

# HOUSING NEEDS ASSESSMENT

## JAMAICA, LONDONDERRY, WESTON AND WINHALL, VERMONT



Prepared by the University of Massachusetts

Center for Resilient MetroRegions

For the Windham Regional Planning Commission  
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## OVERVIEW

The Windham Region is located in the southeastern part of Vermont, a region rich with rolling hills, lush forests, and a scenic landscape that defines much of rural New England. Historically, the area has experienced its share of natural challenges, particularly with flooding. The county's proximity to major waterways like the Connecticut River contributes to the region's beauty and to its risk, particularly during the spring thaw and after heavy rainfall events.

Like much of the Northeast, year-round housing availability has not kept pace with demand in the County, resulting in significant housing price increases and difficulty for existing residents to stay local, and for newcomers to find desired housing. In particular, affordable housing and multi-unit housing are very limited, meaning that the emerging adults and moderate-income families in the region have difficulty staying local, and aging households have difficulty finding low-maintenance options for moving from their existing houses.

To address this issue, the Windham Regional Commission has partnered with four towns in their region – Jamaica, Londonderry, Weston and Winhall, – in a two-phase project with UMass Amherst's Center for Resilient MetroRegions to explore local and regional solutions and a path forward to address housing challenges, including the best locations and types for new affordable housing (low income as defined by U.S. HUD) and attainable housing, by which we mean housing that is affordable for households earning less than \$50,000 per year . This project occurs in two phases. This first phase is this housing needs and land suitability assessment plan. Specifically, this report has the following three goals, and is divided into these three parts:

- Demographics and population projections: Better understand housing needs now and in the future for the four towns by examining recent demographic trends and preparing local population projections through 2040.
- Suitability analysis: Identify land areas that might be suitable for new development.
- Case studies in rural housing: Provide examples of creative approaches to the challenges the towns face in balancing providing needed housing without placing more residents into high-flood-hazard areas.

A second phase in September will bring in an American Institute of Architects design team to work with the communities to better imagine what great housing would be for the areas that appear best suited for resilient development.

This analysis seeks to provide enough housing to meet local needs while increasing local environmental resilience, proposing pathways that mitigate the dual pressures of housing shortages and climate vulnerabilities.

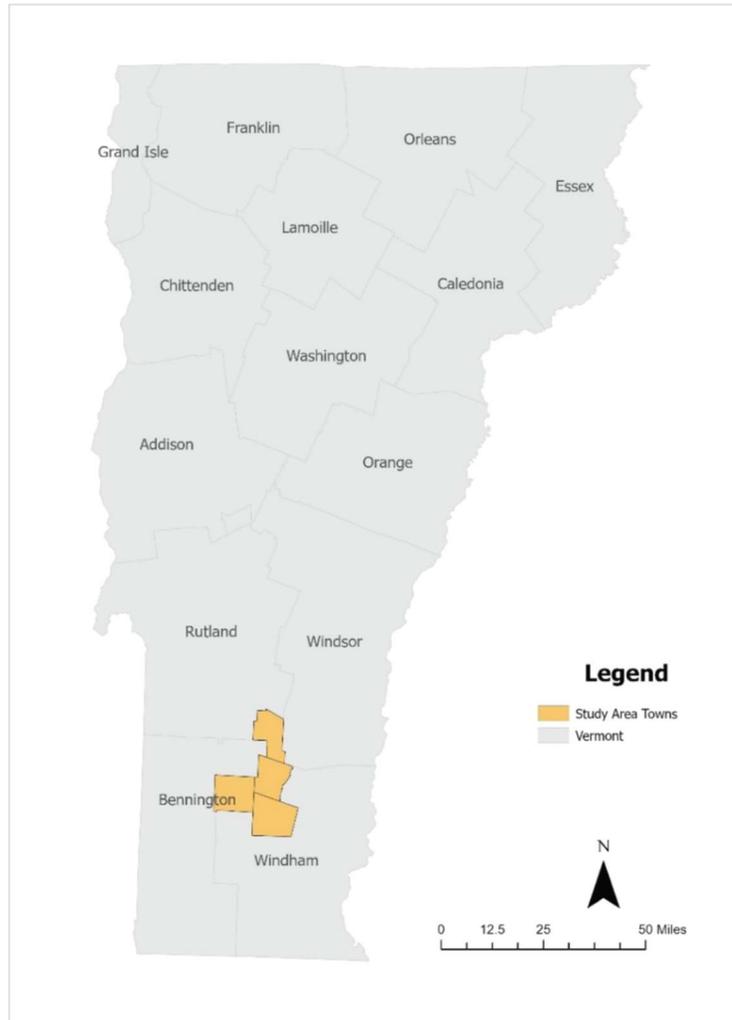
# INTRODUCTION

## VERMONT STATE

Vermont, located in the northeastern United States, is a state known for its picturesque landscapes, charming small towns, and vibrant outdoor recreational opportunities. Southern Vermont is the unceded homeland of the Elnu Tribe which is part of the Abenaki Nation (People of the Dawn).<sup>1</sup> Vermont covers an area of approximately 9,616 square miles. It is bordered by New Hampshire to the east, Massachusetts to the south, New York to the west, and the Canadian province of Quebec to the north. As of 2020, Vermont’s estimated population is around 643,077 people<sup>2</sup> marking an increase of 5.63% in the population from 2000, most of whom moved into the Burlington area. The state has a mix of rural communities, historic towns, urbanized areas and a strong sense of community and local identity. There are 14 counties in Vermont (Figure 1), with the five towns of this report highlighted in orange.

Vermont’s climate has undergone significant changes over the past century. Precipitation in Vermont has increased by a whopping 21% since 1900,<sup>3</sup> and is coming down as more extreme storms rather than gentle rain or steady snow. These changes are increasing flooding risks, and extreme snowfall and ice storms. Extreme heat days are also increasing, and few houses have air conditioning.<sup>4</sup>

The beautiful hills and mountains of the state create very limited locations for easy housing settlement, with major roadways in steep, V-shaped valleys often along a waterway, increasing flood risks and reducing overall resilience.<sup>5</sup> The north-south Green Mountains spine, along with the east-west valleys and the north-south ridges of the Taconic Mountains effect the movement of localized winds which in turn produces



**FIGURE 1:** MAP OF VERMONT HIGHLIGHTING WINDHAM COUNTY AND STUDY AREA TOWNS.

<sup>1</sup> <https://abenakination.com/>, <https://www.atowi.org/>

<sup>2</sup> U.S. Census Bureau, 2020 Census Redistricting Data

<sup>3</sup> Vermont Climate Assessment, <https://www.uvm.edu>

<sup>4</sup> Vermont Climate and Health Profile Report (2016), Vermont Department of Health. Division of Environmental Health

<sup>5</sup> INITIAL VERMONT CLIMATE ACTION PLAN (2021), Vermont Climate Council

enhanced precipitation and associated flooding events, and also produces local variations in freeze and frost dates.<sup>6</sup>

Flooding is an on-going issue. In the July storm of 2023, Weston, for instance, recorded 6.8 inches of rain on July 9<sup>th</sup> to 10<sup>th</sup>. The town and its neighbors, Ludlow, Londonderry and Andover, were considered by state officials to be among the hardest-hit communities.<sup>7</sup> The flood caused inundation to buildings in Weston and Londonderry, with damage reported in Winhall along the Winhall River.<sup>8</sup> Previously, the Halloween storm of 2019 produced 3–5 inches of rain in a single day, breaking precipitation and temperature records. This led to extensive flooding and caused over \$6 million in damage to infrastructure across the state.

Another significant flooding event was caused by Tropical Storm Irene on August 28, 2011; it resulted in an estimated \$733 million in damage and three fatalities. The rain from Irene exacerbated the already high levels of soil moisture from earlier heavy rain events that year, preventing the rainfall from infiltrating into the soil and instead causing runoff directly into rivers, which contributed to substantial flooding across the state. This flooding was second only to the Great Flood of 1927.<sup>9</sup> These flooding events in Vermont can also be caused ice-jam flooding in the winter and spring seasons. Ice-jams typically happen in late winter when sudden warm temperatures bring rapid snowmelt and rainfall, causing river ice to break up rapidly and unevenly, and have caused flooding along the Missisquoi, Lamoille, and Winooski Rivers in Vermont.<sup>10</sup> To address the growing risk of floods and droughts, the Vermont Climate Action Plan recommends greater planning and investment in infrastructure for managing water, stormwater, and irrigation.

## WINDHAM REGION

The housing assessment plan report provides an overview of regional trends in Windham County and then provides detailed analysis of the four towns that are our subject: Winhall, Weston, Jamaica, Londonderry (Figure 2). Note that Weston is in Windsor County, and Winhall is in Bennington County, but they are in the Windham Regional Commission region. Below we present county-level data for Windham.

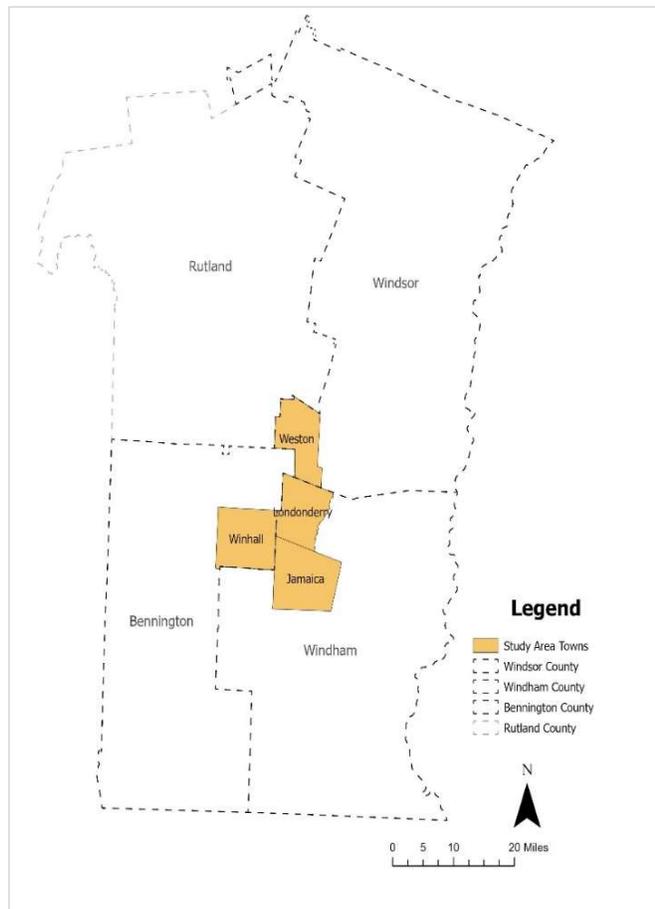


FIGURE 2: MAP OF WINDHAM, WINDSOR, AND BENNINGTON, HIGHLIGHTING STUDY AREA TOWNS IN ORANGE.

<sup>6</sup> National Weather Service, <https://www.weather.gov/btv/climoFreeze>

<sup>7</sup> Vermont Public, By April McCullum, Sophie Stephens, Corey Dockser, Published July 24, 2023. <https://www.vermontpublic.org>

<sup>8</sup> Windham Regional Commission, GIS Planning department.

<sup>9</sup> INITIAL VERMONT CLIMATE ACTION PLAN (2021), Vermont Climate Council

<sup>10</sup> INITIAL VERMONT CLIMATE ACTION PLAN (2021), Vermont Climate Council

## REGIONAL HOUSING AND POPULATION TRENDS

Population growth in the County was fairly steady in the years 2000 – 2020, but became negative during the Covid years. After slow but steady growth in 2000-2020, population growth in Windham County is currently practically flat, with a decline of -1.10% in 2020-2022 (Figure 3). This could be because fewer people want to live in the county, but given the strong pressures on the housing market, it seems more likely that it reflects an inability to find housing in the county – so there are in effect missing people.

### POPULATION TRENDS

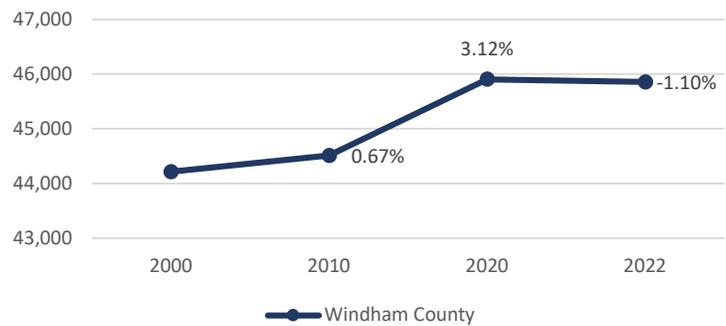
The small towns of Vermont are influenced by trends in the general region, which we define as Windham County. We begin by reviewing highlights of these regional trends.

**County-wide, new housing demand will outpace population growth due to declining household size. Household size declined**

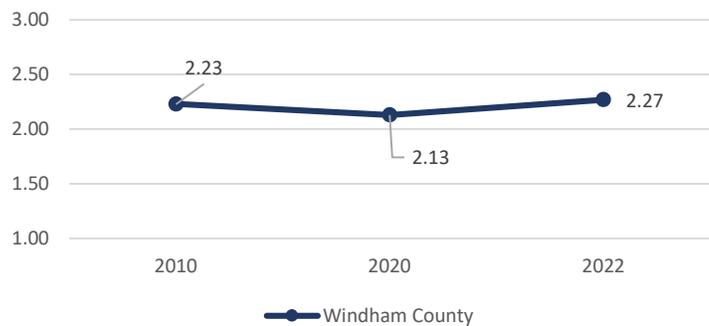
**2010 - 2020 but rebounded during COVID.** Currently the household size in the county is 2.27 people per unit and in 2022, 54.1% of households consisted of family homes – those with more than one person related by birth, marriage or adoption (Figure 4).<sup>11</sup> This is a significant decline from 2010, when 60.72% of the population lived in family homes.

This shift in living arrangements could be due to a variety of factors, such as younger generations delaying family formation, or as seen in older populations living longer independently, or increased single-person households.

**The population is aging, which has profound implications for housing demand, including the need for age-friendly, low-maintenance homes, such as condominiums, senior living communities or assisted living facilities** (Figure 5). There is a notable demographic shift towards an aging population. In 2010, 37.2% of the household heads were above 60 years old, but by 2022, this percentage had risen to 51.9% above 60 and 41.3% above 65.<sup>12</sup> The 2022 population aged 65 grew by 53% for owner residents and 61% for renters compared to 2010. Notably, the next largest cohort aged 55 to 64, who will transition into the older



**FIGURE 3: WINDHAM NUMBER OF POPULATION AND POPULATION GROWTH RATE.**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY

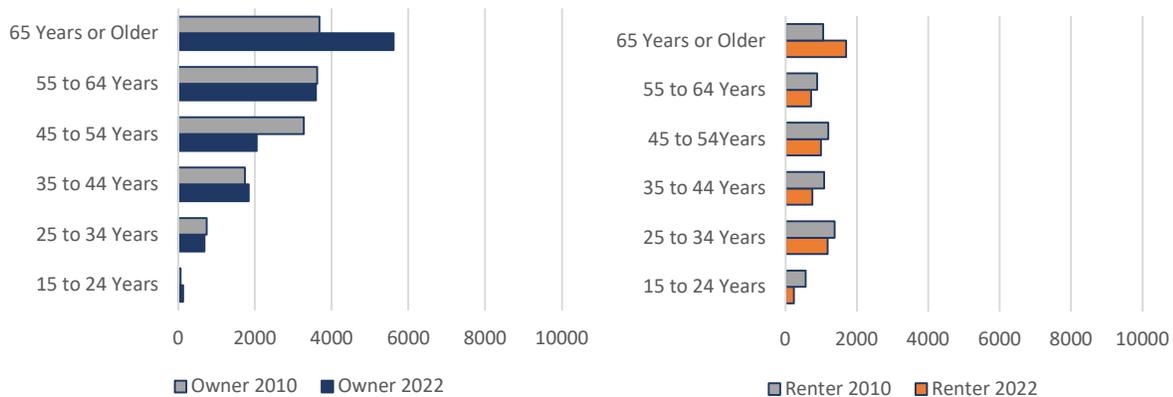


**FIGURE 4: WINDHAM HOUSHOLDS SIZE**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY

<sup>11</sup> American Community Survey and Puerto Rico Community Survey 2022 Subject Definitions. Source : [Census.gov](https://www.census.gov)

<sup>12</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES

category, has in total remained unchanged since 2010. The biggest decrease came in the age groups from 45 to 54, while the younger age groups stayed about the same.



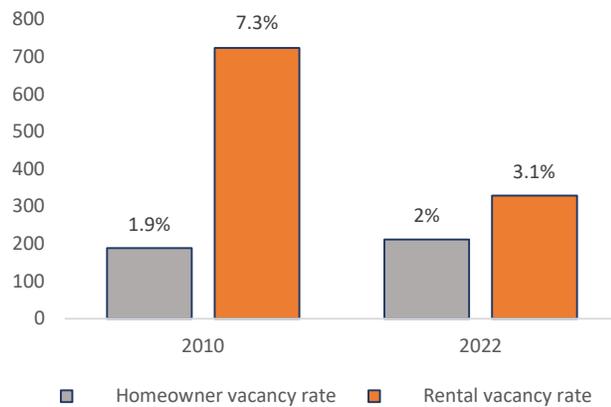
**FIGURE 5: WINDHAM ESTIMATED HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

Overall, these population trends suggest a need for more housing for smaller family units and singles, and for housing options that accommodate older residents, as is further discussed below. This changing age profile also signals potential challenges in attracting and retaining working-age residents.

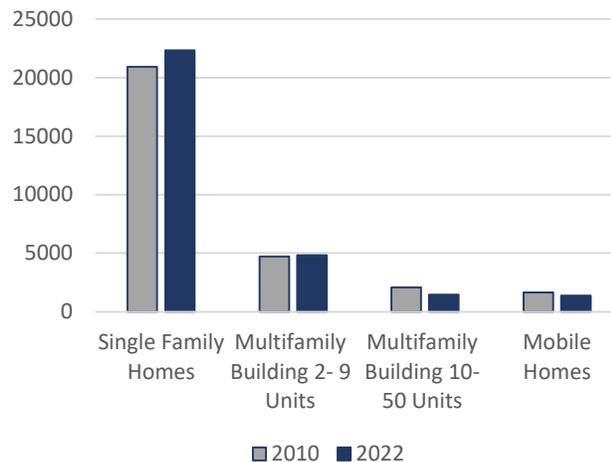
### HOUSING STOCK AND AFFORDABILITY

There is significant stress on both the ownership and rental market. The rental vacancy rate, a crucial indicator of housing accessibility, decreased significantly from 2010, reaching a low of 3.1% in 2022 (Figure 6). Such a low vacancy rate is considered unhealthy for the housing market, suggesting limited options for renters. Owned property vacancies are also low, but not very different from previous years.

Most of the housing is in single-family units, with very few larger multi-family developments, and mobile homes are an important part of the housing mix. Overall, the county saw only a net increase of 100 units total 2010 to 2022 (Figure 7).

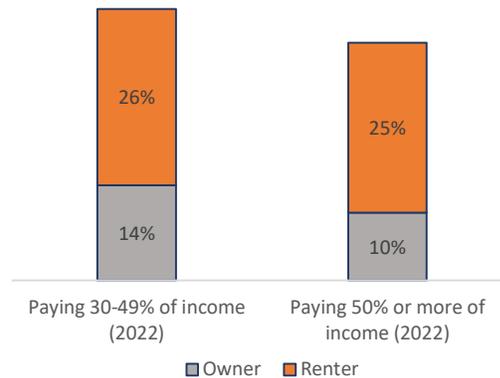


**FIGURE 6: WINDHAM HOUSING CHARACTERISTICS, 2010 TO 2022.**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY



**FIGURE 7: HOUSING UNITS STRUCTURES IN WINDHAM COUNTY**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY

While the overall housing stock has increased slightly, the increase in second homes and seasonal and recreational use rentals means net less housing for permanent residents. Windham County has the highest percentage of homes that are second homes or short-terms rentals in the whole state,<sup>13</sup> reaching 30% of all homes in the County in 2022.<sup>14</sup> Notably, when seasonal and recreational use rentals are excluded from the total available vacant unit's, only 177 long-term rental units will be available in 2022,<sup>15</sup> indicating that a substantial portion of vacant homes are being utilized for short-term rental, further emphasizing the impact of this sector on housing accessibility.



**FIGURE 8: WINDHAM HOUSEHOLDS BY HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME.**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

**The housing market has brought significant affordability pressures, especially for renters, and has resulted in increased homelessness in the County.** Currently, 26% of households pay 30-49% of their income for renting and 25% of households pay more than 50% of their income for renting (Figure 8). Though the situation appears slightly more favorable for homeowners, a significant portion still experience high housing costs. With a total of 19,382 households in Windham County in 2022, this translates to 9,885 households overburdened by rental costs and 4,652 households struggling with homeownership expenses. Windham County stands out for its high incidence of homelessness, second only to Chittenden County in Vermont. The number of unhoused individuals has risen steeply, witnessing a staggering 128% increase from 2010 to 2022 and a further 19% surge from 2022 to 2023.<sup>16</sup> These statistics are deeply concerning, especially against the backdrop of a stable population total. The data underscores a pressing need for more housing options tailored to the needs of year-round residents of modest means.

<sup>13</sup> 2020 Vermont Housing Needs Assessment, Chapter 23: Windham County

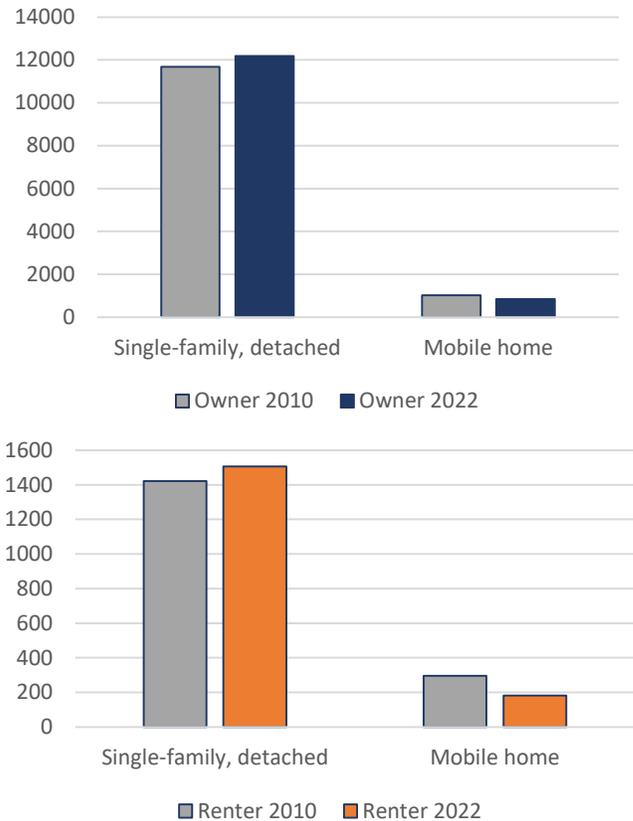
<sup>14</sup> U.S. Census Bureau American Community Survey and Decennial Census from [housingdata.org](https://www.housingdata.org)

<sup>15</sup> U.S. Census Bureau American Community Survey and Decennial Census from [housingdata.org](https://www.housingdata.org)

<sup>16</sup> U.S. Census Bureau American Community Survey and Decennial Census from [housingdata.org](https://www.housingdata.org)

**Mobile home parks are a critical but declining part of attainable housing in the County.** Mobile home parks, which in 2023 provided almost 522 units of housing in the county, are an important provider of attainable rental housing.<sup>17</sup> Despite single-family detached houses dominating the housing market (88% in 2022), mobile homes still accounted for a notable 7% of available housing types (Figure 9). In 2023, the vacancy rate of available mobile homes is only 4.4%, indicating clear demand for mobile home housing.<sup>18</sup>

**There are significant challenges associated with mobile home parks, particularly regarding their vulnerability to flooding.** Our risk assessment reveals that a substantial portion of mobile home units, approximately 74%, are in areas with significant flood risk.<sup>19</sup> Furthermore, seven parks in Windham County are situated in 100-year floodplains and floodways, exposing them to heightened flood hazards.<sup>20</sup> Moreover, many of these mobile home parks are aging, with structures predating 1976 and characterized by poor quality. This combination of factors underscores the urgent need for comprehensive housing assessments and strategies to address the vulnerabilities of mobile home parks in Windham County.<sup>21</sup>



**FIGURE 9:** WINDHAM COUNTY MOBILE HOMES, RENTERS, AND OWNERS, 2010-2022.  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

## REGIONAL SUMMARY AND CONSIDERATIONS FOR TOWN LEVEL ANALYSIS

The overall trends above show a housing market that is in distress – too few new units being produced to meet reduced household sizes as well as new in-comers, resulting in increased rent and mortgages and for those priced out, increased homelessness, and other knock-on effects like lack of labor force in trades and service industries. In particular, given the increases in senior-aged population, there is a pressing need for housing that can suit aging populations; if the elderly could find suitable housing in or near their existing community, they would be more likely to move and thus free up larger housing units for new residents or their children.

## TOWN LEVEL POPULATION AND HOUSING DEMAND PROJECTIONS

To help plan for future housing needs, below we present detailed analysis of the housing market in each town and projections of future population, households, and resulting housing demand in 2030 and 2040. Census data which served as our primary information source is less dependable at the small scale of these

<sup>17</sup> Vermont Department of Housing & Community Development Mobile Home Park Registration Summary, [outside.vermont.gov](https://outside.vermont.gov)

<sup>18</sup> Vermont Department of Housing & Community Development Mobile Home Park Registration Summary, [outside.vermont.gov](https://outside.vermont.gov)

<sup>19</sup> Mobile Home Park Risk Assessment Tool created by Dan Baker, Scott Hamshaw, Kelly Hamshaw, report last edited 2023, [accd.vermont.gov](https://accd.vermont.gov)

<sup>20</sup> Mobile Home Park Risk Assessment Tool created by Dan Baker, Scott Hamshaw, Kelly Hamshaw, report last edited 2023, [accd.vermont.gov](https://accd.vermont.gov)

<sup>21</sup> 2020 Vermont Housing Needs Assessment, Chapter 23: Windham County

towns, so the numbers presented below should be understood to have some margin of error. The equations that we used to calculate population growth and future number of households to project housing demand in 2030-2024, are included in the technical appendix. These projections will be used in the second part of this study to identify land areas that might be suitable for new development to meet projected housing needs.

One of the challenges with preparing population projections is that they are in part based on housing availability – if nothing new gets built, no one new can move in, even when they would have liked to have. The steep declines in vacancy rates and increases in prices suggest this is the case in the County. And when household size is declining, even with no population growth more housing units are needed. We therefore used three scenarios to suggest different outcomes of potential growth.

Our projections include three scenarios for growth. Each scenario reflects different assumptions about key trends. The first uses US Census household data from 2010 – 2020 to project forward to 2040, and can be considered ‘business as usual’, with little new building and thus little population growth. The second uses Census household counts from 2010- 2022, and thereby includes the impacts of the COVID migration into the region. We include this scenario for information, but the vagaries of that period make it less useful as a projection of the future.

The third scenario uses the 2010 – 2020 Census household numbers but also assumes that there will be some new construction so that some population growth can be housed. Along with pent-up demand from those who would have liked to move the area but could not find housing (or were forced out through price increases), we anticipate that the region may be very appealing to people from out of state who are looking for a climate-safe location, and thus this scenario includes more growth than the overall trends for the prior decade – 1% more per year.

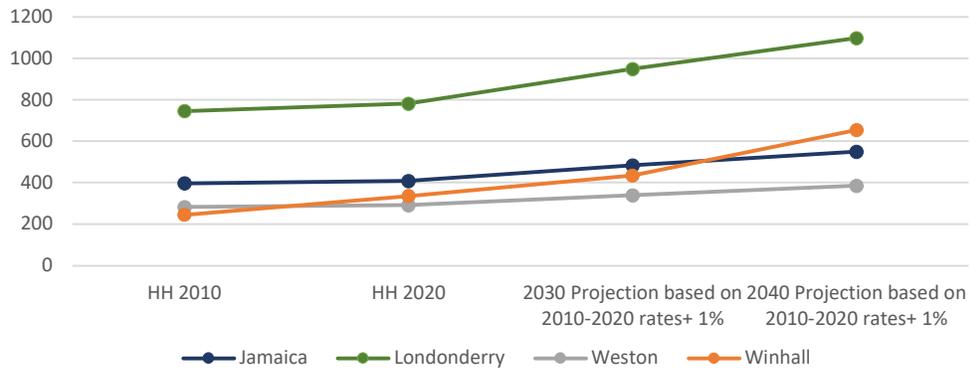
We use Scenario C results for the housing suitability analysis, as it appears more likely and allows the region to house more of those who wish to live there, including needed local tradespeople, teachers, service workers, and the children of existing residents who would like to stay in the area. Growth would also allow aging households more choices, which could free up existing large homes for new families. Scenario C projections are explained in detail for each town below.

#### KEY 4-TOWN PROJECTIONS AND SUMMARY FINDINGS

Scenario C projections, which as explained above allow some annual growth above the 2010-2020 rate, indicate varying levels of household growth and housing needs across the four towns. The total projected growth for these towns averages to 29% by 2040, with an overall annual growth rate of 0.8% (Table 1). Because it was already on a growth trajectory, Winhall stands out with the highest annual growth rate of 1.4%. Londonderry also shows notable growth, while Jamaica and Weston exhibit more modest increases (Table 1 and Figure 10).

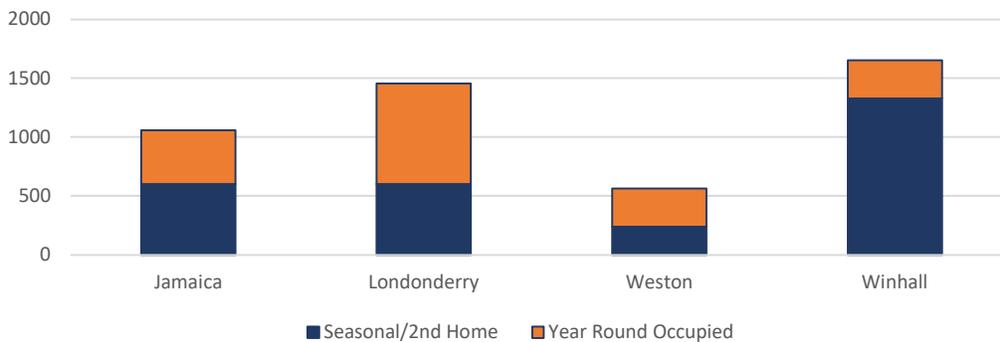
Town	2022 Households (HH)	Scenario C—HH Projection 2040	Needed New Housing Units	28-yr Total Percent Change	Annual Growth Per Year
Jamaica	436	550	135	21%	0.5%
Londonderry	844	1098	263	23%	0.6%
Weston	305	386	101	21%	0.6%
Winhall	313	654	353	52%	1.4%
<b>Total/Average</b>	<b>1898</b>	<b>2688</b>	<b>852</b>	<b>29%</b>	<b>0.8%</b>

**TABLE 1: PROJECTED HOUSHOULDS BY 2040 FOR EACH TOWN AND TOTAL FOR FOUR TOWNS**



**FIGURE 10: FOUR TOWNS; PROJECTED HOUSHOULDS BY 2040**

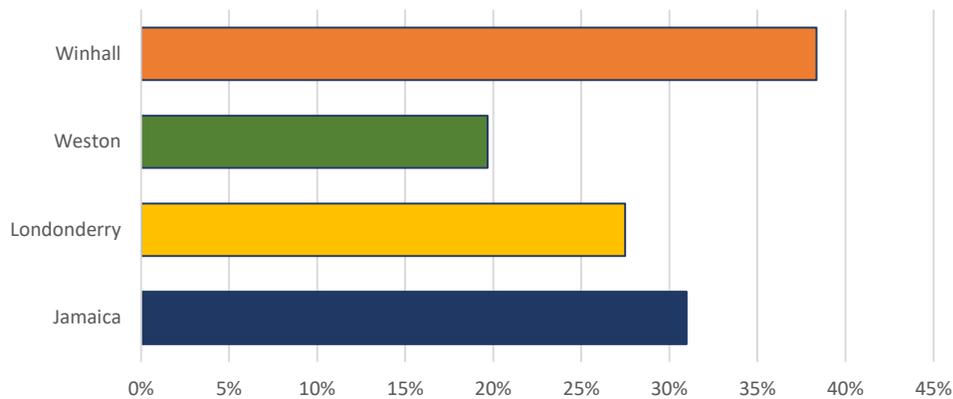
In interpreting these projections, it’s important to know that second homes and vacation rentals make up a very significant part of the overall housing stock of the four towns – and especially in Winhall, with its proximity to Stratton Mountain (Figure 11).



**FIGURE 11: FOUR TOWNS; SEASONAL V. YEAR-ROUND**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

The project’s goals focus on providing new housing that meets federal guidelines for either affordable (low income as defined by U.S. HUD) or attainable to those with modest incomes. Our data show that the shortage of housing availability is leading to a housing affordability crisis. Figure 12 highlights the percent of households in each town with incomes under \$50,000 per year. There are two ways to interpret the differences among towns. One way highlights the need for tailored housing strategies in each town. For

instance, Winhall, with nearly 40% of households earning less than \$50,000, stands out as having a higher proportion of lower-income residents, which suggests the town requires significant attention to affordable housing development to meet the needs of its lower-income residents and projected population growth. A different but also reasonable interpretation is that the higher income towns such as Weston have more responsibility to create affordable and attainable housing to do their ‘fair share’ for the region, and also to provide workforce housing for those employed there.



**FIGURE 12:** FOUR TOWNS; HOUSEHOLDS EARNING LESS THAN \$50K IN 2022  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

Achieving affordable and attainable housing will require local acceptance of multi-family and modular housing. We expect that high-quality multi-family would appeal to older households who would like to stay in town but move out of hard-to-maintain single family residences, as well as younger households.

**Suitability Analysis.** To estimate the amount of land that would be needed to meet this demand, we divide needed housing into three types: multifamily houses, new, safe modular home/mobile home parks and single family residential. After detailed calculations we found that 0.25 unit per acre could represent the three housing types proposed (Table 2, Total Needed Area column). We then mapped land that was the most suitable for development based on not being steep, floodable, in conservation or on prime agricultural soils, and relatively near village centers. We identified more land than would be initially required to allow for ground-truthing of suitability (which will find that some parcels that mapping identifies as suitable have constraints not visible on the maps) and divided needed parcels between geographies of each town (Table 2, Nominated Lands per Area column), and a total initial suitable land found for each town (Table 2, Total Nominated Land per Town column). See Technical Appendix for exact calculations.

A key take-away is that at first review, there appears to be enough land in each town to provide the needed housing.

	Needed Housing Units	Total Needed Area at .25 units per acre	Alternatives	Nominated lands per Area (Acres)	Total Nominated Land per Town (Acres)
Jamaica	135	34	Village Center	49.4	112.8
			Near Stratton	63.4	
Londonderry	263	66	North Londonderry	57.7	117.7
			South Londonderry	60.0	
Weston	101	25	Village Center	34.8	34.8
Winhall	353	88	Village Center	68.7	142.2
			Near Stratton	73.5	

TABLE 2: NEEDED LAND AREAS AND NOMINATED LAND AREAS FOR THE FOUR TOWNS

We did not evaluate parcels based on access to municipal wastewater, for a simple reason: with one exception, there are no sewer systems with available capacity in the four towns. Wastewater management primarily relies on decentralized systems, including individual septic systems and small community systems. The closest sewer system to the four towns is the Stratton Sewer System, which is part of the broader infrastructure that serves the Stratton Mountain Resort and its surrounding areas in Vermont – this infrastructure crosses Winhall and is at the borders of Jamaica. The Winhall-Stratton Fire District #1, established in 1995, manages the water supply and wastewater treatment for the resort and nearby communities. The district aims to provide a consistent and safe supply of drinking water while ensuring environmental protection through modern wastewater treatment practices.<sup>22</sup> Towns do not have authority over the district, and any extension of the sewer lines would have to be reached through collaboration. Generally, it is best to assume that whatever is proposed for new construction will need to provide its own sanitary and water infrastructure. **Outside the Stratton sewer system, whatever gets built will need to provide its own sanitary and water infrastructure.**

We also did not consider existing zoning at this stage of the analysis. For the four towns, the map below shows suitable areas for development to meet the needs of the four towns (Figure 13).

<sup>22</sup> TOWN OF STRATTON, [TOWNOFSTRATTONVT.COM](http://TOWNOFSTRATTONVT.COM)

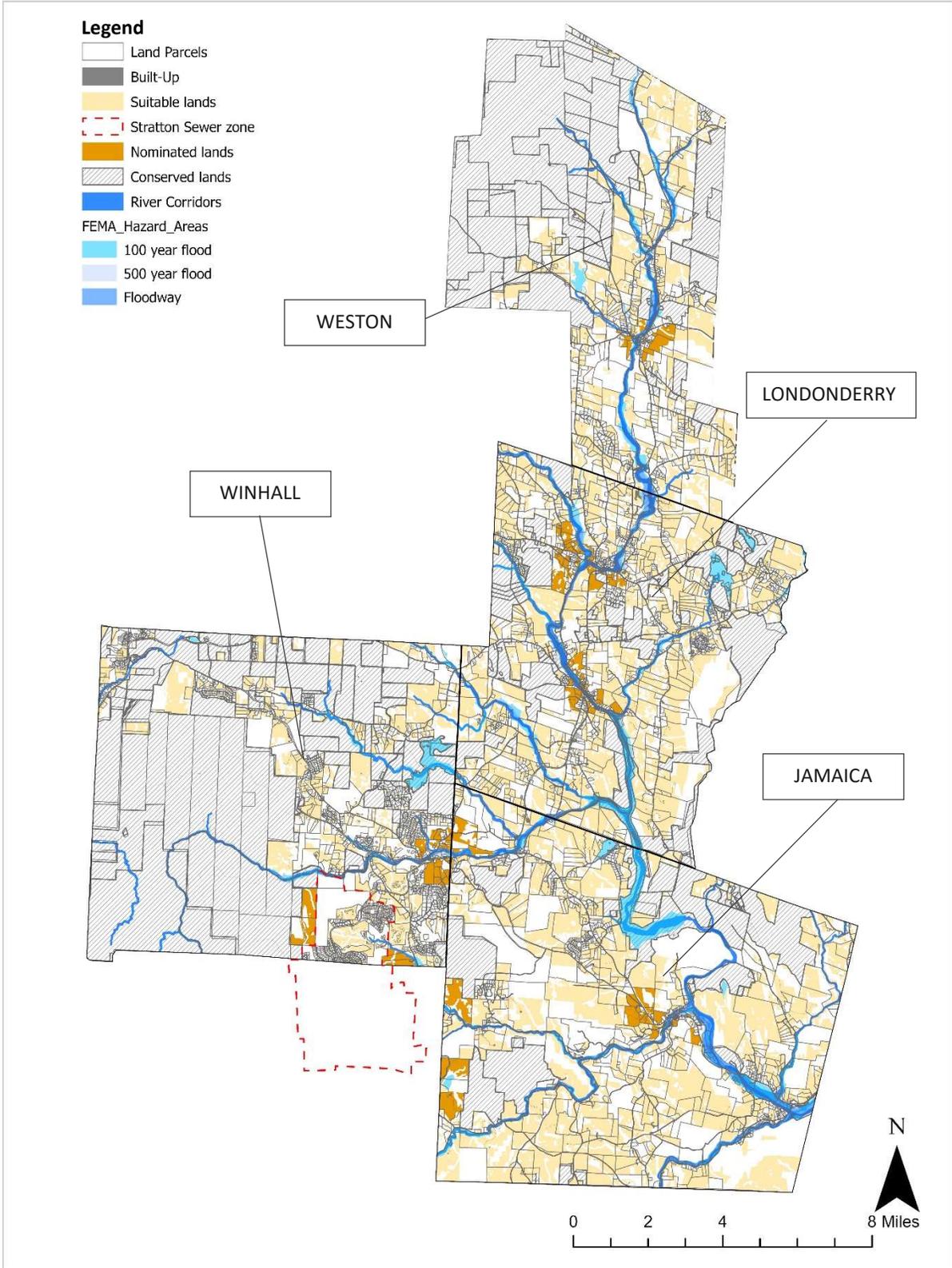


FIGURE 13: SUITABLE LANDS FOR THE FOUR TOWNS.

## TOWN SPECIFIC PROFILES AND PROJECTIONS

### TOWN PROFILE: JAMAICA

Jamaica is a small town with a rich history with colonial settlement dating back to 1780 (Figure 14). The town is known for its foothills to the Green Mountains, with the West River flowing through it. Jamaica State Park is a notable feature, offering hiking, camping, and the scenic Hamilton Falls. The town also boasts a vibrant arts scene and local craftsmanship, combining rural harmony with a creative and adventurous spirit. This makes Jamaica a valued destination for visitors and a beloved home for its community. Jamaica has one village center and borders Stratton Mountain on the West.

As of 2022, Jamaica had 981 residents, and 1057 housing units. Most of the housing units are single-family units—949 units—and about 79 as multi-family units as 48 as mobile home units.<sup>23</sup>

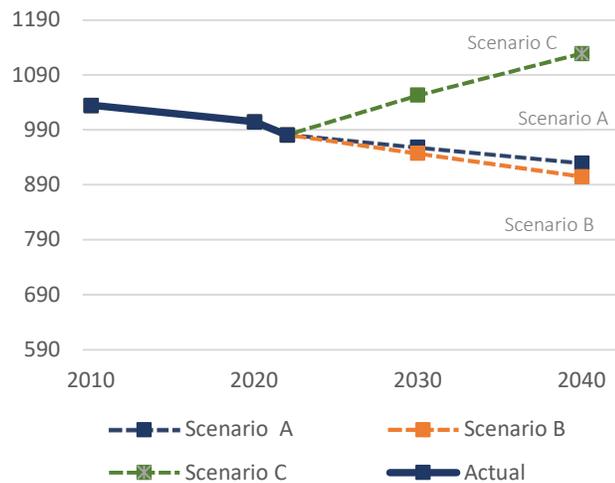


**FIGURE 14:** MAP OF STUDY AREA TOWNS HIGHLIGHTING TOWN JAMAICA IN ORANGE.

### POPULATION AND HOUSEHOLDS TRENDS

**Population is expected to decline if the town fails to build new housing units.** Historically, population growth in Jamaica was slow and steady from the 1960 to 2010.<sup>24</sup> However between 2010 and 2020 the town population started declining, and if this trend continues, Scenario A projects that the town will lose an average of 0.3% of its population per year in each of the next two decades, resulting in a loss of approximately 75 inhabitants (Figure 15).

Population declined during the Covid-19 period. If this shift continues in the coming years, Scenario B projects that the population will decline by 0.4% per year in the coming two decades. Scenario C, which add 1% per year growth to the 2010-2020



**FIGURE 15:** JAMAICA ACTUAL POULATION FROM 2010- 2022 AND POPULATION PROJECTIONS 2022 – 2040.

SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

<sup>23</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

<sup>24</sup> TOWN OF JAMAICA: Town Profile 2018

trends, projects an annual increase of 0.7% per year in the population growth in each of the coming two decades (Figure 15).

Just as a snapshot of the market, currently, there are no available housing units for sale, and the total available rental housing units decreased by 4% per year between 2010 and 2022 (Figure 16).

**New housing demand will escalate due to the growing number of households.** Despite the steady or decreasing population projections, the number of housing units people need is expected to increase in the three scenarios (Figure 17). Assuming the loss in population and households that scenario A and B projects, the minimum needed new housing units are expected to be 45 and 56 units in 2040 (Table 3).

The loss of population is symptomatic of the community age structure turning from a young population to senior population. In 2010, 28% of the household heads were above 65 years old, by 2022, 38% were above 65. Those aged 35 to 54 are increasing in the rental segment of the housing, this increase signal potential working-age residents coming to the town in scenario B and Scenario C (Figure 18).

These projections suggest that the demand for new housing will increase due to increasing household numbers and an aging population, as well as a projected young population ranging from 35 to 54 years. This shift indicates a need for housing options that accommodate the variation in households needs based on their ages.

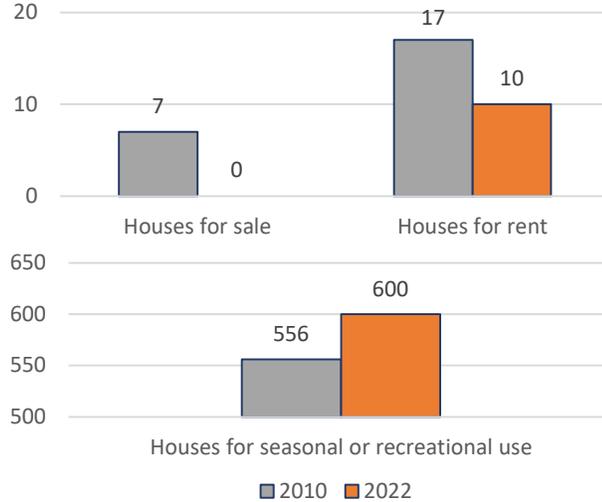


FIGURE 16: JAMAICA HOUSING INVENTORY FROM 2010 TO 2022.

SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

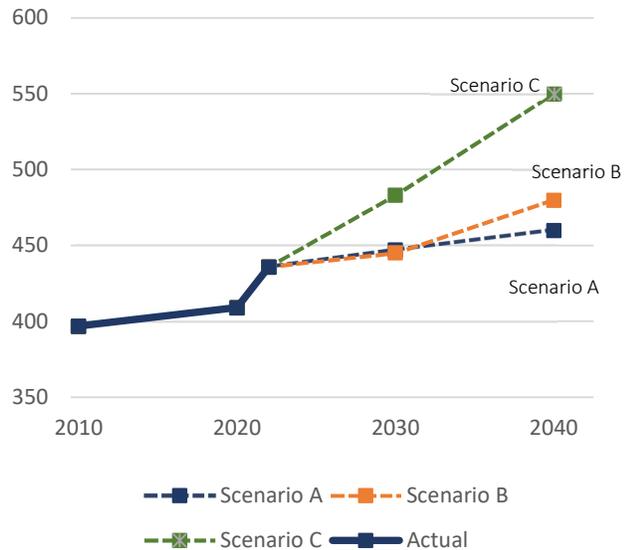
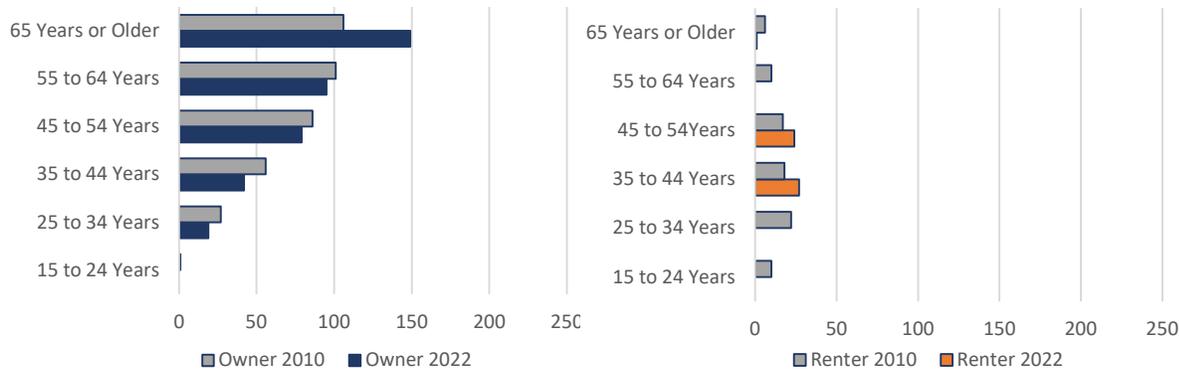


FIGURE 17: JAMAICA ACTUAL HOUSEHOLDS FROM 2010- 2022 AND HOUSEHOLDS PROJECTIONS 2022 – 2040.

SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

	Number of Housing Units Needed in 2030	Number of Housing Units Needed in 2040
Scenario A	32	45
Scenario B	40	65
Scenario C	68	135

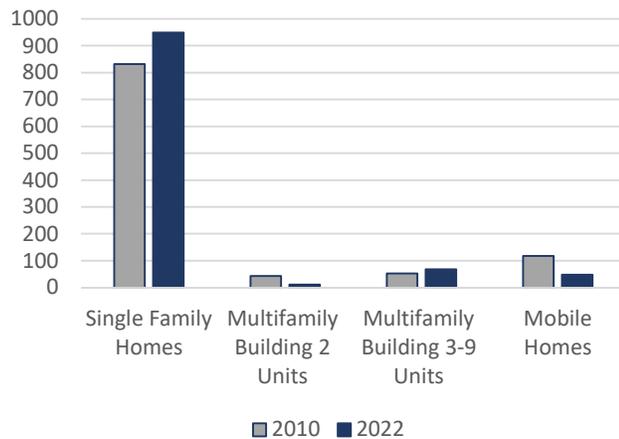
TABLE 3: JAMAICA PROJECTED NUMBER OF HOUSING UNITS IN THE COMING TWO DECADES



**FIGURE 18: JAMAICA ESTIMATED HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER.**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)

## HOUSING STOCK AND AFFORDABILITY

Housing growth has essentially come to a standstill in recent years, and there has been no net new housing units constructed in the past five years.<sup>25</sup> A 117 unit increase in single-family homes, including those used only seasonally, was offset by a 32 unit decline in multi-family and mobile homes from 2010 to 2022 (Figure 19). This is mainly related to natural disasters such as flooding, but also could indicate conversion of existing buildings, perhaps previously used as multi-family units, into single-family homes.



**FIGURE 19: JAMAICA HOUSING UNITS STRUCTURES.**  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY.

In 2022, there are a total of 1057 of housing units in Jamaica, with 62.6% of these units as rental units—including short-term rentals, and 37.4% of them as owned units.<sup>26</sup>

**Seasonal or recreational use rentals have decreased housing accessibility for permanent residents.** While rental units are 53% of the total housing units in 2022, few of them are actually available for year-round, permanent residents – 91% of the rentals are for seasonal, recreational, or occasional uses and only 9% are considered available for year-round rentals. Parallel to the decrease in the year-round rental housing stock, the number of renters is declining (Figure 18). The result is a spike in rental prices – median rental prices in Jamaica are 14.9% higher than the median gross rental prices in Vermont.<sup>27</sup>

<sup>25</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

<sup>26</sup> U.S. Census Bureau American Community Survey and Decennial Census, housing types from [housingdata.org](https://housingdata.org), vacancy rates from [housingdata.org](https://housingdata.org)

<sup>27</sup> U.S. Census Bureau, American Community Survey 5-Year Estimate

**The housing market has brought significant affordability pressures, especially for renters.**

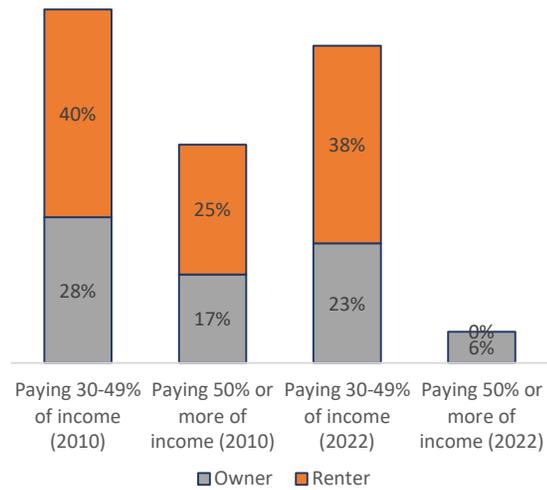
The latest estimated data from 2022 indicates that most households in Jamaica have an annual income ranging between \$50,000 and \$75,000 (Figure 20). With most households making less than \$75,000 per year, new affordable and attainable housing options are needed.

Currently, 38% of households pay more than 30% of their income for renting and 23% of households pay more than 30% of their income for house ownership (Figure 21). This seems better than in 2010, but in fact, it suggests a shift towards a more economically exclusive wealthy community, with average-income individuals moving away.

**Mobile home parks are critical for providing affordable housing issues but located in high-flood-risk areas.** Single-family detached houses dominate the housing market at 95% in 2022. Mobile homes represent the rest of the market, accounting for a notable 5% of available housing types.<sup>28</sup> There are three Mobile home parks, which in 2023 provided almost 29 units of housing in the town.<sup>29</sup> Two of these parks are in dam inundation areas with significant flood risk.<sup>30</sup> This highlights the urgency of relocating these parks, as well as proposing more spaces to host attainable housing.



**FIGURE 20: JAMAICA ESTIMATED HOUSEHOLDS BY HOUSEHOLD INCOME FOR THE YEAR 2022**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)



**FIGURE 21: JAMAICA HOUSEHOLDS BY HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME.**

## JAMAICA HOUSING DEVELOPMENT SUITABILITY ANALYSIS

As described in Table 3 above, our adopted scenario—scenario C projects a need for 135 new housing units in Jamaica by 2040. Housing in Jamaica is faced by two main issues: the first is the unaffordability due to the lack of available long-term rentals, and the second is the difficulty in finding appropriate parcels, given flooding risks and protected lands. Accordingly, any new housing development should consider the potential for floods in the area. Among the issues noted during a recent meeting with Jamaica planners were questions on whether land currently designed as bear habitat/undevelopable should remain protected, the potential effects of a planned erosion dam removal, and questions on whether more local

<sup>28</sup> U.S. Census Bureau, American Community Survey 5-Year Estimate [data.census.gov](https://data.census.gov)

<sup>29</sup> Mobile Home Park Risk Assessment Tool created by Dan Baker, Scott Hamshaw, Kelly Hamshaw, report last edited 2023, [acd.vermont.gov](https://acd.vermont.gov)

<sup>30</sup> Mobile Home Park Risk Assessment Tool created by Dan Baker, Scott Hamshaw, Kelly Hamshaw, report last edited 2023, [acd.vermont.gov](https://acd.vermont.gov)

business is needed or likely. This map shows potentially suitable areas for development to meet the town's projected housing needs for the town (Figure 22).

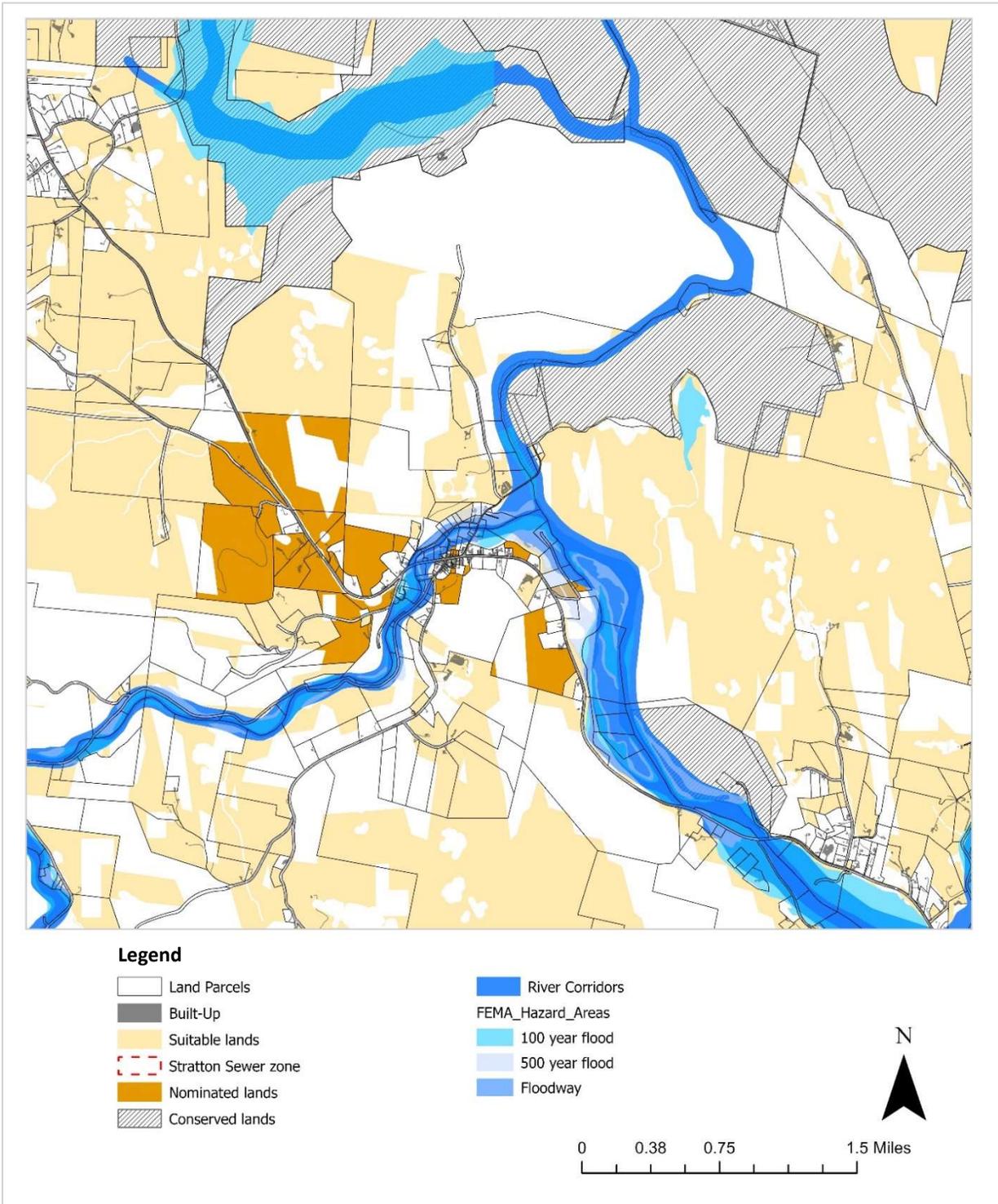


FIGURE 22: JAMAICA SUITABLE LANDS

There are two potential areas to nominate suitable lands in Jamaica (Table 4). The first one is the village center – a particularly attractive option for funding new development. The second option is near Stratton sewer infrastructure, which is an attractive option for denser development (Figure 23) but would require some controls to prevent new units from becoming short-term rentals and second homes. Lands were considered potentially suitable if they were not too steep, did not flood, were not conserved or on prime agricultural soils, and were near village centers. Assuming a quarter-acre per unit on average for some combination of multi-family, mobile homes and small-lot or conservation subdivision designs for single family houses, the Town needs about 34 acres for development. Our analysis identified more than three times that acreage on our initial scan of developable parcels, so that as the details of nominated lands become clearer, some will be removed from the ‘suitable’ category while still leaving appropriate parcels for detailed consideration.

	Needed Housing Units	Total Needed Area at .25 units per (Ac)	Suitability analysis Nominated lands total area (Ac)	Total Nominated Land Area (Ac)
Jamaica Village Center	135	34	49.4	112.8
Near Stratton			63.4	

TABLE 4: JAMAICA MINIMUM NEEDED AREAS AND NOMINATED SUITABLE LANDS.

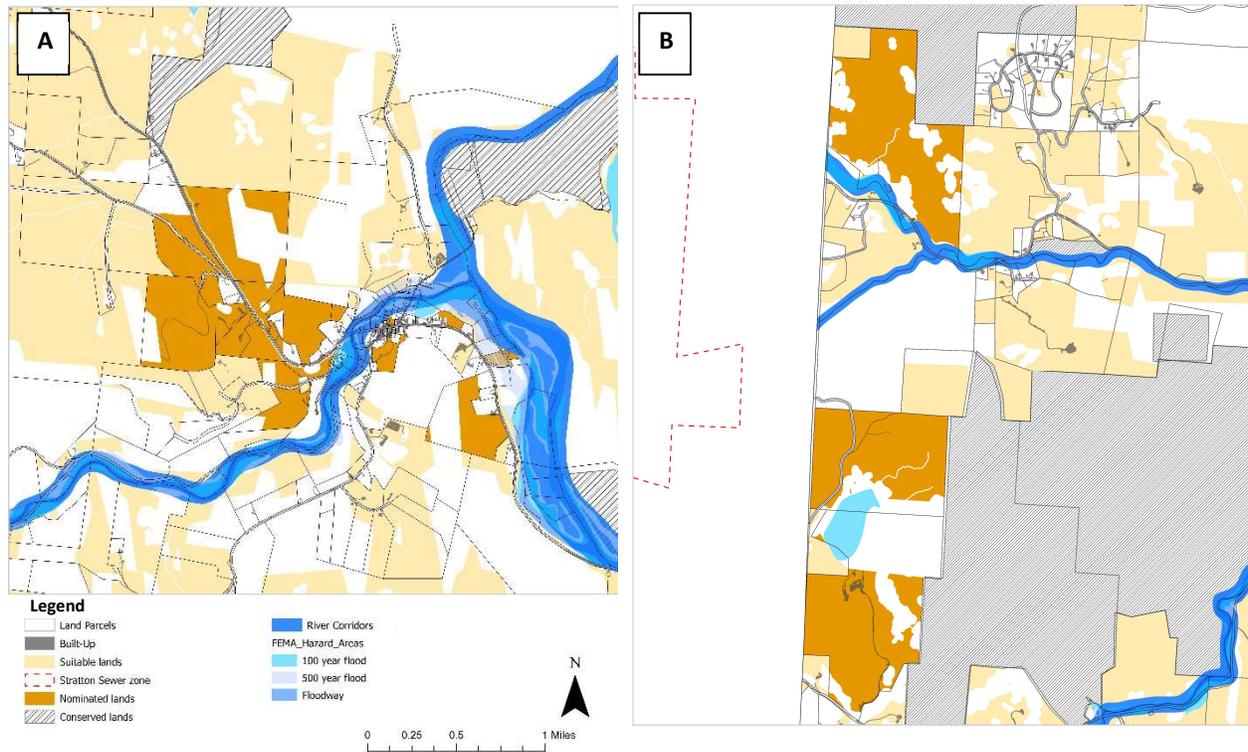


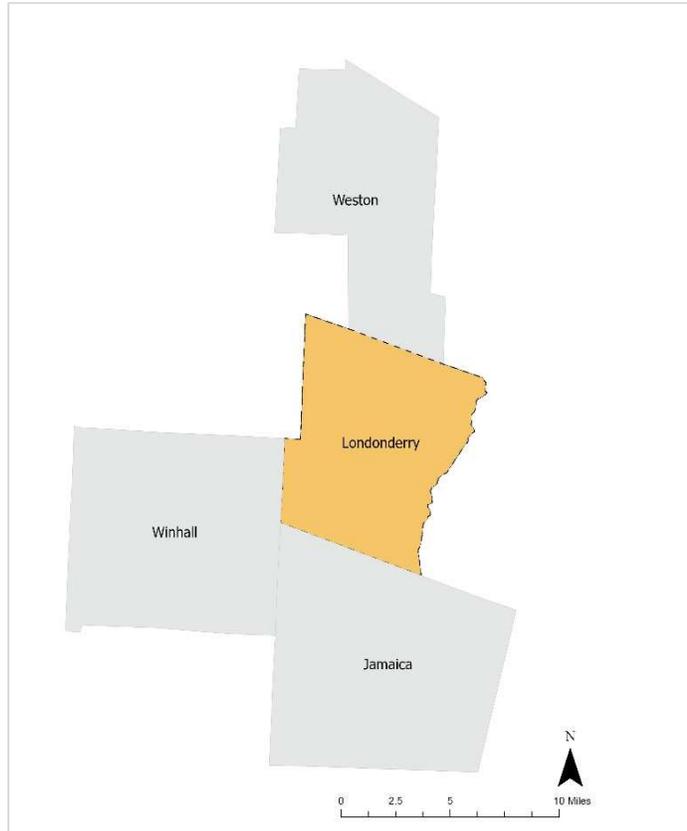
FIGURE 23: JAMAICA NOMINATED SUITABLE LANDS. A; THE FIRST ALTERNATIVE –AROUND VILLAGE CENTER. B; THE SECOND ALTERNATIVE –NEAR STRATTON AREA.

## TOWN PROFILE: LONDONDERRY

Londonderry is a charming town known for its scenic beauty, outdoor recreation, and small-town atmosphere. Colonial settlement began in the late 1700s and the town was officially incorporated in 1790. The town retains its historic New England character (Figure 24). Visitors enjoy activities such as skiing, hiking, and exploring the town's quaint shops and local businesses. Its central location in Windham County provides easy access to nearby attractions and cities. Londonderry has two village centers, Londonderry North village center and Londonderry South village center.

A primary focus of the town's housing strategy is to develop programs and secure loans to fund housing initiatives, particularly targeting the seasonal influx of winter workers who require accommodation for shorter durations. The concept of workforce housing has emerged as a central concern, with stakeholders recognizing its broad-reaching impact on the community.

Additionally, the town grapples with aging infrastructure, particularly roads and bridges, which require urgent attention to enhance connectivity and safety. These septic systems are causing public health issues, polluting the environment, and limiting economic growth. Accordingly, the state has provided a generous grant of \$7.9 million to help finance The Londonderry Village Wastewater project. The project aims to update the outdated wastewater systems in the town's North and South Village Centers. It is expected to bring new life to the village centers, improving community services and boosting the local economy. By upgrading the wastewater systems, Londonderry aims to make better use of underutilized areas, support local businesses, and provide dependable services to its residents. Londonderry volunteer Planning commission and housing commission members are aware of the complex and pressing complex housing challenges and would like to accommodate residents seeking long-term residency while limiting the impact of short-term rentals on the local economy.



**FIGURE 24:** MAP OF STUDY AREA TOWNS HIGHLIGHTING TOWN LONDONDERRY IN ORANGE.

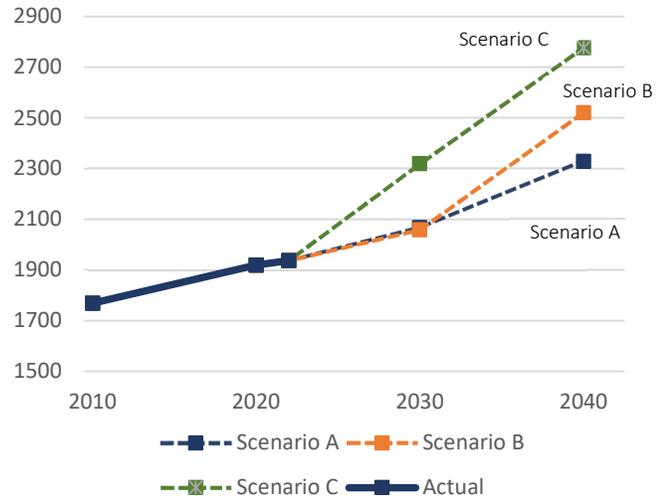
As of 2022, Londonderry had 1,937 residents and 1455 housing units. Most of the housing units are single-family units – 1183 units, with about 146 as multi-family units and 56 as mobile home units.<sup>31</sup>

## POPULATION AND HOUSEHOLD TRENDS

**New housing demand will escalate due to the growing number of households.** Population growth has been slow and steady in Londonderry over the last twenty years. If this trend continues, Scenario A and scenario B project that the town population growth will increase yearly by 0.8% , while Scenario C projects an increase of 1.8% in the population per year in the coming two decades (Figure 25).

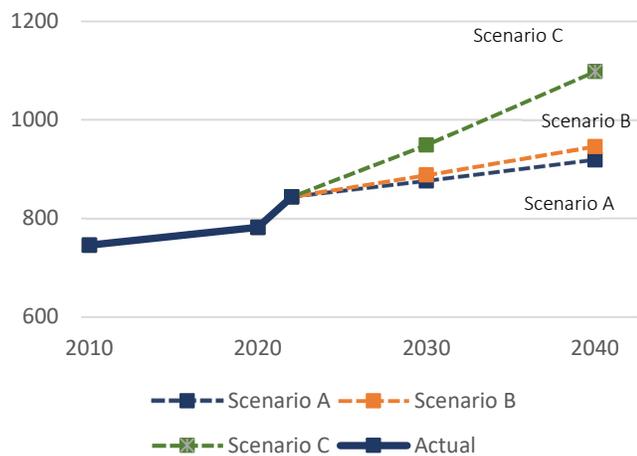
With the steadily increasing population projections, the number of housing units people need is expected to increase in the three scenarios, paralleled by an increase in the number of households (Figure 26). This means that our adopted Scenario – Scenario C projects that 114 housing units will be needed by 2030, and 236 by 2040 (Table 5).

**If seniors had other places to live, a “senior sell-off” could provide most of the single-family homes needed by younger families.** The percentage of household heads above 65 years old was 32% in 2010 and 31% in 2022, with even higher percentages in the age range of 55 – 64 (Figure 27).<sup>32</sup> And as figure 27 shows, households who rent dropped precipitously from 2010 to 2020.



**FIGURE 25:** LONDONDERRY ACTUAL POULATION FROM 2010- 2022 AND POPULATION PROJECTIONS 2022 – 2040.

SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.



**FIGURE 26:** LONDONDERRY ACTUAL HOUSEHOLDS FROM 2010- 2022 AND HOUSEHOLDS PROJECTIONS 2022 – 2040

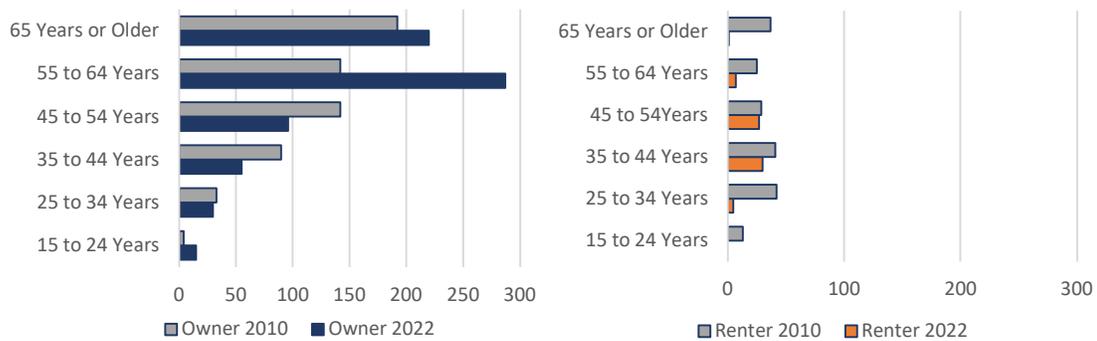
SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

	Number of Housing Units Needed in 2030	Number of Housing Units Needed in 2040
<b>Scenario A</b>	41	84
<b>Scenario B</b>	53	111
<b>Scenario C</b>	114	263

**TABLE 5:** LONDONDERRY PROJECTED NUMBER OF HOUSING UNITS IN THE COMMING TWO DECADES.

<sup>31</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

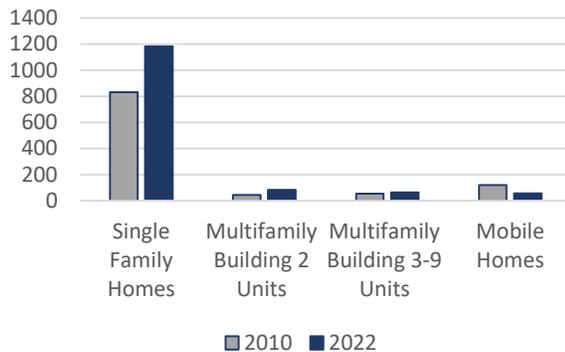
<sup>32</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES



**FIGURE 28:** LONDONDERRY ESTIMATED HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER.  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

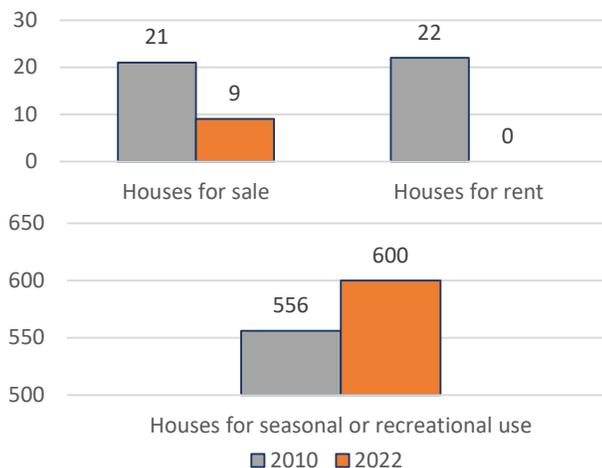
### HOUSING STOCK AND AFFORDABILITY

**There has been no net new housing units built in Londonderry from 2010 to 2022.**<sup>33</sup> There is a total of 1455 housing units in 2022, 51.1% of these units as rental units—including short-term rentals, and 38.9% of them as owned units.<sup>34</sup> Londonderry hosts no mobile home parks, and very few multi-family units (Figure 28), providing very limited housing options. This indicates a need for housing options that accommodate the variation in households needs based on their ages. Single-family homes increased by 351 units, and multi-family houses increased by 40 units from 2010 to 2022, while mobile homes declined (Figure 28).



**FIGURE 27:** LONDONDERRY HOUSING UNITS STRUCTURES  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND AMERICAN COMMUNITY SURVEY

**Seasonal and recreational use rentals have complicated the issue of housing accessibility for permanent residents.** While 51.1% of Londonderry’s total housing units are rental as of 2022, 81% of these rentals are for seasonal, recreational, or occasional uses and only 19% are considered available for year-round rentals. When comparing the housing



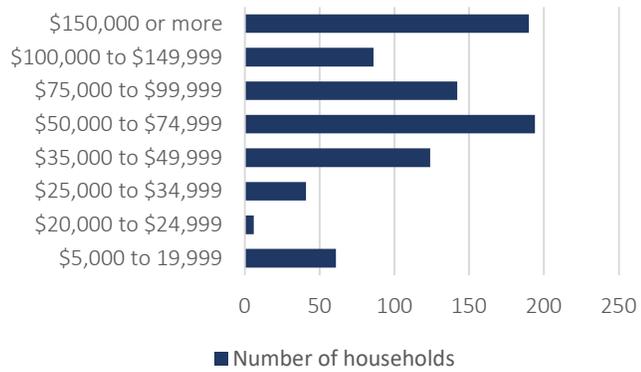
**FIGURE 29:** LONDONDERRY HOUSING INVENTORY FROM 2010 TO 2022  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

<sup>33</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

<sup>34</sup> U.S. Census Bureau American Community Survey and Decennial Census, housing types from [housingdata.org](https://www.housingdata.org), vacancy rates from [housingdata.org](https://www.housingdata.org)

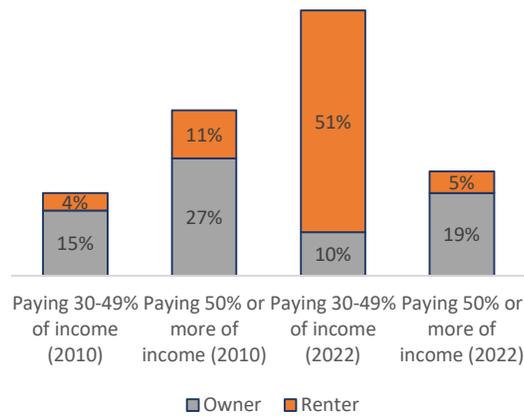
inventory from 2010, there is a decrease in the units available for sale between 2010 and 2022, and the available rental housing units dropped to zero, providing no vacant long term rental units (Figure 29).

**The housing market has brought significant affordability pressures, especially for renters.** Most of the community has an annual household income below \$75,000. Another significant portion of the community has an annual income exceeding \$150,000. (Figure 30). Higher income residents are mainly senior homeowners; this income disparity indicates a need for thoughtful and inclusive housing policies and development strategies to ensure that all community members have access to appropriate and affordable housing options. With the shortage of available units came a massive increase compared to 2010 in the renting prices; 51% of the renters are paying 30-49% of their income in 2022 (Figure 31).



**FIGURE 30:** LONDONDERRY ESTIMATED HOUSEHOLDS BY HOUSEHOLD INCOME FOR THE YEAR 2022

SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)



**FIGURE 31:** LONDONDERRY HOUSEHOLDS BY HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME.

SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

## LONDONDERRY HOUSING DEVELOPMENT SUITABILITY ANALYSIS

There are two village centers in Londonderry, North and south villages – making two potential areas to nominate suitable lands (Table 6). Lands were considered potentially suitable if they were not too steep, did not flood, were not conserved or on prime agricultural soils, and were near village centers. Assuming a quarter-acre per unit on average for some combination of multi-family, mobile homes and small-lot or conservation subdivision designs for single family houses, the Town needs about 66 acres for development.

	Needed Housing Units	Total Needed Area at .25 units per Ac	Suitability analysis Nominated lands total area (Ac)	Total Nominated Land Area (Ac)
Village Center of North Londonderry	263	66	57.7	117.7
Village Center of South Londonderry			60.0	

**TABLE 6:** LONDONDERRY MINIMUM NEEDED AREAS AND NOMINATED SUITABLE LANDS.

Our analysis identified more than twice that acreage on our initial scan of developable parcels, so that as the details of nominated lands become clearer, some will be removed from the 'suitable' category while still leaving appropriate parcels for detailed consideration. For Londonderry, the map below shows suitable areas for development to meet the projected housing needs for the town (Figure 32).

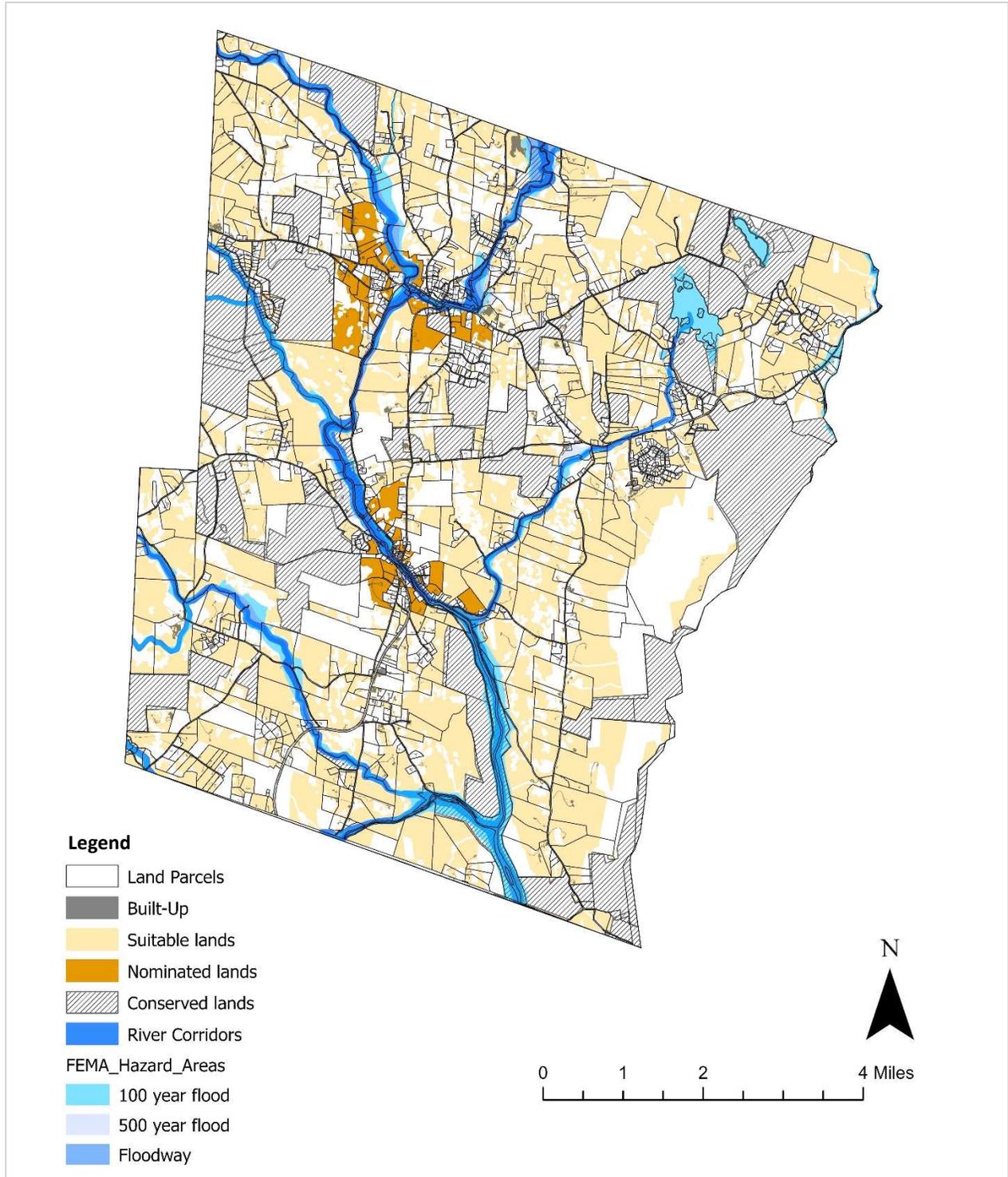
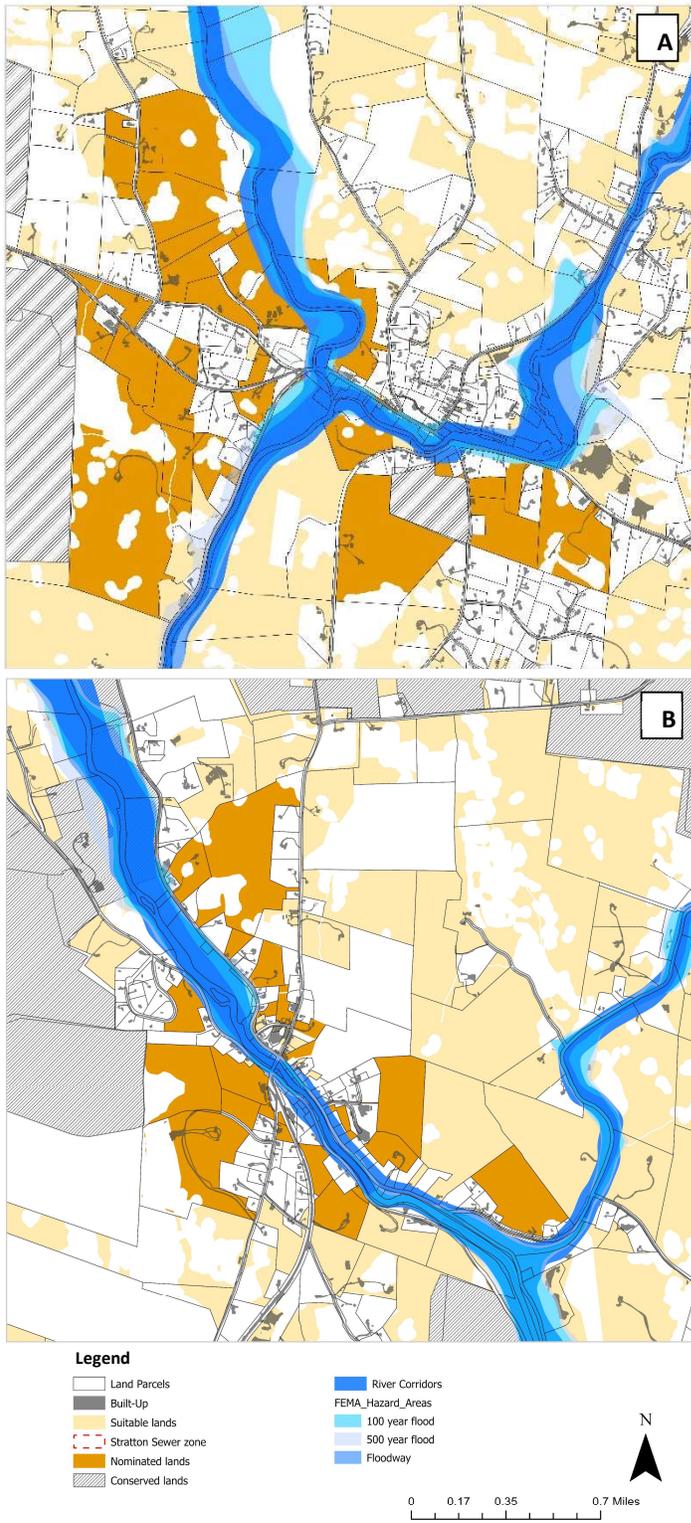


FIGURE 32: LONDONDERRY SUITABLE LANDS

Figure 33 provides a more detailed look at the nominated lands for Londonderry.



**FIGURE 33:** LONDONDERRY NOMINATED SUITABLE LANDS. A; THE FIRST ALTERNATIVE –AROUND NORTH VILLAGE CENTER. B; THE SECOND ALTERNATIVE –AROUND SOUTH VILLAGE CENTER

## TOWN PROFILE: WESTON

Weston is known for its classic New England charm and scenic beauty (Figure 34). Its location in the Green Mountains allows Weston a serene rural landscape, marked with historic buildings and lush greenery. The town is home to the renowned Weston Playhouse, Vermont's oldest professional theatre, which attracts visitors with its high-quality productions. Additionally, the Vermont Country Store, a beloved landmark, draws tourists for its nostalgic and fun merchandise and old-fashioned hospitality. With its tranquil environment, cultural attractions, and rich history, Weston embodies the idyllic essence of Vermont's small-town life. Weston has one village center.

As of 2022, Weston had 807 residents, and 305 housing units. Most of the housing units as single-family units -- 533 units, and about 40 as multi-family units and 10 as mobile home units.<sup>35</sup> During a recent meeting with the planning team in Weston, several critical issues were highlighted. Housing affordability remains a significant concern, exacerbated by high taxes. An outcome locals noted was the difficulty in finding workers and given that many homes are vacant much of the year, low demand for local businesses. As a result, business owners infrequently open their establishments, contributing to economic stagnation and a less lively town center. There are significant challenges to new housing development. About half the town's land is in preservation of one type or another, and land prices are high. Like the other towns, the absence of any wastewater treatment options other than septic has ensured large-lot zoning. Flooding is an issue and has resulted in FEMA-related housing unit loss. Existing buildings tend to be quite large, presenting redevelopment hurdles (and opportunity). All this highlights the need for strategies to retain residents, and particularly year-round and workforce residents.

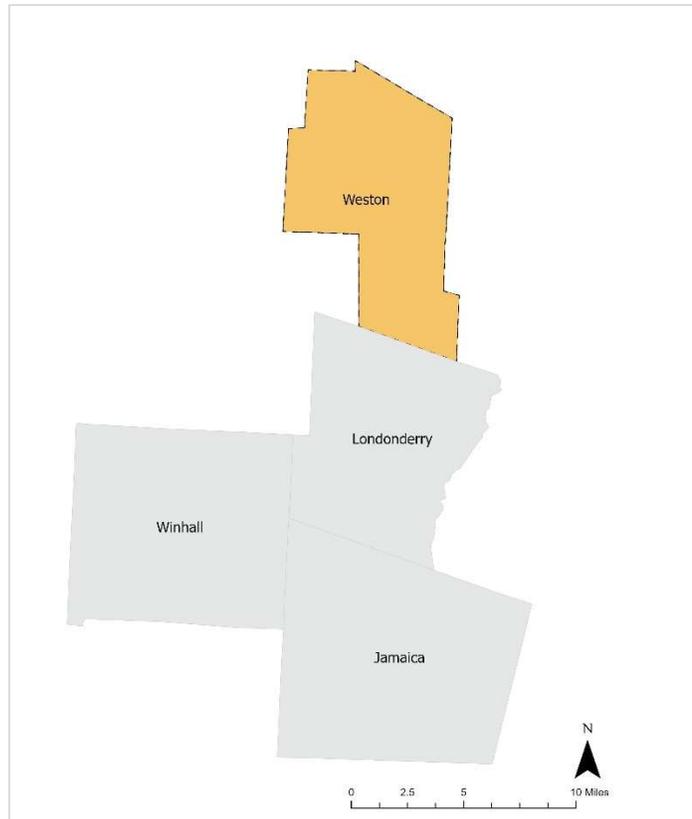


FIGURE 34: MAP OF STUDY AREA TOWNS HIGHLIGHTING TOWN WESTON IN ORANGE.

## POPULATION AND HOUSEHOLD TRENDS

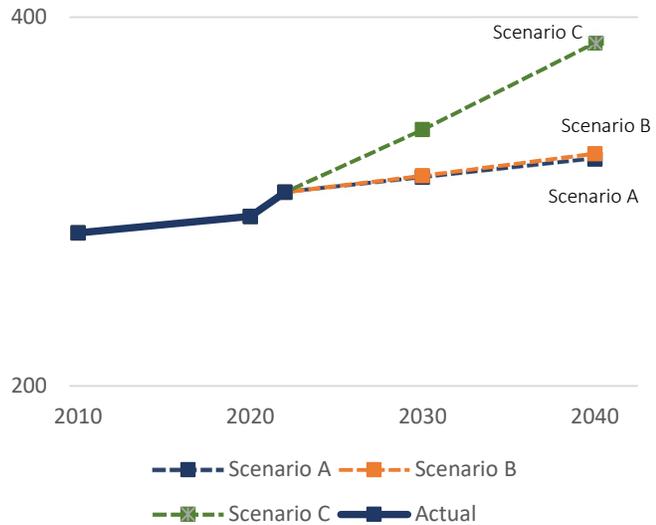
**New housing demand will escalate.** 2010 - 2020 population growth was slow and steady in Weston. COVID brought a population bump which was likely from seasonal residences being converted to year-round use, but it is unclear if this was a momentary blip or a long-term change. Scenario A, which uses only 2010 – 2020 numbers, and scenario B, which includes the COVID era, project that the town population growth will increase by 1% and 3% respectively, per year for each of the next two decades. Scenario C, which uses Scenario A plus 1% to allow for some growth to meet pent-up demand, projects an annual increase of about

<sup>35</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

2% population growth per year in the coming two decades, less than Scenario B but more than Scenario A (Figure 35).

**New housing demand will escalate due to the growing number of households.** For Weston in particular, an important difference in the Scenarios is how we project household size. While population increased significantly during COVID, household size in Weston also increased, so fewer units are required with that larger household sizes assumption intact. In Scenario C we assume that household size will remain on-trend with the last decade, which is a smaller number of people living in each house. As a result, Scenario C brings a higher total household count than the other scenarios. (Figure 36). The town faces a critical housing shortage, with projected deficits of up to 54 housing units by 2030 and 101 by 2040 in Scenario C (Table 7).

**Weston has a more balanced age demographic , but still has many homes owned by those over 65.** Currently, 49% of houses owners are aged 65 or older. Unusually, there has also been an increase of 50% in the middle-age population of 35 to 44 years old, marking 12% of the total ownership in 2020 (Figure 37). These trends suggest that the demand for new housing more balanced than the other towns, with more families as compared to older households. Weston hosts no mobile home parks and very few multi-family units, providing very limited housing options. This indicates a need for housing options that accommodate the variation in households needs based on their ages.

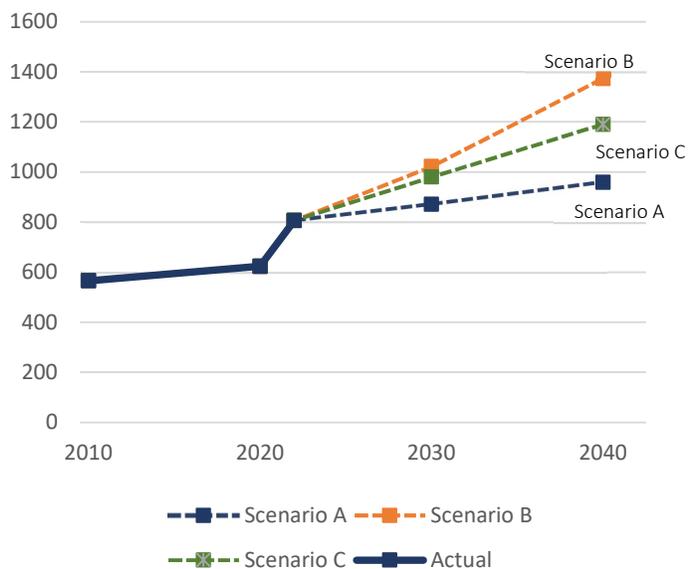


**FIGURE 35:** WESTON ACTUAL HOUSEHOLDS FROM 2010- 2022 AND HOUSEHOLDS PROJECTIONS 2022 – 2040

SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

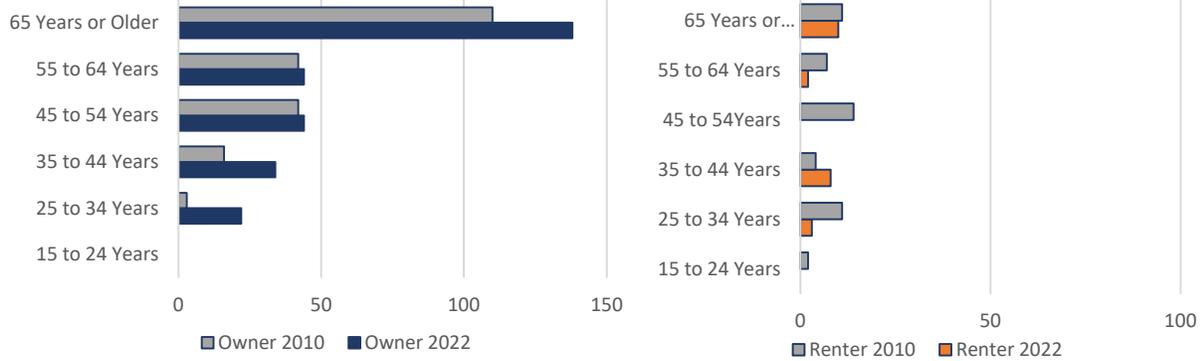
	Number of Housing Units Needed in 2030	Number of Housing Units Needed in 2040
<b>Scenario A</b>	28	38
<b>Scenario B</b>	29	41
<b>Scenario C</b>	54	101

**TABLE 7:** WESTON PROJECTED NUMBER OF HOUSING UNITS IN THE COMING TWO DECADES



**FIGURE 36:** WESTON ACTUAL POULATION FROM 2010- 2022 AND POPULATION PROJECTIONS 2022 – 2040.

SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

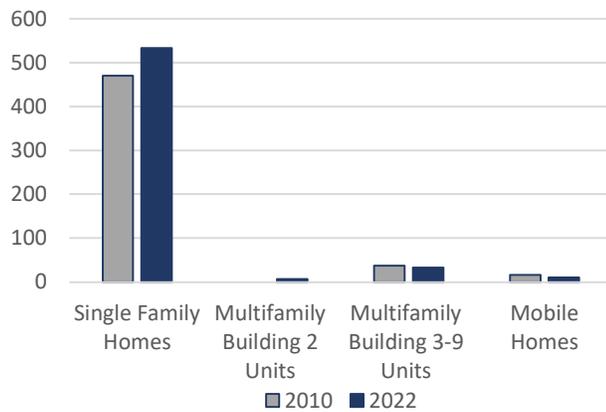


**FIGURE 37:** WESTON ESTIMATED HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER.  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)

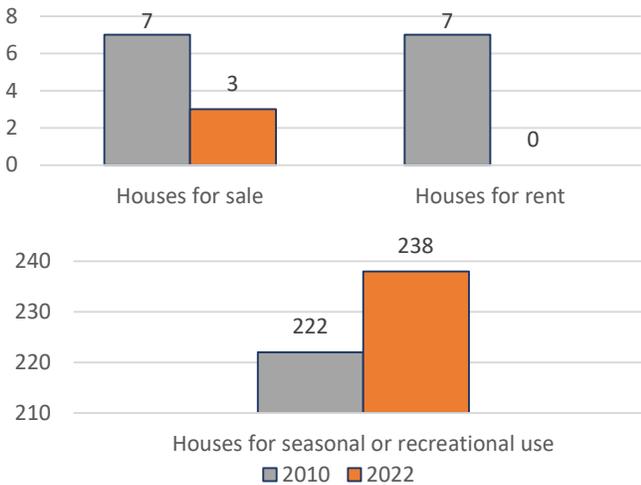
## HOUSING STOCK AND AFFORDABILITY

**There have been no net new housing units built from 2010 to 2022.**<sup>36</sup> There is a total of 563 of housing units in Weston by 2022; 49% of these units as rental units—including short-term rentals, and 51% of them as owned units.<sup>37</sup> Despite no new net housing structures, there is an increase in the specific housing types: single-family homes has increased by 63 units, as well as multi-family houses which increased by 7 units from 2010 to 2022 (Figure 38). This may indicate conversion of existing buildings, perhaps previously used as commercial, into single-family and multi-family homes.

**Seasonal and recreational use homes complicate housing accessibility for permanent residents.** Despite that rental units are 51% of the total available units in 2022, 86% of them are for seasonal, recreational, or occasional uses and only 14% are considered available for year-round rentals. When comparing the housing inventory from 2010, there is a decrease in the units available for sale between 2010 and 2022, however, the total rental housing units massively decreased providing no vacant long term rental units (Figure 39).



**FIGURE 38:** WESTON HOUSING UNITS STRUCTURES.  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY.

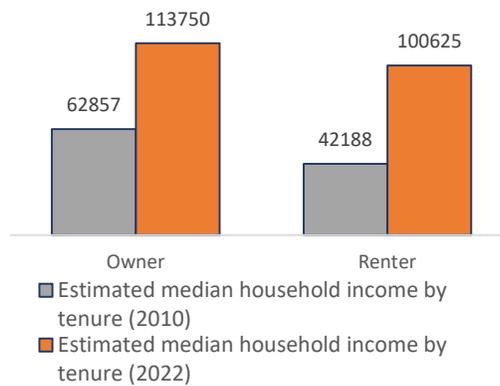


**FIGURE 39:** WESTON HOUSING INVENTORY FROM 2010 TO 2022.  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)

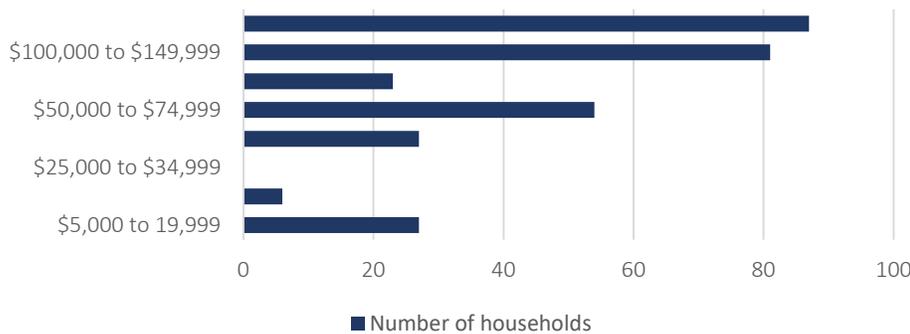
<sup>36</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

<sup>37</sup> U.S. Census Bureau American Community Survey and Decennial Census, housing types from [housingdata.org](https://housingdata.org), vacancy rates from [housingdata.org](https://housingdata.org)

**Weston is a very wealthy, largely second home community.** Estimated median household income by housing tenure doubled from 2010 to 2022 (Figure 40). Moreover, the majority of the residents are high income with annual income exceeding \$100,000 (Figure 41). Given the unavailability of vacant rental units, Weston lost half of its renters from 2010 (Figure 37), and similar percentages of average income residents are leaving the town.<sup>38</sup> This trend could be a symptom of unused housing units as families hold onto them for recreational reasons, removing them from the market for permanent housing.



**FIGURE 40: WESTON ESTIMATED MEDIAN HOUSEHOLD INCOME BY TENURE.**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)



**FIGURE 41: WESTON ESTIMATED HOUSEHOLDS BY HOUSEHOLD INCOME FOR THE YEAR 2022**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)

## WESTON HOUSING DEVELOPMENT SUITABILITY ANALYSIS

There one potential area to nominate suitable lands in Weston, which is the town’s village center (Table 8). Most of Weston’s lands are for conservation making it very challenging to spot suitable areas. Lands were considered potentially suitable if they were not too steep, did not flood, were not conserved or on prime agricultural soils, and were near village centers. Assuming a quarter-acre per unit on average for some combination of multi-family, mobile homes and small-lot or conservation subdivision designs for single family houses, the Town needs about 25 acres for development. Our analysis identified about 35 acres on our initial scan of developable parcels, so that as the details of nominated lands become clearer, some will be removed from the ‘suitable’ category while still leaving appropriate parcels for detailed consideration.

	Needed Housing Units	Total Needed Area at .25 units per (Ac)	Suitability analysis Nominated lands total area (Ac)	Total Nominated Land Area (Ac)
<b>Weston Village Center</b>	101	25	34.8	34.8

**TABLE 8: WESTON MINIMUM NEEDED AREAS AND NOMINATED SUITABLE LANDS.**

<sup>38</sup> U.S. Census Bureau American Community Survey and Decennial Census, Households by annual income from [housingdata.org](https://housingdata.org).

For Weston, the map below shows suitable areas for development to meet the projected housing needs for the town (Figure 42).

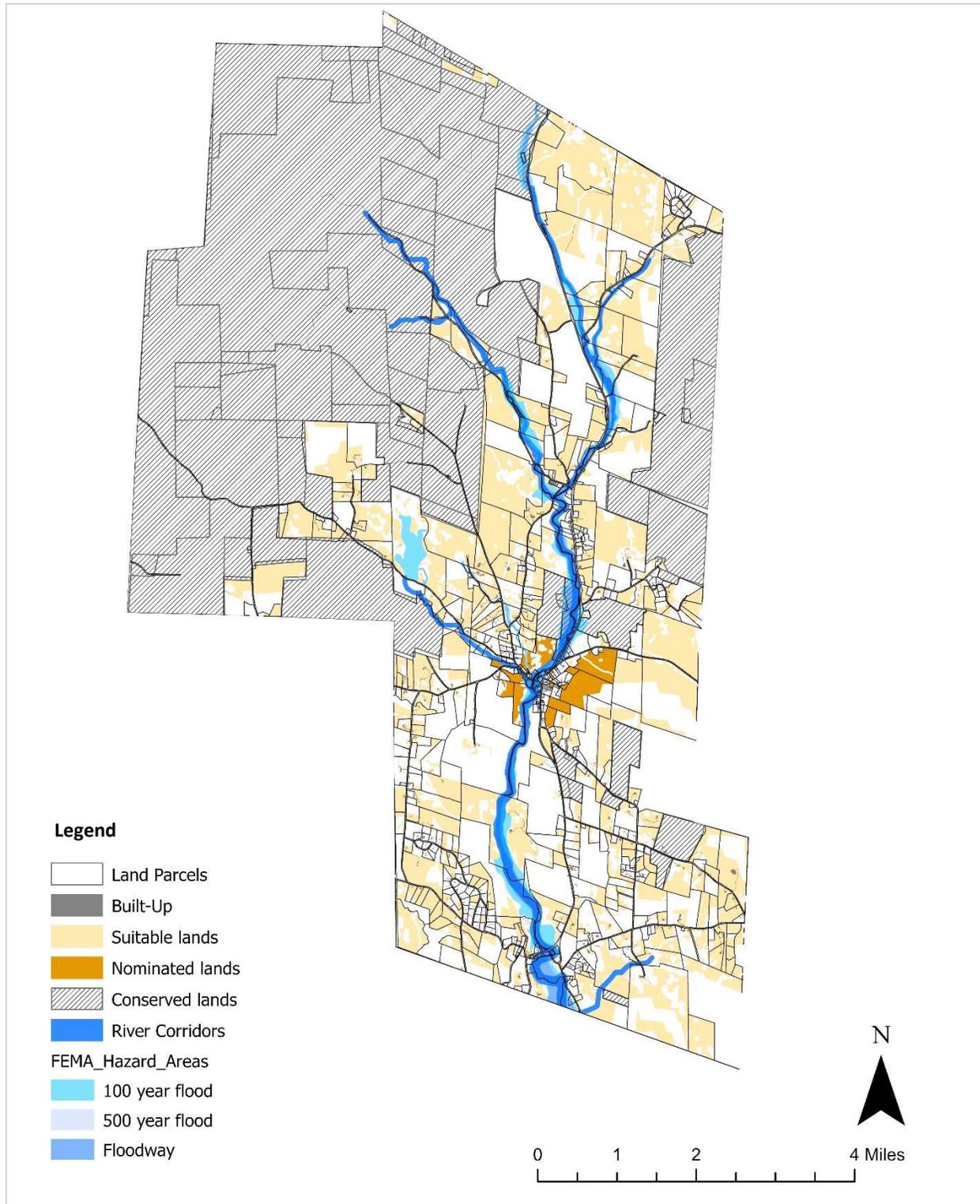
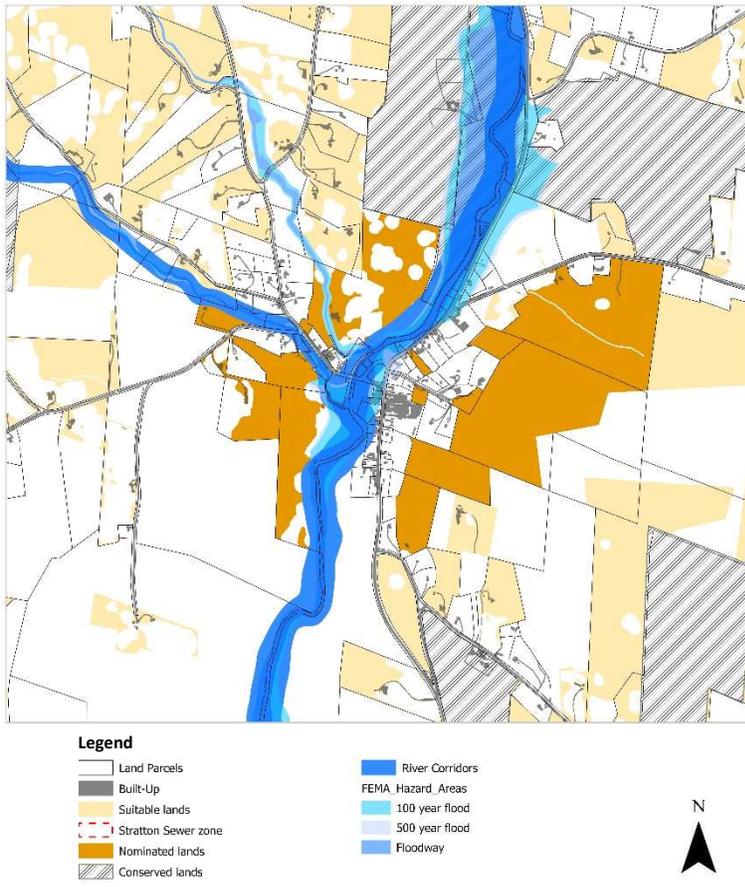


FIGURE 42: WESTON SUITABLE LANDS

Figure 43 provides a more detailed view of our initial nominated lands.



**FIGURE 43: WESTON NOMINATED SUITABLE LANDS –AROUND VILLAGE CENTER.**

## TOWN PROFILE: WINHALL

Winhall, Vermont, is a small and charming town in the Green Mountains, known for its beautiful scenery and outdoor activities (Figure 44). Located in Bennington County, it has a friendly community and a colonial history that goes back to 1761. Winhall is close to Stratton Mountain Resort, making it a great spot for skiing, snowboarding, and hiking. The town's forests, rivers, and countryside attract people who love nature and want a quiet escape from the city. With its natural beauty and small-town feel, Winhall offers a classic Vermont experience. Winhall has one village center, often called Bondville and borders Stratton mountain from the south.

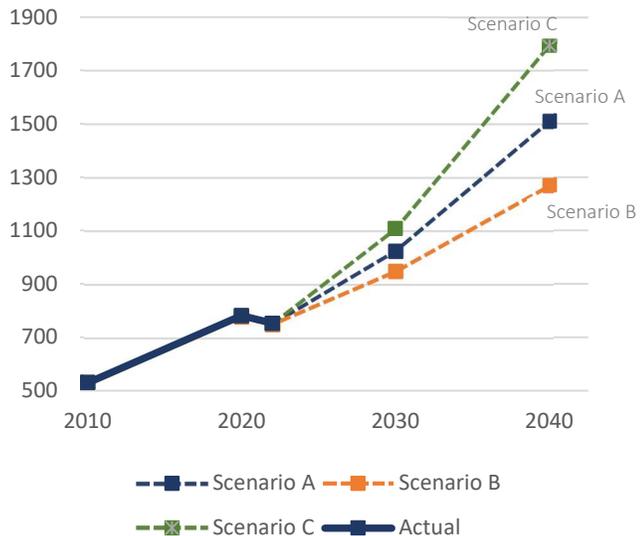
As of 2022, Winhall had 752 residents, and 1653 housing units. Most of the housing units are single-family units – 1464 units, with about 142 as multi-family units and 57 as mobile home units.<sup>39</sup>



**FIGURE 44:** MAP OF STUDY AREA TOWNS HIGHLIGHTING TOWN WINHALL IN ORANGE.

### POPULATION AND HOUSEHOLD TRENDS

**New housing demand will escalate due to the growing number of households and household size.** Prior to the pandemic, population was on a steady rise in Winhall. If this trend continues, Scenario A projects that the town population growth will increase by 4% per year in each of the next two decades. Unusual for the rest of the region, population during COVID actually dropped. As a result, Scenario B, which incorporates COVID era changes projects a lower growth, with an increase of 3% per year in the population. Scenario C projects an increase of 5% per year in the population growth in the coming two decades (Figure 45).



**FIGURE 45:** WINHALL ACTUAL POULATION FROM 2010- 2022 AND POPULATION PROJECTIONS 2022 – 2040.

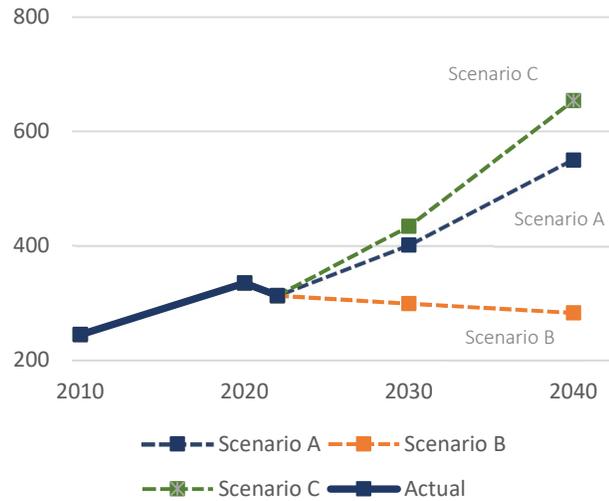
SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

<sup>39</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

**Scenario A and C project significant increases in the number of households.** Scenario B, which uses the COVID years population change and the increased household size during that period, projects a continuing decline in overall households. Scenario A and C, in contrast, do not use the COVID years in their calculations and instead assume the household size patterns pre-COVID will continue -- households get slightly smaller, and new units are needed. (Figure 46).

Based on scenario A and C, the town faces a critical housing shortage. Scenario C projects the need for 133 units in 2030 and 353 units in 2040. (Table 9).

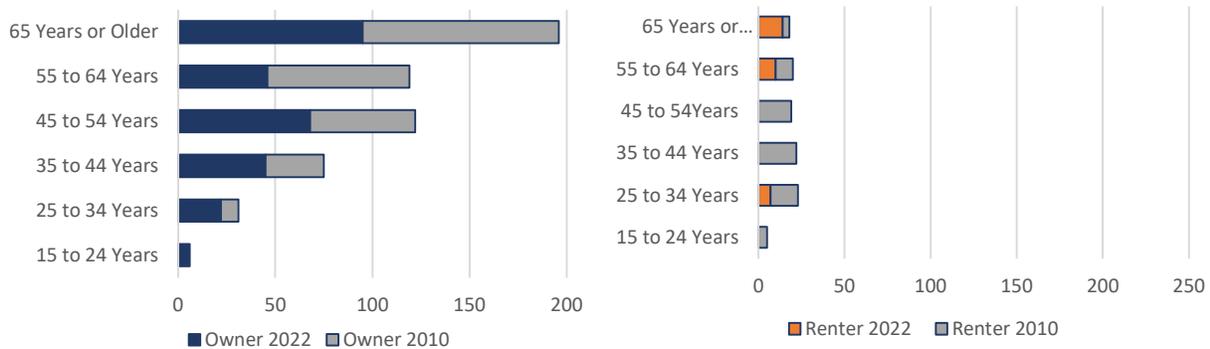
**Winhall, alone of the four towns, has fewer senior-aged households now compared to 2010, with increases in the younger age brackets.** The percentage of household heads above 65 years old was 38% in 2010 and 34% in 2022, and the change was even more for ages 55 to 64, and overall population of seniors decreased by 11% from 2010 to 2022 (Figure 47). This may be connected to the relative steadiness of the percent of homes that are in seasonal use only (Figure 48); if seasonal homes have become year-round homes, this may be bringing the younger demographic to town.



**FIGURE 46: WINHALL ACTUAL HOUSEHOLDS FROM 2010- 2022 AND HOUSEHOLDS PROJECTIONS 2022 – 2040.**  
SOURCE: U.S. CENSUS BUREAU, 2018-2022 AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES. PROJECTIONS BY AUTHORS.

	Number of Housing Units Needed in 2030	Number of Housing Units Needed in 2040
<b>Scenario A</b>	101	249
<b>Scenario B</b>	0	0
<b>Scenario C</b>	133	353

**TABLE 9: WINHALL PROJECTED NUMBER OF HOUSING UNITS IN THE COMMING TWO DECADES.**



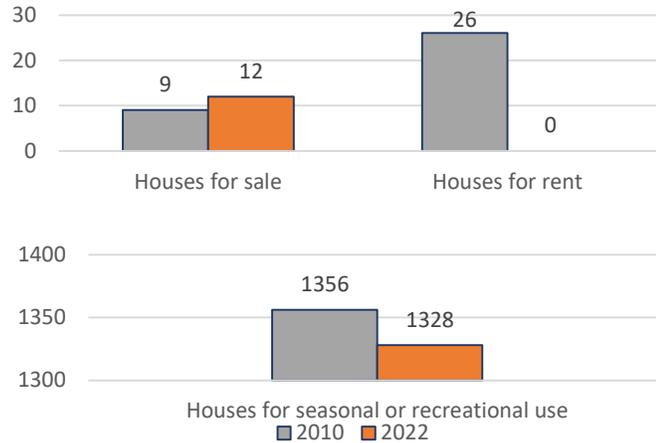
**FIGURE 47: WINHALL ESTIMATED HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER.**  
SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

## HOUSING STOCK AND AFFORDABILITY

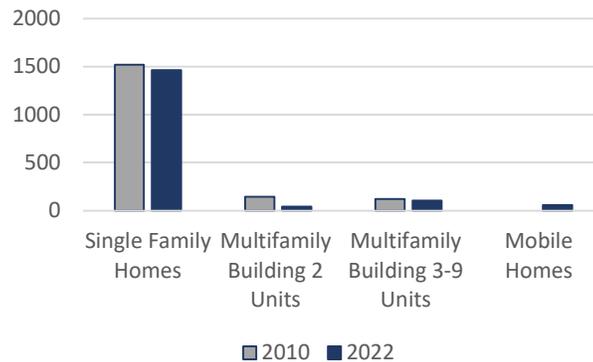
Winhall lacks diversity in its housing stock and there have been no new housing units since 2020.<sup>40</sup> Very few multi-family or mobile homes are available in the town (Figure 49). Winhall hosts no mobile home parks, and very few multi-family units providing very limited housing options. In addition, there was a decrease in some housing types, for instance single-family homes has decreased by 54 units, as well as multi-family houses which decreased by 105 units from 2010 to 2022 (Figure 49). This indicates the demolishing of some buildings due to climate change or shifting some of them for commercial use.

There are lots of rental units, but only 2% of those are for year-round residents. There is a total of 1653 housing units in Winhall by 2022, with 82% of these units as rental units—including short-term rentals, and 18% of them as owned units.<sup>41</sup> Despite that the rental units are 82% of the total available units in 2022, 98% of them are for seasonal, recreational, or occasional uses and only 2% are considered available for year-round rentals.

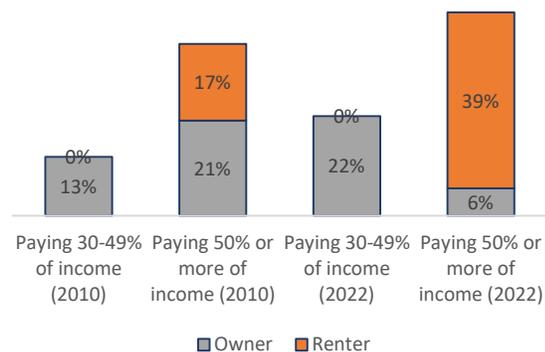
The result has been a massive increase in rents compared to 2010, and 39% of the renters are paying 50% or more of their income for housing (Figure 50). Moreover, Winhall income levels are diverse distributions within the community, with a significant high-income group and a substantial middle-income group, along with smaller lower-income groups (Figure 51). This diversity necessitates a broad approach to housing policy and development to address the needs of all community members.



**FIGURE 48:** WINHALL HOUSING INVENTORY FROM 2010 TO 2022. SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)



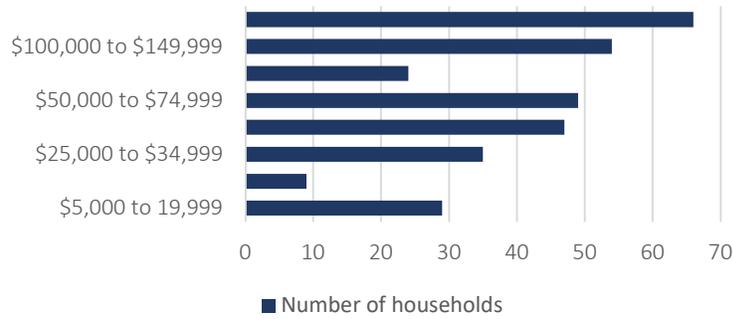
**FIGURE 49:** WINHALL HOUSING UNITS STRUCTURES. SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY.



**FIGURE 50:** WINHALL HOUSEHOLDS BY HOUSING COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME. SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS FROM [HOUSINGDATA.ORG](https://housingdata.org)

<sup>40</sup> U.S. CENSUS BUREAU, AMERICAN COMMUNITY SURVEY 5-YEAR ESTIMATES [data.census.gov](https://data.census.gov)

<sup>41</sup> U.S. Census Bureau American Community Survey and Decennial Census, housing types from [housingdata.org](https://housingdata.org), vacancy rates from [housingdata.org](https://housingdata.org)



**FIGURE 51:** WINHALL ESTIMATED HOUSEHOLDS BY HOUSEHOLD INCOME FOR THE YEAR 2022  
 SOURCE: U.S. CENSUS BUREAU AMERICAN COMMUNITY SURVEY AND DECENNIAL CENSUS  
 FROM [HOUSINGDATA.ORG](https://www.housingdata.org)

### WINHALL HOUSING DEVELOPMENT SUITABILITY ANALYSIS

We analyzed Winhall land in three areas of focus: near to the Village Center, in the Stratton area and adjacent to Stratton; the latter two areas have the benefit of being near to the Stratton wastewater treatment lines, but also will experience significant pressure to become seasonal/rental units. Lands were considered potentially suitable if they were not too steep, did not flood, were not conserved or on prime agricultural soils, and were near village centers. Assuming a quarter-acre per unit on average for some combination of multi-family, mobile homes and small-lot or conservation subdivision designs for single family houses, the Town needs about 88 acres for development. Our analysis identified about 104 acres on our initial scan of developable parcels, so that as the details of nominated lands become clearer, some will be removed from the ‘suitable’ category while still leaving appropriate parcels for detailed consideration.

	Needed Housing Units	Total Needed Area at .25 units per (Ac)	Suitability analysis Nominated lands total area (Ac)	Total Nominated Land Area (Ac)
Winhall Village Center	353	88	68.8	142.2
Near Stratton			73.5	

**Table 10:** WINHALL MINIMUM NEEDED AREAS AND NOMINATED SUITABLE LANDS.

For Winhall, the map below shows suitable areas for development to meet the projected housing needs for the town (Figure 52). We include land that is Jamaica to give us sense of connectivity.

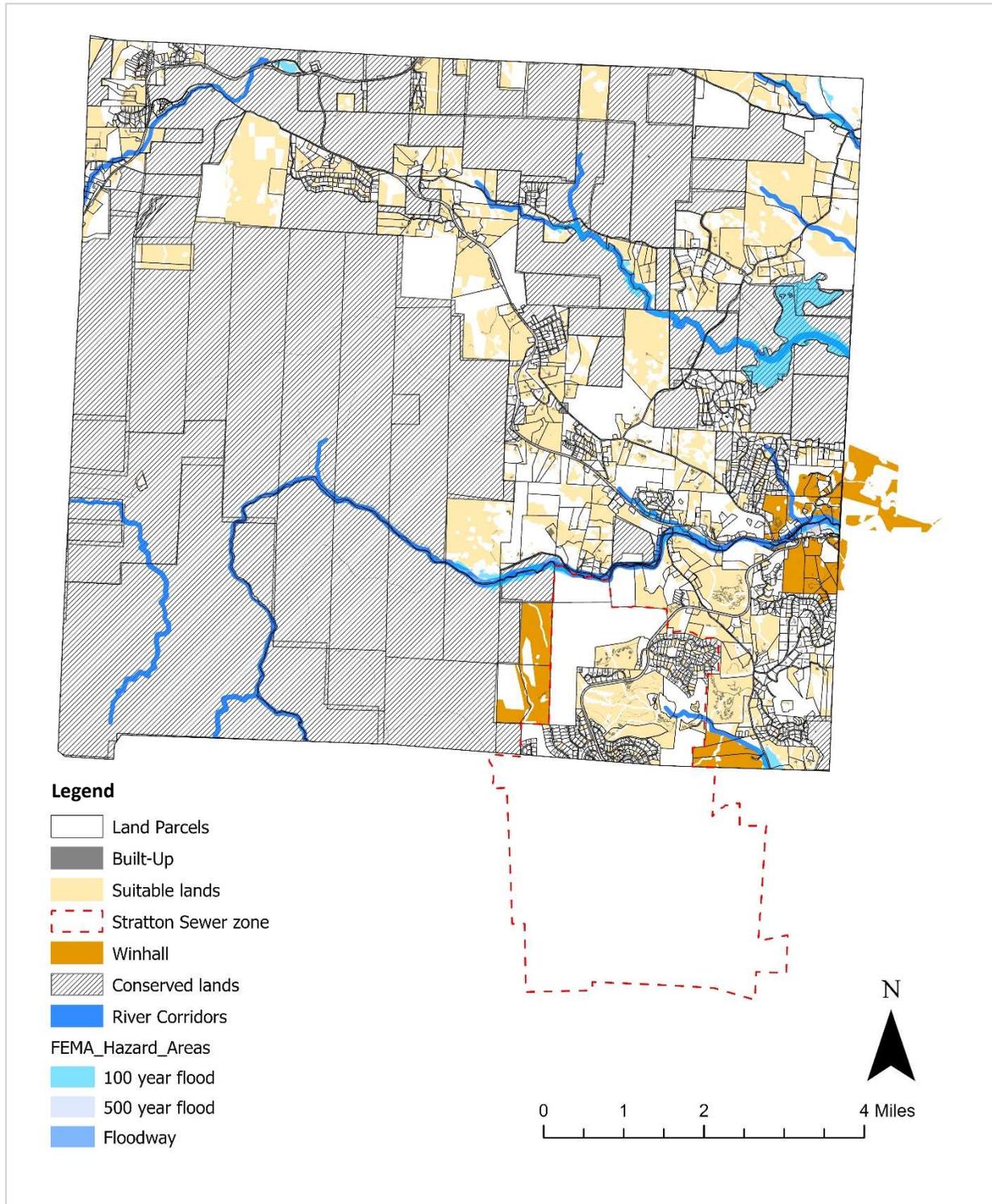
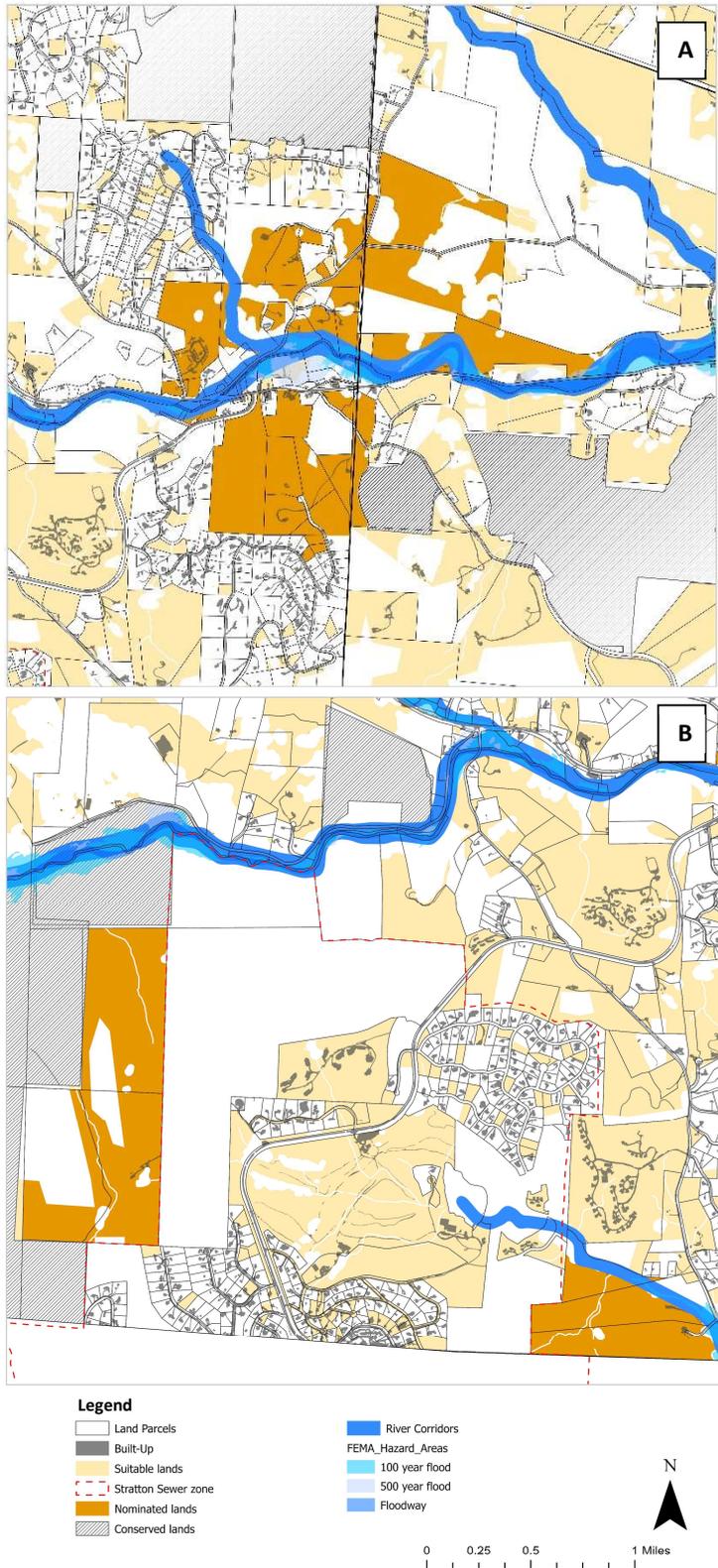


FIGURE 52: WINHALL SUITABLE LANDS.

For Winhall, a detailed view of suitable lands options is below (Figure 53).



**FIGURE 53: WINHALL SUITABLE LANDS. A; REPRESENTS THE FIRST ALTERNATIVE; NOMINATED LANDS AROUND WINHALL VILLAGE CENTER. B; REPRESENTS THE SECOND ALTERNATIVE; NOMINATED LANDS NEAR STRATTON AREA MARKED IN RED DASHED LINE.**

## TECHNICAL APPENDIX A

1. **Population growth rate:** We calculate the average annual growth rate, using the Compound Annual Growth Rate equation:

$$r = \left( \frac{P \text{ Final}}{P \text{ Initial}} \right)^{\frac{1}{n}} - 1$$

*P Final = population at the end of the period.*

*P Initial = population at the beginning of the period.*

*n = number of years in the period.*

Based on this equation:

$$r_{2010 \text{ to } 2020} = \left( \frac{P_{2020}}{P_{2010}} \right)^{\frac{1}{10}} - 1$$

$$r_{2010 \text{ to } 2022} = \left( \frac{P_{2022}}{P_{2010}} \right)^{\frac{1}{12}} - 1$$

2. **Population projections:** We calculate the population projections using the exponential growth formula:

$$P_t = P_0 \times (1 + r)^t$$

*P<sub>t</sub> = is the population at time t*

*P<sub>0</sub> = is the initial population,*

*r = is the growth rate*

*t = is the number of time periods (years).*

Based on this equation Population projections for the three scenarios for 2030 are:

**Scenario A 2030 Projection based on 2010-2020 rates:**

$$P_{2030(A)} = P_{2022} \times (1 + r_{2010 \text{ to } 2020})^8$$

**Scenario A 2040 Projection based on 2010-2020 rates:**

$$P_{2040(A)} = P_{2030(A)} \times (1 + r_{2010 \text{ to } 2020})^{10}$$

**Scenario B 2030 Projection based on 2010-2022 rate:**

$$P_{2030(B)} = P_{2022} \times (1 + r_{2010 \text{ to } 2022})^8$$

**Scenario B 2040 Projection based on 2010-2022 rate:**

$$P_{2040(B)} = P_{2030(B)} \times (1 + r_{2010 \text{ to } 2022})^{10}$$

**Scenario C 2030 Projection based on 2010-2022 rate+ 1% growth:**

$$P_{2030(C)} = P_{2022} \times (1 + r_{2010 \text{ to } 2020} + 0.01)^8$$

**Scenario C 2040 Projection based on 2010-2022 rate+ 1% growth:**

$$P_{2040(C)} = P_{2030(C)} \times (1 + r_{2010 \text{ to } 2020} + 0.01)^{10}$$

3. **Household projections:** We calculate the Households projections using the exponential growth formula:  $H_t = H_0 \times (1 + r)^t$

*H<sub>t</sub> = is the Number of households at time t*

*H<sub>0</sub> = is the initial Number of households,*

*r = is the growth rate*

*t = is the number of time periods (years)*

Based on this equation Household projections for the three scenarios for 2030 are:

**Scenario A 2030 Projection based on 2010-2020 rates:**

$$H_{2030(A)} = H_{2022} \times (1 + r_{2010 \text{ to } 2020})^8$$

**Scenario A 2040 Projection based on 2010-2020 rates:**

$$H_{2040(A)} = H_{2030(A)} \times (1 + r_{2010 \text{ to } 2020})^{10}$$

**Scenario B 2030 Projection based on 2010-2022 rate:**

$$H_{2030(B)} = H_{2022} \times (1 + r_{2010 \text{ to } 2022})^8$$

**Scenario B 2040 Projection based on 2010-2022 rate:**

$$H_{2040(B)} = H_{2030(B)} \times (1 + r_{2010 \text{ to } 2022})^{10}$$

**scenario C 2030 Projection based on 2010-2020 rate+ 1% growth:**

$$H_{2030(C)} = H_{2022} \times (1 + r_{2010 \text{ to } 2020} + 0.01)^8$$

**Scenario C 2040 Projection based on 2010-2020 rate+ 1% growth:**

$$H_{2040(C)} = H_{2030(C)} \times (1 + r_{2010 \text{ to } 2020} + 0.01)^{10}$$

3. **Needed Housing Units:** We calculate the Housing units needed using this formula:

$$\text{Needed Housing Units}_{2030} = HH_{2022} - (\text{Long term rental units}_{2022} + \text{Owned Units}_{2022}) - (HH_{2030} - HH_{2022})$$

$$\text{Needed Housing Units}_{2040} = HH_{2022} - (\text{Long term rental units}_{2022} + \text{Owned Units}_{2022}) - (HH_{2040} - HH_{2022})$$

4. Allocation of needed housing units:

- $\frac{1}{3}$  in multi-family, assumed to be built at a density of 15 units per acre
- $\frac{1}{3}$  in modular/mobile home park, assumed to be built 5 un/acre, or lot size of 60 ft by 145 ft. with lot sizes of 60 ft by 120 ft
- $\frac{1}{3}$  in single family housing, assumed to be built in conservation subdivision designs with 0.5 acres per house.

These are calculated as:

A. Num of MF houses = needed housing units (for town)  $\times \frac{1}{3}$

- Needed Area of MF houses (sq Acre) =  $\frac{\text{Num of MF}}{15}$

B. Num of Mobile Park houses = needed housing units (for town)  $\times \frac{1}{3}$

- Needed Area of MF houses (sq Acre) =  $\frac{\text{Num of Mobile Park houses}}{5}$

C. Num of SFR houses = needed housing units (for town)  $\times \frac{1}{3}$

- Needed Area of SFR houses (sq Acre) =  $\frac{\text{Num of SFR houses}}{2}$

5. Suitability analysis:

A. Data

Layer	Resources	Layer Name
Occupied parcels	Created by us	occupied_parcel
Parcels and Conservation easements	Supported by CRM GIS team Layer it contains: 1. Conservation easements, 2. Conservation organizations 3. Public, federal lands 4. Public, state lands 5. Public, town lands	conserved_lands_2021_carto
Wetlands	VCGI land use/land cover data	Wetlands_2016
Wetlands 50 ft buffer	Created by us	Wetlands_50ft_buffer
Open agricultural land	land use/land cover data or National Land Cover Database	Agriculture_2016
Flood zones (100-year and 500-year flood maps), streams, rivers, and ponds	VCGI land use/land cover data	FEMA_Hazard_Areas
River Corridors	VCGI	WaterHydro_RiverCorridors
Slope	VCGI	VCGI_lidarslope

<b>Parcels</b>	VCGI Parcels: 1. Parcels Available by town 2. Inactive parcel polygons 3. Road infrastructure	1. Land_Parcels 2. Parcels_Status
<b>Village centers boundary</b>	VCGI	VT_Designated_Village_Centers_Boundary

**B. Land which is excluded from analysis include those:**

1. Parcels that are inactive.
2. All parcels that are under conservation easements, and/or belong to conservation organizations, Federal, state and town lands.
3. All wetland parcels plus a 50 ft buffer.
4. All Agricultural land parcels.
5. All FEMA hazardous areas
6. All river corridors
7. All land parcels that have a slope equal to or more than 25%
8. Parcels Less than 5 Acres with an existing house

**C. Land prioritized for suitability include:**

1. Those relatively near to road infrastructure.
2. Land inside or as close as possible to the village center boundary.
3. Land which could potentially connect with the Stratton Mtn sewer lines.