

Burlington Planning Commission

149 Church Street
Burlington, VT 05401
Telephone: (802) 865-7188
(802) 865-7195 (FAX)
(802) 865-7144 (TTY)

www.burlingtonvt.gov/pz

*Andy Montroll, Chair
Bruce Baker, Vice-Chair
Yves Bradley
Alexander Friend
Michael Gaughan
Emily Lee
Julia Randall*

Regular Meeting Burlington Planning Commission

Tuesday, October 25, 2022

Regular Meeting - 6:30 P.M. Remote Meeting via Zoom ONLY

To Join the Meeting on a Computer

Link: <https://us02web.zoom.us/j/82754488061>

To Join the Meeting on a Phone

Number: +1 312 626 6799 **Meeting ID:** 827 5448 8061

AGENDA

I. Agenda (6:30 P.M.)

II. Public Forum *See details on pg. 2 of packet for participating remotely.*

III. Chair's Report

IV. Director's Report

V. Update on BTV Neighborhood Code Initiative

Office of City Planning staff will present and provide an update on BTV Neighborhood Code, an initiative to evaluate zoning tools that regulate new homes in Burlington's neighborhoods and identify opportunities for new neighborhood-scale housing citywide.

Staff Recommendation: Ask questions and provide feedback on the initiative and a future CDO amendment package related to the work.

VI. Commissioner Items

- a. Committee Reports

VII. Minutes & Communications

- a. The minutes of the October 11 meeting are enclosed in the agenda packet on page 3.
- b. Communications are enclosed in the agenda packet.

VIII. Adjourn

The City of Burlington will not tolerate unlawful harassment or discrimination on the basis of political or religious affiliation, race, color, national origin, place of birth, ancestry, age, sex, sexual orientation, gender identity, marital status, veteran status, disability, HIV positive status, crime victim status or genetic information. The City is also committed to providing proper access to services, facilities, and employment opportunities. For accessibility information or alternative formats, please contact Human Resources Department at (802) 540-2505. Written comments on items may be directed to the Planning Commission at 149 Church Street, Burlington, VT 05401, or at mtuttle@burlingtonvt.gov

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Burlington, VT 05401
Phone: (802) 865-7144

www.burlingtonvt.gov/plan

Guidance for Participating in a Virtual Planning Commission Meeting

As social distancing measures to preserve public health and safety continue to be required to prevent the spread of COVID-19, or are recommended as a standard practice, the Office of City Planning will be supporting the Planning Commission to conduct their meetings online via Zoom. Here is information about how to join a virtual meeting, and what to expect while participating.

General Guidance for Public Participation

Please remember that in this digital meeting environment, meetings are open to the public and anyone may be watching or listening even if you cannot see them. Meetings will be recorded, and both the recording and chat content of the meeting will be maintained as a public record.

Please ensure your display photo and screen name are professional, such as using your first and last name. Please test your audio and video prior to the start of a meeting, and familiarize yourself with how to join a meeting by your chosen method. And finally, please be patient with us. Technology doesn't always work as planned, and we are all learning how to hold a successful virtual meeting!

How to Join a Virtual Meeting

Zoom allows participation via either computer or telephone. Each agenda for a meeting that will be conducted virtually will include details about how to join via either of these options, including a web address, phone number, Meeting ID, and password.

If you participate via computer, you have the option of seeing Commissioner videos and any presentation materials that may be shared. If you use either a standard phone or cell phone to call in, you will only hear the audio portion of the meeting. If you join via a smartphone, you may have the option to download the Zoom app, which will enable you to see and hear the meeting.

How to Participate in a Virtual Meeting

During meetings, only Planning Commission members and limited staff members will be viewed on video. Members of the public attending a meeting will be muted, except when invited to speak during public forum or a public hearing. Whether members of the public can speak at other times during the meeting is the discretion of the Chair.

If you want to speak during public forum, please take the following steps to assist us in making this process run as smoothly as possible:

- Email staff at mtuttle@burlingtonvt.gov by 5pm on the day before a meeting to indicate your interest in speaking. You do not need to provide your comments. Staff will enable your microphone as your name is called from a list of interested speakers.
- During a meeting, you can use the "Raise Hand" feature, or indicate in a chat message that you wish to speak during public forum. Staff will enable your microphone as your name is called.
- If you are interested in submitting your comments in writing instead of speaking during the meeting, you may do so by 5pm the day before a meeting, they will be forwarded to the Commissioners ahead of the meeting.

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Burlington Planning Commission

Tuesday, October 11, 2022, 6:30 P.M.

Remote Meeting via Zoom

Draft Minutes

Members Present	A. Montroll, M. Gaughan, J. Randall, Y. Bradley, B. Baker
Staff Present	M. Tuttle, C. Dillard, S. Morgan, S. Gustin
Public Attendance	B. Headrick, S. Foley, S. Bushor

I. Agenda

Call to Order	Time: 6:30pm
Agenda	No changes.

II. Public Forum

Name(s)	Comment
B. Headrick	B. Headrick spoke to the site visit at Trinity Campus. She was surprised that many of the properties toward the back of the property are small and do not utilize the space well. She would like to see UVM build housing on these parcels, rather than the parcels closer to Colchester Avenue. She was also concerned about the graduate housing being close to Colchester Avenue and the fact that the proposed undergraduate housing is intended for first-year students.
S. Foley	S. Foley is a resident of Ward 5 and spoke on the proposed South End Innovation District. He is concerned about the height limit of 85 ft, especially if these intrude on the views from Callahan Park. He asked Planning Staff to clarify what the benefits are for a height limit of 85 ft.
S. Bushor	S. Bushor spoke on the South End Innovation District. She thanked C. Dillard for his work on the proposed zoning amendment. She hopes the proposed changes keep a balance between new housing and the commercial needs of the city. S. Bushor also spoke on the Trinity Campus zoning amendment. She is worried that the current language signals a preference toward UVM as a "flagship academic institution." She also provided highlights of her communication to the Commission.
B. Butani	B. Butani expressed support for using the smaller buildings toward the back of Trinity Campus for housing redevelopment. He also expressed concern regarding UVM's response to his questions on housing stock and affordability in Burlington.

III. Chair's Report

A. Montroll	No report.
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IV. Director's Report

M. Tuttle	The Planning Department will host a few upcoming events to highlight the work on missing middle housing. M. Tuttle and C. Dillard will be out of the office at the beginning of next week to attend the Northern New England Planning Conference.
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V. Proposed CDO Amendment: South End Innovation District Overlay

Action: Motion to warn ZA-23-01 to a public hearing		
Motion by: M. Gaughan	Second by: J. Randall	Vote: Unanimously
Type: n/a	Presented by: C. Dillard	
Commission Discussion:		
• C. Dillard continued the discussion on four parts of the amendment: hotels, residential use location, building height, and blocks/new streets. • Planning staff recommend one hotel per lot (as of January 2023); and, any individual hotel may not account for more than 80 percent of the gross floor area of the building in which it is located. J. Randall expressed support for this language and commented that the remaining 20% should be dedicated to art spaces, commercial use, etc. • Planning staff recommend that residential uses should be permitted only in new buildings or as additions to existing buildings. • Planning staff recommended a specific height area map to regulate height and mitigate shadow and view impacts to Pine Street, Barge Canal, and the Lakeside neighborhood. Properties closest to the Pine Street and Champlain Parkway have an allowable height of 85 ft., properties closer to Lake Champlain have an allowable height of 65 ft., and properties closest to Lake Champlain have an allowable height of 45 ft. C. Dillard provided graphics on what an FAR of 2.25 and 2.5 would look like, graphics of the Lakeside Neighborhood shade study, and a Birchcliff views study. • C. Dillard clarified that an allowable height of 85 ft. helps new development to meet the housing and commercial needs that arose from planBTV: South End and the city's housing crisis. M. Tuttle elaborated that the proposed Floor Area Ratio (FAR) helps to balance the building heights across each lot. The community also strongly supported an allowable height of 85 ft. during the public engagement portion of this project. • M. Gaughan sought clarification on the shade study. The graphics are imperfect and depict what the shadows would look like if the surrounding areas were flat (which they are not). Therefore, the depicted shadows could actually be less noticeable in real life. • M. Gaughan referenced the Callahan Master Plan, which highlights the importance of views from this park. He noted that it is unlikely that developers will be able to build on top of the existing Innovation Center. He noted that the floor plate and block size should allow for visual permeability through the proposed district. • Planning staff clarified that the shade and view studies are conceptual, but do reflect the allowable heights proposed in this amendment. • Commissioners were generally comfortable with the building height map proposed by Planning staff. • Planning staff recommend a maximum block perimeter of 1,600 ft. and a provision that blocks can be enclosed by any combination of public streets and public paths. M. Gaughan asked about road standards and dead ends. S. Gustin responded that DPW has some road standards, but standards were removed from the Ordinance in the 1970s. M. Tuttle pointed to Article 6 in the Design Code that has language on road connectivity. • Y. Bradley expressed favor for a larger allowable footprint. He explained that regulations require office spaces to have a large, central elevator core with two elevators that eat up room for other spaces. One way to deter developers from building the tallest allowable properties would be to accommodate for a larger allowable footprint. He also stated that many office spaces accommodate multiple tenants. A larger footprint would allow for corridors and an easier design for multiple offices. Additionally, Y. Bradley expressed favor for high ceilings on ground floor office buildings to create a more attractive office lobby. • Planning staff recommend that only office buildings should be allowed up to 24,000 sq/ft. Mixed-use buildings (with retail and/or residential uses) would stay at a maximum of 15,000 sq/ft.		

- A. Montroll expressed support for Y. Bradley's proposal on a larger footprint for office buildings. M. Gaughan was concerned that this larger footprint would affect other portions of the amendment, i.e. block size and view sheds, and is therefore not supportive of this proposal.

VI. Proposed CDO Amendment: UVM Trinity Campus Overlay Zoning

Action: Motion to warn ZA-22-04 for a public hearing		
Motion by: M. Gaughan	Second by: B. Baker	Vote: Unanimously
Type: n/a	Presented by: M. Tuttle	
Commission Discussion:		
• M. Tuttle provided an overview of the draft changes to this amendment with highlights on building height, setbacks, lot coverage, density, parking, uses, and process. UVM specifically asked for the changes on building height, setbacks, and lot coverage. The remaining four areas of change were drafted by Planning staff to align with the shared goals of increased student housing on campus. • Planning staff also added requirements for new applications within the Trinity overlay: submission of a conceptual plan or portion of the Campus Land Bank Plan, context for how individual developments relate to anticipated future user groups, and allow the City to anticipate and plan for broader view of potential public/capital/programmatic needs, potential future impacts. M. Tuttle explained that this additional language is in response to the public's desire for a more authoritative tone in this amendment. • In regards to the rear properties mentioned in the public forum, L. Kingsbury (UVM) responded that these are under-utilized but explained that renovating these properties would be quite expensive. • L. Kingsbury clarified that if freshmen and sophomores live in the proposed Trinity Campus dorms that would free up beds in other parts of campus for juniors and seniors. • M. Tuttle walked through the draft language throughout the amendment document. She explained that staff expects all new development to be associated with UVM, but there could be exceptions. The new application requirements, however, should be information coming from the institutions, i.e. UVM. • M. Gaughan asked for clarification on the process for the proposed application requirements. M. Tuttle clarified that the requirements are not a new review standard; rather the data requested is intended to be informational. • J. Randall asked whether the additional application requirements could also ask for context as to how the proposed development would alleviate housing concerns across the city. M. Tuttle explained that staff had explored this question, but ultimately discovered it was outside the scope of what the City can prescribe to applicants.		

VII. Commissioner Items

Action: n/a		
Motion by: n/a	Second by: n/a	Vote: n/a
Type: n/a	Presented by: n/a	
• The next Planning Commission meeting is 10/25. There will only be one meeting in November on 11/15.		

Tuesday, October 11, 2022

- J. Randall provided an update on the Colorado American Planning Association Conference. She explained that many other communities are also planning similar concepts to the South End Innovation District. Sometimes they are referenced as “makerhoods.”

VIII. Minutes and Communications

Action: Approve the minutes and accept the communications

Motion by: J. Randall	Second by: M. Gaughan	Approved Unanimously
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Minutes Approved: September 27

Communications Accepted: in the agenda packet and posted at

<https://www.burlingtonvt.gov/CityPlan/PC/Agendas>
IX. Adjourn

Adjournment	Time: 8:15pm
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Motion: J. Randall	Second: M. Gaughan	Vote: Approved Unanimously
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BTV Neighborhood Code

Graphic by jodi wahlen

Meagan Tuttle, Planning Director
Sarah Morgan, Planner



what is **Missing Middle Housing**?

Middle Housing: “House-scale buildings with multiple units in walkable neighborhoods”

– *Opticos Design*



missing middle housing types



missing middle housing in Burlington, VT





Housing Analysis for Burlington, Vermont

AARP Livable Communities Technical Advisors Program

ECONorthwest
ECONOMICS • FINANCE • PLANNING

Jade Aguilar, Jennifer Cannon, Mary Chase
ECONorthwest

Why encourage middle housing?

- Smaller unit sizes
- More housing choices
- Blends with existing neighborhoods
- Requires less land
- More affordable homes
- Greater socioeconomic integration
- Multigenerational housing-age in place
- Expand the tax base, relieve pressure on property taxes

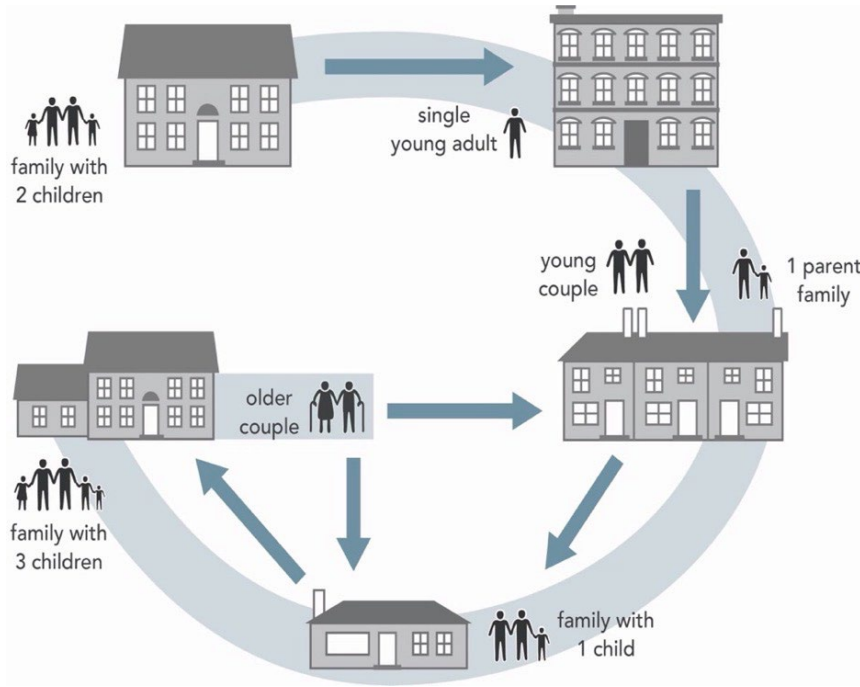


Example Middle Housing Types

Housing Needs Change throughout a Lifetime

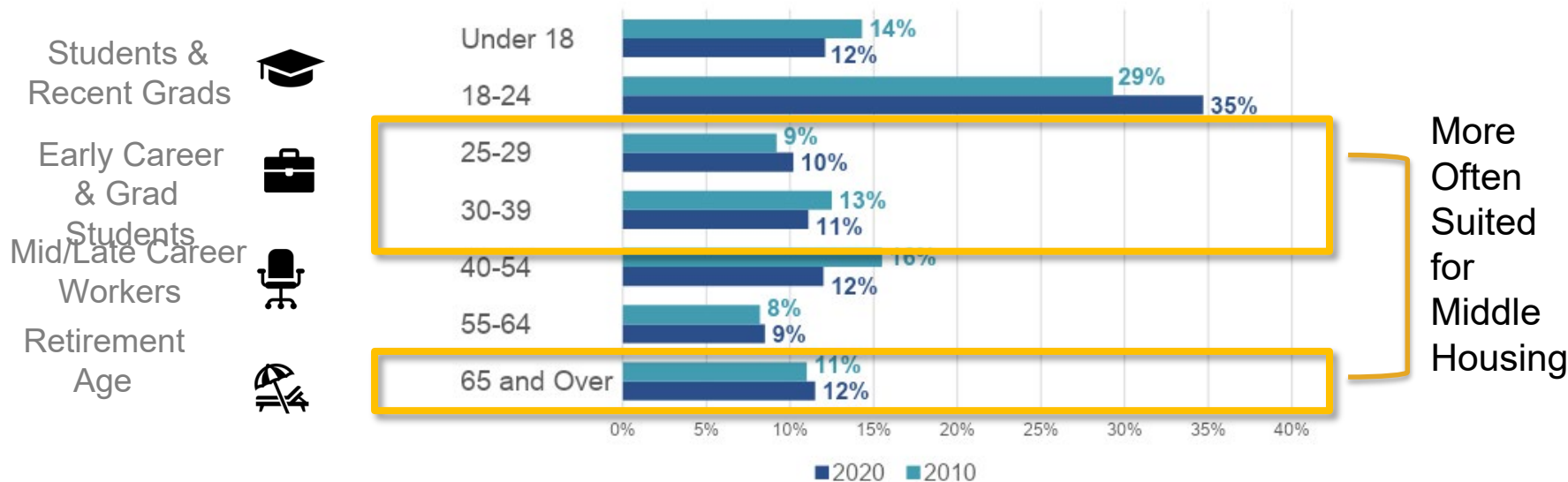
Key Middle Housing Users:

- **Older adults** seeking lower maintenance housing, Needs: Accessibility / Universal Design
- **Younger Households** and First-time Homebuyers, Needs: Attainable pricing, homeownership supports
- **Single -Person and Single - Parent Households** , Needs: Smaller units, rental and ownership options



Burlington Has A High Share of Younger Ad

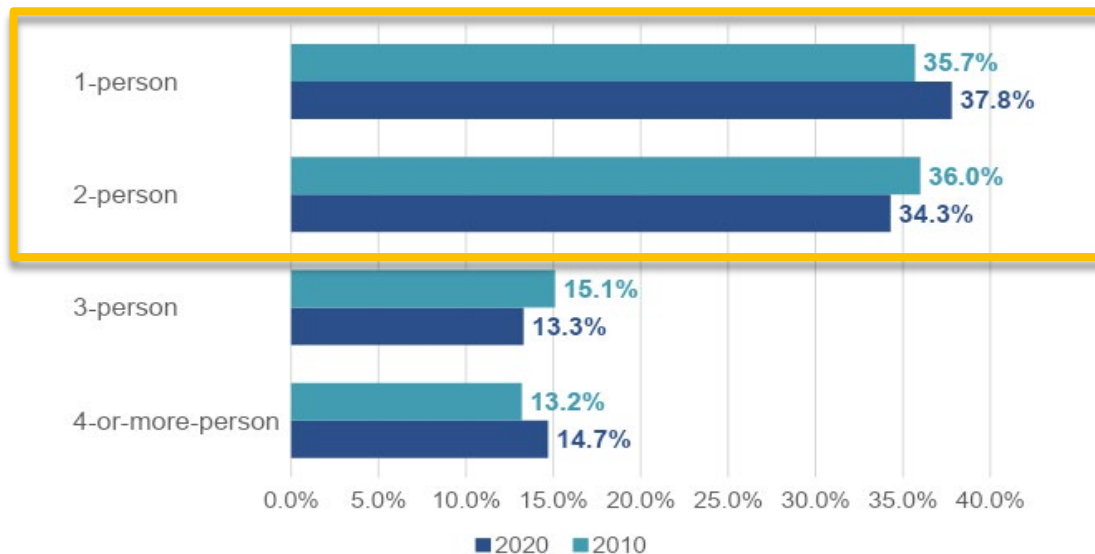
Population growth. Burlington's population grew 5% over the last decade. Early career adults, young homeowners, and retirement aged people account for one-third of the population & they often need middle housing.



Burlington Has Increasing Demand for Smaller Hous

Household size. Share of 1-person households changed more than any other group, rising to 37.8% of all housing units. These smaller households are often well served by middle housing options.

More
Often
Suited for
Middle
Housing

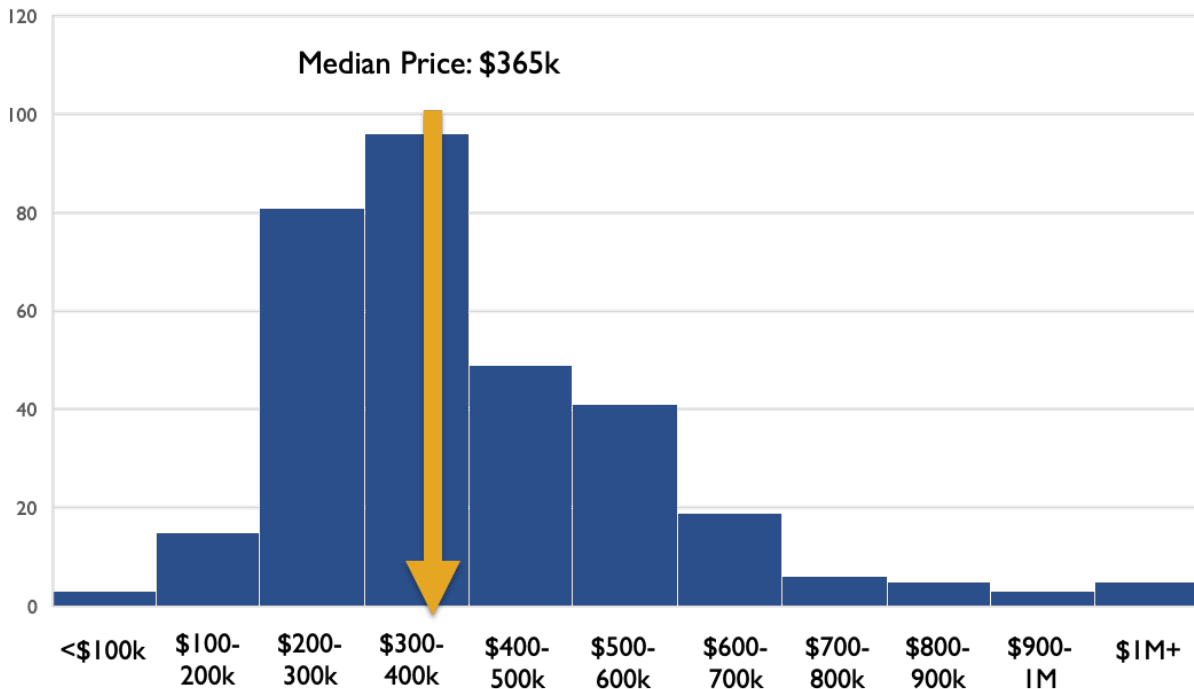


Burlington
average
household
size: 2.2
persons per
household in
2020
*(lower than
state)*

Middle Housing Price Comparison: Single Family



Median price for single family detached homes in the past five years is **not affordable at 100% AMI** for a 2-person household (hh) in Burlington (\$85,900 per year).



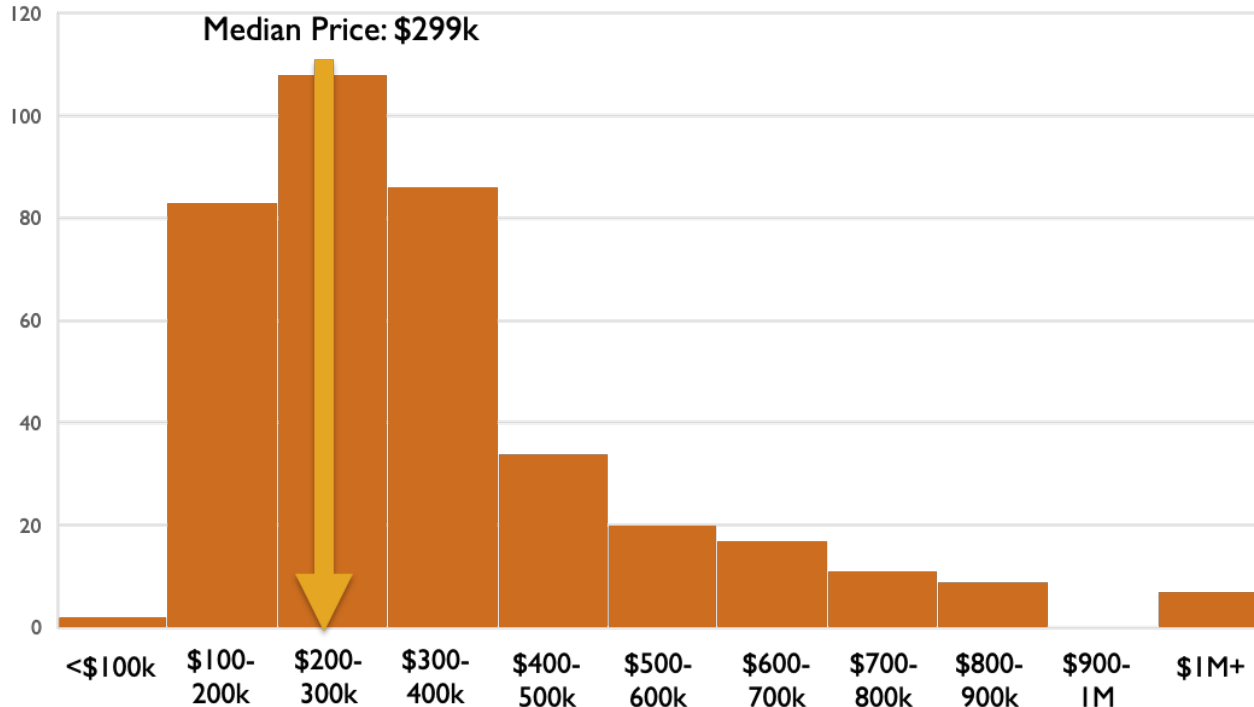
Note: This slide discusses affordability for a two-person household. Affordability levels differ based on household size.

Source: Redfin Sales Data for Burlington VT for single family homes sold in the last five years

Middle Housing Price Comparison: Condos



The median price for recently sold condos is lower than both townhomes and single family detached & **affordable below 100% AMI** (2-person hh, \$85,900 per year)



Note: This slide discusses affordability for a two-person household. Affordability levels differ based on household size.

Source: Redfin Sales Data for Burlington VT for condos sold in the last five years

Relating Incomes to Affordable Housing

In 2022, if your **2-person household in Burlington*** earns...

\$25,770
per year

\$51,540
per year

\$68,720
per year

\$85,900
per year

\$103,080
per year

Then your **affordable rental** is...

\$644
per month

\$1,289
per month

\$1,718
per month

\$2,148
per month

\$2,577
per month

Then your **affordable home sale price** is...

\$77-90k

\$180-206k

\$240-274k

\$300-343k

\$360-412k

Most New Middle Housing is Affordable Here

Food Service
Workers:
\$27k



Firefighters:
\$47k



Elementary
Teachers:
\$61k



Registered
Nurses: \$75k



Lawyers:
\$95k



Financial
Managers:
\$109k



30% AMI

60% AMI

80% AMI

100% AMI

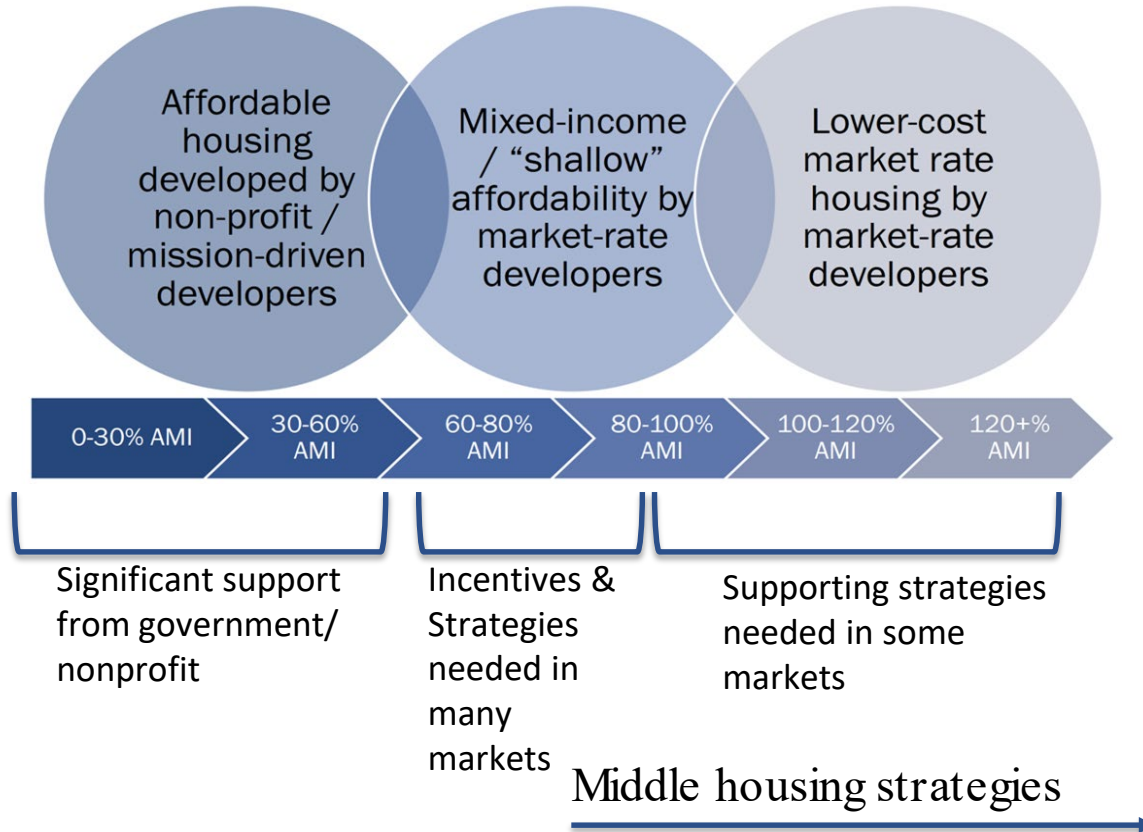
120% AMI



Note: Average annual wages by occupation are based on the Bureau of Labor Statistics' Occupational Employment and Wage Statistics (OEWS) metropolitan area estimates for Burlington-South Burlington, VT in 2021. Annual Median Income (AMI) reflects the US Dept of Housing and Urban Development limits for 2022-2023 for a **two person household**.

Diverse Housing for Diverse Needs

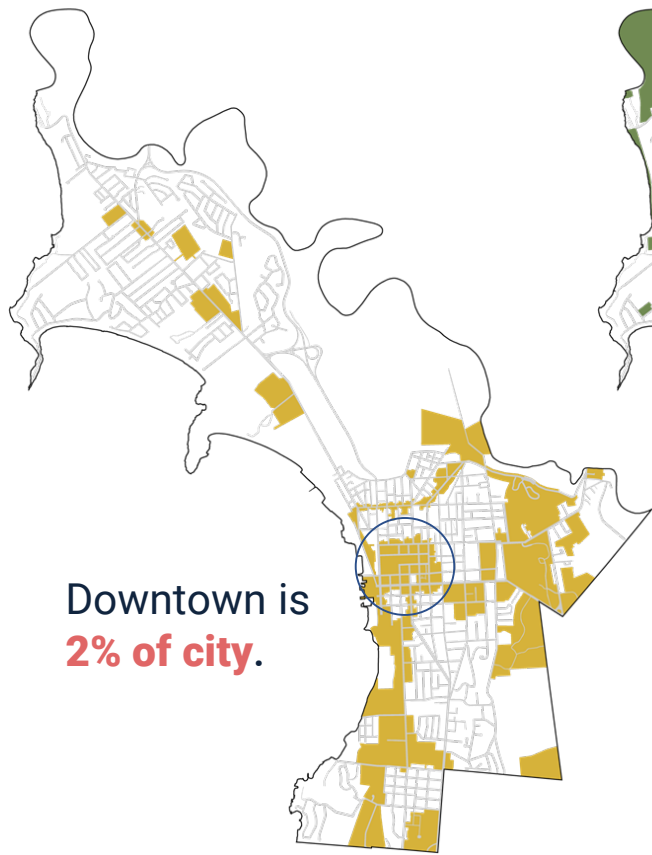
Affordable and workforce housing development basics





BTV Neighborhood Code

Graphic by jodi wahlen

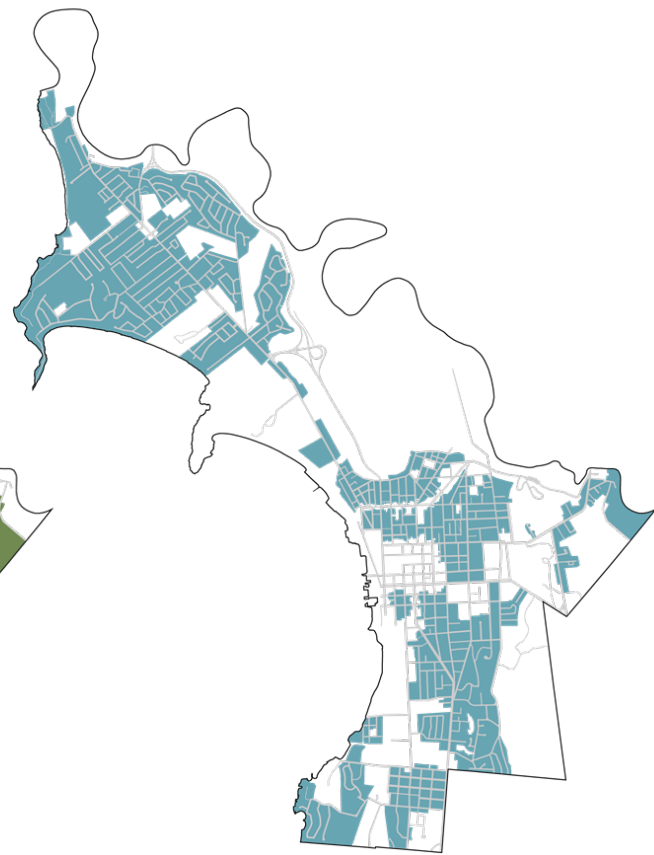


Downtown is
2% of city.

planning to grow
20% of city's land area



planning to conserve
40% of city's land area



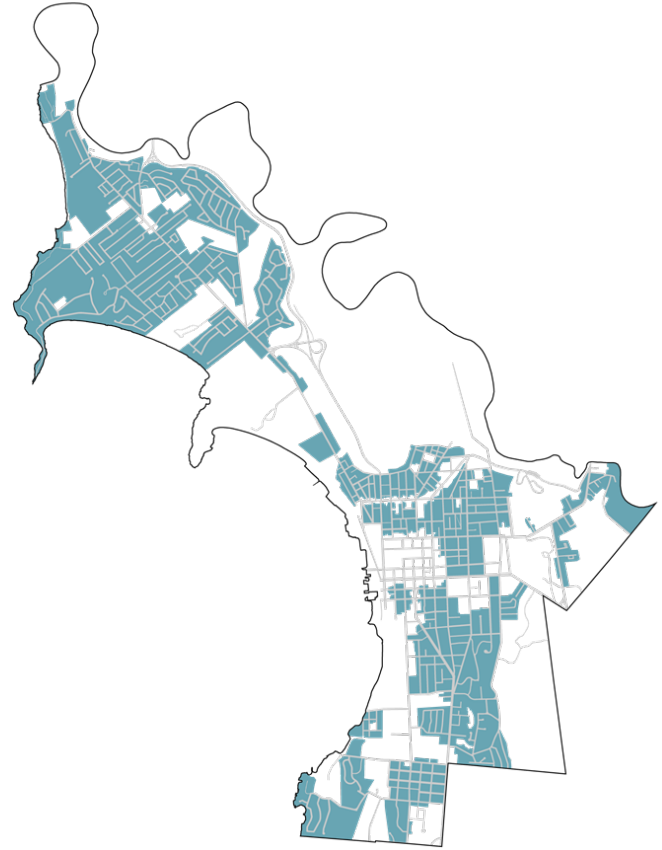
planning to sustain
40% of city's land area

more homes in all neighborhoods

City's neighborhoods have **strong identities, unique patterns, and distinct architectural features.**

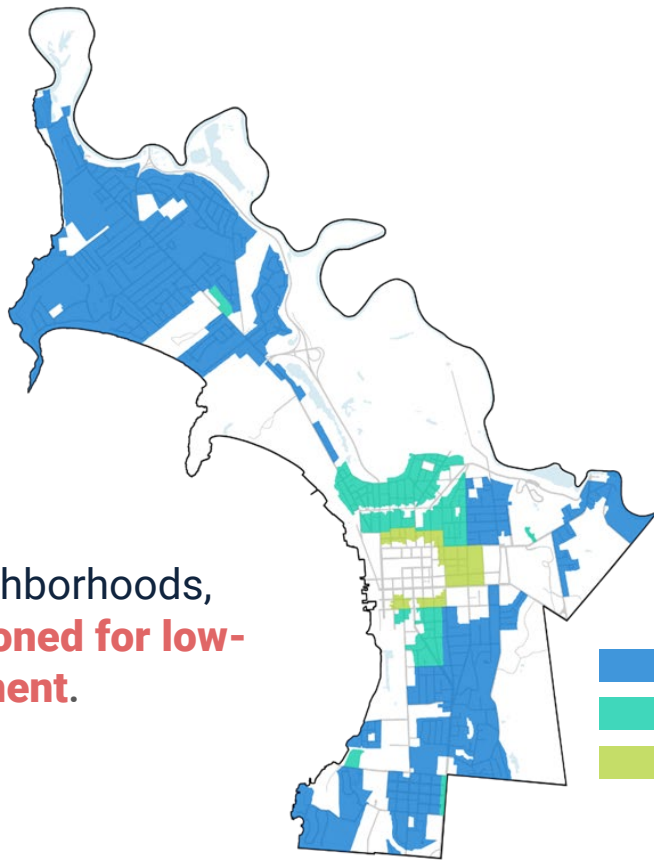


Opportunities to **evolve in incremental ways** to meet the needs of households and community, address housing challenges, increase resilience to climate emergency.

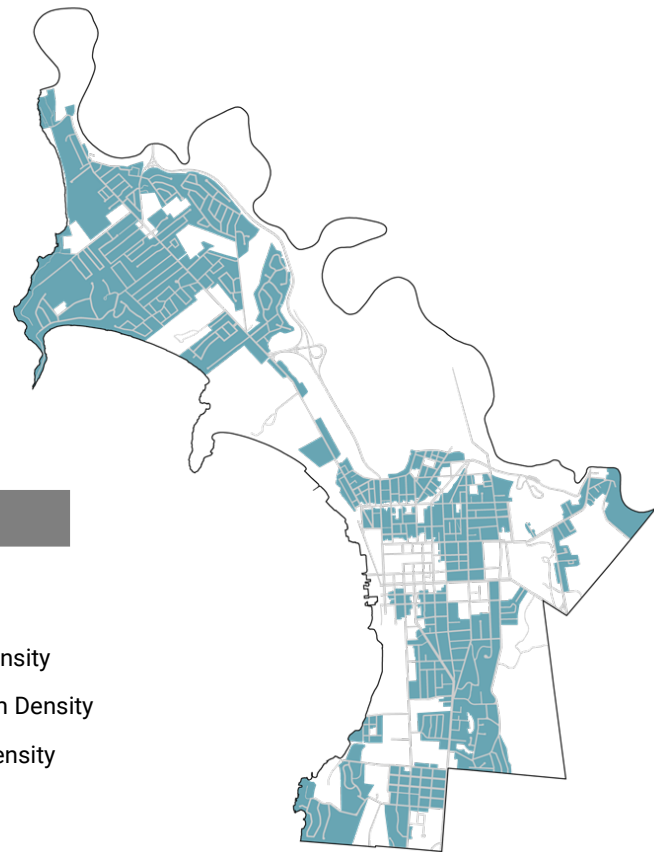
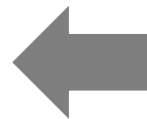


planning to sustain
Low, Medium & High Density Neighborhoods

In residential neighborhoods,
80%+ of land is zoned for low-density development.



Residential zoning districts
83% in low density zone

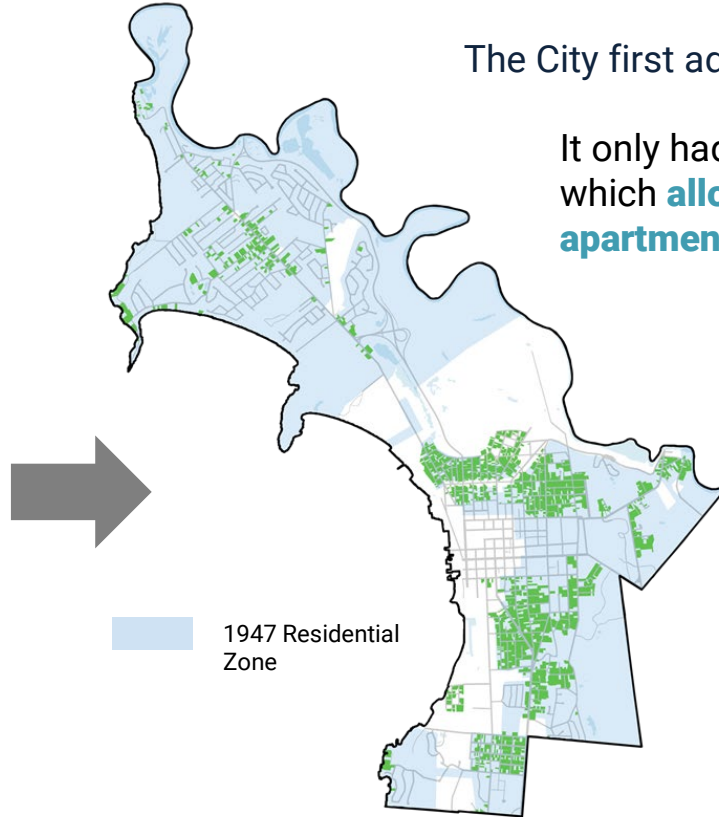
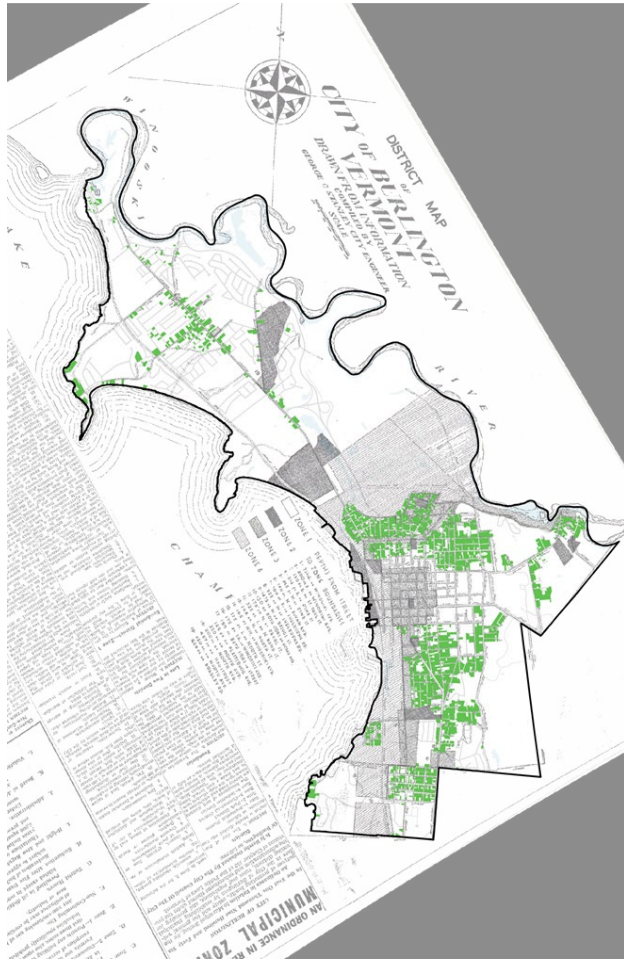


planning to sustain
40% of city's land area

the **abbreviated history.**

The City first adopted **zoning in 1947.**

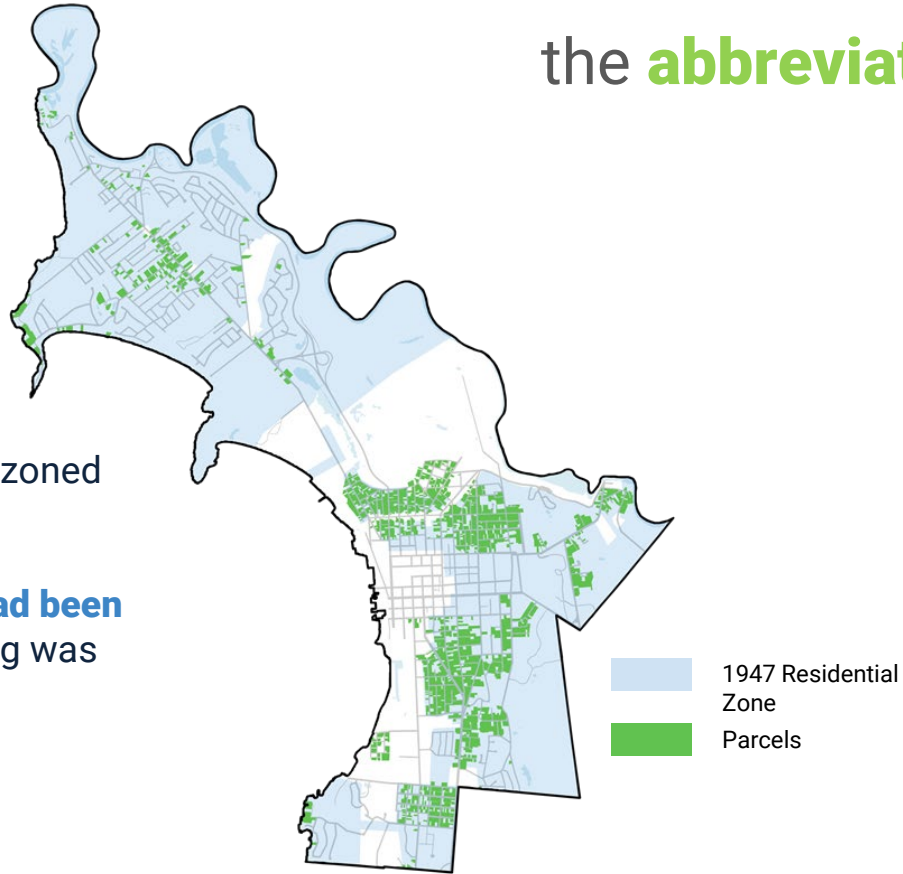
It only had one residential zoning district, which **allowed single family, duplex, apartment houses, rooming houses, etc.**



the **abbreviated history.**

In the areas of the City that are zoned low and medium density today:

Just under **half of properties had been developed by 1947** when zoning was first adopted.

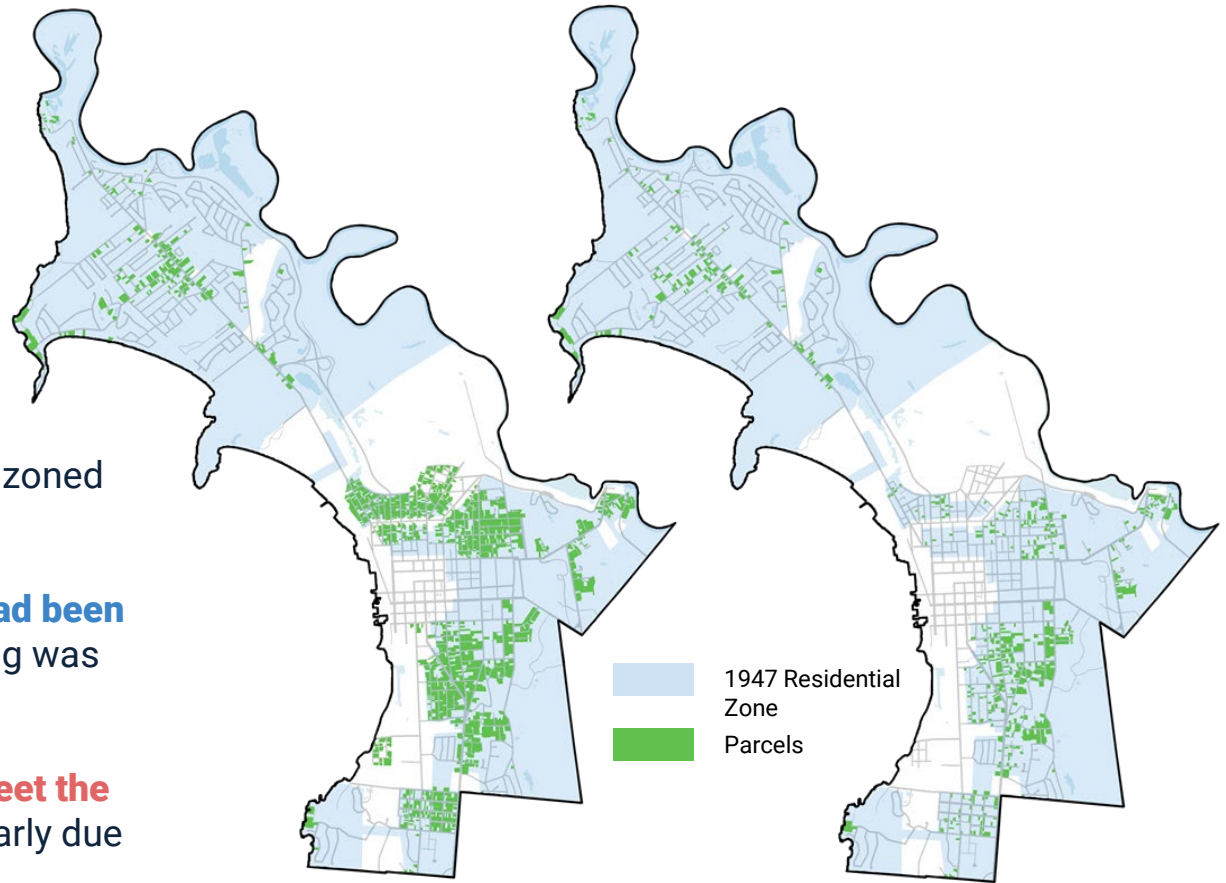


developed by 1947
Properties in RL & RM zones

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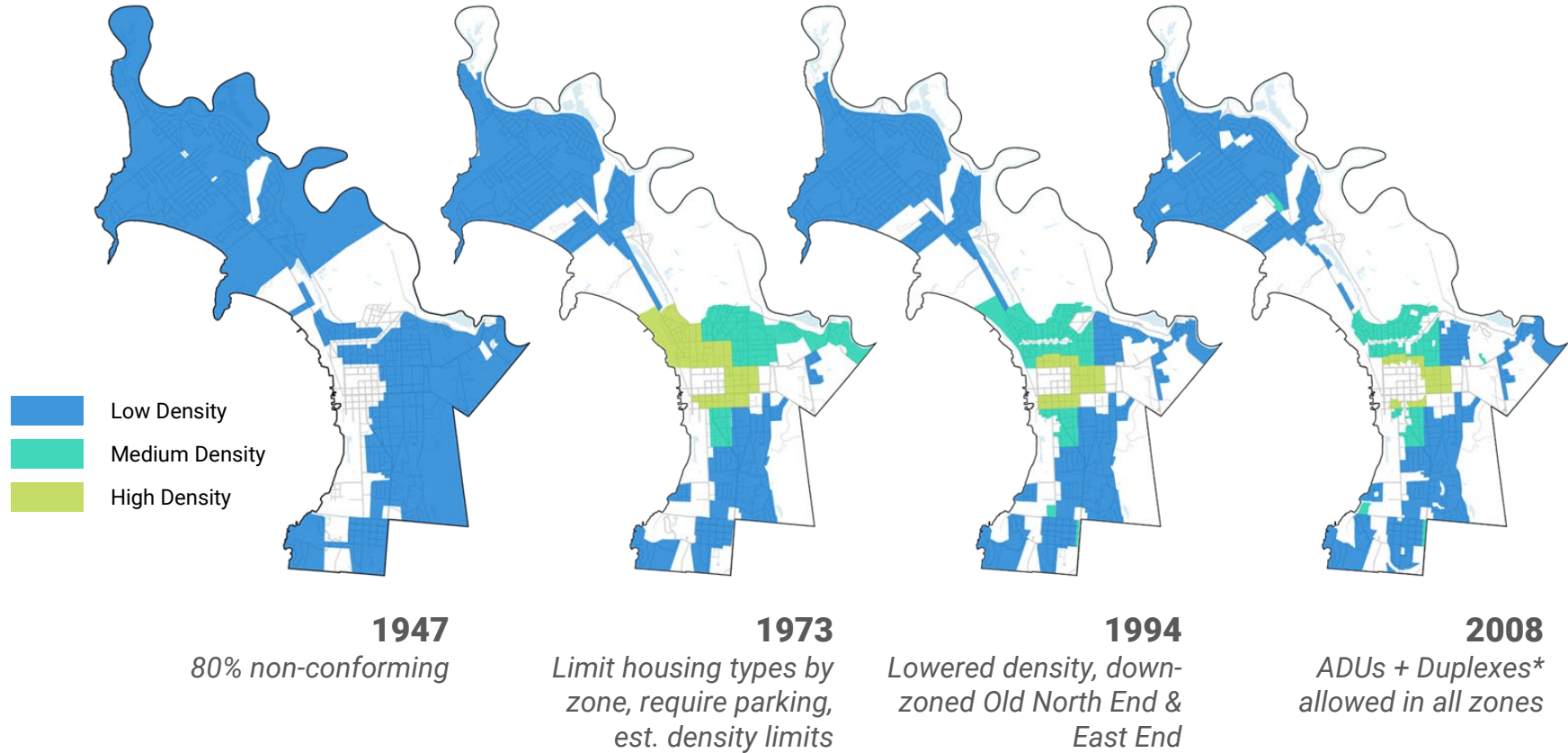
But, as many as **80% did not meet the new zoning standards**, particularly due to lot size requirements.



developed by 1947
Properties in RL & RM zones

conformed in 1947
met all zoning standards

changing **residential zoning**.



Minneapolis, MN



Legalized up to 4-units on every lot citywide.

Vermont



More permissive ADUs policies, Municipal Grants for middle housing

Portland, OR



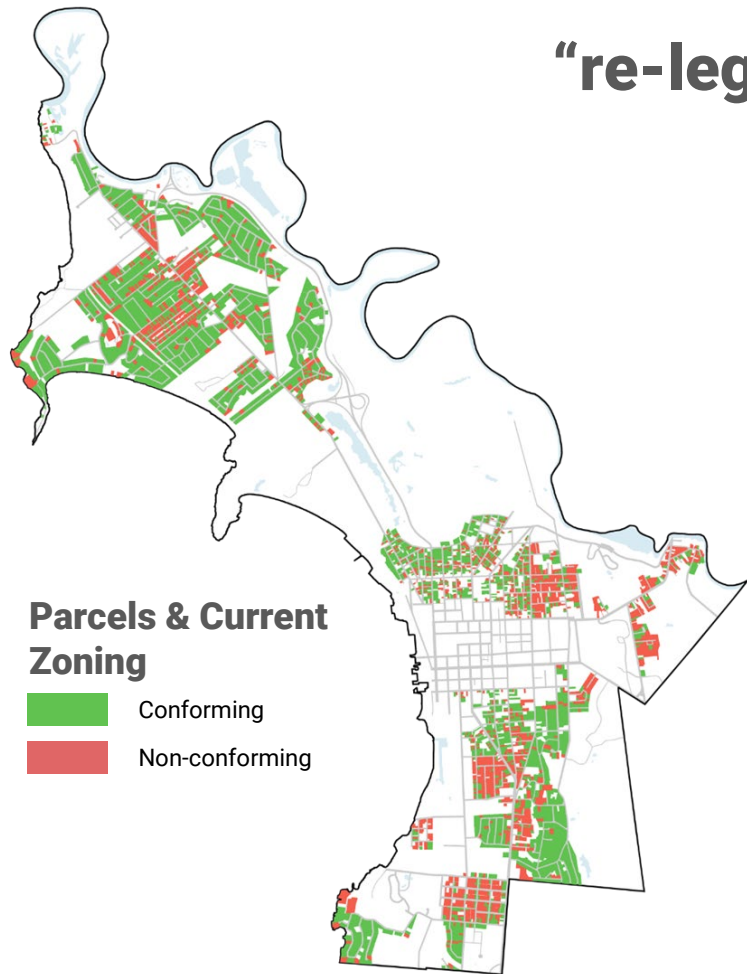
Leading ADU policies, Neighborhood Infill project

Maine



State law allows up to 2 additional units on developed lots, up to 4 units on undeveloped lots

“re-legalizing” diverse housing types.



Common barrier: mapping of **zones that aren't reflective of what's on the ground.**

Despite changes, in the areas of the City that are zoned low and medium density today:

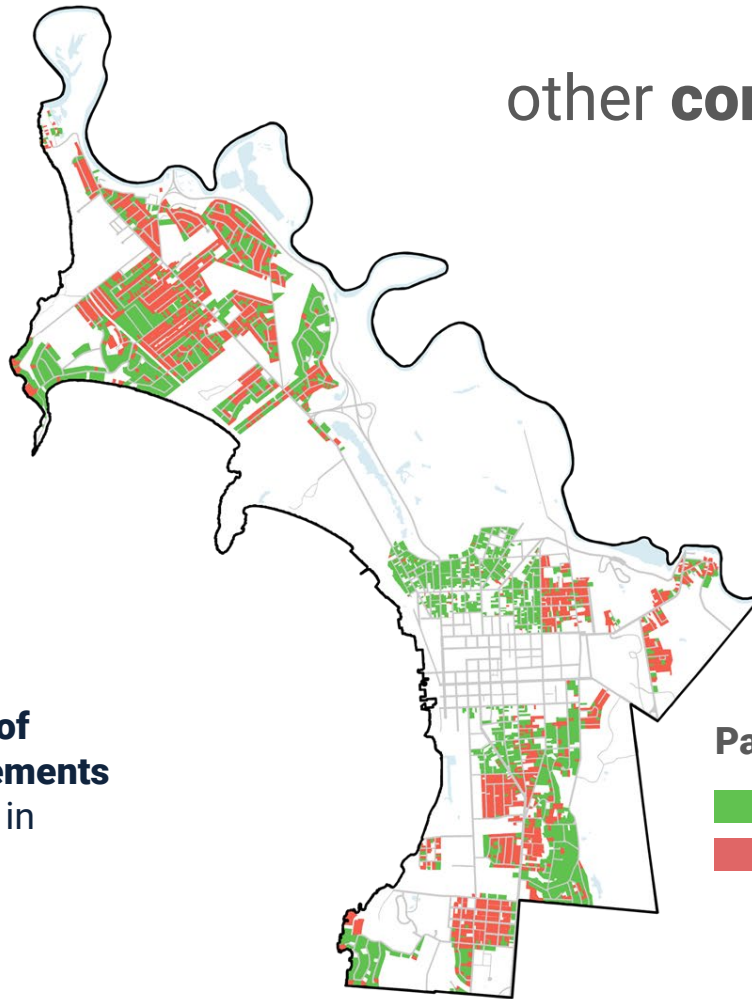
Approx. **40% of properties don't conform to today's zoning** due to the housing type, density, or lot size.

other **common barriers**

On-site **parking requirements**.

Zoning standards that **effectively prohibit middle housing types**.

Duplexes are allowed* in all residential districts, but half of properties don't meet requirements for minimum lot size or width in order to have one.



Parcels in RL & RM

- Meets min. size
- Does not meet min. size

other common barriers

Cedar St - 15 units/acre



Cedar St - 80 units/acre



N. Champlain - 10 units/acre



Allen St. - 53 units/acre

Density limits that regulate how many units can be built based on the size of a property.

Four classic Old North End homes are all home to a duplex, but **vary from 10 units/acre to 80 units/acre.**

Standard doesn't "read" to the average passerby, encourages larger buildings as lots get bigger, and discourages smaller housing types from being created.

case study **Durham, NC**

Durham, NC's **Expanded Housing Choices** amendment allows for higher production of diverse housing types to provide attainable and affordable housing and to protect the character and history of neighborhoods.

- **Allows more housing types and reduces bulk and dimensional requirements** in various districts.
- Creates greater **flexibility for infill developments** and a **density bonus for multiplexes on major thoroughfares**.
- Relaxes regulations for accessory dwelling units (ADUs), including allowing an ADU on lots containing a duplex and allowing up to three ADUs on lots with certain civic uses.



other common barriers

Zoning standards that **don't allow a range of housing types or flexible lots.**

Example cottage court on a 1-acre New North End lot. Could allow for five additional single-family homes (owner or rental), with ample open space and off-street parking.



Conceptual site design and renderings by Opticos Design

other **common barriers**

Zoning standards that **make it difficult to create multiple small buildings on a large lot.**

Example fourplex on a corner lot on North Ave. Could allow for four additional homes in a “house size” building, with off-street parking and walking distance to daily amenities.



Conceptual site design and renderings by Opticos Design

case study **South Bend, IN**

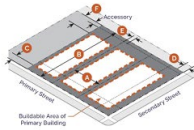
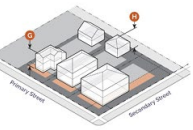
South Bend, IN **“tuned the code”** by creating a new district to enable middle housing that details how new home types can fit into certain neighborhood areas. Supported this work with the South Bend Neighborhood Infill, creating a **modern-day “Sears Catalog” of housing options** and incentives.

- **Zoning changes to address barriers to middle housing types, and “eliminated the suburban bias”**
- Pre-approved plan catalog offers a range of contextually-appropriate building types based on current zoning laws and lot sizes, as well as preferred materials and methods
- City will also cover costs up to \$20,000 for new infill housing sewer hook-ups



Section 21-03.04: U2 Urban Neighborhood 2

(a) Intent The U2 District is established to provide for, promote, and maintain the development of diverse housing types in urban neighborhoods (located near neighborhood centers in both core and outlying areas of the City). The following are typical characteristics of the U2 District: • Primarily for single and two-unit residential development, allowing up to four units and the addition of ancillary dwelling units to help meet the demand for affordable urban living. • Buildings with modest setbacks and mid-rise building footprints, proximity of stoops and porches, that create a consistent block face along smaller city blocks • Detached garages accessed off an alley • Pedestrian-oriented scale with sidewalks and regularly spaced street trees.		(b) Building Types The following building types are permitted in the U2 District: ■ Ancillary Dwelling ■ Detached House ■ Cottage Court ■ Duplex ■ Townhouse ■ Multi-plex Small See Article 6 Building Standards for building type descriptions and regulations. Limited public and institutional uses shall be incorporated at a scale and character compatible with the surrounding neighborhood.	
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21-03.04 Building Placement		STANDARD DISTRICTS U2 Urban Neighborhood 2 Building Form	
			
(c) Building Placement Lot Size: 10 min. Lot Width: 10 min. Lot Depth: 60 min. Setbacks: Primary Building: Residential (max.) 10' 10' 5' 20' Residential (min.) 20' 20' - - Non-Residential (min.) 10' 10' 20' 20' Accessory (min.) ¹ 20' 10' 5' 5' Lot Coverage: Building Coverage: 60% max. ¹ Where existing buildings on a block face are in front of the minimum front setback, any new building may be built to the average of existing setbacks along the same block. ² Side setback not required between attached dwellings. ³ Accessory buildings shall only be located in an established rear yard.		(d) Building Form Building Height: Primary Building (max.) 35/2.5 stories Accessory Building (max.) ¹ 8' Accessory buildings shall not be taller than the primary building on a lot. Facade within Setback Zone: Primary Street (min.) 65% Secondary Street (min.) 50% ¹ Ancillary dwelling units may be built to a maximum height of 24' if located at least 20' from the rear lot line of an abutting property.	

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SOUTH BEND NEIGHBORHOOD INFILL

Pre-approved, ready-to build housing



case study **Memphis, TN**

The City of Memphis and Shelby County, TN established a set of **policies and programs to support a “healthy housing market that meets the needs of all residents, supports healthy neighborhoods, and creates prosperity for the community”**. This plan calls for reforming land use regulations to allow for diverse, economically viable housing.

- Zoning Changes to encourage ADU development and allow cottage homes on small lots
- Allow **two-to-six-unit development in anchor neighborhoods** while limiting displacement of low-income communities
- Support high frequency transit by expanding **by-right multifamily development in transit corridors**
- Reform the building code for small-scale residential development by allowing three-to-six-unit residential buildings to use IRC vs IBC



btv neighborhood code

Project will build on strength of neighborhoods today, and identify new **opportunities for neighborhood-scale housing** city wide:

- Explore ways to **“re-legalize” historic neighborhood patterns**
- Identify **solutions to common zoning barriers** to small and “middle” housing types
- Find opportunities to build on neighborhoods’ unique character through more **context sensitive zoning tools** for these areas
- Examine the **scale of development allowed in low density areas along major streets** served by transit



learn more about the code

- **Thursday, Nov. 3 @ 7pm**
Housing Trivia Night with VHFA & CHT
Burlington Beer Company, South End
- **www.burlingtonvt.gov/CityPlanning/NeighborhoodCode**



Burlington Planning Commission

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*Andy Montroll, Chair
Bruce Baker, Vice-Chair
Yves Bradley
Alexander Friend
Michael Gaughan
Emily Lee
Julia Randall*

Burlington Planning Commission

Tuesday, October 25, 2022, 6:30 P.M.

Remote Meeting via Zoom

Minutes

Members Present	A. Montroll, J. Randall, Y. Bradley, B. Baker, E. Lee, M. Gaughan, A. Friend
Staff Present	M. Tuttle, C. Dillard, S. Morgan,
Public Attendance	S. Bushor

I. Agenda

Call to Order	Time: 6:30pm
Agenda	No changes.

II. Public Forum

Name(s)	Comment
S. Bushor	S. Bushor asked whether there were materials available to learn more about the Neighborhood Code initiative. She also asked for details on the Vermont Development Conference.

III. Chair's Report

A. Montroll	No report.
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IV. Director's Report

M. Tuttle	The Mayor plans to revisit and provide updates on the 10-point Housing Action Plan at the next City Council meeting on November 7. In partnership with the Regional Planning Commission, Planning staff have begun work on the impact fee study. There are three submissions for the RFP for a consultant. The RFP for a transportation demand management study consultant has also been posted.
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V. Update on BTV Neighborhood Code Initiative

Action: Commissioner Discussion		
Motion by: n/a	Second by: n/a	Vote: n/a
Type: n/a	Presented by: S. Morgan and M. Tuttle	

The City of Burlington will not tolerate unlawful harassment or discrimination on the basis of political or religious affiliation, race, color, national origin, place of birth, ancestry, age, sex, sexual orientation, gender identity, marital status, veteran status, disability, HIV positive status, crime victim status or genetic information. The City is also committed to providing proper access to services, facilities, and employment opportunities. For accessibility information or alternative formats, please contact Human Resources Department at (802) 540-2505.

Commission Discussion:

- This is the third of the three zoning amendments called out in the Mayor's 10-point Housing Action Plan.
- Middle Housing is defined as "house-scale buildings with multiple units in walkable neighborhoods." M. Tuttle showed examples of middle housing—side-by-side duplex, townhouse, courtyard building, etc. Over time, middle housing has become increasingly difficult to build, due to cost, car-centric lifestyles, and zoning codes.
- M. Tuttle clarified that "missing middle" can sometimes refer to a missing middle class, but the focus of this presentation is middle housing.
- S. Morgan shared a presentation developed by AARP. Middle housing offer smaller unit sizes, which in turn create more housing choices that blend in with existing neighborhoods and keep housing affordable. It also allows for multigenerational housing and can expand the tax base.
- Key middle housing users include older adults, younger households, and single-person and single-parent households. In Burlington, these groups make up over 1/3 of the population. A study found that the median price of a single family detached home is not affordable for a 2-person household making 100% AMI in Burlington. Middle housing targets those who make 80% to 120% AMI, like teachers and nurses.
- S. Morgan shared an image of Burlington's land use plan via three maps. One map showed areas of planned growth (20% of the city's land), though not all of these areas will solely offer housing. They might also offer office and business space. Another map represented the 40% of land area planned to sustain, which is where middle housing could help increase housing stock. In residential neighborhoods, 80%+ of land is zoned for low-density development. A displacement study conducted in Portland, OR found that neighborhoods without plans for growth are at an increased risk of gentrification.
- S. Morgan provided an abbreviated history of Burlington's residential zoning since 1947 and its relevance to the middle housing today. Throughout the late 20th century, there were more zoning requirements that lowered density, limited housing types, and increased parking.
- Other communities have changed their zoning laws to allow for up to four units on every city lot, or have ADU and neighborhood infill policies. One common barrier to zoning changes is that the maps don't reflect what is actually happening on the ground, i.e. 40% of Burlington's properties don't conform to today's zoning. Other barriers include on-site parking requirements, density limits and zoning standards that effectively prohibit middle housing types. Many of the lots in Burlington are not big enough to accommodate the current duplex standards.
- As an example, Durham NC's expanded housing choice amendment allows for higher production of diverse housing types. Burlington's current zoning don't allow a range of housing types. S. Morgan provided examples of lots where multiple, small cottages could be built but the current zoning would not allow for that.
- Planning staff are looking into form standards, as used in other communities, to encourage middle housing. In South Bend IN, this was described as "eliminating the suburban bias." This city also incentivized middle housing by creating a modern-day Sears catalog of housing options. Memphis TN also utilized some of these strategies and went further by adjusting the building code as well.
- Planning staff have identified the following opportunities: explore ways to "re-legalize: historic neighborhood patterns, identify solutions to common zoning barriers, find opportunities to build on neighborhood' unique character through more context sensitive zoning tools, and example the scale of development allowed in low-density areas along major streets served by transit.
- M. Gaughan commented on historic, unused properties throughout Burlington, like old barns, and the difficulty to redevelop them. He added that this might be good opportunity to explore homeownership with partners such as VFHA. M. Tuttle added that historic preservation professionals are also hopeful that historic properties can be redeveloped easily. She shared that

Tuesday, October 25, 2022

VFHA is working on the "value gap" of housing, which is the gap between the cost of building housing versus what the housing can reasonably be sold for.

- B. Baker noted that it is difficult to accommodate for smaller units with standards of dwelling units per acre. He recommended finding a zoning device that allows for the proper scale, but is not prescriptive on the number of units. He also noted that updating the building code would be important for this effort and used the high-cost sprinkler requirement on multi-unit housing as an example.
- Y. Bradley echoed this statement and recommended that Planning staff review the regulatory requirements and associated building costs. The cost of construction is often higher than the assessed value. He also noted that inclusionary zoning may affect affordability and the missing middle issue. He described that developers may lose profits on the affordable units and therefore need to make up the lost profits on the other units.
- E. Lee noted that many retirees have moved to Burlington for the availability of smaller units in walkable neighborhoods. Some may think that these housing options only attract students or poor people, but these units are attractive to people who may be in transition in their life. S. Morgan responded that AARP supports this initiative as these housing options help older adults age in their homes.
- A. Friend shared that the Commission has worked extensively on form-based code and that this presentation was a paradigm shift, but exciting. He also noted that increasing density in low-density residential may be controversial. J. Randall agreed that the density may be controversial, especially in the New North End. She pointed to the rendering of the small cottage court in the presentation as a powerful example of what could exist in that area. Planning staff looped back around to the maps in the presentation that showed lots that do not meet the minimum size and lots that are non-conforming. J. Randall recommended reviewing a density minimum. M. Gaughan added that this work could complement the long-range New North End plan.
- M. Tuttle offered that along with the impact fee study, the City is working on other economic analyses. B. Baker added that cost of construction is one thing, but cost-per-unit is also a useful perspective in this conversation. M. Tuttle responded that presenters at a recent conference went through an exercise of developing a real-life triplex with the challenges of zoning and building costs/fees. The exercise demonstrated that building a triplex was nearly impossible and could affect pricing of the units. A. Montroll stated that this would be a good exercise to repeat with Burlington's zoning and building codes to see what the existing barriers are. He also gave the example of the barriers that existing for building ADU's, i.e. lot size and owner occupancy.
- J. Randall offered that many people may be unfamiliar with the term missing middle housing, but may be more familiar with and more favorable toward the term infill.

VI. Commissioner Items

Action: n/a		
Motion by: n/a	Second by: n/a	Vote: n/a
Type: n/a	Presented by: n/a	
• The next meeting is November 15.		

VII. Minutes and Communications

Action: Approve the minutes and accept the communications		
Motion by: J. Randall	Second by: A. Friend	Approved Unanimously
Minutes Approved: October 11		
Communications Accepted: in the agenda packet and posted at https://www.burlingtonvt.gov/CityPlan/PC/Agendas		

VIII. Adjourn

Adjournment		Time: 7:45 pm	
Motion: A. Friend	Second: E. Lee		Vote: Approved Unanimously