age Cohort, 2019

■ Towns of Dover & Wilmington ● State of Vermont ● Windham County

Source: Esri
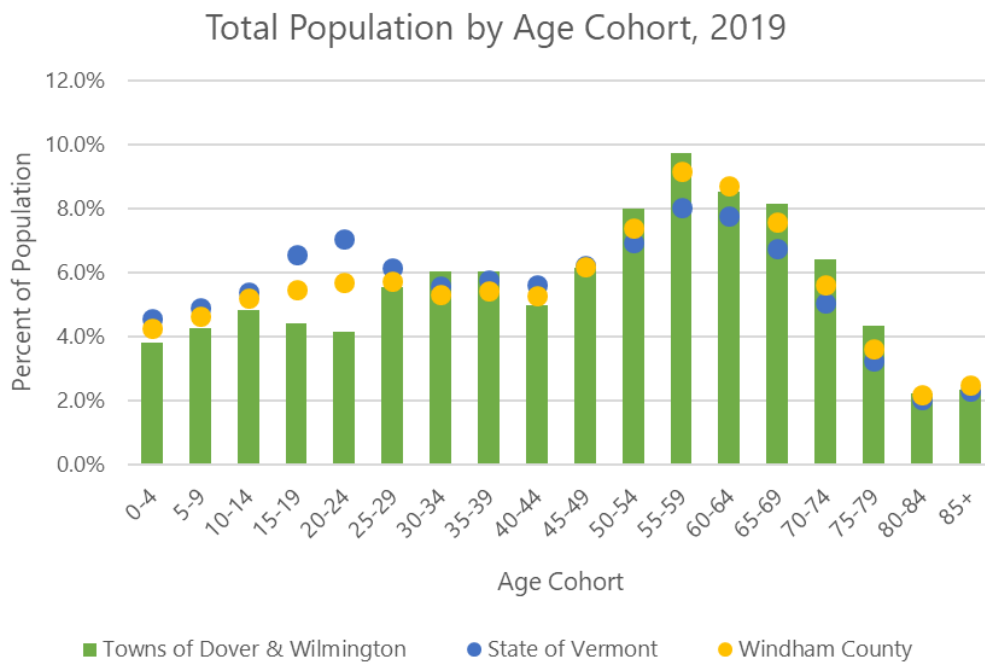
The trending older population is also reflected in median age data. Since 2010 and projected to 2024, the median age is on the rise across the towns, county, and state. As of 2019, the median age of the towns, 49.8, is about two years older than the county and about six years older than the state. This implies the need for additional housing for an older age cohort.

Table 2

Median Age, 2010-2024					
	2010	2019	2024	# Change 2010-2024	% Change 2010-2024
Town of Dover	49.4	52.0	52.1	2.7	5.5%
Town of Wilmington	45.2	47.7	47.6	2.4	5.3%
Towns of Dover & Wilmington	46.8	49.8	49.8	3.0	6.4%
Windham County	44.9	47.4	48.3	3.4	7.6%
State of Vermont	41.5	43.6	44.3	2.8	6.7%

Source: Esri

HOUSEHOLDS & INCOME

When comparing the number and change in households from 2010 to 2019 and 2019 projected to 2024, the towns and county are similar with slight proportional declines within both timeframes. The State of Vermont however, has

been growing and is projected to grow in the number of households, growing 4% from 2010 to 2019 and 2% from 2019 to 2024. Average household size is slightly declining or remaining flat throughout all geographic regions.

Table 3

Households, 2019-2024							
	2010	2019	2024	# Change 2010 - 2019	% Change 2010 - 2019	# Change 2019-2024	% Change 2019-2024
Town of Dover							
Households	537	521	513	(16)	(3.0%)	(8)	(1.5%)
Average Household Size	2.09	2.07	2.06	(0.02)	(1.0%)	(0.01)	(0.5%)
Town of Wilmington							
Households	866	839	824	(27)	(3.1%)	(15)	(1.8%)
Average Household Size	2.17	2.14	2.14	(0.03)	(1.4%)	0.00	0.0%
Towns of Dover & Wilmington							
Households	1,403	1,360	1,337	(43)	(3.1%)	(23)	(1.7%)
Average Household Size	2.12	2.12	2.11	0.00	0.0%	(0.01)	(0.5%)
Windham County							
Households	19,290	19,380	19,262	90	0.5%	(118)	(0.6%)
Average Household Size	2.23	2.21	2.20	(0.02)	(0.9%)	(0.01)	(0.5%)
State of Vermont							
Households	256,442	266,915	272,252	10,473	4.1%	5,337	2.0%
Average Household Size	2.34	2.33	2.33	(0.01)	(0.4%)	0.00	0.0%

Source: Esri

Median household income (MHI) gradually rises within most geographies, from 2010 to 2019 and projected to 2024. The exception is the Town of Dover which saw an almost $10,000 drop in MHI from 2017 to 2019, resulting in an overall decline in MHI from 2010 to 2024 of 11%. Overall, the Towns of Dover and Wilmington ($40,745 and $56,151, respectively) have a lower MHI than the state ($57,183).

Table 4

Median Household Income, 2019-2024							
	2010	2012	2017	2019	2024	# Change 2010-2024	% Change 2010-2024
Town of Dover	$ 52,589	$ 45,781	$ 50,363	$ 40,745	$ 46,590	$ (5,999)	(11.4%)
Town of Wilmington	$ 52,520	$ 61,031	$ 51,034	$ 56,151	$ 56,568	$ 4,048	7.7%
Windham County	$ 46,714	$ 51,113	$ 50,831	$ 50,315	$ 53,075	$ 6,361	13.6%
State of Vermont	$ 51,841	$ 54,168	$ 57,808	$ 57,183	$ 62,180	$ 10,339	19.9%

Source: Esri, ACS

Figure 4 further shows these income trends comparatively. While both the county and state have seen flat or gradual increases in MHI, the Towns of Dover and Wilmington have seen significant drops from 2010 forward – Wilmington between 2012 and 2017 and Dover as previously mentioned from 2017 to 2019. Median household income is an important data point to understand overall housing affordability, given median home values, which will be discussed in a subsequent section of this report.

Figure 4

Median Household Income, 2010-2024

Source: Esri, ACS
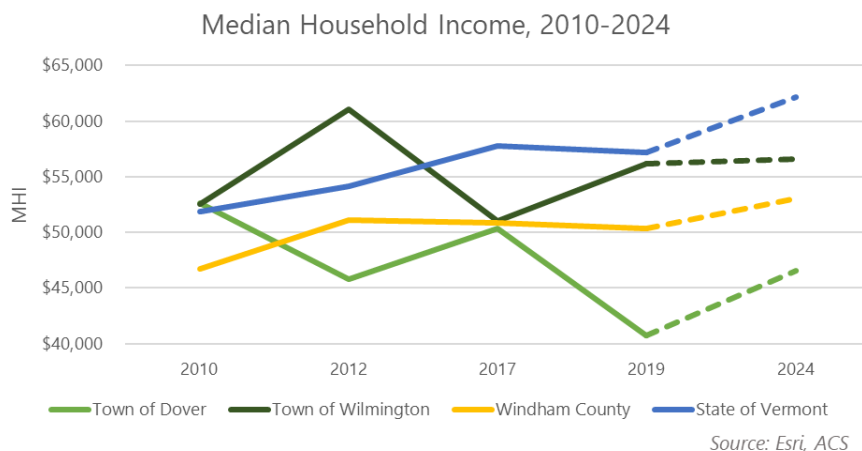
When examining households by income level, Figure 5, the most notable finding is the proportion (almost 20%) of Town of Dover households with a median annual income of less than $15,000.[1] Comparatively, 9% of households make less than $15,000 in Wilmington, 13% in the county, and 11% in the state. Between the two towns, 60% of those making less than $15,000 annually are aged 55 and over. The Town of Dover also has a higher proportion of those with a household income between $15,000 to $24,999 and $25,000 to $34,000 compared to the Town of Wilmington, county, and state. Creating housing for these lower income levels will be an important portion of forthcoming housing strategies. In addition, we see similar trends for both the state and the county, although on a whole the state has a higher median annual income.

Figure 5
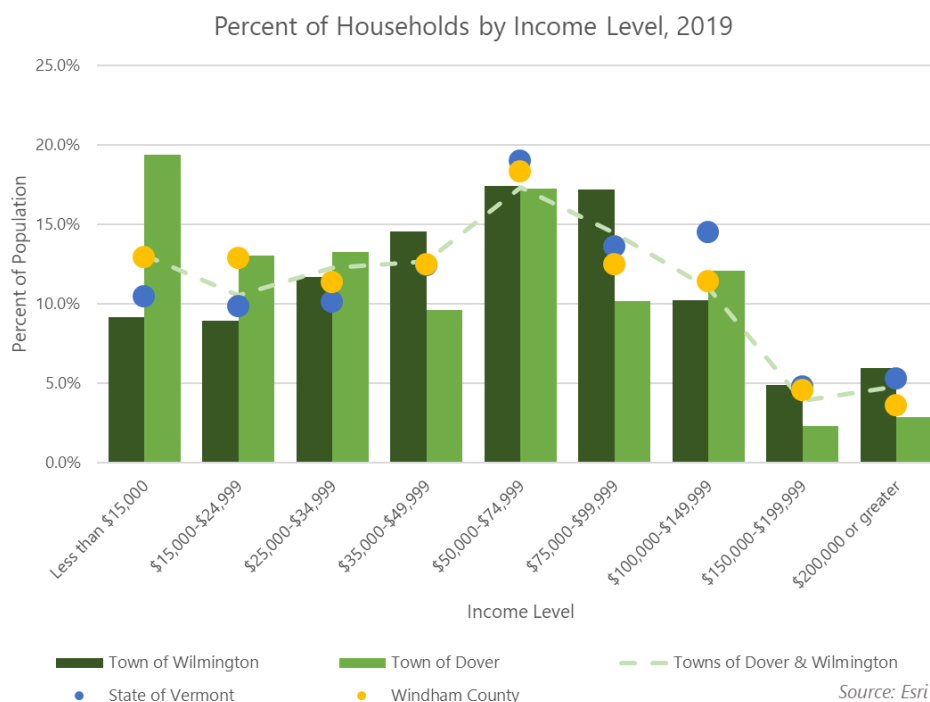
Percent of Households by Income Level, 2019

Source: Esri

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[1] Household income includes not just earnings but also income from social security, interest, dividends, and other sources.

EDUCATIONAL ATTAINMENT

We examine educational attainment to understand a community's workforce skills and potential for skill development. The comparison geographies have a similar proportion of educational attainment, with 5-7% with no high school diploma, 26-29% with a high school diploma or GED equivalent, 25-27% with some college, and 39-42% with a bachelor's or advanced degree. The Towns of Dover and Wilmington are skewed towards higher educational attainment levels compared to the county and state.

Figure 6

Educational Attainment, 2019

Legend: ■ Towns of Dover & Wilmington ■ Windham County ■ State of Vermont
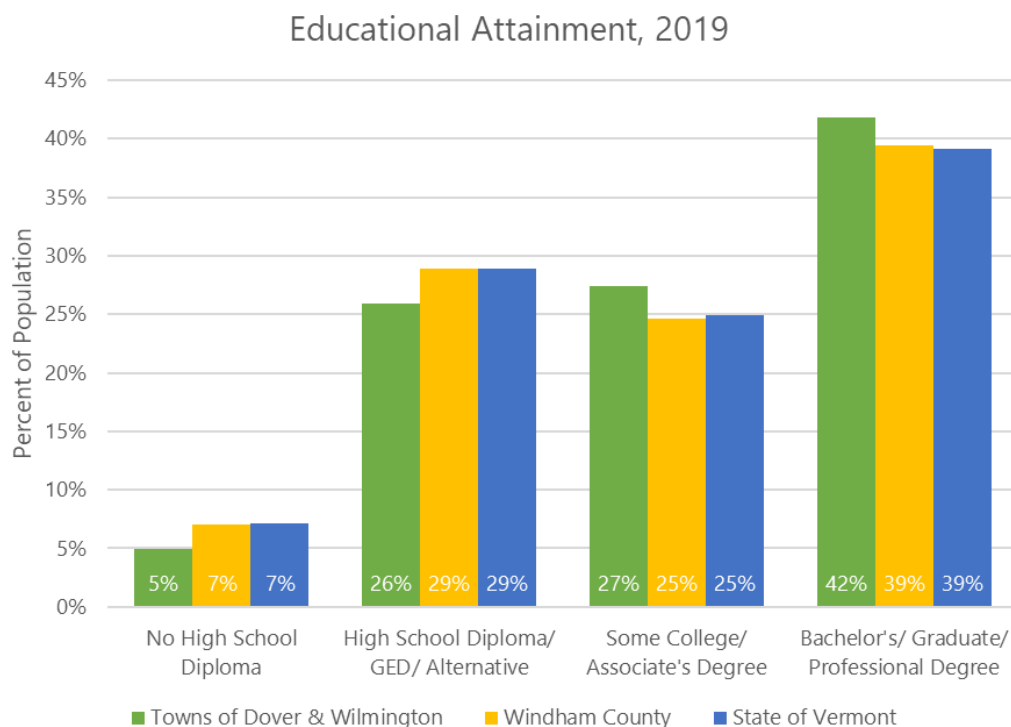
Source: Esri

UNEMPLOYMENT RATES

Among the comparison geographies, the 2019 unemployment rate was highest in the Town of Dover (5.6%), and lowest in the Town of Wilmington (1.7%). Windham County reflects the same unemployment rate as the US, and the State of Vermont has a lower rate of 2.9%.

Table 5

2019 Unemployement Rates					
Town of Dover	Town of Wilmington	Towns of Dover & Wilmington	Windham County	State of Vermont	United States
5.6%	1.7%	3.1%	4.6%	2.9%	4.6%

Source: Esri

COMMUTE PATTERNS

How residents move around a region is important when analyzing workforce characteristics, employment locations, how far they need to travel to find work suitable for their skills, and how far they are willing to travel from home.

Overall, 1,279 people commute to Wilmington and Dover for work, and 587 people commute from the towns to their place of work. Approximately 609 both live and work in the towns. The greatest proportion have a commute less than 10 miles (53%) while 17% have a commute of more than 50 miles.

Table 6 and Table 7 show the top 10 places of work for Dover and Wilmington residents, and the top 10 places of residence for Dover and Wilmington workers.

Figure 7

Distance To Work

Source: US Census OnTheMap 2017

For residents, the highest proportion of people that work in any single location work in Wilmington, followed by Dover and Brattleboro. The top places where workers live is similarly Wilmington and Dover, followed by Whitingham and Brattleboro. Twenty-six percent of Dover and Wilmington residents work outside of the top ten locations, and in Table 6 we see almost half of all workers in the towns live outside the top ten places. This speaks to the lack of central locations for work and residence throughout Vermont.
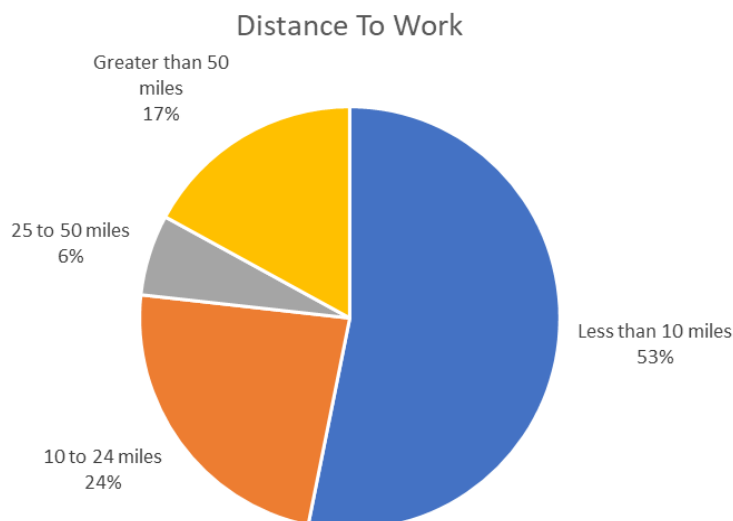
Table 7

Places of Work for Dover & Wilmington Residents		
Place of Work	Number of Workers	Percent of Workers
Wilmington, VT	343	28.7%
Dover, VT	266	22.2%
Brattleboro, VT	146	12.2%
Bennington, VT	36	3.0%
Stratton, VT	20	1.7%
Hartford, VT	20	1.7%
Manchester, VT	17	1.4%
Newfane, VT	15	1.3%
Keene, NH	11	0.9%
South Burlington, VT	11	0.9%
All Other Locations	311	26.0%
All Places	1,196	100.0%

Source: US Census OnTheMap 2017

Table 6

Places of Residence for Dover & Wilmington Workers		
Place of Residence	Number of Residents	Percent of Residents
Wilmington, VT	368	19.5%
Dover, VT	241	12.8%
Whitingham, VT	110	5.8%
Brattleboro, VT	90	4.8%
Wardsboro, VT	37	2.0%
Newfane, VT	26	1.4%
Bennington, VT	24	1.3%
Marlboro, VT	23	1.2%
Hinsdale, NH	19	1.0%
Charlemont, MA	18	1.0%
All Other Locations	932	49.4%
All Places	1,888	100.0%

Source: US Census OnTheMap 2017

INDUSTRY OVERVIEW

This section provides an analysis of economic trends and industry performance for three comparison geographies: the Towns of Dover and Wilmington, Windham County, and the State of Vermont. The previous sociodemographic data, combined with this industry data, provides a more complete picture of the Towns' economic outlook in the context of the larger region, and helps align employer needs for workforce and workforce housing.

HISTORIC INDUSTRY OVERVIEW

When examining all jobs in the Towns of Dover and Wilmington and the other geographies from 2014 to 2024 (Table 8) we see a drop in jobs from 2014 to 2019 in both the towns (10%) and county (3%), but a 2% increase in jobs at the state level. Projected jobs numbers depict a continual decrease in the towns by 3% and the county by 1%, and an increase state-wide by 2%. Average earnings in the towns are $42,465, roughly $14,000 less than state-wide earning and $8,000 less than jobs in the county.

Table 8

Industry Overview by Region, 2014-2024								
Region	2014 Jobs	2019 Jobs	2024 Jobs	2014 - 2019 Change	2014 - 2019 % Change	2019 - 2024 Change	2019 - 2024 % Change	Avg. Earnings Per Job
Towns of Dover & Wilmington	1,974	1,781	1,722	(193)	(9.8%)	(59)	(3.3%)	$ 42,465
Windham County	26,010	25,124	24,798	(886)	(3.4%)	(326)	(1.3%)	$ 50,109
State of Vermont	354,969	362,272	367,824	7,303	2.1%	5,552	1.5%	$ 56,186

Source: EMSI

INDUSTRY OVERVIEW (2-DIGIT NAICS[2])

The following tables show a summary of all jobs in the Towns of Dover and Wilmington (Table 9), Windham County (Table 10), and the State of Vermont (Table 11). They are categorized by 2-digit NAICS code[3]; number of jobs in 2014, 2019, and 2024; the average yearly earnings of each category; and the industry's Location Quotient. The Location Quotient measures an industry's relative concentration in a given area compared to the rest of the United States. A Location Quotient above 1 denotes a higher concentration of an industry in a given geographic area compared to the rest of the United States, while a Location Quotient below 1 denotes a lower relative density. This figure is used to show industry clustering and identify industries that may be particularly prominent in the area.

In the Towns of Dover and Wilmington, NAICS 44 Retail Trade and NAICS 72 Accommodation and Food Services represent the two industries with the largest number of jobs, at 299 and 285 respectively. The next largest industry by number of jobs is NAICS 90 Government, with 188 jobs. Note that the Government industry includes local and state government jobs in the towns, but also spans positions at local, state and federally owned educational and health care institutions, as well as military jobs. Industries with the top Location Quotients include Arts, Entertainment, and Recreation (3.16), Educational Services (2.26), and Real Estate and Rental and Leasing (2.18).

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[2] Industries are classified by the North American Industrial Classification System (NAICS). The US Census Bureau maintains NAICS codes, which are the standard used by Federal statistical agencies in classifying business establishments. 2-digit codes are the most basic aggregate NAICS code level and represent broad categories such as "retail," whereas 4-digit industry codes present a finer level of detail such as "grocery stores." For those interested in understanding the composition of the NAICS and more detail about what is included in each industry, visit: **http://www.census.gov/eos/www/naics/**.

[3] Employment figures in the following tables represent jobs, not workers, since 1 individual may hold multiple jobs. Additionally, employment figures include both full and part-time jobs, meaning job counts are not adjusted to FTE.

Table 9

					2014 -	2014 -	2019 -	2019 -	Avg.	2019
NAICS	Description	2014 Jobs	2019 Jobs	2024 Jobs	2019 Change	2019 % Change	2024 Change	2024 % Change	Earnings Per Job	Location Quotient
11	Agriculture, Forestry, Fishing and Hunting	13	16	16	3	23.1%	0	0.0%	$ 34,465	0.77
21	Mining, Quarrying, and Oil and Gas Extraction	0	0	0	0	0.0%	0	0.0%	$ -	0.00
22	Utilities	0	0	0	0	0.0%	0	0.0%	$ -	0.00
23	Construction	182	173	162	(9)	(4.9%)	(11)	(6.4%)	$ 45,006	1.72
31	Manufacturing	27	26	26	(1)	(3.7%)	0	0.0%	$ 28,229	0.19
42	Wholesale Trade	<10	<10	0	Insf. Data	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0.02
44	Retail Trade	298	299	295	1	0.3%	(4)	(1.3%)	$ 34,702	1.69
48	Transportation and Warehousing	77	60	56	(17)	(22.1%)	(4)	(6.7%)	$ 49,164	0.91
51	Information	26	14	<10	(12)	(46.2%)	Insf. Data	Insf. Data	$ 61,167	0.44
52	Finance and Insurance	36	26	24	(10)	(27.8%)	(2)	(7.7%)	$ 84,963	0.37
53	Real Estate and Rental and Leasing	73	64	59	(9)	(12.3%)	(5)	(7.8%)	$ 47,648	2.15
54	Professional, Scientific, and Technical Services	67	89	100	22	32.8%	11	12.4%	$ 87,465	0.76
55	Management of Companies and Enterprises	0	0	0	0	0.0%	0	0.0%	$ -	0.00
56	Administrative and Support and Waste Management and Remediation Services	98	102	99	4	4.1%	(3)	(2.9%)	$ 46,155	0.92
61	Educational Services	123	99	85	(24)	(19.5%)	(14)	(14.1%)	$ 52,985	2.16
62	Health Care and Social Assistance	135	118	123	(17)	(12.6%)	5	4.2%	$ 49,613	0.51
71	Arts, Entertainment, and Recreation	206	101	108	(105)	(51.0%)	7	6.9%	$ 21,296	3.25
72	Accommodation and Food Services	304	285	265	(19)	(6.3%)	(20)	(7.0%)	$ 26,114	1.85
81	Other Services (except Public Administration)	117	118	112	1	0.9%	(6)	(5.1%)	$ 34,922	1.40
90	Government	190	188	185	(2)	(1.1%)	(3)	(1.6%)	$ 51,068	0.71
99	Unclassified Industry	0	0	0	0	0.0%	0	0.0%	$ -	0.00
	Entire Region	1,974	1,781	1,722	(193)	(9.8%)	(59)	(3.3%)	$ 42,465	

Table title: **Towns of Dover & Wilmington 2-Digit NAICS Industry Overview**

Source: EMSI

Table 10

NAICS	Description	2014 Jobs	2019 Jobs	2024 Jobs	2014 - 2019 Change	2014 - 2019 % Change	2019 - 2024 Change	2019 - 2024 % Change	Avg. Earnings Per Job	2019 Location Quotient
	Windham County 2-Digit NAICS Industry Overview									
11	Agriculture, Forestry, Fishing and Hunting	605	523	486	(82)	(13.6%)	(37)	(7.1%)	$ 36,636	1.81
21	Mining, Quarrying, and Oil and Gas Extraction	<10	23	27	Insf. Data	Insf. Data	4	17.4%	$122,237	0.22
22	Utilities	553	74	22	(479)	(86.6%)	(52)	(70.3%)	$265,370	0.86
23	Construction	1,730	1,600	1,491	(130)	(7.5%)	(109)	(6.8%)	$ 49,619	1.13
31	Manufacturing	2,237	2,501	2,603	264	11.8%	102	4.1%	$ 65,314	1.27
42	Wholesale Trade	1,082	979	892	(103)	(9.5%)	(87)	(8.9%)	$ 67,591	1.07
44	Retail Trade	2,563	2,578	2,523	15	0.6%	(55)	(2.1%)	$ 37,456	1.03
48	Transportation and Warehousing	454	513	535	59	13.0%	22	4.3%	$ 59,767	0.55
51	Information	272	138	91	(134)	(49.3%)	(47)	(34.1%)	$ 69,407	0.30
52	Finance and Insurance	545	532	525	(13)	(2.4%)	(7)	(1.3%)	$ 76,473	0.53
53	Real Estate and Rental and Leasing	402	343	318	(59)	(14.7%)	(25)	(7.3%)	$ 49,251	0.81
54	Professional, Scientific, and Technical Services	869	932	976	63	7.2%	44	4.7%	$ 71,704	0.56
55	Management of Companies and Enterprises	43	<10	<10	Insf. Data	Insf. Data	Insf. Data	Insf. Data	Insf. Data	0.01
56	Administrative and Support and Waste Management and Remediation Services	924	1,000	1,001	76	8.2%	1	0.1%	$ 47,763	0.64
61	Educational Services	2,148	2,129	2,122	(19)	(0.9%)	(7)	(0.3%)	$ 43,971	3.28
62	Health Care and Social Assistance	3,576	3,592	3,770	16	0.4%	178	5.0%	$ 57,973	1.11
71	Arts, Entertainment, and Recreation	463	376	381	(87)	(18.8%)	5	1.3%	$ 19,162	0.86
72	Accommodation and Food Services	3,244	3,133	2,963	(111)	(3.4%)	(170)	(5.4%)	$ 26,903	1.44
81	Other Services (except Public Administration)	1,044	959	909	(85)	(8.1%)	(50)	(5.2%)	$ 31,918	0.81
90	Government	3,251	3,197	3,163	(54)	(1.7%)	(34)	(1.1%)	$ 54,349	0.86
99	Unclassified Industry	0	0	0	0	0.0%	0	0.0%	$ -	0.00
	Entire Region	26,010	25,124	24,798	(886)	(3.4%)	(326)	(1.3%)	$ 50,109	

Source: EMSI

Table 11

NAICS	Description	2014 Jobs	2019 Jobs	2024 Jobs	2014 - 2019 Change	2014 - 2019 % Change	2019 - 2024 Change	2019 - 2024 % Change	Avg. Earnings Per Job	2019 Location Quotient
	State of Vermont 2-Digit NAICS Industry Overview									
11	Agriculture, Forestry, Fishing and Hunting	6,245	6,404	6,431	159	2.5%	27	0.4%	$ 35,518	1.53
21	Mining, Quarrying, and Oil and Gas Extraction	621	623	576	2	0.3%	(47)	(7.5%)	$ 77,350	0.41
22	Utilities	1,751	1,282	1,308	(469)	(26.8%)	26	2.0%	$149,931	1.04
23	Construction	22,057	22,777	22,594	720	3.3%	(183)	(0.8%)	$ 52,807	1.12
31	Manufacturing	32,280	31,054	30,055	(1,226)	(3.8%)	(999)	(3.2%)	$ 73,881	1.10
42	Wholesale Trade	9,540	9,338	9,392	(202)	(2.1%)	54	0.6%	$ 77,581	0.71
44	Retail Trade	39,362	38,868	38,384	(494)	(1.3%)	(484)	(1.2%)	$ 38,316	1.08
48	Transportation and Warehousing	7,543	7,628	7,730	85	1.1%	102	1.3%	$ 52,991	0.57
51	Information	5,171	4,468	4,147	(703)	(13.6%)	(321)	(7.2%)	$ 71,866	0.68
52	Finance and Insurance	9,545	9,505	9,363	(40)	(0.4%)	(142)	(1.5%)	$ 97,240	0.66
53	Real Estate and Rental and Leasing	4,353	4,260	4,240	(93)	(2.1%)	(20)	(0.5%)	$ 53,619	0.70
54	Professional, Scientific, and Technical Services	18,419	19,227	20,021	808	4.4%	794	4.1%	$ 86,742	0.80
55	Management of Companies and Enterprises	2,079	2,107	2,339	28	1.3%	232	11.0%	$112,303	0.40
56	Administrative and Support and Waste Management and Remediation Services	12,928	15,183	16,493	2,255	17.4%	1,310	8.6%	$ 47,883	0.67
61	Educational Services	16,743	17,525	18,370	782	4.7%	845	4.8%	$ 41,983	1.87
62	Health Care and Social Assistance	53,790	57,781	61,560	3,991	7.4%	3,779	6.5%	$ 56,344	1.24
71	Arts, Entertainment, and Recreation	5,744	5,991	6,157	247	4.3%	166	2.8%	$ 27,750	0.95
72	Accommodation and Food Services	31,664	33,526	34,070	1,862	5.9%	544	1.6%	$ 27,120	1.07
81	Other Services (except Public Administration)	14,660	14,435	14,208	(225)	(1.5%)	(227)	(1.6%)	$ 33,626	0.85
90	Government	60,475	60,292	60,387	(183)	(0.3%)	95	0.2%	$ 68,191	1.12
99	Unclassified Industry	0	0	0	0	0.0%	0	0.0%	$ -	0.00
	Entire Region	354,969	362,272	367,824	7,303	2.1%	5,552	1.5%	$ 56,186	

Source: EMSI

TOWNS OF DOVER & WILMINGTON

A CLOSER LOOK: TOP 4-DIGIT INDUSTRIES

Table 12 below outlines the top 20 industries by 2019 jobs by 4-digit NAICS codes (which are more refined industry sectors than 2-digit codes). This is a snapshot of what has happened with the Town of Dover and Wilmington's largest industry sectors over the last five years and how these sectors are anticipated to grow or decline into the future. The largest industries revolve around those in the service industry, government, and education. However, many of the town's top industries are expected to decline by 2024; of the 20 sectors listed below, 10 of all top industries are expected to decline, including the top three industries. Of particular interest is the Interurban and Rural Bus Transportation industry, with an LQ of 258.84. This may be an opportunity to draw on in the future as the older generation grows in the towns and may need additional support with transportation.

Table 12

NAICS	Description	2014 Jobs	2019 Jobs	2024 Jobs	2014 - 2019 Change	2014 - 2019 % Change	2019 - 2024 Change	2019 - 2024 % Change	Avg. Earnings Per Job	2019 Location Quotient
7225	Restaurants and Other Eating Places	210	201	195	(9)	(4.3%)	(6)	(3.0%)	$26,286	1.70
4451	Grocery Stores	121	118	114	(3)	(2.5%)	(4)	(3.4%)	$29,996	4.01
6116	Other Schools and Instruction	123	99	85	(24)	(19.5%)	(14)	(14.1%)	$52,985	14.50
7139	Other Amusement and Recreation Industries	200	94	100	(106)	(53.0%)	6	6.4%	$21,040	5.84
9036	Education and Hospitals (Local Government)	78	72	70	(6)	(7.7%)	(2)	(2.8%)	$56,205	0.77
5617	Services to Buildings and Dwellings	67	71	69	4	6.0%	(2)	(2.8%)	$32,720	2.24
7211	Traveler Accommodation	72	65	56	(7)	(9.7%)	(9)	(13.8%)	$28,075	3.07
2361	Residential Building Construction	57	60	58	3	5.3%	(2)	(3.3%)	$45,009	4.44
5416	Management, Scientific, and Technical Consulting Services	33	57	69	24	72.7%	12	21.1%	$97,195	2.82
4471	Gasoline Stations	47	57	58	10	21.3%	1	1.8%	$27,627	5.54
4852	Interurban and Rural Bus Transportation	63	53	50	(10)	(15.9%)	(3)	(5.7%)	$49,747	258.84
9039	Local Government, Excluding Education and Hospitals	44	50	52	6	13.6%	2	4.0%	$50,413	0.81
6241	Individual and Family Services	47	41	45	(6)	(12.8%)	4	9.8%	$42,646	1.36
8139	Business, Professional, Labor, Political, and Similar Organizations	37	36	32	(1)	(2.7%)	(4)	(11.1%)	$32,719	7.56
2389	Other Specialty Trade Contractors	29	33	33	4	13.8%	0	0.0%	$54,340	2.81
8111	Automotive Repair and Maintenance	32	32	32	0	0.0%	0	0.0%	$50,552	2.50
2382	Building Equipment Contractors	27	31	31	4	14.8%	0	0.0%	$50,876	1.15
5313	Activities Related to Real Estate	30	30	31	0	0.0%	1	3.3%	$49,834	3.16
9012	Federal Government, Military	35	29	27	(6)	(17.1%)	(2)	(6.9%)	$21,621	1.43
6213	Offices of Other Health Practitioners	29	29	33	0	0.0%	4	13.8%	$46,682	2.41

Source: EMSI

HOUSING SUPPLY ANALYSIS

The purpose of this section is to understand the current supply of Wilmington and Dover's housing. We examined the current housing supply's age, structure, vacancy and occupancy trends, value, and more. With this information we can gather <u>how</u> the current supply is or is not meeting the needs of the community (in concert with the demand analysis) and can work to mitigate or build upon these factors with strategies.

HOUSING STOCK

The Town of Dover has 3,026 total housing units and the Town of Wilmington has 2,568 total housing units, as of the latest available US Census data in 2017 (Table 13). When comparing occupancy data to other geographic regions (Table 14) the most noticeable finding is the high percentage of seasonally vacant housing units – 78% in Dover and 62% in Wilmington, compared to 32% within the county, 16% in the state, and just 4% nationally. We can infer from this finding that, because of the high percent of seasonally vacant housing units, it is more difficult for a Wilmington or Dover resident to secure year-round housing either through renting or ownership. Additionally, a healthy vacancy rate ranges from 5-10%. The Town of Wilmington falls within the healthy range with a vacancy rate of 5.6%. For the Town of Dover, at 1.9% "other vacant"[4], we can conclude that the supply is not sufficient given demand.

Table 13

Housing Overview, Towns of Dover & Wilmington, 2017										
Geography	Owner-occupied		Renter-occupied		Seasonally Vacant		All Other Vacant		Total housing units	
	#	%	#	%	#	%	#	%	#	%
Town of Dover	432	14.3%	189	6.2%	2,349	77.6%	56	1.9%	3,026	100.0%
Town of Wilmington	608	23.7%	236	9.2%	1,581	61.6%	143	5.6%	2,568	100.0%

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Both owner-occupied and renter occupied housing is proportionally lower in the towns when compared to the county, state, and nation; just 14% of all housing in the Town of Dover is owner-occupied and 24% is owner-occupied within the Town of Wilmington, compared to 43% in the county, 55% in the state and 56% nationally. Year-round rental rates are even lower within Wilmington and Dover at 9% and 6% respectively. This instability and lack of available year-round housing can have adverse effects in the community leading to worker shortages, extended commutes, and living in less-than-desirable housing conditions.

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[4] "Other vacant" refers to year-round units which are vacant for reasons such as the settlement of an estate, personal reasons, being prepared to rent or sell, or held for repairs.

TOWNS OF DOVER & WILMINGTON

Table 14

Housing by Occupancy, 2017					
Geography	Owner-occupied	Renter-occupied	Seasonally Vacant	All Other Vacant	Total housing units
United States	56.0%	31.8%	4.0%	8.2%	100.0%
Vermont	55.1%	23.0%	16.3%	5.6%	100.0%
Windham County	42.6%	20.3%	31.5%	5.5%	100.0%
Town of Dover	14.3%	6.2%	77.6%	1.9%	100.0%
Town of Wilmington	23.7%	9.2%	61.6%	5.6%	100.0%

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

The majority of units within the Town of Wilmington are single family detached homes, at 81%. This is higher than any other geographic comparison region (the Town of Dover has 49% single family units, the county has 66%, the state has 67% and the nation has 62%). Wilmington also does not have many residential structures with 10 or more units – only 15. This lack of supply of higher unit structures could be impacting the availability of affordable housing. The Town of Dover contains 28% single family attached units (condos), a figure at least four times higher than any other comparison geography. We can assume the majority of these units are for second home owners or used as short-term rentals, as Dover also boasts a high percentage of seasonally vacant housing. Dover has a higher than average number of structures in the 5-9 unit range, 347 or 12% compared to 2% in Wilmington and 7% in the county.

Table 15

Type of Household Unit by Geography, 2017								
	United States	Vermont	Windham County		Town of Dover		Town of Wilmington	
Type of Unit	%	%	#	%	#	%	#	%
1-unit, detached	61.7%	66.5%	19,811	65.5%	1,467	48.5%	2,080	81.0%
1-unit, attached	5.8%	4.0%	2,167	7.2%	845	27.9%	186	7.2%
2 units	3.7%	5.7%	1,459	4.8%	54	1.8%	96	3.7%
3 or 4 units	4.4%	6.4%	1,675	5.5%	56	1.9%	97	3.8%
5 to 9 units	4.8%	4.8%	1,982	6.5%	347	11.5%	46	1.8%
10 to 19 units	4.5%	1.8%	411	1.4%	85	2.8%	15	0.6%
20 or more units	8.8%	3.8%	1,043	3.4%	120	4.0%	-	0.0%
Mobile home	6.3%	6.9%	1,708	5.6%	52	1.7%	48	1.9%
Boat, RV, van, etc.	0.1%	0.0%	11	0.0%	-	0.0%	-	0.0%
Total housing units	**100%**	**100%**	**30,267**	**100%**	**3,026**	**100%**	**2,568**	**100%**

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Table 16 illustrates the year structures were built in each comparison geography. In the Town of Dover, the median year housing was built was 1985, more than a decade newer than the state, county, and Town of Wilmington. Forty-six percent of all housing in Dover was built from 1980-1989. Since the 80s were a relative prosperous decade, we can infer that most of the housing built during this time were condominiums and other seasonal housing to accommodate the recreational amenities in West Dover, particularly the ski resort MountMt. Snow.

TOWNS OF DOVER & WILMINGTON

Similar to the state and county, Wilmington has a relatively high proportion of houses built before 1939. However, according to 2017 census data, no new housing has been built since 2010. An aging housing stock can lead to disinvestment in upkeep resulting in a poorer quality in overall housing stock. This in turn causes people to move outside the area to find more suitable housing or, if options are limited, reside in a less-than-desirable housing.

Table 16

Year Unit Built by Geography, 2017								
	United States	Vermont	Windham County		Town of Dover		Town of Wilmington	
Year Built	%	%	#	%	#	%	#	%
2014 or later	0.9%	0.5%	70	0.2%	8	0.3%	-	0.0%
2010 to 2013	2.3%	1.7%	212	0.7%	15	0.5%	-	0.0%
2000 to 2009	14.5%	11.1%	2,935	9.7%	454	15.0%	196	7.6%
1990 to 1999	14.0%	11.3%	2,847	9.4%	349	11.5%	170	6.6%
1980 to 1989	13.6%	15.8%	5,795	19.1%	1,390	45.9%	527	20.5%
1970 to 1979	15.5%	15.4%	4,620	15.3%	319	10.5%	595	23.2%
1960 to 1969	10.8%	9.0%	2,864	9.5%	173	5.7%	405	15.8%
1950 to 1959	10.5%	6.1%	1,721	5.7%	32	1.1%	128	5.0%
1940 to 1949	5.1%	3.2%	971	3.2%	11	0.4%	90	3.5%
1939 or earlier	12.9%	25.7%	8,232	27.2%	275	9.1%	457	17.8%
Total housing units	**100%**	**100%**	**30,267**	**100%**	**3,026**	**100%**	**2,568**	**100%**
Median Year Built	1977	1974	1973		1985		1973	

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

SHORT-TERM RENTAL STOCK

Short-term vacation rentals, such as those listed through platforms like AirBnB and VBRO, impact the local housing market because they make it easy for homeowners to rent to vacationers, who are typically willing to pay higher rents than local residents. A housing unit that once housed a year-round local resident may be converted to a seasonal short-term rental, removing the unit from the year-round rental housing stock and thus constricting the supply of rental housing and putting upward pressure on housing costs.

Short-term rental listings for an entire housing unit have the greatest impact on housing affordability, but even listings for a room within an owner-occupied home affects the housing supply. At the same time, short-term rentals provide an opportunity for locals to supplement their incomes by renting out their homes during peak season while they live elsewhere.

Within the Towns of Dover and Wilmington, there are 600 units available for short term rental, with 372 units located in Dover and the other 229 units located in Wilmington. Given 2017 housing data (the most recent available) this represents 13% of Dover's housing stock and 9% of Wilmington's housing stock. Keep in mind this is from one rental source; many other rentals are available from other sources like local realtors and other online platforms.

The growth in short-term rentals has accelerated over the last years, since 2016 AirBnB rentals in Dover have grown by 506% or 349 units, and by 471% or 198 units in Wilmington. Reducing the housing supply by this amount is undoubtedly impacting the availability of year-round rentals for Wilmington and Dover residents.

Figure 8
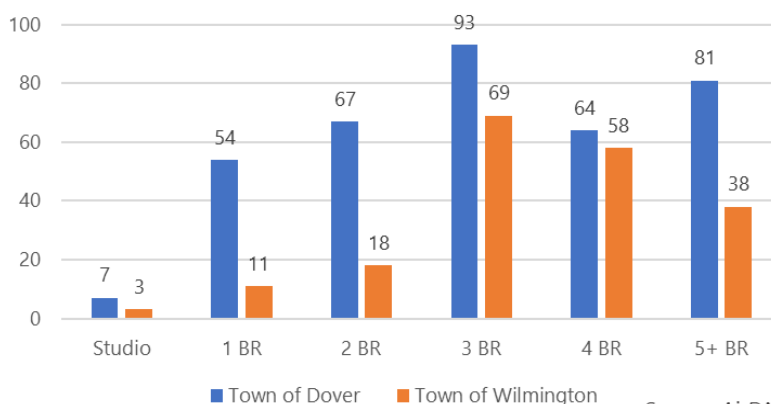
Dover & Wilmington Short-Term Rentals, 2019
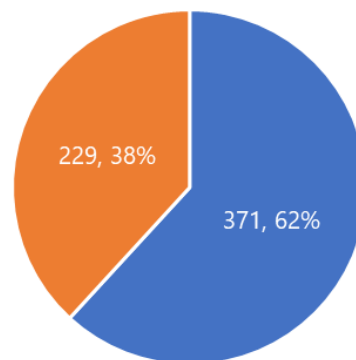
Source: AirDNA

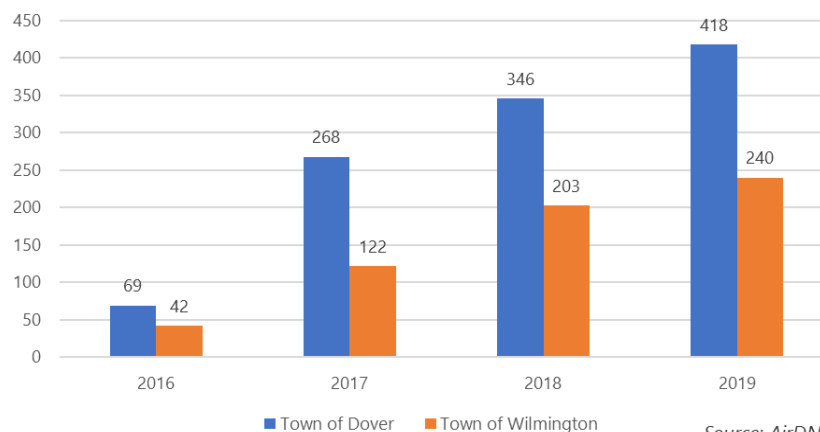■ Dover Short-Term Rentals ■ Wilmington Short-Term Rentals

Figure 9

Short-Term Rental Property Size, 2019

■ Town of Dover ■ Town of Wilmington

Source: AirDNA

Figure 10

Growth in Short-Term Rentals, 2016-2019

■ Town of Dover ■ Town of Wilmington

Source: AirDNA

HOME VALUE

Home value, in the context of median household income, is an important evaluation tool in understanding if the current supply of housing if affordable given the incomes earned in the area. Table 17 shows the median home value from 2012 to 2024 and the annual change in value throughout that time span.

While the US has experienced (and is projected to continue experiencing) an increase in home values, the state, county, and both towns have seen relatively flat growth or even slight decline. Current and projected home value indicates a general similar range between geography areas, in the general range of $225,000 and $270,000.

Table 17

Median Home Value, 2012-2024					
	2012	2017	2019	2024	% Annual Change, 2012-2024
Town of Dover	$ 264,000	$ 234,800	$ 243,284	$ 248,162	(0.5%)
Town of Wilmington	$ 232,300	$ 240,900	$ 262,931	$ 268,235	1.3%
Windham County	$ 209,500	$ 212,000	$ 223,125	$ 227,776	0.7%
Vermont	$ 215,800	$ 220,600	$ 229,998	$ 244,911	1.1%
United States	$ 181,400	$ 193,500	$ 234,154	$ 269,210	4.0%

Source: Esri, US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Figure 11 shows the distribution of home value among the geographic regions. While the distribution of home value is largely similar among each geographic region, the Town of Dover does have the highest proportion of houses in the $150,000-$199,999 range, and the Town of Wilmington has the highest proportion of houses in the $300,000-$499,999 range, comparatively.

Figure 11
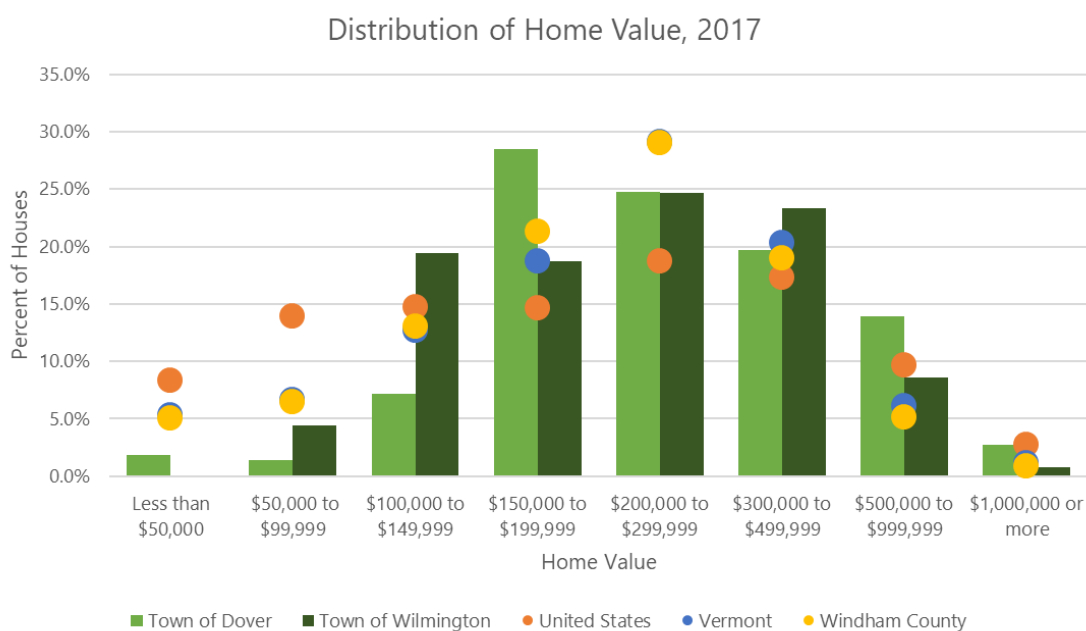
Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

HOUSING AFFORDABILITY

Housing costs as a percent of household income are outlined below. The generally accepted maximum amount to spend on housing is 30% of a household's income. However, within the Town of Dover, 44% of households spend more than this; in the Town of Wilmington this figure is 55%. While this is an issue across the county, it is most acutely felt in smaller geographic locations particularly when much of the housing is seasonally vacant.

Table 18

Housing Costs as a Percent of Household Income, 2017							
Geography	United States	Vermont	Windham County	Town of Dover		Town of Wilmington	
	%	%	%	%	#	%	#
Less than 20.0 percent	43.8%	37.3%	32.5%	12.0%	28	28.1%	100
20.0 to 24.9 percent	15.9%	17.0%	16.3%	29.1%	68	9.0%	32
25.0 to 29.9 percent	10.9%	11.9%	11.4%	15.4%	36	7.6%	27
30.0 to 34.9 percent	7.2%	8.5%	8.9%	9.0%	21	4.2%	15
35.0 percent or more	22.3%	25.2%	30.8%	34.6%	81	51.1%	182
Not computed	0.5%	0.2%	0.3%	0.0%	0	0.0%	0
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**234**	**100.0%**	**356**
Percent Spending >30%	29.5%	33.8%	39.7%	43.6%		55.3%	

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

To understand if a household earning the median income can afford a home at the median price, we calculated the mortgage income gap in

Table 19 below. Using the standard mortgage assumptions, households earning the median income in the Town of Dover do not earn enough to affordably acquire a median priced home in their town. Dover's median household income is $15,815 short of affording a median priced home without extending 30% or more of the household income on the home alone. A Town of Wilmington household would have to earn $1,809 more and throughout the county, a household would have to earn $1,085 more. Given this data, housing strategies for year-round ownership (where the owner lives in the house full-time) should focus on those earning less than the median household income and focus on housing priced below the median home price.

Table 19

Mortgage Income Gap: Median Home Price vs. Median Household Income			
	Town of Dover	Town of Wilmington	Windham County
Median Price of Home	$ 234,800	$ 240,900	$ 212,000
Down Payment of 10%	$ 23,480	$ 24,090	$ 21,200
Loan Amount	$ 211,320	$ 216,810	$ 190,800
Average Mtg Payment, 30 Years at 4%	$ 1,009	$ 1,035	$ 911
Estimated Additional Costs per Mortgage Payment	$ 405	$ 414	$ 374
Average Mtg Payment, 30 Years at 4% with Additional Costs	$ 1,414	$ 1,449	$ 1,285
Household Income Threshold	$ 56,560	$ 57,960	$ 51,400
Median Household Income	$ 40,745	$ 56,151	$ 50,315
Income Gap	$ (15,815)	$ (1,809)	$ (1,085)

Note: Estimated additional costs include private mortgage insurance, taxes, and insurance, for comparable priced houses within each region.

Source: ACS, Zillow, Camoin 310

RENTAL AFFORDABILITY

To understand if current rents are affordable among Wilmington and Dover residents, we examined the current rental rates, the rent spent in proportion to overall household income, and how current earnings align with Fair Market Rent (FMR) rates published annually by the US Department of Housing and Urban Development. From this information we can gauge the price level of rents given the workforce in the towns.

Table 20 provides an overview of rents among each geographic comparison region from 2012 to 2017. The median gross rent includes the rent contracted for the unit plus an estimated average cost of utilities paid by the renter. From 2012 to 2017, the Town of Dover's median gross rent declined from $900 to $761; the Town of Wilmington's increased from $887 to $1,034. Rent in the other geographic locations increased generally by about $90 between 2012 and 2017.

Table 20

Median Gross Rent, 2012 - 2017				
	2012	2017	# Change	% Change
Town of Dover	$ 900	$ 761	$ (139)	(15%)
Town of Wilmington	$ 887	$ 1,034	$ 147	17%
Windham County	$ 771	$ 862	$ 91	12%
Vermont	$ 864	$ 945	$ 81	9%
United States	$ 889	$ 982	$ 93	10%

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

Source: US Census Bureau, 2006-2010 American Community Survey

For rents paid in Dover and Wilmington, Table 21 shows the distribution of rent paid. In line with the median gross rent, the majority of Dover renters pay between $500 and $999 and the majority of Wilmington renters pay between $1,000 and $1,499. Rent are generally concentrated in these ranges and do not exceed much beyond $1,500.

Table 21

Distribution of Rent by Price, 2017				
	Town of Dover		Town of Wilmington	
	#	%	#	%
Less than $500	45	25%	0	0%
$500 to $999	95	53%	100	44%
$1,000 to $1,499	40	22%	116	52%
$1,500 to $1,999	0	0%	9	4%
$2,000 to $2,499	0	0%	0	0%
$2,500 to $2,999	0	0%	0	0%
$3,000 or more	0	0%	0	0%
Total Units Paying Rent	**180**	**100%**	**225**	**100%**

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

When examining rent as a proportion of household income, we see again that spending more than 30% of income on housing costs is indeed a national issue; however, it is particularly dire in the Town of Dover, where 62% of renters are paying more than the affordability threshold (with 60% paying 35% or more of income on rent). We see that the Town of Wilmington however, has a lower percentage of households paying beyond the 30% threshold – only 36%. This is interesting given Wilmington has higher rents than Dover, but not surprising given the median household income in Wilmington is about $16,000 higher than Dover.

Table 22

Rental Costs as a Percent of Household Income, 2017							
Geography	United States	Vermont	Windham County	Town of Dover		Town of Wilmington	
	%	%	%	%	#	%	#
Less than 15.0 percent	12.6%	10.2%	7.4%	11.1%	20	0.0%	0
15.0 to 19.9 percent	12.6%	12.4%	14.3%	12.8%	23	11.1%	25
20.0 to 24.9 percent	12.7%	13.5%	12.1%	2.8%	5	35.1%	79
25.0 to 29.9 percent	11.5%	12.5%	11.8%	11.7%	21	17.8%	40
30.0 to 34.9 percent	9.1%	10.2%	9.3%	1.7%	3	8.9%	20
35.0 percent or more	41.5%	41.1%	45.1%	60.0%	108	27.1%	61
Not computed	8.0%	8.0%	8.0%	5.0%	9	4.9%	11
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**180**	**100.0%**	**225**
Percent Spending >30%	50.6%	51.3%	54.4%	61.7%		36.0%	

Source: US Census Bureau, 2013-2017 American Community Survey 5-Year Estimates

To further understand how earnings impacts the affordability of rental units, we look at the top 10 industries in the Towns of Dover and Wilmington, calculate the monthly housing budget, and then compare this to the Fair Market Rent (FMR) for Windham County (the smallest geography available from HUD).

Table 23 outlines the top 10 industries in Dover and Wilmington and the monthly housing budget for each, which range from $526 to $2,430. FMR for 2019 in Windham County are $792 for a 1BR and $994 for a 2 BR. Given these rents, Workers earning average wages in five of the top 10 industries can afford a 1 BR rental rate; and only four can afford a 2 BR unit (Table 25).

Table 23

	Top 10 Industries in the Towns of Dover & Wilmington - Monthly Housing Budget				
NAICS	Description	2019 Jobs	Avg. Earnings Per Job*	Monthly Income	Monthly Housing Budget**
7225	Restaurants and Other Eating Places	201	$ 26,286	$ 2,190	$ 657
4451	Grocery Stores	118	$ 29,996	$ 2,500	$ 750
6116	Other Schools and Instruction	99	$ 52,985	$ 4,415	$ 1,325
7139	Other Amusement and Recreation Industries	94	$ 21,040	$ 1,753	$ 526
9036	Education and Hospitals (Local Government)	72	$ 56,205	$ 4,684	$ 1,405
5617	Services to Buildings and Dwellings	71	$ 32,720	$ 2,727	$ 818
7211	Traveler Accommodation	65	$ 28,075	$ 2,340	$ 702
2361	Residential Building Construction	60	$ 45,009	$ 3,751	$ 1,125
5416	Management, Scientific, and Technical Consulting Services	57	$ 97,195	$ 8,100	$ 2,430
4471	Gasoline Stations	57	$ 27,627	$ 2,302	$ 691

Source: EMSI, Camoin 310, HUD

*Includes wages, supplements and proprietor earnings

** 30% of monthly income

Table 24

Fair Market Rent, 2019 Rates for Windham County				
Studio	1 BR	2 BR	3 BR	4 BR
$ 685	$ 792	$ 994	$ 1,247	$ 1,460

Source: HUD

Table 25

Towns of Dover & Wilmington - Rental Affordability for Top Industries				
NAICS	Description	Housing Budget	Payment Gap for FMR 1 BR	Payment Gap for FMR 2 BR
7225	Restaurants and Other Eating Places	$ 657	$ (135)	$ (337)
4451	Grocery Stores	$ 750	$ (42)	$ (244)
6116	Other Schools and Instruction	$ 1,325	$ 533	$ 331
7139	Other Amusement and Recreation Industries	$ 526	$ (266)	$ (468)
9036	Education and Hospitals (Local Government)	$ 1,405	$ 613	$ 411
5617	Services to Buildings and Dwellings	$ 818	$ 26	$ (176)
7211	Traveler Accommodation	$ 702	$ (90)	$ (292)
2361	Residential Building Construction	$ 1,125	$ 333	$ 131
5416	Management, Scientific, and Technical Consulting Services	$ 2,430	$ 1,638	$ 1,436
4471	Gasoline Stations	$ 691	$ (101)	$ (303)

Source: EMSI, Camoin 310

Addressing the workers in these top industries, in particular those in the service, accommodation, and recreation industries will be critical to meeting housing needs in the towns.

HOUSING DEMAND ANALYSIS

FUTURE POPULATION ANALYSIS

Future demand for housing is outlined in Table 26 by age of householder and income level. While the number of households is projected to decline by 23 from 2019-2024, there is an anticipated increase in those householders over 75 and between the ages of 35-44. By income level, there will be a slight increase in those making $50,000-$149,999 and a decrease in the other income levels. Overall, this data will be important as the Towns look to shape strategies that align with how the population is projected to change over time.

Table 26

Towns of Dover & Wilmington Change in Households by Income and Age of Householder, 2019-2024								
	<25	25-34	35-44	45-54	55-64	65-74	75+	Total
<$15,000	(1)	4	(1)	(5)	(8)	(1)	4	(8)
$15,000-$24,999	(1)	0	1	(5)	(6)	(1)	5	(7)
$25,000-$34,999	(2)	(5)	3	(5)	(5)	(2)	7	(9)
$35,000-$49,999	0	(4)	2	(7)	(4)	(4)	6	(11)
$50,000-$74,999	0	1	8	(7)	(1)	2	5	8
$75,000-$99,999	0	(1)	4	(4)	1	1	3	4
$100,000-$149,999	0	(2)	3	(3)	0	3	1	2
$150,000-$199,999	0	(2)	2	(2)	0	1	0	(1)
$200,000+	0	(2)	0	1	0	1	(1)	(1)
Total	(4)	(11)	22	(37)	(23)	0	30	(23)

Source: Esri

This population shift will have economic and social implications for the towns, as a greater share of the population enters retirement and the workforce shrinks. Gains in the number of senior and wealthier households are cancelled out by losses in younger and middle-aged households. If housing supply and costs continue on a similar trajectory, the working-age population will continue to decrease, and the aging of the population will accelerate.

POPULATIONS TO ADDRESS

Our research reveals that there are several population groups that may be targeted for housing. For the purposes of this analysis, we will target seniors (those aged over 65) and workforce populations (people who work in the Towns of Dover and Wilmington but may live elsewhere and are generally younger, middle-income people, including young families seeking their first homes).

WORKFORCE POPULATION

According to 2017 U.S. CensusOnTheMap data, the most recent year for which data is available, 68% of Dover and Wilmington year-round workers work in the towns but live elsewhere ("in-commuters") and 32% of workers live in the towns. By applying these percentages to 2019 EMSI employment data (including self-employed), we estimate that approximately 1,211 workers in-commute and 570 workers live in the towns.[5]

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[5] U.S. CensusOnTheMap data does not include self-employed workers.

Table 27

Dover & Wilmington Year Round Workers		
	% of Workers (2017)	# of Workers (2019)
Workers In-Commuting	68%	1,211
Workers Employed and Living in Both Towns	32%	570
Total Workers	100%	1,781

Source: U.S. Census OnTheMap, EMSI

Findings from the Community Housing Survey reveal 24% of respondents work full time in the towns but do not live there. Among these respondents, the majority cited accessibility to work is a challenge. This does not mean that all of these workers would be interested in living in the towns if housing was available and at an affordable price point. Many of workers may still commute in from outside of the area for various reasons – another member of the household may work in an opposite direction, a desire to be close to family members, ties to their existing school district and community, etc. However, for a subset of this group, their ideal place of residence is Dover or Wilmington. Based on our research, we use a conservative assumption that 10-25% of commuters in this subset would like to live in the towns to serve as a reasonable estimate of the number of new year-round homes needed in the area.

The appropriate price points to attract these in-commuters depends on their earnings. According to the 2017 Census data, 48% of in-commuters earn $1,250 or less per month ($15,000 or less annually), 32% of in-commuters earn between $1,251 and $3,333 per month (approximately between $15,001 and $40,000 annually), and 20% of in-commuters earn more than $3,333 per month (or more than approximately $40,000 annually). When considering the 1,211 estimated in-commuters, this means that 578 in-commuters earn less than $15,000 annually, 387 in-commuters earn between $15,001 and $40,000 annually, and 246 in-commuters earn more than $40,000 annually. These figures represent earnings of individual workers, and not total household income. In other words, the earnings of other individuals in the household are not considered.

Table 28

Monthly Earnings of Dover & Wilmington In-Commuters			
Monthly Earnings	Annual Equivalent	Count	Share
$1,250 or less	$15,000 or less	578	48%
$1,251-$3,333	$15,001-$40,000	387	32%
Greater than $3,333	Greater than $40,000	246	20%
Total		1,211	100%

Source: U.S. Census OnTheMap, Camoin 310

The below chart shows the amount that in-commuters can afford to spend on housing in three different earnings groups. The amount that in-commuters can afford to spend on housing (rent and utilities) ranges from less than $400 to over $1,000 (assuming housing costs to be 30% of income).

Table 29

In-Commuter Housing Affordability			
Earnings Group	# In-Commuters	Monthly Earnings	Amount to Spend on Housing
Low	578	$1,250 or less	$375 or less
Medium	387	$1,251-$3,333	$376-$999
High	246	Greater than $3,333	$1,000+

Source: U.S. Census OnTheMap, Camoin 310

Given these earning groups, we assume those in the "low" group would rent; half those in the "medium" group would rent and half would elect to purchase a home; and all those in the "high" group would elect to purchase. This equates to 771 potential new renters and 439 potential buyers. Although not all monthly incomes in the low and medium group fall into the necessary income range, it is likely that some of these households have multiple earners and as a result have a combined income. Of these commuters, we assume that 10-25% of these individuals would choose to live in the towns if housing was affordable. This means that there is demand between 77-193 rental units and 44-110 for-sale housing units.

POPULATION BY LIVING ARRANGEMENTS

In addition to in-commuters, examining where and how people currently live within the county can uncover additional demand for housing for the senior and younger workforce target markets. Data from the U.S. Census Bureau was used to consider those who live in the county but do not live independently, or those that do live independently but may eventually need housing that provides additional assistance. Specifically, data pertaining to the young adult and senior cohorts were analyzed.

Young adults are most likely early in their careers and potentially seeking rental housing or to purchase a home. These "under-housed" residents are workers who live in the county but may be young workers who still live at home with their parents. According to the 2017 American Community Survey, 241 individuals age 18 to 34 in the towns either live with their parents, live with other relatives, or live with other nonrelatives.[6] This represents 43% of the town's age 18 to 34 cohort. When looking at the total adult population of the towns (which includes the age 18-34 group), less than half of the population, 20%, live with others (parents/relatives/nonrelatives).

For the senior cohort, those aged over 65, 26% or 166 people live alone, and 63% or 403 people live with a spouse. While spouses may be able to care for each other as the aging process progresses, eventually there needs to be residential options that provide more care for those that choose it. While "aging in place," or growing older in a life-long home is typically the optimal choice for seniors, moving into a facility not only increases availability of services and opportunities for companionship, it also opens up housing options for younger workers and their families.

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[6] This excludes individuals who live alone, live with a spouse, or live with a partner (unmarried).

Table 30

Living Arrangements, Dover & Wilmington, 2017						
	Age 18-34		Age 65+		Total Adult Population	
	#	% of Age Cohort	#	% of Age Cohort	#	% of Adult Population
Lives Alone	27	5%	166	26%	552	23%
Living with Spouse	188	34%	403	63%	1,262	51%
Living with Unmarried Partner	102	18%	-	0%	158	6%
Living with Parents	154	28%	-	0%	178	7%
Living with Other Relatives	56	10%	50	8%	207	8%
Living with Other Nonrelatives	31	6%	22	3%	94	4%
Total Living with Others (non spouse/partner)	241	43%	72	11%	479	20%
Total	558	100%	641	100%	2,451	100%

Source: ACS 2013-2017 5-Year Estimates

A higher percent of young adults living with parents, relatives, or friends is in line with state and national trends. Those who would voluntarily continue to live with relatives may be attending school, saving money for a down payment or other purchase, paying off loans, caring for a family member, or requiring care themselves. Oftentimes these young adults are unable to afford to move out of their parents' home, which can be a hindrance to employment. The inability to find an affordable year-round rental leads to attrition among workforce availability and prevents employers from being able to attract new employees.

By using living arrangement data as a proxy for under-housed workers and senior housing, we can quantify the additional demand for year-round units that these markets could support. Based on qualitative data, we believe that approximately 5-10% of adults age 18-34 living with others would live independently if they could. We assume 75% of these young adults would rent and 25% of these young adults would purchase a home. For additional senior housing, we assume all new senior housing would be rentals. Of those seniors that live alone and with a partner, we conservatively estimate 10-25% of this combined group being willing to move into age-restricted rentals.

TOTAL DEMAND SUMMARY

Table 31 summarizes the demand for affordable year-round rental housing units by both in-commuters, under-housed resident workers, and seniors living alone or with a significant other.

Table 31

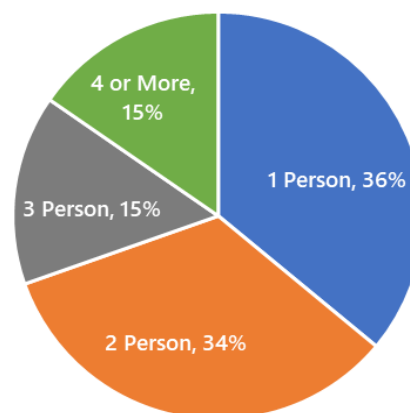| Total Demand Summary		
	Demand for Home Purchase	Demand for Home Rentals
In-Commuters	44-110	77-193
Under-Housed Workforce	3-6	10-21
Seniors Living Alone or with Significant Other	-	57-143
Total Demand Summary	**47-116**	**144-357**

Source: Camoin 310

TOWNS OF DOVER & WILMINGTON

We assume the majority of the senior housing to be one- or two-bedroom apartments. To determine preferred bedroom counts for the workforce units, we examined household size of the county's working population. Of the town's working population, 36% of households are one-person households. This is followed by two-person households (34%), four-or-more-person households (15%), and three-person households (15%).

Through the Community Housing Survey, we found that multi-bedroom units (two- and three-bedroom) are in high demand. Figure 13 displays the results of this survey and shows the average number of bedrooms needed for each household size of survey respondents. The average number of bedrooms needed by respondents is 2.7 bedrooms.

Figure 12
Worker Household Size, 2017

Source: ACS 2013-2017 5-Year Estimates

Based on the household size of the working population, as well as on information gathered through the employee survey, we estimate that there is rental demand for between 58 and 143 one-bedroom rental units (mostly for senior housing), between 72 and 179 two-bedroom rental units, and between 14 and 36 three-bedroom rental units. For homes for purchase, we estimate that there is demand for between 21 and 52 two-bedroom units, between 24 and 58 three-bedroom units, and 2 and 6 four-bedroom units.

Figure 13

Number of Bedrooms Needed by Household Size

Table 32

Demand by Unit Type					
Homes for Purchase			**Homes for Rent**		
# of Bedrooms	# of Units	% of Units	# of Bedrooms	# of Units	% of Units
2	21-52	45%	1	58-143	40%
3	24-58	50%	2	72-179	50%
4	2-6	5%	3	14-36	10%
Total	**47-116**	**100%**	**Total**	**144-357**	**100%**

Source: Camoin 310

ATTACHMENT A: DATA SOURCES

PROPRIETARY DATA SOURCES

ECONOMIC MODELING SPECIALISTS INTERNATIONAL (EMSI)

To analyze the industrial makeup of a study area, industry data organized by the North American Industrial Classification System (NAICS) is assessed. Camoin 310 subscribes to Economic Modeling Specialists Intl. (Emsi), a proprietary data provider that aggregates economic data from approximately 90 sources. Emsi industry data, in our experience, is more complete than most or perhaps all local data sources (for more information on Emsi, please see www.economicmodeling.com). This is because local data sources typically miss significant employment counts by industry because data on sole proprietorships and contractual employment (i.e. 1099 contractor positions) is not included and because certain employment counts are suppressed from BLS/BEA figures for confidentiality reasons when too few establishments exist within a single NAICS code.

ESRI BUSINESS ANALYST ONLINE (BAO)

Esri is the leading provider of location-driven market insights. It combines demographic, lifestyle, and spending data with map-based analytics to provide market intelligence for strategic decision-making. Esri uses proprietary statistical models and data from the US Census Bureau, the US Postal Service, and various other sources to present current conditions and project future trends. Esri data are used by developers to maximize their portfolio, retailers to understand growth opportunities, and by economic developers to attract business that fit their community. For more information, visit www.esri.com.

PUBLIC DATA SOURCES

AMERICAN COMMUNITY SURVEY (ACS), US CENSUS

The American Community Survey (ACS) is an ongoing statistical survey by the US Census Bureau that gathers demographic and socioeconomic information on age, sex, race, family and relationships, income and benefits, health insurance, education, veteran status, disabilities, commute patterns, and other topics. The survey is mandatory to fill out, but the survey is only sent to a small sample of the population on a rotating basis. The survey is crucial to major planning decisions, like vital services and infrastructure investments, made by municipalities and cities. The questions on the ACS are different than those asked on the decennial census and provide ongoing demographic updates of the nation down to the block group level. For more information on the ACS, visit http://www.census.gov/programs-surveys/acs/

ONTHEMAP, US CENSUS

OnTheMap is a tool developed through the US Census Longitudinal Employer-Household Dynamics (LEHD) program that helps to visualize Local Employment Dynamics (LED) data about where workers are employed and where they live. There are also visual mapping capabilities for data on age, earnings, industry distributions, race, ethnicity, educational attainment, and sex. The OnTheMap tool can be found here, along with links to documentation: http://onthemap.ces.census.gov/.

TOWNS OF DOVER & WILMINGTON

ATTACHMENT 2: COMMUNITY ENGAGEMENT SUMMARY FINDINGS

COMMUNITY ENGAGEMENT FINDINGS

COMMUNITY MEETING

On September 26th, 2019 the Towns of Dover and Wilmington held a Community Housing Meeting. With about 25 people in attendance - a mix of business owners, realtors, property owners, municipal staff, employees, service providers, and residents. We engaged in a facilitated group discussion about the housing issue in the towns. Some comments from attendees are as follows:

"Housing is a basic need, and if you don't have your basic needs met, there is a substance abuse risk."

"Our children go away to college and they never come back."

"I will probably not be able to grow old here."

"Housing is just one cog in the wheel."

"This is super important and I'm not sure why we haven't address this earlier."

Overall, attendees felt:

- Aging in place, for seniors, is a pressing issue. Senior housing is extremely limited.
- Employers' number one concern is not having an available workforce. This is in part, due to a lack of housing options.
- There is a lack of housing for young, working families. These families may lack the financial literacy needed to budget appropriately.
- Act 250, while not an impossible process, vastly extends the time taken to create any new developments.
- Taxes are too high. In particular, it prevents elderly from living in the towns.
- The cost of wastewater treatment is seen as prohibitive to development.
- Large employers are not doing enough to provide housing for their employees. However, it is also the responsibility to the owner to break a lease if necessary (for instance in the case of overcrowding).
- Affordable housing should be built on the MOOver Route.

Attendees brainstormed the following strategies:

- Renovation is a good place to start, to prevent the time, effort, and cost that goes into an Act 250 permit.
- Use the 1% tax to provide help with housing, either through a tax credit or other means to incentivize affordable housing.
- While not a specific housing issue, investing in high speed internet will allow people to work from home full time.
- Create Share houses. (Example: 18 bedrooms with 12 bathrooms and shared kitchen and common areas).
- There is potential to redevelop old B&Bs and inns such as Nordic Hills, the Horizon Inn, and other multi-unit structures.
- Lower taxes.

- Provide a tax credit the first year of home ownership to ease the burden.

- Provide assistance with Act 250 permit fees if building housing needed in the community.

- Create renovation tax credits to incentivize redevelopment.

- Façade program for exterior housing upgrades (matching grant up to a certain amount to allow for improvements).

- Housing rental registry. Creates safety for the town and the property owner. (The State of Vermont is currently investigating this process and may enact legislation soon for short-term rentals.)

- Hire a rental housing health officer to inspect rental units.

- Relax zoning laws to build a tiny home development (use mobile home lot zoning). Update bylaws as necessary.

- Ensure homeowners know they can have an AUD (Accessory Dwelling Unit) and collect rent.

STAKEHOLDER INTERVIEW THEMES

Camoin 310 interviewed 13 individuals representing groups from across the towns including municipal staff, nonprofit agencies, health agencies, transportation representatives, small business owners, realtors, and major employers. Please see Attachment 3: Acknowledgements for a list of stakeholders interviewed. The goal of these stakeholder interviews was to understand 1) the internal capacity for municipal housing strategies and current efforts underway, and 2) how market conditions affect access to housing and employers' ability to attract and retain workers, as well as other issues created by a lack of housing in Dover and Wilmington. The following represent the overall themes from these stakeholder interviews:

The issue is cyclical. Over and over, we heard that you can't have good housing without good jobs, and you can't have good jobs without good housing. With low wage, mostly seasonal jobs being the predominant employment offering, it is hard to afford a decent rental unit. Creating more year-round, permanent jobs with a livable wage was touted time and again. Overall, many feel if you improved other aspects of the economy, housing would follow, including marketing and promotion to draw the right types of investors into the community with an "open for business" approach.

Lack of quality in available houses for rent and purchase. The rental stock, with some exception, was generally described as "sub-par" and "bare minimum to meet code." Most homes, 80% to 90% of recent sales have been to second home-owners in NY, NJ, CT, and MA, and the older ski homes prevalent in Dover are not conducive to a full-time residence. We heard this impacts employers' ability to find workers.

Seniors need a range of housing options. Many seniors are in homes they cannot afford to live in or upkeep, and they do not necessarily want to move out of town. Butterfield Commons, the only senior housing development in the towns, has a very long waiting list.

Develop old Inns. Many people we interviewed had a similar idea of developing older inns no longer in use due to the Hermitage Club closure, the stock of short-term rentals available, and overall lack of seasonal patronage. The Horizon Inn, the Doveberry Inn, Snow and Clay subdivision, were all mentioned as possibilities. We heard that 8-10 inns have closed in the last 10 years and this may be an opportune possibility for redevelopment for multiunit housing.

Building is expensive. There is not enough economic activity to warrant some of these changes. While taxes were called out as too high on several occasions, the fee to connect to the sewer system was indicated as the most

prohibitive cost. Additionally, most of the time the highest and best use of a multiunit structure is not 2-3- bedroom units; they can get a higher return on studio and 1-bedroom apartments per square foot. These higher bedroom units are also associated with younger families with can produce more noise in a building and added wear and tear.

COMMUNITY HOUSING SURVEY SUMMARY

The purpose of the Community Housing Survey was to understand the community perspective on housing and identify how much and what type of housing is needed now and in the future. The survey was open online for one month (approximately 10/1/19 through 11/1/19) and available via paper copies through the Towns of Dover and Wilmington. The survey was distributed at the community meeting, via area newsletters, the local newspaper, via multiple social media platforms, and via multiple email blasts.

KEY FINDINGS

- The majority of respondents own their home (88%). Ten percent rent.

- The top three challenges for respondents' current residence are 1) affordability, 2) accessibility to work and services, and 3) quality of housing. Respondents also mentioned upkeep, taxes, and schools as other challenges.

- For those businesses that are impacted by a housing issue, respondents cite a lack of available workers as the most common issue.

- Most respondents have one or two people in their households and their ideal home is a single-family home in a rural setting with two or three bedrooms. Respondents value the rural setting of the area.

- People are willing to downsize if it meant they could stay in the area, but there is also a significant contingent of respondents who are not interested in changing their housing situation.

- For older respondents, there is a need for education about what resources exist for senior housing or in-home care options and how to make a housing plan.

- Renters cite quality, lack of improvements, internet availability, as negative factors in their renting experience. They also cite quiet, cost, and good landlords as positive factors.

SURVEY RESULTS

In total, 186 people completed the survey. The distribution of age of respondents is seen in Figure 1. The highest proportion of respondents indicated an age range of between 45 and 54 years old (35%), followed by 55 to 64 (24%), and 64 to 74 (15%).
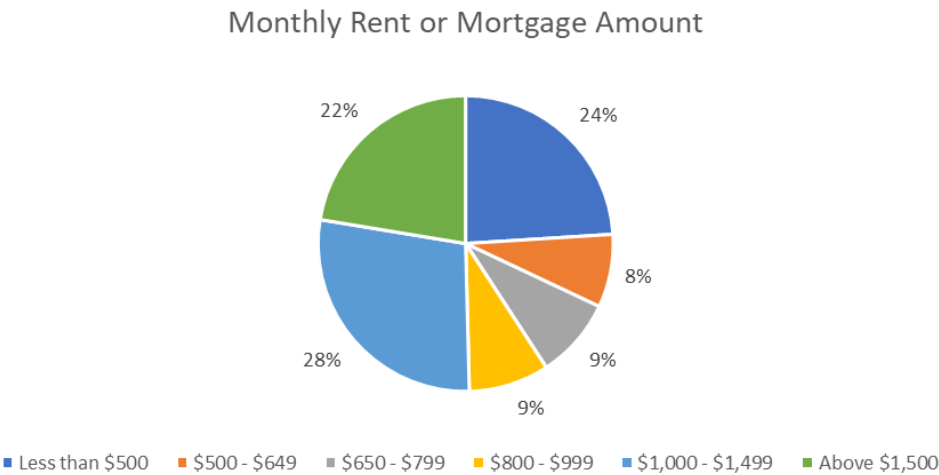
Figure 1
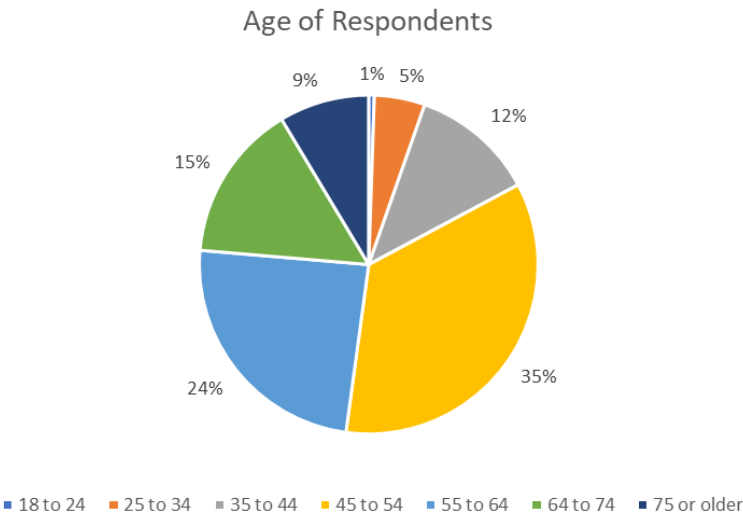
Age of Respondents

Source: Dover & Wilmington Community Housing Survey

Monthly rent or mortgage amount paid by respondents whose primary residence is in Dover or Wilmington (n=122) is shown in Figure 2. Twenty eight percent of respondents said they pay between $1,000 and $1,499 per month; 24% pay less than $500 per month, and 22% pay over $1,500 per month.

Figure 2

Monthly Rent or Mortgage Amount

Source: Dover & Wilmington Community Housing Survey

Figure 3 shows the household income level for only those respondents 1) answering the question and 2) whose primary residence is in the Towns of Wilmington or Dover. Of these, the most common response was a household income level of between $50,000 to $74,000 (28 respondents), followed by $75,000 to $99,999 (18 respondents), and $35,000 to $49,999 (17 respondents). These figures are important to understand so housing is targeted at the appropriate income level and housing that is built or renovated is affordable (no more than 30% of a household income) to residents.

Figure 3

Survey Respondents by Income Level
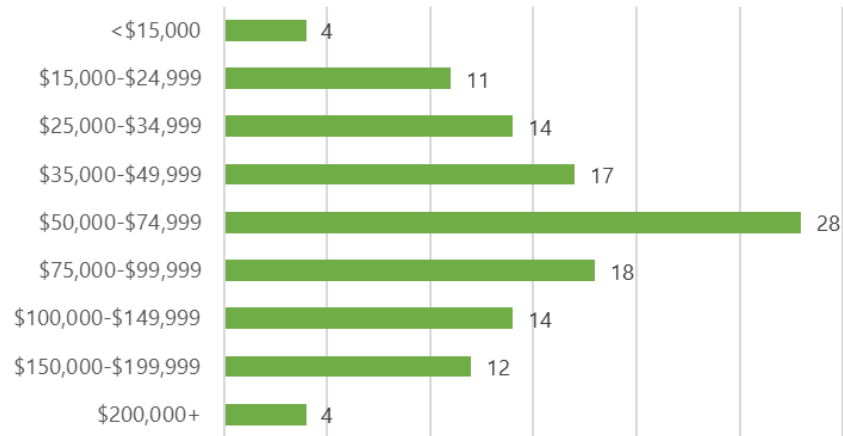
Source: Dover & Wilmington Community Housing Survey

Table 1 breaks down income levels by number of people in each household. This helps identify not only the income distribution of respondents, but how many people are in their household. Most households are comprised of either two or one individuals.

Table 1

Survey Respondents by Income Level and Number of People in Household						
	Number of People in Household					
Income Level	1	2	3	4	5+	Total
<$15,000	3	0	0	0	1	4
$15,000-$24,999	8	2	0	1	0	11
$25,000-$34,999	7	4	1	2	0	14
$35,000-$49,999	4	7	2	4	0	17
$50,000-$74,999	6	13	6	3	0	28
$75,000-$99,999	4	8	4	1	1	18
$100,000-$149,999	1	5	2	3	3	14
$150,000-$199,999	1	6	3	1	1	12
$200,000+	1	2	0	1	0	4
Total	35	47	21	16	6	122

Source: Dover & Wilmington Community Housing Survey

We asked the question, "If you are a business owner in Dover or Wilmington, how does housing impact your business?" For those that did not choose the answer "N/A I am not a business owner," Table 2 outlines the number of times each other option was chosen. While "Not impacted in this way" was chosen the most, it is possible these are also people that do not own businesses. For those that do feel the impacts of housing on their business, respondents chose "Lack of available workers" the most. This points us to the cyclical nature of a lack of housing with a lack of workers as identified in the stakeholder interviews.

Table 2

If you are a business owner in Dover or Wilmington, how does housing impact your business?	
Answer Option	# of Selections
Lack of available workers	18
Worker retention challenges due to length of commute or lack of housing options	7
Workers commuting from long distances	7
Workers missing work or running late to work due to long commutes and limited transportation options	5
Other	4
Lack of flexible work schedules because of long commutes	4
Not impacted in this way	23

Source: Dover & Wilmington Community Housing Survey

To start to identify the type and number of bedrooms needed by community residents, we asked the how many bedrooms would be needed in an ideal home. Table 3 indicated the responses. Above all, residents feel they need a home with two or three bedrooms.

Table 3

For your ideal home, how many bedrooms would you need?	
# of Bedrooms	# of Selections
1/Studio	11
2	47
3	49
4	14
5+	4

Source: Dover & Wilmington Community Housing Survey

We examined the type of home desired by those needing a two or three bedroom home as shown in Figure 4. The dominant type of home desired is a single family detached unit in a rural setting. While there is some demand shown for multiunit structures, tiny or mobile home developments, or other structures, this desire to live rurally in a single-family home is what respondents desired most.

Figure 4

**What is your ideal type of home?**
(for 2 and 3 bedroom homes)
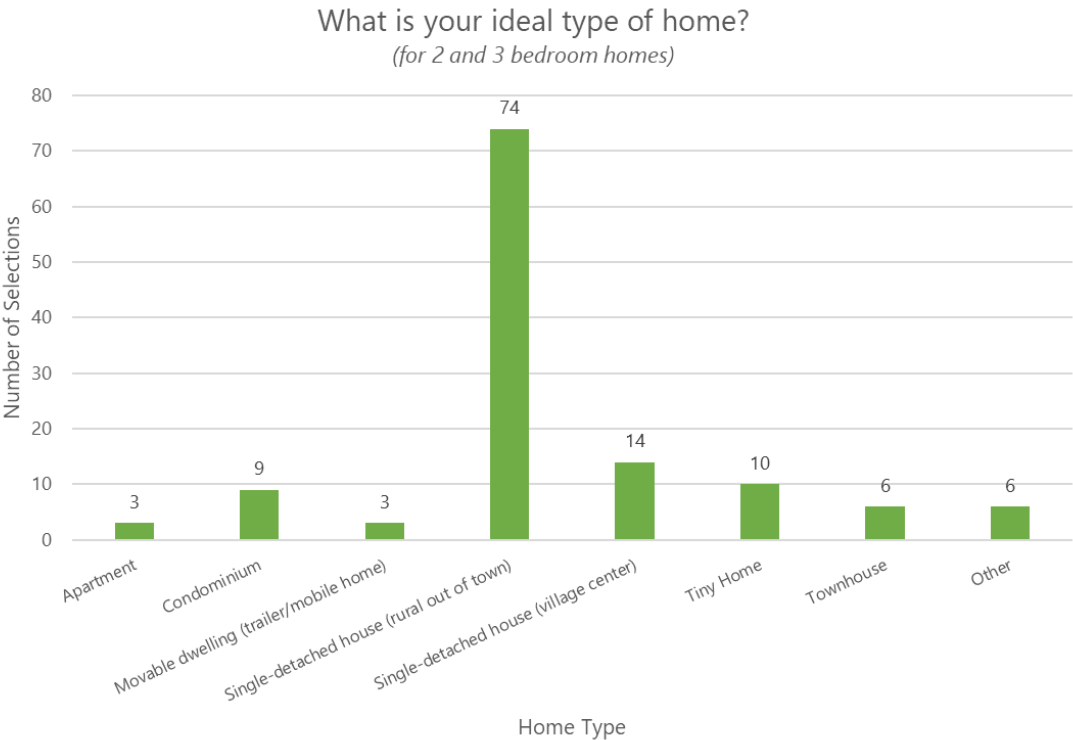
Source: Dover & Wilmington Community Housing Survey

To assess an interest in future strategies that both create additional and affordable housing, we asked if respondents would consider strategies that traditionally align with more affordable living. The answer selected most was to downsize (50 respondents). "N/A" was the next answer chosen most (45 respondents) indicating that these options were either not desired or not applicable given the current living situation of the respondent.

Figure 5
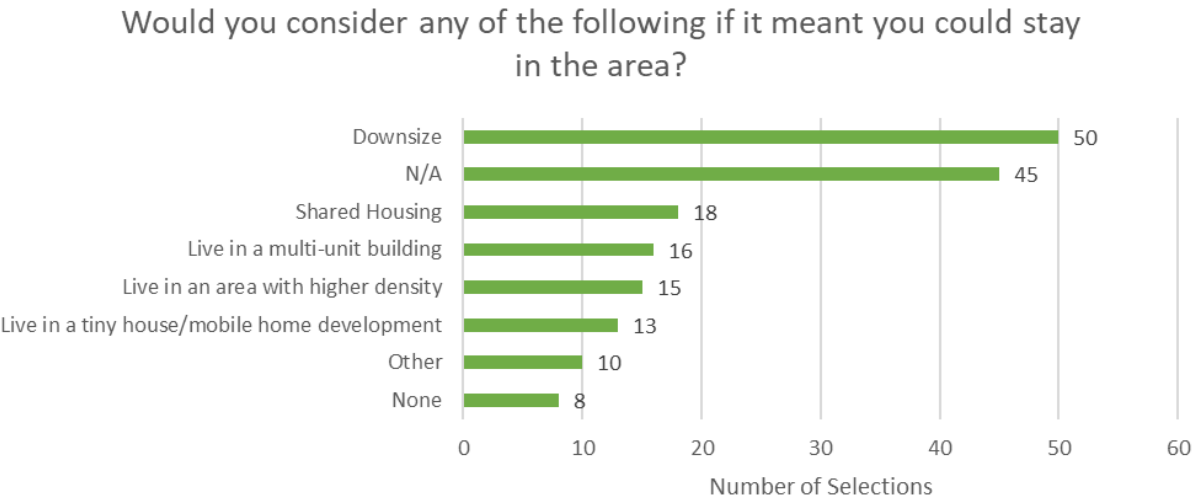
Would you consider any of the following if it meant you could stay in the area?

Source: Dover & Wilmington Community Housing Survey

Table 4 and Table 5 below were asked specifically to people over the age of 50, as senior housing (and plans to transition to senior housing) were indicated as a high need. Table 4 asks the question, "What are your housing plans as you shift toward not being able to live independently?" The greatest number of selections was for the answer, "I plan to live independently indefinitely." As most people do need assistance as they get older, this points to a possible disconnect between the aging process and housing needs, and an overall attitude which is change adverse. The next top answer was, "I do not have a plan but would like to know more about my options." This points to a desire to understand the continuum of care, what resources and services are available, and how to access these resources.

Table 4

What are your housing plans as you shift toward not being able to live independently?	
Answer Option	# of Selections
I plan to live independently indefinitely.	40
I do not have a plan but would like to know more about my options.	29
I plan to stay in the area and live in my home with family or hired help.	21
Other	10
I do not have a plan and am not interested in knowing more.	9
I plan to downsize and move to a retirement facility or nursing home when the time is right.	6

Source: Dover & Wilmington Community Housing Survey

As the towns work to create senior housing options for their residents, the information in Table 5 may help direct those efforts. When asked, "…in the next 10 years what type of living facility do you think might best suit your needs?" respondents chose in-home care as their top choice, followed by independent living, and the village concept. A description of each choice is as follows:

- Assisted living (Small apartments where you can live independently but receive some assistance.)

- Nursing care (For those needing 24-hour supervised care.)

- In-Home care (This is when you want to age in your own home and have someone come to you to help with cleaning, meals, and other services.)

- The Village concept (Stay in your home and pay an annual fee for services like transportation, yard work, or bookkeeping.)

- Independent living (Housing designed exclusively for seniors but has an active community setting.)

- Residential care home (Home for a small group of people who receive individual, home-setting care.)

- Continuing care retirement community (One location where you can live independently, then receive more care as you need it.)

Table 5

While the future is uncertain, in the next 10 years what type of living facility do you think might best suit your needs?	
Answer Option	# of Selections
In-Home care	36
Independent Living	28
The Village concept	22
Assisted living	18
None	15
Continuing care retirement community	9
Nursing care	4
Other	4
Residential care home	3

Source: Dover & Wilmington Community Housing Survey

HOUSING ANALYSIS & MASTER PLAN

TOWNS OF DOVER & WILMINGTON

ATTACHMENT 3: FUNDING SOURCES

The following is a selected list of funding sources that could be used in the implementation of Dover and Wilmington's Housing Analysis & Master Plan. This document is intended to serve as a resource for city officials, developers, residents and community leaders that need to address a funding gap in a project or long-term plan. Where possible, contact information and additional resources are provided.

FEDERAL FUNDING SOURCES

NEW MARKET TAX CREDITS (NMTC)

Summary: Through the NMTC Program, the Community Development Financial Institutions (CDFI) Fund allocates tax credit authority to Community Development Entities (CDEs) through a competitive application process. CDEs are financial intermediaries through which private capital flows from an investor to a qualified business located in an eligible community. CDEs use their authority to offer tax credits to investors in exchange for equity in the CDE. Using the capital from these equity investments, CDEs can make loans and investments to businesses operating in low-income communities on better rates and terms and more flexible features than the market.

Award: 39% of the investment paid out (5% in each of the first three years, then 6% in the final four years, for a total of 39%)

Eligibility: NMTC Program applicants must be certified as CDEs by the CDFI Fund.

Organization Phone: (202) 653-0421

Organization Email: cdfihelp@cdfi.treas.gov

Website: http://nmtccoalition.org/

HUD SECTION 108 LOAN GUARANTEE PROGRAM

Summary: Section 108 of the Housing and Community Development Act of 1974 provides for a loan guarantee component of the Community Development Block Grant (CDBG) Program. The Section 108 Loan Guarantee Program (Section 108) provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and other physical development projects, including improvements to increase their resilience against natural disasters. The funds can be used by a designated public entity to undertake eligible projects, or, alternatively, can be loaned to a third-party developer to undertake the projects.

Loan Terms: Loans typically range from $500,000 to $140 million, depending on the scale of the project or program

Eligibility: All projects and activities must either principally benefit low- and moderate-income persons, aid in the elimination or prevention of slums and blight, or meet urgent needs of the community.

Activities eligible under CDBG include:

- Acquisition of real property
- Rehabilitation of publicly owned real property
- Housing rehabilitation eligible under CDBG

- Construction, reconstruction, or installation of public facilities (including street, sidewalk, and other site improvements)
- Related relocation, clearance, and site improvements
- Payment of interest on the guaranteed loan and issuance costs of public offerings
- Debt service reserves
- Finance fees
- In limited circumstances, housing construction as part of community economic development

Website: https://www.hudexchange.info/programs/section-108/

UNITED STATES DEPARTMENT OF AGRICULTURE (USDA) – RURAL DEVELOPMENT

Summary: USDA Rural Development maintains a wide range of economic development grants that offer assistance to cities and towns that are smaller than 50,000 people.[7] Different grant sources can be used to aid in the development of residential housing developments, telecommunications and utility improvements, to support business development and community facilities. This is a valuable grant source as the funds can be used in such a diverse manner.

Award: Subject to specifications of grant, can range from $10,000-$500,000.

Regional USDA Contact: Jon-Michael Muise, Acting State Director

Contact Phone: 802-828-6000

Website: https://www.rd.usda.gov/programs-services/all-programs

STATE FUNDING SOURCES

VERMONT DEPARTMENT OF BUILDINGS AND GENERAL SERVICES REGIONAL ECONOMIC DEVELOPMENT GRANT PROGRAM

Summary: This grant program is open to municipalities and non-profit organizations that provide regional economic development in an individual community or recognized community service area.

Award: Up to $25,000 per project, with a 50/50 match.

Contact Name: Judy Bruneau

Contact Phone: (802) 828-3519

Contact Email: Judy.Bruneau@vermont.gov

Website:
http://bgs.vermont.gov/sites/bgs/files/FY2018%20Regional%20Economic%20Development%20Grant%20Application%20Instructions.pdf

VERMONT COMMUNITY FOUNDATION GRANTS

Summary: Since 1986, the Vermont Community Foundation has been committed to building philanthropic resources that sustain healthy and vital Vermont communities. One part of that work involves making grants. The Foundation awards more than $12 million annually to nonprofit organizations in Vermont and beyond.

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[7] Specific grants may have more thorough eligibility requirements.

These grants support a breadth of issues such as hunger, housing, arts, cultural heritage, social justice, animal welfare, and environmental sustainability.

Awards: Various, depending on the specific grant.

Contact Name: Lauren Bruno

Contact Phone: (802) 388 3355 x222

Contact Email: lbrun@vermongcf.org

Website: https://www.vermontcf.org/NonprofitsGrants/AvailableGrants.aspx

COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

Summary: The Community Development Block Grant (CDBG) program is a flexible program that provides communities with resources to address a wide range of unique community development needs. Beginning in 1974, the CDBG program is one of the longest continuously run programs at HUD. The CDBG program provides annual grants on a formula basis to 1,209 general units of local government and States.

CDBG Implementation Grants

Used to assist businesses to create or retain jobs, create or rehabilitate housing units, build infrastructure, create or assist childcare and senior centers etc.

Awards: $50,000 to $1,000,000

CDBG Planning Grants

Used to conduct feasibility studies and marketing plans, produce architectural and engineering plans, etc. for IG projects.

Awards: $3,000 to $40,000

Contact Names: Patrick Scheld, Nathan Cleveland, Annina Seiler

Contact Emails: patrick.scheld@vermont.gov; nathan.cleveland@vermont.gov; annina.seiler@vermont.gov

Website: http://accd.vermont.gov/community-development/funding-incentives/vcdp

AGENCY OF COMMERCE AND COMMUNITY DEVELOPMENT PROGRAMS

The following programs are all administered by the Vermont Agency of Commerce and Community Development. Thus, they share the same program contact. Additional programs and discussion of traditional funding programs like tax reallocation and TIF can be found at: http://accd.vermont.gov/community-development/funding-incentives

Vermont Historic Preservation Grant

Summary: Established in 1986, the State-funded Historic Preservation Grant Program helps municipalities and non-profit organizations rehabilitate the historic buildings that are a vital part of Vermont's downtowns, villages, and rural communities, as well as its iconic landscape.

Awards: 50/50 matching grants of up to $20,000

Federal Rehabilitation Investment Tax Credits

Summary: Tax credits made available for eligible historic commercial buildings, meaning income-producing buildings, listed in the National Register of Historic Places. Many of Vermont's designated downtowns and villages are listed and pre-qualified for federal credits.

State Downtown & Village Center Tax Credits

Summary: Tax credits made available for eligible commercial buildings and non-profit owned buildings constructed before 1983 (no private residences, but rental properties are eligible) located within designated downtown or village centers.

Contact Name: Caitlin Corkins

Contact Phone: (802) 828-3047

Contact Email: Caitlin.corkins@vermont.gov

VERMONT COMMUNITY LOAN FUND

Summary: VCLF is a mission-driven, community-focused alternative lender. It makes loans to local businesses, community organizations & nonprofits, child care providers and developers of affordable housing who don't qualify for a loan from a traditional lender. It combines its loans with financial consulting and business development services to make sure our borrowers have access to all the tools they need to succeed.

Organization Phone: (802) 223-1448

Website: http://www.investinvermont.org/borrowers

TRADITIONAL FUNDING SOURCES

In addition to the sources listed above, there are also traditional revenue generating streams available to municipal entities.

- Local Parking Tax Funds
- City Bond Funds
- Bank Loans
- Land Sales
- Tax Increment Financing (TIF)
- Redevelopment Bond Issue

ATTACHMENT 4: ACKNOWLEDGEMENTS

The Housing Analysis and Master Plan for the Towns of Dover and Wilmington would not have been possible had it not been for the people whom were interviewed, participated in the community meetings, and especially served on the Bi-Town Housing Committee. We would especially like to thank the following:

Bi-Town Housing Committee

Town of Wilmington Staff

- Gretchen Havreluk, Economic Development Consultant

Town of Dover Staff

- Steve Neratko, Town of Dover
- Shannon Wheeler, Economic Development Assistant

Stakeholder Interviewees

- Scott Tucker, Town of Wilmington Town Manager
- Susie Haughwout, Town of Wilmington Town Clerk
- John Lazelle, Town of Wilmington Wastewater Chief Operator
- Scott Moore, Town of Wilmington Fire Chief
- Meg Staloff, Wilmington Works Coordinator
- Christine Howe, Moover
- Elizabeth Acquaviva, Southwestern Vermont Medical Center

- Todd Gariess, Landlord
- Rich Caplan, Realtor & Small Business Owner
- Ginny Read, Read Realty
- Tom Fitzgerald, Wilmington Selectboard Member
- Peter Paggi, Windham Winsor Housing Trust
- Thorin Magbie, Mount Snow
- Karli Schrade, Groundworks Collaborative

Community Meeting Attendees

- Vicki Capitani
- Lynn Larson
- Diana Chapman
- Sue Spengler
- Janet Boyd
- James Wiesover
- Tabi Freedman

- Scott Tucker
- Mike Tuller
- Nicole Campbell
- Jen Ogden
- Brian Donovan
- Len Chapman
- Meg Streeter

- Susan Lawrence
- Arlene Palmiter
- Cindy Hayford
- Mary Brady
- Jerry Gorman
- Todd Gareiss

ATTACHMENT 5: ABOUT CAMOIN 310

Camoin 310 has provided economic development consulting services to municipalities, economic development agencies, and private enterprises since 1999. Through the services offered, Camoin 310 has had the opportunity to serve EDOs and local and state governments from Maine to California; corporations and organizations that include Lowes Home Improvement, FedEx, Amazon, Volvo (Nova Bus) and the New York Islanders; as well as private developers proposing projects in excess of $6 billion. Our reputation for detailed, place-specific, and accurate analysis has led to projects in 40 states and garnered attention from national media outlets including Marketplace (NPR), Forbes magazine, The New York Times and The Wall Street Journal. Additionally, our marketing strategies have helped our clients gain both national and local media coverage for their projects in order to build public support and leverage additional funding. We are based in Saratoga Springs, NY, with regional offices in Portland, ME; Boston, MA; Richmond, VA and Brattleboro, VT. To learn more about our experience and projects in all of our service lines, please visit our website at **www.camoinassociates.com**. You can also find us on Twitter **@camoinassociate** and on **Facebook**.

THE PROJECT TEAM

Rachel Selsky, AICP
Vice President, Project Principal

Amie Collins
Analyst, Project Staff
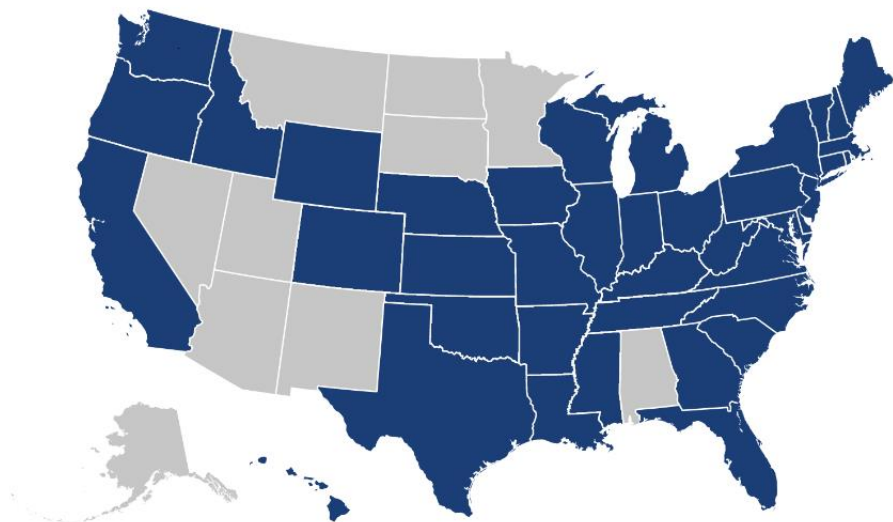
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ECONOMIC DEVELOPMENT

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