



Tennessee Housing Development Agency



INVESTING IN TENNESSEANS

★ 2025 ANNUAL REPORT | [THDA.ORG](https://www.thda.org)

WELCOME FROM OUR EXECUTIVE DIRECTOR

★ RALPH M. PERREY



There is hardly a community in Tennessee where the cost and availability of housing is not of concern to our citizens. Since our founding in 1974, the Tennessee Housing Development Agency has focused on meaningfully expanding affordable housing opportunities for Tennesseans.

I am pleased to share with you this Annual Report, which offers a useful overview of THDA's business and programs and the positive impact

we had in 2025 on Tennessee's communities, on homebuyers of moderate middle income, on developers of affordable rental housing, and on the thousands of Tennesseans benefiting from the dozen federal programs THDA administers on the state's behalf.

We do our work well. In 2025 THDA earned its 23rd consecutive clean financial audit from the State Comptroller's Office, no small achievement given the amount of money that passes through our agency and the increasing complexity of our business and programs.

When we do our work right, every day, someone in Tennessee is a bit better housed.

SINCERELY,

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MAKING A DIFFERENCE FOR TENNESSEANS

★ THDA'S PROGRAMS AT WORK



★ **“We are on my single income. If it wasn't for the (Great Choice) program, I wouldn't have been able to afford the home,”**
Crystal Connell, New Homeowner.

Crystal Connell is a single mother of five. She is a new homeowner because of THDA's [Great Choice Loan Program](#).



★ **“Access to safe and affordable housing is essential for building strong, thriving communities,”**

Krystal Gibbons, TCAC Executive Director.

THDA awarded TCAC (Tennessee Community Assistance Corporation) a [HOME Rental Development Grant](#) of \$892,488 to support the construction of six apartment units.



★ **“We are enjoying the new space... I'm also teaching my kids how to take care of and clean up their home,”**

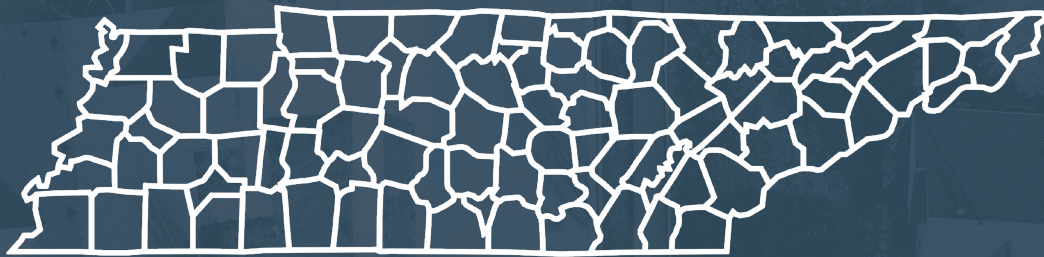
Bridget Chambers, Bear Creek Resident.

Bridget's family lives in Bear Creek Apartments in Scott County. The complex was partially funded through the [Low Income Housing Tax Credit \(LIHTC\) Program](#) administered by THDA.



2025 AT A GLANCE:

Our Impact Across Tennessee



Estimated **economic impact** of THDA-related **activities** in Tennessee in 2025: ★

\$2.2B

BUSINESS REVENUE

\$1B

INCOME GENERATED

12,145

EMPLOYED



1,832

SINGLE FAMILY
LOANS PURCHASED



3,611

MULTIFAMILY UNITS
PLACED IN SERVICE



12

FEDERAL PROGRAMS
ADMINISTERED



\$429.1M

SINGLE FAMILY
LOANS FINANCED



\$61.6M

MULTIFAMILY
EQUITY AWARDED



\$2B

FEDERAL PROGRAM
DOLLARS ALLOCATED



THDA'S IMPACT: STATEWIDE PROGRAM TOTALS

Program, Year Started	2025 Units/HHS.	2025 Dollars	Cumulative Units/HHS.	Cumulative Dollars
Great Choice Home Loans ¹ , 1974	1,802	\$423,399,024	140,441	\$12,059,803,769
→ Great Choice Plus Loans, 2013	1,766	\$17,360,546	26,032	\$214,646,491
→ Homebuyer Education Program, 2003	1,869	\$759,650	43,426	\$9,853,123
New Start Loan Program, 2001	30	\$5,718,052	1,629	\$143,592,274
Foreclosure Rehab, 2022	11	\$461,371	41	\$2,027,346
HOME, 1992	142	\$19,634,888	13,201	\$454,651,607
→ Homeownership	8	\$1,615,700	--	--
→ Rental	11	\$1,359,190	--	--
→ Homeowner Rehab	107	\$12,339,998	--	--
→ Disaster Recovery Grants	16	\$4,320,000	--	--
Tennessee Housing Trust Fund, 2007	335	\$6,414,330	13,327	\$133,021,847
→ Competitive Grants	44	\$3,500,000	4,000	\$70,913,924
→ Emergency Repair Program	150	\$2,239,293	4,667	\$34,741,518
→ Habitat for Humanity of Tennessee	20	\$500,000	298	\$6,624,194
→ Home Modifications and Ramps	121	\$175,037	2,584	\$2,625,523
National Housing Trust Fund, 2016	18	\$3,489,877	607	\$36,353,818
Community Investment Tax Credits, 2005	2,504	\$600,947,222	36,045	\$3,278,532,506
Low Income Housing Tax Credits, 1987	4,197	\$71,605,126	101,414	\$778,240,073
Multifamily Bond Authority ² , 1993	4,429	\$751,095,434	55,295	\$4,605,524,306

Program, Year Started	2025 Units/HHS.	2025 Dollars	Cumulative Units/HHS.	Cumulative Dollars
Section 8 Rental Assistance, 1978	38,993	\$377,358,015	--	--
→ Tenant-Based Rental	5,991	\$60,787,344	--	--
→ Tenant-Based Homeownership	38	\$271,517	--	--
→ Project-Based	32,964	\$316,299,154	--	--
Emergency Solutions Grant Program, 1988	3,291	\$1,904,421	--	--
HOME-ARP Supportive Services, 2024	496	\$991,017	--	--
Weatherization Assistance Program, 1976	294	\$3,821,575	3,738	\$34,500,855
→ Homeownership	273	\$3,542,079	--	--
→ Rental	21	\$279,496	--	--
Low-Income Home Energy Assistance Program	74,438	\$54,310,956	1,193,563	\$756,702,149
→ Homeownership	24,314	\$17,717,274	--	--
→ Rental	50,124	\$36,593,681	--	--

Bolded text denotes State of Tennessee programs. All others are federal programs.

¹Great Choice Home Loans include the HFA Advantage Program loans originated for **231** homebuyers in the amount of **\$57.6M**. Homebuyers who qualify for Great Choice Home Loans can apply for Great Choice Plus Loans to get assistance with down payment and/or closing costs. Homebuyer Education is required by THDA for participation in these and other programs.

²Nearly all Multifamily Tax Exempt Bond transactions also utilize 4% Low Income Housing Tax Credits (LIHTC) for some or all the units. The LIHTC total (for one year) shown here is inclusive of these units. Some bond transactions include additional market-rate units. In 2025, the bond program produced **45** market-rate units in addition to the total LIHTC units. Cumulative amounts shown are inclusive of closed transactions only, while the 2025 annual amounts are inclusive of allocated funds.



HOMEOWNERSHIP AND MAINTENANCE PROGRAMS

GREAT CHOICE HOME LOANS

This is a 30-year, fixed interest rate home loan available through approved banks and lenders. These loans focus on first-time homebuyers, U.S. military veterans, and eligible repeat homebuyers in targeted areas. Loans must be insured or guaranteed by FHA, VA, or USDA.

DOWN PAYMENT ASSISTANCE

This secondary loan helps cover the down payment and closing costs on Great Choice or HFA Advantage home loans. Borrowers can select from two loan options with either amortizing payments or deferred payments.

HFA ADVANTAGE

This is a 30-year, fixed interest rate home loan available through approved banks and lenders. These loans focus on moderate income borrowers regardless of prior homeownership status. These conventional loans have up to 97% of loan to value ratio and are only available for delivery to Freddie Mac by Housing Finance Agencies.

HOMEOWNERSHIP FOR HEROES (PEOPLE OF SERVICE)

THDA celebrates and honors the men and women who serve. Qualifying individuals receive a reduced interest rate on Great Choice Home Loans. Available to the following:

- Active Duty Military, National Guard and Veterans
- State and Local Law Enforcement Officers

→ EMTs/Paramedics

→ Firefighters

HOMEBUYER EDUCATION

THDA certifies counseling agencies for Homebuyer Education classes, which cover the home-buying process and financial responsibilities of homeownership.

HOME PROGRAM

Federal funding provides nonprofit organizations, local governments, and Community Housing Development Organizations (CHDO) grants for various housing activities.

HOME HOMEOWNER REHABILITATION

Rehabs homes for low-income homeowners.

HOME HOMEOWNERSHIP DEVELOPMENT

Develops single family units for homeownership.

HOME RENTAL DEVELOPMENT

Funds the construction of or acquisition/rehab of affordable rental developments of 11 units or less.

LOW INCOME HOME ENERGY ASSISTANCE PROGRAM (LIHEAP)

Approved regional agencies receive federal funds to assist qualified households, earning up to 60% of the state median income, with utility costs.

WEATHERIZATION ASSISTANCE PROGRAM

Approved regional agencies receive federal funds to improve the energy efficiency of

housing for qualified households earning up to 200% of federal poverty standards.

TENNESSEE HOUSING TRUST FUND (THTF)

THDA uses profits from Great Choice Mortgages to reinvest in housing across the state through the Tennessee Housing Trust Fund. 2025 THTF programs included:

→ **Capacity Building:** Addresses the need of nonprofit housing development organizations to build their space capacity in order to undertake housing development or related activities.

→ **THTF Annual Competitive Grant:** Awarded to agencies for the purpose of developing and/or preserving rental housing for low- and very-low income households.

→ **Habitat for Humanity of Tennessee:** Since 2014, THDA has provided statewide Habitat affiliates with funding for the new construction of single family homes.

→ **Emergency Repair Program (ERP):** Allocates funds to make essential home repairs for elderly or disabled homeowners.

→ **Home Modification and Ramp Program:** Provides funding to construct ramps and make other home modifications to assist persons with disabilities to gain better access to their homes.

→ **Development Gap:** Addresses the financial challenge that arises when the cost of developing new homes exceeds their appraised value.





RENTAL DEVELOPMENT AND ASSISTANCE PROGRAMS

NATIONAL HOUSING TRUST FUND (NHTF)

This federal program allows THDA to award loans to construct or renovate rental housing for households of extremely low income (less than 30% of the area median income).

LOW INCOME HOUSING TAX CREDIT (LIHTC)

This program helps finance the private development or preservation of affordable rental housing through the allocation of federal tax credits.

COMMUNITY INVESTMENT TAX CREDIT (CITC)

Financial institutions can receive a tax credit toward franchise and excise taxes for making loans, investments, and/or grants to nonprofits and other entities for eligible housing and capacity building activities.

HOUSING CHOICE VOUCHER (HCV)

Federally funded by HUD, the HCV program helps low-income families, the elderly, and individuals with disabilities afford safe, decent housing in the private market.

Participants receive vouchers that subsidize a portion of their rent, allowing them to choose their own housing.

FAMILY SELF-SUFFICIENCY (FSS)

A voluntary program for HCV households to help reduce the need for public assistance. It facilitates access to support services along with an opportunity to establish a savings account from earned income that is awarded upon completion of the program within five years.

PROJECT-BASED VOUCHER (PBV)

The HCV program uses PBVs to expand affordable housing across Tennessee. Tying PBVs to specific multifamily developments helps ensure that affordable units are created and remain available in areas where affordable options are limited.

MULTIFAMILY TAX-EXEMPT BOND AUTHORITY (MTBA)

Private developers can finance the construction or preservation of affordable rental housing through the sale of tax-exempt bonds.



HOMELESSNESS ASSISTANCE AND PREVENTION PROGRAMS

EMERGENCY SOLUTIONS GRANT (ESG)

Nonprofits and local governments are eligible to compete annually for grants to provide

housing assistance and services for individuals who are homeless or threatened with homelessness.

MAKING A DIFFERENCE FOR TENNESSEANS

★ THDA'S PROGRAMS AT WORK



★ “This (Shelby House project) **would not have been able to happen without THDA’s financial backing and support.**”

Evan Holladay, *CEO of Holladay Ventures.*

Shelby House provides affordable housing to vulnerable populations in downtown Nashville and **was partially funded through 4% Tax Credits, Tax Exempt Bonds, and a National Housing Trust Fund grant administered by THDA.**



★ “Our partnership with THDA and the City of Greenfield is **essential to the work we do... bringing vital resources where they’re needed most,**”

Jessica Baker, *NWTDD Housing Coordinator.*

NWTDD (Northwest Tennessee Development District) received **HOME Grant Funding to rehab five homes** that would otherwise be deemed unlivable.



★ “I’m proud that we have **a place of our own now** and we are not moving all the time,” **Minani Michel**, *Habitat Homeowner.*

Minani’s family left their cramped apartment for a five-bedroom home built by Knoxville Habitat for Humanity **with funding from THDA’s Housing Trust Fund.** Habitat recipients can also receive a zero percent interest mortgage through **THDA’s New Start Loan Program.**



Promoting safe, sound,
affordable housing
opportunities for Tennesseans.



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