

1 Introduced by Committee on Human Services

2 Date:

3 Subject: Human services; shelter; temporary emergency shelter

4 Statement of purpose of bill as introduced: This bill proposes to establish the  
5 Emergency Temporary Shelter Program to replace the General Assistance  
6 Emergency Housing Program.

7 An act relating to the Emergency Temporary Shelter Program

8 It is hereby enacted by the General Assembly of the State of Vermont:

9 \* \* \* Legislative Intent \* \* \*

10 Sec. 1. LEGISLATIVE INTENT

11 It is the intent of the General Assembly that the Emergency Temporary  
12 Shelter Program established in 33 V.S.A. chapter 22 is a step toward ensuring  
13 that:

14 (1) unsheltered homelessness be eliminated in Vermont and interim  
15 shelter opportunities be available to provide a stable pathway to permanent  
16 housing for all Vermonters experiencing homelessness;

17 (2) arbitrary time limits, night-by-night shelter, relocation between  
18 interim housing sites, and other disruptions in housing stability be eliminated;

19 (3) non-congregate housing be used to the greatest extent possible;

1           (4) Vermont’s emergency housing statutes, rules, policies, and practices  
2           incorporate Housing First principles, trauma-informed practices, and emerging  
3           best practices, including:

4                   (A) immediate access to shelter without housing readiness  
5           requirements; and

6                   (B) voluntary supportive services designed to support housing  
7           stability; and

8           (5) Vermont increase the supply of interim shelter that is geographically  
9           and physically accessible to individuals with a disability and that addresses the  
10           range of needs among individuals with a disability.

11                   \* \* \* Emergency Temporary Shelter Program \* \* \*

12           Sec. 2. 33 V.S.A. chapter 22 is added to read:

13                   CHAPTER 22. EMERGENCY TEMPORARY SHELTER PROGRAM

14                   § 2209. EMERGENCY TEMPORARY SHELTER PROGRAM ADVISORY

15                   COMMITTEE

16                   (a) Creation. There is created the Emergency Temporary Shelter Program  
17           Advisory Committee to provide advice and recommendations to the  
18           Commissioner regarding the implementation, administration, and operation of  
19           the Emergency Temporary Shelter Program from the perspective of individuals  
20           with lived experience of homelessness.

1       (b) Membership. Each coordinated entry lead agency shall appoint an  
2       individual with lived experience of homelessness in Vermont to serve on the  
3       Advisory Committee established in this section. The Advisory Committee’s  
4       membership shall reflect the growing diversity among Vermonters, including  
5       individuals who are Black, Indigenous, and Persons of Color, as well as with  
6       regard to socioeconomic status, geographic location, gender, sexual identity,  
7       and disability status.

8       (c) Assistance. The Advisory Committee shall have the administrative,  
9       technical, and legal assistance of the Department for Children and Families.

10       (d) Meetings.

11               (1) The Commissioner shall call the first meeting of the Advisory  
12       Committee to occur on or before July 15, 2024.

13               (2) The Committee shall select a chair or co-chairs from among its  
14       members at the first meeting.

15               (3) A majority of the membership shall constitute a quorum.

16       (e) Compensation and reimbursement. Members of the Advisory  
17       Committee not otherwise compensated for their participation shall be entitled  
18       to per diem compensation and reimbursement of expenses as permitted under  
19       32 V.S.A. § 1010 for not more than 12 meetings annually. These payments  
20       shall be made from monies appropriated to the Department.

1 Sec. 3. REPEAL; EMERGENCY TEMPORARY SHELTER PROGRAM

2 ADVISORY COMMITTEE

3 33 V.S.A. § 2209 (Emergency Temporary Shelter Program Advisory  
4 Committee) is repealed on July 1, 2029.

5 Sec. 4. 33 V.S.A. chapter 22 is amended to read:

6 CHAPTER 22. EMERGENCY TEMPORARY SHELTER PROGRAM

7 § 2201. DEFINITIONS

8 As used in this chapter:

9 (1) “Commissioner” means the Commissioner for Children and  
10 Families.

11 (2) “Community-based shelter” means a shelter that meets the Vermont  
12 Housing Opportunity Grant Program’s Standards of Provision of Assistance.

13 (3) “Department” means the Department for Children and Families.

14 (4) “Household” means an individual and any dependents for whom the  
15 individual is legally responsible and who live in Vermont. “Household”  
16 includes individuals who reside together as one economic unit, including those  
17 who are married, parties to a civil union, or unmarried.

18 (5) “Statewide vacancy rate” means the Vermont-specific rental vacancy  
19 rate as reported by U.S. Census Bureau.

20 § 2202. ESTABLISHMENT; EMERGENCY TEMPORARY SHELTER

21 PROGRAM

1        (a) The Emergency Temporary Shelter Program is established within the  
2        Department for Children and Families for the purpose of temporarily sheltering  
3        households pursuant to the eligibility criteria in section 2203 of this chapter in  
4        a manner that ensures participant dignity and leads to greater stability.

5        (b) Permissible shelter provided through this Program shall:

6            (1) include:

7            (A) community-based shelter provided by housing and shelter operators,  
8            including community-based shelters for designated populations; and

9            (B) hotel and motel rooms only after the Department has exhausted  
10           other means of providing community-based shelter; and

11           (2) limit relocation between community-based shelter sites.

12        (c)(1) If there is inadequate community-based shelter space available for a  
13        household within the Agency of Human Services district in which the  
14        household presents itself, the household shall be provided shelter in a hotel or  
15        motel within the district, if available, until adequate community-based shelter  
16        space becomes available in the district.

17           (2) Annually, the Department shall propose hotel and motel rates  
18           through the budget process for consideration and approval by the General  
19           Assembly. If the Department determines that a contractual agreement with a  
20           hotel or motel operator to secure temporary emergency shelter capacity is  
21           beneficial to improve the quality, cleanliness, or access to services for those

1 households temporarily sheltered in the facility, the Department shall be  
2 authorized to enter into such an agreement in accordance with the per-room  
3 rate established by the General Assembly; provided, however, that in no event  
4 shall such an agreement cause a household to become unhoused. The  
5 Department may include provisions to address access to services or related  
6 needs within the contractual agreement.

7 (3) The use of hotel and motel rooms shall be contingent on a  
8 participating hotel or motel complying with the public accommodation act  
9 pursuant to 9 V.S.A. chapter 139; holding a lodging license issued by the  
10 Vermont Department of Health; and complying with the Licensed Lodging  
11 Establishment Rule and the Vermont Fire and Building Safety Code. The  
12 Department may withhold full or partial payment to any hotel or motel  
13 operator who violates any law or rule or whose lodging license is suspended,  
14 revoked, expired, or otherwise invalid. Specifically, the Department may  
15 withhold full or partial payment to hotel or motel operators to whom the  
16 Department of Health has issued a conditional license, abatement order,  
17 warning letter, or other notice of violation. Likewise, the Department may  
18 withhold full or partial payment to hotel or motel operators who have received  
19 notices from other State agencies that indicate that the hotel or motel operator  
20 has violated a law or rule. Once the Department is satisfied that the hotel or  
21 motel operator is complying with the law and any corresponding rules, the

1 Department shall begin or resume payments at the contracted rate for lodging  
2 once the violation ended. The Department may provide all, some, or none of  
3 the payments withheld based on the nature and extent of the legal violations  
4 and the effects those violations on Emergency Temporary Shelter Program  
5 households.

6 § 2203. HOUSEHOLD ELIGIBILITY

7 To be eligible for the Program established in this chapter, a household shall  
8 attest to lack of a fixed, regular, and adequate nighttime residence and have a  
9 member who:

10 (1) is 60 years of age or older;

11 (2) has a disability that can be documented by:

12 (A) written verification of the disability from a professional licensed  
13 by the State to diagnose and treat the disability and certification that the  
14 disability is expected to be long-continuing or of indefinite duration and  
15 substantially impedes the individual's ability to live independently;

16 (B) written verification from the Social Security Administration;

17 (C) receipt of a disability check;

18 (D) intake staff-recorded observation of a disability that, not later  
19 than 45 days after the application for assistance, is confirmed and accompanied  
20 by evidence of this; or

1           (E) other documentation approved by either the Department or the  
2           U.S. Department of Housing and Urban Development;

3           (3) is experiencing a serious short-term medical condition or has been  
4           discharged from a health care facility where the individual was being treated  
5           for a serious short-term medical condition within the last 30 days;

6           (4) is a child under 19 years of age;

7           (5) is in the third trimester of pregnancy or is experiencing an at-risk  
8           pregnancy;

9           (6) has experienced the death of a spouse or domestic partner within the  
10          last 30 days;

11          (7) has experienced a natural disaster, such as a flood, fire, or hurricane  
12          within the last 30 days;

13          (8) is under a court-ordered eviction or constructive eviction due to  
14          circumstances over which the household has no control; or

15          (9) is experiencing domestic violence, dating violence, sexual assault,  
16          stalking, human trafficking, hate violence, or other dangerous or life-  
17          threatening conditions that relate to violence against the individual or a  
18          household member.

19          § 2204. MAXIMUM DAYS OF ELIGIBILITY



1        (a) The maximum number of days that a household receives shelter in a  
2        hotel or motel under this Program, per 12-month period, shall be determined  
3        by the statewide vacancy rate. If the statewide vacancy rate is:

4            (1) less than five percent at the household’s time of application, the  
5        household shall receive a maximum of 90 sheltered days under this Program  
6        per 12-month period; or

7            (2) is equal to or greater than five percent at the household’s time of  
8        application, the household shall receive a maximum of 45 sheltered days under  
9        this Program per 12-month period.

10        (b) No periods of ineligibility shall be imposed on the use of a household’s  
11        maximum permitted sheltered days.

12        § 2205. HOUSEHOLD PARTICIPATION

13        Unless the head of the household has a disability as evidenced by  
14        subdivision 2203(2) of this chapter that prevents the head of household’s  
15        ability to participate in coordinated entry and case management processes, a  
16        participating household sheltered pursuant to this chapter shall participate in  
17        coordinated entry and case management processes if temporary emergency  
18        shelter in excess of 14 days is required, including cooperating with the  
19        Department and service providers on screening and care planning.

20        § 2206. APPLICATION; NOTICE; APPEALS

21        (a) All program applications and notices shall use plain language.

1        (b) The Department shall provide written notice, and notice in the  
2        household’s preferred form of communication, of appeal rights related to  
3        Departmental decisions made in the course of administering the Program  
4        established in this chapter, including appeal rights related to the denial of an  
5        initial application.

6        (c) A household sheltered in accordance with this Program may continue to  
7        remain sheltered while the appeal is pending until the household’s maximum  
8        sheltered days for the current 12-month period have expired.

9        § 2207. MONTHLY REPORTING

10        Monthly, the Department shall post the following on its website:

11        (1) the annual total and average monthly number of households  
12        participating in the Program by household size, by eligibility category, and by  
13        each Agency of Human Services district;

14        (2) the number of alternative housing placements made during the  
15        previous reporting period compared with the targeted number of placements  
16        for that period;

17        (3) of the households successfully placed in alternative housing during  
18        the previous month, the number of households whose screening indicated a  
19        potential need for services from each department within the Agency of Human  
20        Services;

1           (4) the number of beds available for emergency housing in each Agency  
2           of Human Services district in the State, with separate reporting on the number  
3           of beds available in nursing homes and residential care homes for individuals  
4           whose screening indicates they could meet the clinical criteria for those  
5           settings and the number of emergency beds available for individuals whose  
6           screening indicates they do not meet the clinical criteria, including low-barrier  
7           shelters, beds for youth, and beds for individuals who have experienced  
8           domestic violence;

9           (5) the number of households that have been successfully transitioned to  
10           an alternative housing placement since the previous report was issued and the  
11           types of housing settings in which they have been placed;

12           (6) the outlook for transitioning additional households to alternative  
13           housing placements in the coming months, including an estimate of the number  
14           of households likely to be placed per month;

15           (7) the number of and demographic information for households  
16           obtaining shelter due to adverse weather conditions pursuant to section 2208 of  
17           this chapter; and

18           (8) the total amount of funds expended during the most recent quarter on  
19           housing placements and supportive services for households transitioning from  
20           the Program established in this chapter.

21           § 2208. ADVERSE WEATHER CONDITIONS

1       To the extent funding and capacity exists and notwithstanding any  
2       provisions of this chapter to the contrary, the Department shall provide shelter  
3       to households lacking a fixed, regular, adequate, nighttime residence during  
4       adverse weather conditions between November 15 and April 15. If there is  
5       inadequate community-based shelter space available within the Agency of  
6       Human Services district in which the household presents itself, the household  
7       shall be provided shelter in a hotel or motel within the district, if available,  
8       until adequate community-based shelter space becomes available in the  
9       district. Shelter in a hotel or motel provided pursuant to this section shall not  
10       count toward the maximum days of eligibility per 12-month period provided in  
11       section 2204 of this chapter.

\* \* \*

13       Sec. 5. EMERGENCY TEMPORARY SHELTER PROGRAM TASK  
14       FORCE

15       (a) Creation. There is created the Emergency Temporary Shelter Program  
16       Task Force to provide recommendations to the General Assembly regarding  
17       the statewide and local operation and administration of the Emergency  
18       Temporary Shelter Program established in 33 V.S.A. chapter 22.

19       (b) Membership. The Task Force shall be composed of the following  
20       members:

1           (1) two representatives, appointed by the Emergency Temporary Shelter  
2           Program Advisory Committee established pursuant to 33 V.S.A. § 2207;

3           (2) five representatives, appointed by the Housing and Homelessness  
4           Alliance of Vermont;

5           (3) a representative, appointed by the Vermont Housing and  
6           Conservation Board;

7           (4) a representative, appointed by Vermont Care Partners;

8           (5) a representative, appointed by the Long-Term Care Crisis Coalition;

9           (6) a representative, appointed by the Vermont Alliance for Recovery

10          Residences;

11          (7) a representative, appointed by Vermont 211;

12          (8) the Chair of the House Committee on Human Services or designee;

13          (9) the Chair of Senate Committee on Health and Welfare or designee;

14          (10) the Commissioner for Children and Families or designee; and

15          (11) the Commissioner of Housing and Community Development or

16          designee.

17          (c) Powers and duties. The Task Force shall examine and provide

18          recommendations on the following:

19               (1) the process to establish a single, statewide, unified coordinated entry

20          system with participation from the Department;

1           (2) the reorganization of roles and responsibilities within the  
2           Department for Children and Families’ Office of Economic Opportunity and  
3           the Division of Economic Services;

4           (3) the number and types of emergency shelter spaces needed and  
5           currently available for each geographic region in the State, with a preference  
6           for non-congregate shelter spaces;

7           (4) the identification of a consistent lead agency for each geographic  
8           region;

9           (5) the identification of roles and responsibilities necessary in a lead  
10          agency;

11          (6) potential adjustments to the adverse weather conditions established  
12          in 33 V.S.A. § 2208;

13          (7) a process to enable participating households to place a percentage of  
14          the household’s gross income into savings, which shall be returned to the  
15          household for permanent housing expenses when the household exits the  
16          Program;

17          (8) a mechanism for addressing potential conduct challenges posed by a  
18          member of a participating household served in a motel or hotel;

19          (9) the identification of any State rules and local regulations and  
20          ordinances that are impeding the timely development of safe, decent,  
21          affordable housing in Vermont communities in order to:

1           (A) identify areas in which flexibility or discretion are available; and

2           (B) advise whether the temporary suspension of relevant State rules

3           and local regulations and ordinances, or the adoption or amendment of State

4           rules, would facilitate faster and less costly revitalization of existing housing

5           and construction of new housing units; and

6           (10) a mechanism to ensure that eligible households are sheltered under

7           the Program until transitional or permanent housing is available.

8           (d) Assistance. The Task Force shall have the administrative, technical,

9           and legal assistance of the Department for Children and Families.

10          (e) Report. On or before January 15, 2025, the Task Force shall submit a

11          written report to the House Committee on Human Services and the Senate

12          Committee on Health and Welfare with its findings and any recommendations

13          for legislative action.

14          (f) Meetings.

15           (1) The Commissioner for Children and Families or designee shall call

16           the first meeting of the Task Force to occur on or before August 1, 2024.

17           (2) The Task Force shall select a chair or co-chairs from among its

18           members at the first meeting.

19           (3) A majority of the membership shall constitute a quorum.

20           (4) The Task Force shall cease once the report required pursuant to

21           subsection (e) of this section has been submitted to the General Assembly.

1           (g) Compensation and reimbursement.

2           (1) For attendance at meetings during adjournment of the General  
3           Assembly, a legislative member of the Task Force serving in the member’s  
4           capacity as a legislator shall be entitled to per diem compensation and  
5           reimbursement of expenses pursuant to 2 V.S.A. § 23 for not more than eight  
6           meetings. These payments shall be made from monies appropriated to the  
7           General Assembly.

8           (2) Other members of the Task Force not otherwise compensated for  
9           their participation shall be entitled to per diem compensation and  
10           reimbursement of expenses as permitted under 32 V.S.A. § 1010 for not more  
11           than eight meetings. These payments shall be made from monies appropriated  
12           to the Department for Children and Families.

13           Sec. 6. RULEMAKING; EMERGENCY TEMPORARY SHELTER  
14           PROGRAM

15           On or before February 15, 2025, the Department for Children and Families  
16           shall file an initial permanent proposed rule with the Secretary of State  
17           pursuant to 3 V.S.A. § 836(a)(2) for the administration of the Emergency  
18           Temporary Shelter Program established pursuant to 33 V.S.A. chapter 22.  
19           Prior to the adoption of the permanent rule, the Department shall file an  
20           emergency rule, which shall be deemed to have met the emergency rulemaking



1 standard in 3 V.S.A. § 844(a), to enable the operation of the Emergency  
2 Temporary Shelter Program beginning on July 1, 2025.

3 \* \* \* Sunset of General Assistance Emergency Housing Program \* \* \*

4 Sec. 7. 33 V.S.A. § 2115 is amended to read:

5 § 2115. ~~GENERAL ASSISTANCE PROGRAM REPORT~~

6 ~~On or before September 1 of each year, the Commissioner for Children and~~  
7 ~~Families shall submit a written report to the Joint Fiscal Committee; the House~~  
8 ~~Committees on Appropriations, on General, Housing, and Military Affairs, and~~  
9 ~~on Human Services; and the Senate Committees on Appropriations and on~~  
10 ~~Health and Welfare. The report shall contain the following:~~

11 ~~(1) an evaluation of the General Assistance program during the previous~~  
12 ~~fiscal year;~~

13 ~~(2) any recommendations for changes to the program;~~

14 ~~(3) a plan for continued implementation of the program;~~

15 ~~(4) statewide statistics using deidentified data related to the use of~~  
16 ~~emergency housing vouchers during the preceding State fiscal year, including~~  
17 ~~demographic information, client data, shelter and motel usage rates, clients'~~  
18 ~~primary stated cause of homelessness, and average lengths of stay in~~  
19 ~~emergency housing by demographic group and by type of housing; and~~

20 ~~(5) other information the Commissioner deems appropriate. [Repealed.]~~

1       Sec. 8. SUNSET; GENERAL ASSISTANCE EMERGENCY HOUSING  
2                   PROGRAM

3           The General Assistance Emergency Housing Program shall cease to exist  
4           on July 1, 2025 and all related rules shall become ineffective on that date,  
5           including:

6                   (1) Department for Children and Families, Emergency Housing  
7                   Transition Benefit (EH-100), adopted under Secretary of State emergency rule  
8                   filing number 23-E12 or any future identical emergency rule adopted by the  
9                   Department; and

10                   (2) Department for Children and Families, General Assistance (CVR 13-  
11                   170-260) as amended by Department for Children and Families under  
12                   Secretary of State emergency rule filing number 23-E11 or any future identical  
13                   emergency rule adopted by the Department.

14       Sec. 9. REPEAL; EMERGENCY HOUSING TRANSITION

15           2023 Acts and Resolves No. 81, Secs. 5–9 shall be repealed on July 1, 2025.

16                                   \* \* \* Effective Dates \* \* \*

17       Sec. 10. EFFECTIVE DATES

18           This section, Sec. 1 (legislative intent), Sec. 2 (Emergency Temporary  
19           Shelter Program Advisory Committee), and Sec. 5 (Emergency Temporary  
20           Shelter Program Task Force) shall take effect on passage and all remaining  
21           sections shall take effect on July 1, 2025.