



MAYOR BRETT P. SMILEY
CITY OF PROVIDENCE

Building Community Resilience through Housing
Production, Preservation, and Protection

2025 HOUSING PROGRESS REPORT

City of Providence



2025 | OCTOBER

A LETTER FROM THE MAYOR

Dear Neighbor,

There's no question that Providence is facing a serious housing shortage. Across all of our neighborhoods, too many residents are struggling to find safe, affordable, and stable homes. Fixing this is one of our city's most urgent challenges and also one of our greatest opportunities.

Over the past year, we've made important progress toward that goal. We have worked to speed up housing development, preserve existing homes, and protect residents at risk of losing theirs. We created a new Department of Housing and Human Services that combines housing with health and social supports to better address issues affecting residents' well-being.

This first Housing Progress Report highlights what we have achieved so far in three key areas: **Production, Preservation** and **Protection**.



We know the housing shortage is complex, and no single solution will solve it. That's why our effort brings together every tool we have available: collaboration across all levels of government, strong partnerships with organizations in and out of our city, private and public investment, and the support of our community. This past year, we expanded partnerships, aligned housing with health and human services, and streamlined development processes to speed up construction and better leverage public and private resources.

Housing security is the foundation for community well-being and economic resilience. Our focus has been on building more housing at prices people can afford, preserving existing homes to be safe and affordable, and helping residents at risk of losing their homes.

Without new housing added to our city, affordability will remain out of reach for too many families. But by combining pro-housing policies with smart investment and development efforts, Providence is already delivering results.

While we celebrate the progress we've made, we also recognize the serious housing needs that remain in our city. Providence will continue to lead with urgency, transparency, and a shared commitment to building the best-run city where every person has a safe, affordable, and accessible place to call home.

Sincerely,

A handwritten signature in black ink that reads "Brett P. Smiley". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

Mayor Brett P. Smiley

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EXECUTIVE SUMMARY

Building Community Resilience through Production, Preservation, and Protection

Providence is tackling one of its most urgent challenges: the housing shortage. This report summarizes the City of Providence's coordinated efforts in FY2025 to expand the supply of housing, preserve and improve existing units, and protect people at risk of displacement or homelessness.

Housing challenges are shaped by many factors, from economic conditions and market pressures to aging buildings. An analysis of HUD State of the Cities Data Systems Building Permits Database found that Rhode Island has consistently ranked 50th in housing production per capita in recent years, despite national research showing that housing production is the primary driver in improving housing affordability, slowing rent growth and gentrification, and eliminating homelessness.

In response, the City is working across departments and with partners to deliver practical, data-informed, and community-driven solutions.

This report sets up a clear way to measure progress by tracking units built, dollars invested, and households supported. Regular reporting will ensure that Providence stays on track and accountable as we address our city's most pressing housing needs.

EXECUTIVE SUMMARY

Our Shared Challenge

We know how deeply the housing shortage affects families, neighborhoods, and our city as a whole. Providence shares the concern of residents and community advocates, and we are committed to addressing them with urgency at our city level and with the help of our state and federal partners. This report reflects not only what we’ve accomplished in FY2025, but how we are evolving our approach to increase housing at a pace that outpaces our peer cities to lower costs for more families.

To guide our work, we launched major planning efforts based on proven policies and strategies, and shaped by community voices:

<u>THE COMPREHENSIVE PLAN</u>	Sets the 10-year vision and policy framework for how Providence should grow, covering housing, land use, economic development, transportation, and climate resilience. This was shaped by community engagement and data analysis to assess future housing needs.
<u>2020 ANTI-DISPLACEMENT & COMPREHENSIVE HOUSING STRATEGY</u>	Identified actionable strategies to increase housing options over a 10-year timeline.
<u>2025-2029 CONSOLIDATED PLAN</u>	A federally required strategy that guides the use of our annual U.S. Department of Housing and Urban Development (HUD) funding to meet our highest priorities, based on housing affordability gaps, infrastructure needs, and service gaps for low- and moderate-income residents.
<u>REGIONAL ANALYSIS OF IMPEDIMENTS TO FAIR HOUSING</u>	Developed in collaboration with the State of Rhode Island and other Rhode Island cities, this identifies barriers that prevent or delay housing access and proposes coordinated strategies across our state.
<u>INCLUSIONARY ZONING FINANCIAL FEASIBILITY ANALYSIS</u>	Conducted by national firm RKG Associates, this analysis examined whether inclusionary zoning would be a viable tool for Providence. The study evaluated a range of possible scenarios to determine what level of inclusionary zoning makes sense for Providence or subsidy and tax policy changes that would be required to make it work.

Together, these planning processes laid the foundation for a coordinated, community-informed strategy that aligns housing policy, land use, and investment.

EXECUTIVE SUMMARY

Key Achievements

In FY2025, Providence made big progress:

Accelerated housing production through our once-in-a-decade Comprehensive Plan update and zoning amendments—increasing housing density, streamlining development, and expanding by-right development opportunities.

Surpassed \$55 million in funding commitments to affordable housing through the Providence Housing Trust Fund, supporting over 1,600 new or preserved deed-restricted, affordable units, with a focus on extremely low-income households.

- ▶ Hundreds of these units are dedicated Permanent Supportive Housing, deeply subsidized rental housing with ongoing wraparound services for the chronically homeless and people with disabilities.
- ▶ Units are income- and rent-restricted to ensure long-term affordability.

Streamlined approval processes with:

- ▶ Concurrent permit review.
- ▶ Parent permits.
- ▶ Unified development review.

Surpassed more than \$6 million in investments in emergency shelter, warming centers, and transitional housing—including being the host city and a co-funder for the state's first “pallet shelter” model expanding private, dignified low-barrier shelter options.

Launched the Department of Housing and Human Services to align housing with public health and behavioral health strategies, investing \$1.2 million+ in Opioid Settlement Funds for recovery housing and harm reduction services.

Improved outreach and behavioral health response, particularly around homelessness and encampments, following national best practices for humane and effective intervention.

Significantly outpaced peer cities in rate of permitted housing units per capita.



EXECUTIVE SUMMARY

The Three Ps Framework

Providence's housing strategy is organized around the prominent '3 Ps' framework

PRODUCTION

Investment in new housing construction, streamline permitting, and updates to the City's Comprehensive Plan and zoning to increase housing density and remove development barriers.

PRESERVATION

Rehabilitate and maintain existing housing, while extending long-term affordability and quality, including bringing obsolete buildings back into productive use.

PROTECTION

Stabilize households through rental support, legal services, expanded shelter and placement support, and public health-informed outreach that addresses root causes of housing instability.



PRODUCTION



Expanding Supply to Meet Community Need

Like other New England cities, Providence is experiencing a housing shortage that drives up rents and home prices, reduces vacancy rates, and makes it especially hard to find deeply affordable housing not produced by the private market.

The Smiley Administration and City Council have made housing production a top priority to address the problems of housing affordability and availability for our residents. We committed historic levels of investment to new construction, streamlined development processes, and advanced long-term policy changes to support steady growth in housing supply.

Unit Production in FY2025

Fiscal Year	Units Permitted	Units Granted Certificates of Occupancy (COs)	Population (ACS)	Units/1,000
FY2023	439	319	190,214	2.30
FY2024	678	376	194,706	3.48
FY2025	857	453	194,706	4.40

Source: City of Providence Permitting Database (Viewpoint OpenGov)

Providence had a strong housing production pipeline in FY2025, with **857 new residential units permitted**, a rate of 4.40 permits per 1,000 residents. This pace outperformed larger cities like Boston and New York City¹ and goes far beyond the state’s expected target of 600-620 units for our city to help effectively close the statewide housing gap, according to the State of Rhode Island’s [Housing 2030](#) plan. While some cities, including Boston, have seen steep declines in permitting year-over-year, Providence’s permit activity has remained strong.

These projects include a mix of new construction, adaptive reuse, and infill development delivering homes across a range of price points.

Of the units completed or underway and tracked in the City’s [Development Mapper](#), 22% are reserved for households earning **60% or less of the Area Median Income (AMI)**. Many of these are dedicated as **Permanent Supportive Housing**, long-term housing paired with wraparound services for residents facing behavioral health challenges, substance use disorder, or chronic homelessness.

¹Source: Brinker, A., & Carlock, C. (2025, June 30). Amid housing crisis, Boston’s building boom has gone cold. How much of that is due to Mayor Wu? *The Boston Globe*. Retrieved from <https://www.bostonglobe.com/2025/06/30/business/boston-housing-construction-policy-affordable-housing/>

²Rodnyansky, S., Su, D., & Horowitz, A. (2025, July 31). *New housing slows rent growth most for older, more affordable units*. The Pew Charitable Trusts. Retrieved from <https://www.pew.org/en/research-and-analysis/articles/2025/07/31/new-housing-slows-rent-growth-most-for-older-more-affordable-units>



Research shows that building more housing at all levels improves overall affordability, reduces homelessness, and slows rent growth.²

Through fiscal year 2025, total funding committed to affordable housing projects through the Providence Housing Trust Fund reached over \$55 million. The City also invested an additional \$10 million using HUD grants. These investments are helping to create or preserve more than 1,600 deed-restricted affordable homes, with a focus on serving households with extremely low incomes. For a full list of projects completed, started, or awarded during the year, see the Appendix.

In today's high-cost, high-interest development environment, most affordable housing projects cannot move from permit to construction without local government support. City financing often fills critical funding gaps or provides matching dollars needed to unlock larger, multi-layered projects. For deep affordable housing, homes priced for households earning at or below 30% AMI, subsidies are essential to building housing and keeping it affordable over the long term.

In FY2025, affordable housing developments supported by the City and the Providence Redevelopment Agency leveraged more than **\$700 million in public and private financing.**

Funding came from a mix of sources, including:



**Low-Income
Housing Tax Credits**



**State housing bonds, tax
credits, and capital grants**



**Conventional
loans**



**Private equity and
philanthropy**

When awarding competitive City funds, priority goes to developments that serve very low-income households and special populations, like those experiencing homelessness. These homes are rarely built by the private market without subsidy.

The City also gives preference to projects that:



**Incorporate
universal design
for accessibility**



**Advance climate goals, such
being fully electric or
meeting higher energy
standards and “green” codes
(e.g. Stretch Energy Code)**

A financial commitment from a host community can make or break a project's chances of winning competitive funding, such as Low-Income Housing Tax Credits or State tax credits. Local support signals community backing and helps projects meet matching or leverage goals—often a deciding factor in whether a project gets built.

Key Local Funding Sources to Support Housing and Shelter

Funding Source	Description/Use
Providence Housing Trust Fund	Local fund administered by Providence Redevelopment Agency used to support affordable housing development; capitalized with 2021 Special Obligation Bond and American Rescue Plan Act funds.
American Rescue Plan Act (ARPA)	One-time post-pandemic federal stimulus (Treasury, State, and Local Fiscal Recovery Funds) used for shelter, rental assistance, capital projects, and service pilots.
Community Development Block Grant (CDBG)	Federal HUD program used for local housing rehabilitation, infrastructure, and public services.
HOME Investment Partnerships Program (HOME)	Federal HUD program supporting local affordable housing construction and rehabilitation.
Emergency Solutions Grant (ESG)	Federal HUD funding for local homelessness prevention and rapid rehousing.
Opioid Settlement Funds	Funding Providence and other local communities received from lawsuits against pharmaceutical companies. These funds advance the City's <u>Overdose Prevention Strategy</u> —supporting harm reduction, recovery housing and programming, and behavioral health services.
General Funds	The City's own dollars and resources—like direct project funding, waived fees, donated land, or tax relief agreements.



Policy Implementation to Support Production

In FY2025, Providence advanced a series of policy and administrative strategies to speed up housing development and make it easier to build the homes our community needs.

Comprehensive Plan Adoption

The City adopted a new Comprehensive Plan that identifies ways to increase housing density, promote mixed-use development, and expand the variety of housing types available in Providence. Housing affordability and inclusion were top land use priorities identified through community input and engagement.

An initial round of zoning changes adopted in 2025 include:



- ▶ **Upzoning** to allow more housing types in residential and commercial areas.



- ▶ **Expanded R-4 zones** in areas with strong transit and neighborhood amenities.



- ▶ **Accessory dwelling units (ADUs)** permitted by right in all residential zones.



- ▶ **Expanded multi-family, rowhouse, and cluster development**, making nearly all land in the City available for building housing.

Pending proposals to be adopted include:

- ▶ Reduced parking minimums.
- ▶ Density bonuses for affordable housing.
- ▶ Height bonuses and generational dimensional standards to encourage dense mixed-use development (D-1, C-2).
- ▶ By-right shelter and transitional housing permitting.



Streamlined Permitting and Administrative Reforms

The City cut red tape and lowered costs for housing development by:

Process improvements, including:

Parent Permit Program: Developers can submit a building plan once and reuse it for future projects.

Unified Development Review: Consolidated approvals under the City Plan Commission.

Concurrent Permit Reviews: A project's multiple permit applications are reviewed at the same time, rather than one after another.

 **Providing and prioritizing** pre-development technical assistance to help projects get started.

 **Discontinuing the Capital Center Commission**, removing a redundant approval process for downtown projects.

 **Expanding administrative approvals** for compliant housing projects, eliminating unnecessary board and commission reviews, saving time and money.

Tax Policy and Incentives

In 2024, Providence adopted a **new tiered property tax classification system**, replacing the old system with one that is more equitable and creates stronger incentives for residential development. Built through an extended public process and lots of financial planning research, the new system lowers overall tax rates while better reflecting the value and use of property. Now, there are clearer incentives for residential development. Key features include:

- ✔ **Separate tax rates** for residential, commercial, and mixed-use properties, aligned with the costs and benefits of each use.
- ✔ **Revised multifamily tax treatment**, with a focus on smaller rental properties, many of which are owner-occupied and provide naturally occurring affordable housing.

In addition, the City continues to offer **Tax Stabilization Agreements (TSAs)** for qualifying developments. TSAs provide temporary tax relief during the initial financing and lease-up phases, encouraging redevelopment, reducing risk, and creating a predictable path to full commercial taxation.

Finally, nearly 200 eligible multi-family rental properties with qualifying affordable apartments receive special local tax treatment equaling eight percent of the property’s previous years’ gross scheduled rental income (the 8% tax or “8 Law” established under RIGL § 44-5-13.11), ensuring low-income housing can operate with below-market rents sustainably throughout their affordability periods.

2025 Progress on Housing Production

Category	Outcome
Total Housing Units Permitted	857
Total Housing Units Completed	453
Providence Housing Trust Fund	\$55M committed since 2022 → 1,600+ affordable units (plus \$700M+ leveraged funding)

The Foundry TSA: A Redevelopment Success Story

Now on the National Register of Historic Places, 13 mill buildings—one million square feet—were rehabilitated and transformed into a vibrant mix of commercial and residential spaces. The project began in 2002 under a TSA with a property value of \$1.6 million and an annual tax bill of \$58,201. Today at full taxation, the Foundry is valued at \$52 million and contributes more than \$1.48 million in property taxes each year—a huge increase in both tax revenue and economic activity for our city. This success story shows how TSAs can turn underused properties into major community assets.



PRESERVATION

Protecting and Maintaining Affordable Housing

Preserving existing housing is just as important as building new homes especially in Providence, where much of the housing stock is older and many properties are at risk of deteriorating or losing their affordability protections.

In FY2025, the City advanced a multi-layered preservation strategy focused on:

Rehabilitating aging homes.

Maintaining affordability.

Improving housing quality through code enforcement, capital investments, and homeowner assistance programs.

Preserving Affordable Units

Rhode Island law ([Low- and Moderate-Income Housing Act](#)) requires municipalities to keep at least 10% of their year-round housing stock affordable. This means housing is subsidized by a federal, state, or local source and with a minimum 30-year affordability restriction. Providence consistently exceeds this benchmark. In 2024, more than 16% (12,442 units) qualified as affordable.

In FY2025, Providence **preserved affordable housing units** by:

Renewing affordability restrictions that were set to expire on properties.

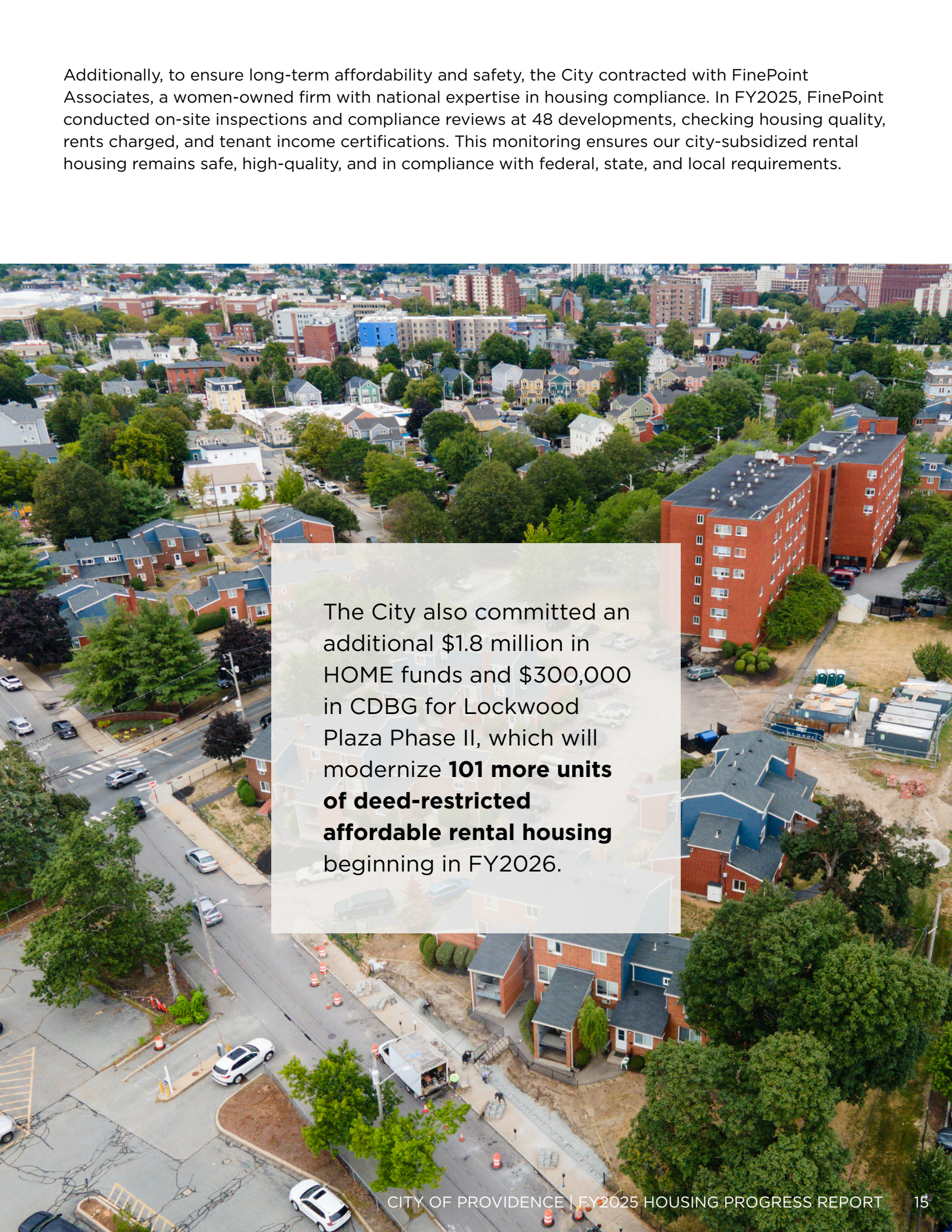
Investing in capital repairs and modernization for nonprofit-owned or income-restricted units, including:

- ▶ **50 units of transitional housing for veterans**—\$1,000,000 in Providence Housing Trust Funds and \$500,000 in CDBG to renovate YWCA Gateways to Independence.
- ▶ **108 units of deed-restricted affordable rental housing**—\$1,250,000 in Providence Housing Trust Funds and \$250,000 CDBG to Lockwood Plaza Phase I, including unit modernization and 30-year extension of affordability.

Improving public housing, with \$150,000 in CDBG for quality upgrades, climate resiliency, and safety improvements at Providence Housing Authority complexes (Hartford Park, Manton Heights, and Roger Williams).

Rehabilitation of naturally occurring affordable housing (unsubsidized but affordable housing) through homeowner repair programs that prevent displacement or deterioration.

Additionally, to ensure long-term affordability and safety, the City contracted with FinePoint Associates, a women-owned firm with national expertise in housing compliance. In FY2025, FinePoint conducted on-site inspections and compliance reviews at 48 developments, checking housing quality, rents charged, and tenant income certifications. This monitoring ensures our city-subsidized rental housing remains safe, high-quality, and in compliance with federal, state, and local requirements.



The City also committed an additional \$1.8 million in HOME funds and \$300,000 in CDBG for Lockwood Plaza Phase II, which will modernize **101 more units of deed-restricted affordable rental housing** beginning in FY2026.

Housing Quality and Emergency Repairs

Providence made significant investments to make sure homes are safe and livable especially for low- and moderate-income homeowners and tenants living in older buildings that make up our naturally occurring affordable housing stock.

The Department of Inspection and Standards played an important role in this work, completing **14,985 inspections** across the City over the year to keep properties safe. These included:



3,974 inspections for code enforcement.

1,162 of those inspections were for dangerous lead-based paint violations.

In FY2025, the City also pursued **550 court cases** against property owners who failed to comply, while successfully closing or resolving **684 active code cases**. These efforts generated **\$688,000 in fines**, which were reinvested in future housing compliance work.



When health and safety problems were found, inspectors issued:



1,871 warning and violation notices

Importantly, code enforcement was closely coordinated with the City's housing programs. This means inspectors could connect property owners directly to funding sources for repairs, helping them bring homes into compliance without excessive financial strain.



An interdepartmental team also participated in an intensive technical assistance engagement with the Center for Community Progress in FY25 which resulted in recommendations for improvements to advance equitable code enforcement with best-practice strategies to encourage prevention and compliance. These recommendations will inform FY26 initiatives and reforms.

Department of Inspections and Standards Revolving Fund

The City launched a program to help property owners address code violations and emergency repairs in small rental properties and owner-occupied units. Administered through Providence Revolving Fund using money from ARPA and Housing Court fines, the program offers low-interest or forgivable loans up to \$50,000. This helps landlords and homeowners fix unsafe conditions without passing repair costs onto tenants.



61 homes enrolled.

\$2,295,000 in direct lending committed.

161 code violations corrected or under repair.

Community Development Block Grant (CDBG) Home Repair Program

Through its annual federal CDBG allocation, the City provides also provides 0% interest, deferred payment loans to income-eligible homeowners for urgent repairs. This work prevents tenant displacement and keeps properties from falling into disrepair.

Common repairs included roof replacements, accessibility modifications, sewer line replacements, plumbing and electrical repairs, and heating system improvements.



21 homes enrolled.

\$350,000 in direct lending committed.





Lead Safe Providence Program

In FY2025, Providence secured a \$6.5 million HUD Lead Hazard Reduction Demonstration Grant to expand our Lead Safe Providence Program. The program provides forgivable loans to property owners to eliminate lead-based paint hazards and make homes safer for families.

How It Works

Owner-occupied homes → loan forgiven after three years.

Investor-owned properties → loan forgiven after five years.

Requirements: Rental units must remain rent-stabilized (rented at or below Fair Market rent) and prioritized for families for at least three years.



89 units inspected and assisted in FY2025.



1,738 units made lead-safe to date.

Families benefit from a thorough lead inspection, mitigation work by licensed contractors, and education on lead poisoning prevention.

The City also partnered with community-based organizations and nonprofits to expand the reach of its housing preservation work. These partnerships ensured that residents benefitted from both housing improvements and health, safety, and energy upgrades:

Green & Healthy Homes Initiative (GHHI): Through the **Healthy Providence Healthy Homes Program**, GHHI delivered integrated health and safety upgrades to reduce asthma triggers for children.

Community Action Partnership of Providence: Provided weatherization and energy efficiency improvements for properties renovated through City programs.

By combining funding sources and streamlining referrals, these partnerships stretched every preservation dollar further. Together, they helped protect housing affordability, improve resident health, and prevent displacement.

2025 Progress on Housing Preservation

Metric	Outcome
Affordable Units Preserved	158
Total Rehabilitation Investment	\$5.7 million+
Rehabilitation Loans Issued	171
Code Inspections Completed	3,974
Code Repair Orders Issued	1,871 (warning and violation notices)





PROTECTION



Keeping People Housed through Stability Services

Housing protection is about more than buildings. It means helping people remain stably housed through direct assistance, supportive services, and crisis response. In 2024, Rhode Island hit an all time high of 2,422 people experiencing homelessness in the Point-in-Time count.

In FY2025, Providence expanded efforts to protect vulnerable residents from the cascading consequences of housing instability by providing:

- ✓ **Legal defense for at-risk tenants.**
- ✓ **Rental and rehousing assistance.**
- ✓ **Shelter and warming center expansions.**
- ✓ **Street outreach.**
- ✓ **Homelessness response.**

Eviction Defense and Legal Services

Providence continued funding a **collaborative eviction defense program** with Rhode Island Legal Services, Center for Justice, Direct Action for Rights and Equality and HousingWorks RI. This program increased access to free legal representation for low- and moderate-income tenants by providing:

Legal representation, mediation, and “know your rights” education to tenants facing eviction.

Court navigation and support services to prevent displacement.

Proactive outreach in neighborhoods and at Housing Court to connect tenants with support.

In FY2025, **652 households (1,546 residents)** received support. Outcomes included:

Preventing eviction or extending time to find new housing.

Reducing back owed rent.

Lowering eviction cases ending in default judgments.

Retaining eligibility for subsidized housing.

Providing navigation to help find alternative housing.

Shelter and Transitional Housing Expansion

To meet urgent shelter needs while more permanent housing is developed, Providence invested over \$6 million in American Rescue Plan Act capital and operational funds through the Consolidated Homeless Fund (CHF). A nationally recognized partnership of the cities of Providence, Pawtucket, Woonsocket and State of Rhode Island, CHF streamlines applications and coordinates funding of service providers and priority projects.

Key Initiatives:

182 new shelter beds and transitional units were created since 2023 through funding and/or permitting assistance, including:



ECHO Village: \$475,763 to support 45 low-barrier private pallet shelters with on-site services for individuals typically underserved by traditional shelters.



Pete and Andy's Place: \$172,342 for a new 6-bed pilot transitional program for women exiting incarceration into homelessness—includes recovery support, training, and education.



Amos House Family Shelter at Charlesgate: \$475,394 to expand from 41 to 57 beds, serving 362 individuals across 121 families.

\$115,725 invested for warming centers during extreme winter weather in FY2025.

\$423,613 invested in Crossroads Rhode Island's Rapid Rehousing Program, helping 54 households secure housing paired with support services like housing navigation and landlord engagement—addressing barriers such as poor credit, eviction history, or criminal background—paired with rental assistance.

Homelessness Response, Behavioral Health, and Harm Reduction

With the creation of the **Department of Housing and Human Services**, Providence combined housing, health, and behavioral health services to better respond to housing instability and often connected health challenges.

Expanded services through partnerships in FY2025:



Mobile diversion and street outreach programs operated by Crossroads Rhode Island and East Bay Community Action Program engaged with individuals through an estimated 280 encampment outreach contacts facilitating critical connections to shelter, behavioral health services, and long-term housing solutions. In FY25, these programs facilitated more than 1,000 unique behavioral health encounters, oversaw the distribution of more than 3,200+ doses of naloxone, and provided nearly 3,500 basic needs resources.



Mobile Health 1, Providence Fire Department's mobile unit delivering wound care, medical support, and transportation to warming centers during extreme weather, responded to over 1,400 calls for service.



Amos House's A Hand Up Program was expanded through \$315,232 in CDBG and City General Funds, providing low-barrier financial assistance and workforce development for individuals transitioning from homelessness into housing.



Through the Rhode Island Coalition to End Homelessness, the **SOAR Program** was sustained with **\$75,000 in City General Funds** to help unhoused individuals with complex medical, mental health, or substance use conditions apply for federal disability benefits. Despite national cuts to matching funding, the program continued operating and made 200+ referrals, accepted 100+ clients to assist, and filed 50+ applications for federal disability benefits (SSI/SSDI).

Behavioral Health and Harm Reduction Investments

\$1.2 million+ in Opioid Settlement Funds for recovery housing, harm reduction, and behavioral health services.

\$156,824 to Amos House for recovery housing, including programming, staff training, and intensive care coordination.

Providence supported the launch of **New England's first Overdose Prevention Center**, offering supervised consumption, clinical care, and direct connections to housing and recovery support.

Together, these efforts show Providence's holistic approach to housing protection, combining eviction defense, legal services, shelter, street outreach, and behavioral health investments. This response ensures residents can access the services, safety, and stability needed for lasting housing security.

2025 Progress on Housing Protection

Metric	Outcome
Households Receiving Rapid Rehousing	54
New Shelter and Transitional Housing Beds	182
SOAR Applications	50
Opioid Settlement Funds Allocated	\$1.2 million+
Encampment Outreach Contacts	280
Tenants Assisted Through Eviction Defense	1,546
Emergency Housing-Related Investment	\$6 million+



PROGRESS

Sustaining Momentum, Advancing Progress

The City of Providence enters FY2026 with a clear mandate: turn plans into action. With the 2024 update of the Comprehensive Plan and the 2025–2029 Consolidated Plan now in place, the City is well-positioned to continue accelerating housing production through new zoning, major investments, financial incentives, and streamlined processes.

Key zoning and process reforms are already creating greater predictability for development approvals. Building on that foundation, the City will focus on:

- ✓ **Redeveloping underutilized land.**
- ✓ **Accelerating the pipeline of development projects.**
- ✓ **Leveraging new state legislative changes that streamline approvals and supports affordability and production.**

Our goal is clear: create more housing for residents at every income level, encourage inclusive housing growth, and open up new development opportunities for our families and economy. In FY 2026, these goals will be furthered by:

Production: Building New Housing

- ✓ The City will pursue **strategic redevelopment projects on public parcels**, and when appropriate, voluntarily acquire and hold parcels in the Providence Neighborhood Land Bank to facilitate future redevelopment as housing. In FY2026, the City will issue **Requests for Proposals (RFPs)** for such key redevelopment sites as:



246 Prairie Avenue: A four-acre site for affordable housing and community-serving development.



158 Messer Street: The former Messer Street School site (seven parcels in the R-3 zone, totaling 48,482 square feet in the West End neighborhood—within the Historic Overlay District) with a preference for adaptive reuse and housing.



- ✓ Help to **guide redevelopment** of underutilized hospital-adjacent sites through the Hospital District Vision Plan into vibrant, mixed-use neighborhoods that integrate housing, health services, and economic development.
- ✓ **Reinvest in the Providence Housing Trust Fund** to continue providing gap financing for priority housing projects and increase the number of units available.
- ✓ Propose **lower taxation and predictable tax incentives** to support residential developments that meet affordability and community benefit goals.
- ✓ Advance a **Commercial-to-Residential Conversion** program to adapt vacant and underutilized commercial buildings into housing.
- ✓ **Advocate for new State Housing Bond funds and discretionary funding** dedicated to municipalities leading on pro-housing reforms (Housing Champions).
- ✓ **Co-locate permitting offices** (Department of Public Works and Department of Inspection and Standards) at a new facility on Chapman Street to improve customer service and convenience.

Preservation: Maintaining Quality and Affordability of Existing Housing

- ✓ **Establish long-term funding strategies** for the Housing Trust Fund and Department of Inspection and Standards Revolving Loan Fund, ensuring stable resources for affordable housing production and preservation.
- ✓ **Support the Providence Housing Authority** in improving the quality of housing for those living in PHA properties.

Protection: Keeping Homes and Residents Safe and Secure

- ✓ **Advance expanded tenant protections**, ensuring tenants can only be evicted for statutory reasons, have access to counsel, and increasing protections and predictability for tenants with month-to-month or unwritten leases.
- ✓ **Proactive and equitable code enforcement** to ensure safe and habitable housing.
- ✓ **Protect homelessness supports** in the face of federal funding cuts, including providing new local funding to address acute seasonal needs, shortfalls, or other service gaps.



Conclusion

This housing shortage was not created overnight and will not be solved in one year. In order to decrease costs and increase housing stock, partners across Providence must remain committed to the cause with urgency, equity and transparency. We see other communities who build more housing using innovative policy tools reduce the financial burden on their constituents by increasing the housing available across neighborhoods. Those strategies and the priorities outlined in this report address today's immediate needs while laying the foundation for long-term progress. That progress is critical to our community's collective success because a stronger housing system means a stronger Providence.

The path forward should be clear for all stakeholders, continue to produce, preserve and protect. By advancing sound policies, sustaining investment and fostering strong partnerships, Providence is transforming short-term progress into long-term change.

APPENDIX

Contact Information

This section outlines contact information and resources for housing programs mentioned in this report.

Program	Program	Program
<u>Providence Housing Trust Fund</u>	Brandon Lehman, PRA Program Manager	blehman@providenceri.gov
<u>CDBG Home Repair Program</u>	Alyssa McDermott, Director of Housing & Community Development	Amcdermott@providenceri.gov 401-680-8400
<u>DIS Revolving Fund</u>	Department of Inspections and Standards	401-680-5201
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Providence Housing Trust Fund: ARPA Commitments

The below outlines American Rescue Plan Act (ARPA) commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

American Rescue Plan Act (ARPA) Total Funding								
\$29,226,239	American Rescue Plan Act; commitment deadline 12/2024; expenditure deadline 12/2026. Permanent debt or subsidy for affordable rental & homeownership housing meeting federal guidelines.							
Closed Projects	ARPA Housing Trust Funding	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Marathon Development - Copley Chambers II & III (220 Broad)	\$3,818,000	\$45,605,311	New construction / 124 rental units / all restricted to 60% AMI or below	124	0	124	124	Project completed and occupied
Pennrose (as Parcel 9 Phase I-4 LLC) - Tempo	\$1,496,414	\$16,233,425	New construction / 37 rental units / 16 units restricted to 60% AMI or below	37	0	37	16	Project completed and occupied
Pennrose (as Parcel 9 Phase I-9 LLC) - Tempo	\$1,403,586	\$15,047,041	New construction / 29 rental units / all restricted to 60% AMI or below	29	0	29	29	Project completed and occupied
Sojourner House - River Avenue	\$450,000	\$1,719,191	Rental rehabilitation / 4 rental units / 4 @ 65% or below	4	0	4	4	Grant closed; project under construction
Omni/Wingate - Joseph & Jordan Caffey	\$1,400,000	\$28,369,305	New construction / 79 units / 16 @ 30% AMI or below, 5 @ 50% AMI or below, 55 @ 60% AMI or below; 3 unrestricted but targeted at <80% AMI	79	0	79	76	Project completed and occupied
Crossroads Rhode Island - Summer Street	\$2,500,000	\$83,948,559	New construction / 176 rental units / 0-60% AMI / permanent supportive housing	176	0	176	176	Loan closed; project under construction

*affordable as defined by R.I.G.L. 42-128-8.1(d)(1)

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Providence Housing Trust Fund: ARPA Commitments (Continued)

The below outlines American Rescue Plan Act (ARPA) commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Closed Projects	ARPA Housing Trust Funding	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
ONE Neighborhood Builders - The Avenue	\$802,172	\$31,237,553	New construction & rental preservation/ 39 rental units constructed, 46 preserved / 18 @ 30% or below, 50 @ 31-59%, 17 @ 60-80%	39	46	85	85	Loan closed; project under construction
OMNI Development Corporation - 28 - 30 Portland Homeownership	\$668,525	\$1,518,525	New construction / 4 homeownership units / 80% AMI	4	0	4	4	Grant closed; project under construction
YWCA Rhode Island - Gateway to Independence	\$1,000,000	\$5,183,102	Rental preservation/ 50 units / <30% AMI transitional housing	0	50	50	50	Project completed and occupied
SWAP, Inc. - Potters Tigray	\$700,000	\$17,325,382	New construction & rental preservation/ 20 rental units constructed; 37 preserved / 12 @ 30% or below, 45 @ 31-60% AMI	20	37	57	57	Loan closed; project under construction
Marathon Development - The Flynn (220 Blackstone)	\$5,500,000	\$77,133,063	New construction / 178 rental units / 31 @ 30% or below, 115 @ 60-79%, 32 @ 80-99%	178	0	178	178	Loan closed; project under construction
WinnDevelopment - Lockwood Plaza Phase I	\$1,250,000	\$22,820,099	Rental preservation/ 108 units / 108 @ 60-80% AMI	0	108	108	108	Loan closed; project under construction

**affordable as defined by R.I.G.L. 42-128-8.1(d)(1)*

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Providence Housing Trust Fund: ARPA Commitments (Continued)

The below outlines American Rescue Plan Act (ARPA) commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Closed Projects	ARPA Housing Trust Funding	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Pennrose (Parcel 9, Phase II) - Tandem	\$400,000	\$34,131,560	New construction/ 61 rental units /13 @ 30% or below; 2 @ 31-59%; 21 @ 60-80% AMI	61	0	61	36	Loan closed; project under construction
SWAP, Inc. - 321 Knight	\$900,000	\$22,785,200	New construction/ 41 rental units / 7 @ 30% or below, 30 @ 31-59%, 4 @ 60-80% AMI	41	0	41	41	Loan closed; project under construction
Crossroads Rhode Island - Health & Housing	\$1,000,000	\$18,769,316	New construction / 35 rental units / 35 @ 30% or below / permanent-supportive housing	35	0	35	35	Loan closed; project under construction
Projects Approved (Pending Closing)	ARPA Housing Trust Funding	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
OMNI Development Corporation - 300 Valley	\$750,000	\$18,757,326	New construction/ 52 rental units/ 11 @ 30% or below, 19 @ 31-59%, 11 @ 60-80%, 11 @ 100-120% AMI	52	0	52	41	Approved - closing 2025 (Loan)
Lincoln Avenue Capital - 322 Washington	\$2,000,000	\$28,246,564	New construction / 76 rental units / 68 @ 60% AMI; 8 @ 30% AMI	76	0	76	76	Approved - closing 2025 (Loan)
ONE Neighborhood Builders - 45 Sheridan Street	\$1,000,000	\$7,682,388	New construction / 20 homeownership / 5 @ 60-80%; 15 @ 100-120% AMI	20	0	20	20	Approved - closing 2025 (Grant)
SWAP, Inc.- Oxford Homeownership	\$299,239	\$458,635	New construction / 1 homeownership unit with rental/ @ 60-80%; 1 unrestricted	2	0	2	1	Approved - closing 2025 (Grant)

*affordable as defined by R.I.G.L. 42-128-8.1(d)(1)

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Providence Housing Trust Fund: ARPA Commitments (Continued)

The below outlines American Rescue Plan Act (ARPA) commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Projects Approved (Pending Closing)	ARPA Housing Trust Funding	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable*	Status
SWAP, Inc. - Public Homeownership	\$114,000	\$712,260	New construction / 1 homeownership unit with rental/ @ 60-80%; 1 unrestricted	2	0	2	1	Approved - closing 2025 (Grant)
Amos House - Pine Street	\$495,000	\$1,145,000	Rental rehabilitation / 3 rental units / 3 @ 31-60% AMI	3	0	3	3	Approved - closing 2025 (Grant)
West Elmwood Housing - New Horizons	\$718,000	\$19,185,217	22 - new construction rental; 51 - rental preservation / 15 @ 30% or below; 58 @ 31-60% AMI	22	51	73	73	Approved - closing 2026 (Loan)
Total committed	\$28,664,936	\$498,014,022		1,004	292	1,296	1,234	

**affordable as defined by R.I.G.L. 42-128-8.1(d)(1)*

Providence Housing Trust Fund: Bond Commitments

The below outlines Bond commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Source	Funding Amount	
2021 PRA Housing Bond	\$24,746,668	Special Obligation Bond for construction lending on multifamily housing projects.
Principal & Interest Repayments	\$2,154,246.86	Repaid principal, interest, fees.
Total funding	\$26,900,914.86	

Closed Projects	Committed	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
ONE Neighborhood Builders - King Street Commons	\$146,000	\$17,231,057	New construction / 30 rental units / @ 60% AMI or below	30	0	30	30	Loan closed; project complete. Occupied, loan in repayment.
Alexander Group - Paragon Mills	\$5,380,000	\$35,700,000	Historic mill conversion / 101 rental units / 44 @ 60% AMI or below, 57 @ 60-120% AMI.	101	0	101	101	Loan closed; project complete. Occupied, loan in repayment.
ONE Neighborhood Builders - Bowdoin Rowhomes	\$450,000	\$2,202,371	New construction / 8 rental units / 8 @ 50-80% AMI	8	0	8	8	Loan closed; project complete. Occupied, loan in repayment.
Omni/Wingate - Joseph & Jordan Caffey	\$2,175,000	\$28,369,305	New construction / 79 units / 16 @ 30% AMI or below, 5 @ 50% AMI or below, 55 @ 60% AMI or below; 3 unrestricted but targeted at or below 80% AMI	79	0	79	76	Loan closed; project complete. Occupied, loan in repayment.

**as defined by PHTF regulations*

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Providence Housing Trust Fund: Bond Commitments (Continued)

The below outlines Bond commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Closed Projects	Committed	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Marathon Development - Copley Chambers I (206 Broad)	\$718,146.86	\$6,400,000	Historic building conversion / 26 rental units for youth aging out of care / 8 units @ 30% AMI or below, 18 units @ 80% AMI or below.	26	0	26	26	Loan closed; project complete. Occupied, loan fully repaid.
Marathon Development - Copley Chambers II & III (220 Broad)	\$2,500,000	\$45,605,311	New construction / 124 rental units / @ 60% AMI or below	124	0	124	124	Loan closed; project complete. Occupied, loan in repayment.
SWAP, Inc. - Hannah Homes	\$1,011,000	\$3,259,878.40	New construction / 80-120% AMI homeownership with 3 rentals @ or below 80% AMI	6	0	6	6	Loan closed; project substantially complete & funds repaid via resales.
SWAP, Inc. - Portland Homes	\$1,516,000	\$2,104,385	New construction / 80-120% AMI homeownership with 5 rentals @ or below 80% AMI	10	0	10	10	Loan closed; project substantially complete & repaying via resales.
Marathon Development - The Flynn (220 Blackstone)	\$2,500,000	\$77,133,063	New construction / 178 rental units / 36 units @ or below 30% AMI, 102 units @ or below 60% of AMI, 40 units @ or below 80% of AMI	178	0	178	178	Loan closed; project under construction.

**as defined by PHTF regulations*

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Providence Housing Trust Fund: Bond Commitments (Continued)

The below outlines Bond commitments, as of July 2025, via the Providence Housing Trust Fund to support housing progress in the City of Providence.

Projects Approved (Pending Closing)	Committed	Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable*	Status
High Rock Development - 111 Westminster	\$10,000,000	\$223,121,399	Historic building conversion / 285 rental units / 57 @ 80-120% AMI, 228 market	285	0	285	57	Conditional Board approval 9/2022; full application in process.
Total	\$26,396,146.86	\$441,126,769.40		847	0	847	616	

**as defined by PHTF regulations*

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HOME and CDBG FY2025 Investments

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Closed Projects	HOME	CDBG	CDBG-CV	Total Development	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
SWAP - 232 Alabama Avenue (FHDC)	\$178,134	\$-	\$-	\$350,509	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
SWAP, Inc. - 78 Burnside Home-ownership (FHDC)	\$143,980	\$-	\$-	\$328,346	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
SWAP, Inc. - 94 Potters Home-ownership (FHDC)	\$153,397.82	\$-	\$-	\$352,398	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
SWAP - 18 Van Buren Street (FHDC)	\$191,607	\$-	\$-	\$370,140	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
SWAP - 26 Croyland Road (FHDC)	\$286,762	\$-	\$-	\$354,273	New construction / 1 homeownership unit with rental/homebuyer @ or below 80% AMI, unrestricted rental	2	0	2	1	Grant closed; project under construction

*As defined by HUD regulations

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HOME and CDBG FY2025 Investments (Continued)

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Closed Projects	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Amos House - 418 Friendship	\$200,878.46	\$-	\$-	\$854,000	Rental rehabilitation / 3 rental units / all restricted to 60% AMI or below	3	0	3	3	Project completed & occupied
Habitat for Humanity - 273 Bucklin Street	\$75,000	\$-	\$-	\$315,000	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
YWCA Rhode Island - Gateway to Independence	\$-	\$-	\$500,000	\$5,183,102	Rental preservation/ 50 units / @ or below 30% AMI	0	50	50	50	Project complete; occupied
Omni/Win gate - Joseph & Jordan Caffey	\$880,000	\$-	\$-	\$28,369,305	New construction / 79 rental units / 16 @ 30% AMI or below, 5 @ 50% AMI or below, 55 @ 60% AMI or below; 3 unrestricted but targeted @ or below 80% AMI	39	0	39	36	Project completed and occupied

*As defined by HUD regulations

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HOME and CDBG FY2025 Investments (Continued)

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Closed Projects	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Pennrose (as Parcel 9 Phase I-4 LLC) - Tempo	\$400,000	\$-	\$-	\$16,233,425	New construction / 37 rental units / 16 units restricted to 60% AMI or below	37	0	37	16	Loan closed; project complete and occupied
Providence Revolving Fund - 226 Sackett Street	\$-	\$280,061	\$-	\$506,023	Substantial rehabilitation/ 1 homeownership unit / @ or below 80% AMI	1	0	1	1	Project complete; sold to a low/moderate income homebuyer
Crossroads Rhode Island - Summer Street	\$1,000,000	\$-	\$-	\$83,948,559	New construction / 176 rental units / 0-60% AMI / permanent supportive housing	176	0	176	176	Loan closed; project under construction
WinnDevelopment - Lockwood Plaza Phase I	\$-	\$250,000	\$-	\$22,820,099	Rental preservation/ 108 units / 108 @ 60-80% AMI	0	108	108	108	Loan closed; project under construction
Sojourner House - Inkerman	\$	\$746,175	\$-	\$890,431	Substantial rehabilitation/3 rental units/ @ or below 80% AMI	3	0	3	3	Grant closed; project under construction

*As defined by HUD regulations

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HOME and CDBG FY2025 Investments (Continued)

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Closed Projects	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Sojourner House - River Avenue	\$-	\$250,000	\$-	\$1,719,191	Rental rehabilitation / 4 rental units / 4 @ 65% or below	4	0	4	4	Grant closed; project under construction
Pennrose (as Parcel 9, Phase II) - Tandem	\$400,000	\$-	\$-	\$34,131,560	New construction/ 61 rental units /13 @ 30% or below; 2 @ 31-59%; 21 @60-80% AMI	61	0	61	36	Loan closed; project under construction.
Projects Approved (Pending Closed)	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Habitat for Humanity - 26 Hannah Street	\$75,000	\$-	\$-	\$275,000	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Approved - closing 2025 (Grant)
ONE Neighborhood Builders - 46 Laura Street	\$114,515	\$-	\$-	\$249,515	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Approved - closing 2025 (Grant)

**As defined by HUD regulations*

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HOME and CDBG FY2025 Investments (Continued)

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Projects Approved (Pending Closed)	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Amos House - 477 Pine Street	\$650,000	\$-	\$-	\$1,145,000	Rental rehabilitation / 3 rental units / 3 @ 31-60% AMI / permanent supportive housing	3	0	3	3	Approved - closing 2025 (Grant)
WinnDevelopment - Lockwood Plaza Phase II	\$1,815,000	\$300,000	\$-	\$22,602,382	Rental preservation/ 101 units / 60-80% AMI	0	101	101	101	Approved - closing 2025 (Loan)
SWAP - 77 Beacon Avenue (FHDC)	\$215,000	\$-	\$-	\$459,700	New construction / 1 homeownership unit/ @ or below 80% AMI	1	0	1	1	Approved - closing 2025 (Grant)
SWAP - 140 Oxford (FHDC)	\$68,500	\$-	\$-	\$653,739	New construction/ 1 homeownership unit; 1 unrestricted rental / @ or below 80% AMI	2	0	2	1	Approved - closing 2025 (Grant)
SWAP - 225 Public Street (FHDC)	\$327,500	\$-	\$-	\$745,950	New construction/ 1 homeownership unit; 1 unrestricted rental / @ or below 80% AMI	2	0	2	1	Approved - closing 2025 (Grant)

*As defined by HUD regulations

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HOME and CDBG FY2025 Investments (Continued)

The below outlines HOME Investment Partnerships Program (HOME) and Community Development Block Grant (CDBG) FY2025 investments to support housing progress in the City of Providence.

Projects Approved (Pending Closed)	HOME	CDBG	CDBG-CV	Total Development Cost	Project Summary	Units Added	Units Preserved	Total Units	Affordable* Units	Status
Women's Development Corp - West End III	\$497,661	\$-	\$-	\$15,585,403	Rental preservation / 47 units / 60-80% AMI	0	47	47	47	Approved - closing 2026 (Loan)
Lincoln Avenue Capital - 322 Washington	\$421,434	\$-	\$-	\$28,246,564	New construction / 76 rental units / 8 @ 30% AMI or below, 68 @ 60% AMI	76	0	76	76	Approved - closing 2026 (Loan)
Total	\$8,094,369.28	\$1,826,236	\$500,000	\$266,689,614		417	306	723	671	

**As defined by HUD regulations*