

Burlington Development Review Board

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BURLINGTON DEVELOPMENT REVIEW BOARD

Joint Meeting with Design Advisory Board, Planning Commission, and Conservation Board

Tuesday January 15th, 2019, 5:00 PM

Contois Auditorium, City Hall, 149 Church St, Burlington, VT

AGENDA

- I. Agenda**
- II. Public Forum**
- III. Welcome**
- IV. Permit Reform**
Status report as to the on-going permit reform effort
- V. Inclusionary Zoning**
Background and overview of current efforts to revise the inclusionary housing standards
- VI. 2019 Update to planBTV – Burlington's Municipal Development Plan**
Background and status as to the present effort to update the MDP
- VII. Amendments to the Comprehensive Development Ordinance**
Discussion as to best ways to convey background and effect of amendments to board members
- VIII. Adjournment**

Current Efforts to Revise Inclusionary Housing

Tuesday, January 15, 2019

Burlington Development Review Board
Joint Meeting with the Design Advisory Board,
Planning Commission, and Conservation Board

Presentation Overview

- On 12/17, the City Council Resolution directed the planning commission to develop changes to the IZ ordinance
- What I'll talk about:
 - IZ overview
 - Process to date
 - Specific recommended changes

My Role

- Housing Program Manager at CEDO since 2002
- Since 2015, responsible to day-to-day administration of IZ
- Staffed:
 - IZ Working Group
 - Joint Committee of Ordinance and CDNR

Inclusionary Housing (Zoning) Overview

- Created in 1990
- Intent:
 - “Create housing opportunities for all of Vermont’s citizens as required by State law”;
 - “To ensure the provision of housing that meets the needs of all economic groups by precluding construction of only market rate housing on the limited supply of available land within the City”; and
 - “To improve the quality of life for all residents by having an economically integrated housing supply throughout the City”
- Creates permanently affordable units for people up to median income.

Summary of Process to Date (1 of 2)

- Housing Action Plan (HAP) (2015)
 - Identified a need to evaluate IZ ordinance
 - “Consider Revisions to the Inclusionary Zoning Ordinance TO Better Meet Housing Goals and Better Complement the Housing Trust Fund.”
- IZ Report (2017)
 - Private consultant czb did extensive research and made recommendations. Concluded that IZ was successful in creating inclusion, but that there were unintended impacts of the ordinance and modifications needed to be made.
 - Particularly called out offsets as a “critical part of the current ordinance that has failed to function as intended.”
 - Offsets (bonuses and waivers) are required by State law for IZ and are intended to provide some relief for additional costs of IZ compliance

Summary of Process to Date (2 of 2)

- IZ Working Group (IZWG) (2017-18)
 - Group composed of elected and appointed officials, private and non-profit developers, City staff, and housing advocates addressed each recommendation of report
 - Reinforced that the intent was to create inclusion, introduced geographic component
 - Ensure that the offsets were appropriate, payment in lieu, feasibility scales
 - Report and resolution
- Joint Committee (2018)
 - Ordinance and CDNR specifically addressed each of the recommendations of the IZWG. Final report 12/12/18
- City Council Adopted Joint Committee Report on 12/17/18
- Excluding HAP process, total of 17 meetings, 3 public hearings + 2 City Council Meetings

12/17/18 City Council Resolution

- City Council “referred recommendations specifically identified in the Report of the Joint Committee pertaining to ordinance changes to the Planning Commission to develop recommended changes to the Burlington Inclusionary Zoning Ordinance and other relevant provisions as required”
 - Total of 10 recommendations referred
- Council referred “the additional, more general recommendations of the report” to Community Development and Neighborhood Revitalization Committee.

Recommendation of the Joint Committee referred to Planning Commission

#2: Eliminate numerical standards for minimum area

IZ units must be comparable to market rate units with a floor area no less than 90% of the average market rate units within the project of the same number of bedrooms.

Current CDO Section: 9.1.14 General Requirements for Inclusionary Units

(c) The gross floor area of the inclusionary units is not less than the following minimum requirements, unless waived by the DRB using the following criteria:

1. All of the units being provided with a specific bedroom count are smaller than the standards outlined below; 2. More than the required number of inclusionary units are provided on site, not all shall be subject to bedroom mix and size requirement; or, 3. The units have an efficient floor plan (meaning that less than 5% of the square footage is devoted to circulation) and the bedroom size(s) is a minimum of 144 sf or 12'x12'.

One bedroom	750 square feet
Two bedroom.....	1,000 square feet
Three bedroom.....	1,100 square feet
Four bedroom	1,250 square feet

Recommendations of the Joint Committee referred to Planning Commission

#3: Monitoring & Administration

Housing Trust Fund (HTF) and its Manager can designate responsibility to the new consolidated permitting and inspections department.

Current CDO Section: 9.1.20 Administration

The Housing Trust Fund and its Manager shall monitor activity under this article and shall provide a report no less than every year to the city council, setting forth its findings, conclusions, and recommendations for changes that will render the program more effective. The report described above shall be presented to the city council at a legally warned public hearing.

Recommendations of the Joint Committee referred to Planning Commission

#4: Provide Density bonuses by right

Ensure the provision of the density allowance by-right, but still ensure opportunity for the DRB/DAB to seek other modifications to a project to address site and architecture design standards. See Section 14.6.4 of the planBTV Downtown Code.

Example from 14.6.4 (f) of the Plan BTV Downtown Code

f) Design and Public Space Standards Required for Additional Building Height: Applications seeking approval from the Development Review Board for Building Height above that which may be permitted administratively in a Form District shall comply with the following:

i. Design Standards: The maximum Building height and mass is permitted By-Right by the underlying Form District, as may be modified by the chosen Building Type and Frontage Type. However, there are a number of ways that Building shape, articulations, and choice of materials can be used to reduce the perceived height and mass of taller Buildings, and ensure a high quality of design that complements the character of the Downtown and Waterfront area. After consultation with the Design Advisory Board and a Public Hearing, the Development Review Board shall evaluate any proposal seeking additional Building height under each of the following additional design standards, and affirmatively find that:

Recommendations of the Joint Committee referred to Planning Commission (continued from previous slide)

- a. The proposed Building presents a design that emphasizes slender, vertically-oriented proportions to assure a rich visually interesting experience as viewed within the context of the downtown skyline; reinforces opportunities for establishing points of reference for visual orientation; and, provides visual interest and human scale at the pedestrian level through the use of a variety of scales, materials, fenestration, massing, or other architectural design techniques;
- b. Step backs, horizontal and vertical variation, selection of materials, and/or other architectural design technics are used to reinforce the street wall, create transitions from Buildings of a smaller mass and height, and reduce the perceived height and mass of upper stories from the street level; and,
- c. Upper story proportions of the Building are oriented and tapered and/or separated into separate masses in order to retain sky view between individual Building elements from the public Thoroughfare.

The DRB may condition approval of additional Building height by reducing the By-Right Building mass by no more than 10% of the total floor area of the new floors enabled by granting the additional Building height. In no case shall the maximum By-Right Building height be reduced.

Recommendations of the Joint Committee referred to Planning Commission

#4.1: Density bonus in CDO Article 4.4.5 should be reviewed and if meaningful made by-right.

Review this section which provides density bonus for an applicant providing an additional 5% inclusionary units.

Current CDO Section: 4.4.5(d)7A.

A. Inclusionary Housing Requirement.

Inclusionary Housing units shall be provided, with applicable additional lot coverage and density allowances, in accordance with the provisions of Article 9, Part 1. A maximum of an additional 10-feet of building height may be permitted for an additional 5% inclusionary housing units provided in excess of the requirements of Article 9, Part 1. The total gross floor area dedicated to the additional inclusionary housing shall be equivalent to the gross floor area resulting from the additional allowance.

Additional lot coverage and residential densities allowances shall not exceed the following:

Table 4.4.5-4: Inclusionary Housing Allowances

District	Maximum Coverage	Maximum Density
RL/RL-W	44%	8.75 du/ac
RM	48%	25 du/ac
RM-W	72%	25 du/ac
RH	92%	46 du/ac

Recommendations of the Joint Committee referred to Planning Commission

#4.2 : Eliminate parking requirement for IZ units.

Current CDO Section: 9.1.12 Additional Density and Other Development Allowances

(b) Other possible allowances for the provision of Inclusionary Units may include:

1. A waiver of up to 50% waiver of parking spaces as outlined in Article 8, Sec. 8.1.14,

Recommendations of the Joint Committee referred to Planning Commission

#4.3: IZ units should receive 100% waiver of fees (CDO Article 3.3.3 (c)).

Current CDO Section: 9.1.12 Additional Density and Other Development Allowances

(b) Other possible allowances for the provision of Inclusionary Units may include:

2. A waiver of a portion of the impact fees associated with the Inclusionary units, pursuant to the Art. 3, Part 3 Impact Fee Administrative Regulations.

Recommendations of the Joint Committee referred to Planning Commission (continued from previous slide)

(c) **Affordable Housing Waivers:**

Any residential project containing newly constructed units or substantially rehabilitated housing units that are affordable for households as described in subsections (1), (2) or (3) below are eligible for a waiver of impact fees for that portion of the project. The terms, rules, and regulations used herein shall be the same as those defined and specified in this Ordinance pertaining to Inclusionary Zoning (**Article 9**). For purposes of determining median income, the income levels specified in **Article 9** of this Ordinance, or the most recent amendment thereto, shall be applicable.

1. 25% Waiver of Fees: Twenty-five percent (25%) of the fees will be waived for any unit in a project that initially sells for a price that is affordable for households below 90% of median income or that initially rents for a three year period for a price (including utilities) that is affordable for households below 75% of median income.
2. 50% Waiver of Fees: Fifty percent (50%) of the fees will be waived for that portion of a residential project that meets the dual test of initial affordability and continuing affordability. For the purposes of this section, "initial affordability" would be defined as a unit that sells for a price that is affordable for households earning less than 75% of median income or that rents for a price (including utilities) that is affordable for households earning below 65% of median. "Continuing affordability" would be defined as affordability that lasts for a period of 99 years.
3. 100% Waiver of Fees: One hundred percent (100%) of the fees will be waived for that portion of a residential project that initially sells or rents for a price that is affordable for households earning less than 50% of median income and that remains continually affordable as defined above.

Recommendations of the Joint Committee referred to Planning Commission

#5: Lower the Payment in Lieu Fee- make payment correspond to scale of project and geography of inclusion

Proposed that in census block groups where less than 51% of the residents are below 80% HUD Area Median Income ('less inclusive' areas) Payment in Lieu not be allowed at certain project scales (see #5.1) because these areas are in need of more inclusion. See attached map.

- (5- 16 units) \$35,000 / unit - allowed citywide except waterfront
- (17-49 units) \$70,000 / unit - not allowed in 'less inclusive' areas or waterfront
- (50+ units) \$85,000 / unit - not allowed in 'less inclusive' areas or waterfront

Current CDO Sections: 9.1.13 Off-Site Option

The DRB, upon a finding that unique, difficult and/or challenging site conditions exist that prevent the inclusionary units from being constructed upon the same site as the market units, may allow any developer of a covered project to comply constructing inclusionary units on a site within the City of Burlington other than that on which the covered project is located, subject to the following conditions:

(a) The number of inclusionary units to be provided by the developer or by the developer's designee through off-site development shall be no fewer than 1.5 times the number otherwise required by this Article;

(f) Should the City Council decide that a payment in lieu is acceptable in exchange for not providing the inclusionary units on or off of the site, the payment shall be \$100,000, adjusted annually in accordance with the CPI, commencing January 1, 2007, per the number of units required in (a) above.

Proposed designated areas for Inclusionary Zoning based on 80% AMI

- Legend**
- Census Tracts
 - Census Block Groups
 - 'Less Inclusive' (<51% of residents are below 80% AMI)



Source: HUD - ACS 5 yr 2006 - 2010 low mod income summary data

Recommendations of the Joint Committee referred to Planning Commission

#6: Offer a less restrictive off-site option

IZ units should be allowed off-site by-right if the project is located in a designated area based on attached map (see #5.1). Remove 1.5 unit multiplier for IZ units required when exercising the off-site option which also applies to Payment in Lieu in order to clarify and simplify.

Current CDO Section: 9.1.13 Off-Site Option

The DRB, upon a finding that unique, difficult and/or challenging site conditions exist that prevent the inclusionary units from being constructed upon the same site as the market units, may allow any developer of a covered project to comply constructing inclusionary units on a site within the City of Burlington other than that on which the covered project is located, subject to the following conditions:

- (a) The number of inclusionary units to be provided by the developer or by the developer's designee through off-site development shall be no fewer than 1.5 times the number otherwise required by this Article;

Recommendations of the Joint Committee referred to Planning Commission

#7: Adjust the sale price for owner-occupied units from 75% of AMI to 70% of AMI

Current CDO Section: 9.1.11 Calculating Rents and Selling Prices

(b) Inclusionary units for sale, including cooperative units and the carrying costs associated therewith, shall be sold at a price which is affordable for a household with an annual income that is seventy-five percent (75%) of median income adjusted for household size;

Recommendations of the Joint Committee referred to Planning Commission

#12: Codify IZ requirements for student housing outside the Institutional zone

Develop ordinance language based on the terms that Champlain College met to satisfy the IZ requirement for the 194 Saint Paul project that included demonstrating that over 15% of the undergraduate population fall under 65% AMI on a yearly basis and a covenant to ensure compliance with article 9 in the unlikely event that the property ceases to be used for dedicated student housing. In cases where this standard cannot be met, the IZ requirement must be met on-site.

Questions?

Todd Rawlings

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Housing Program Manager

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Additional Information

Quick and dirty summary of consultant's recommendations

1. Which projects are covered: exempt more small projects from the requirement ("increase the threshold project size" that law applies to)
2. How many units/for whom: allow developers to build MORE units, but for higher-income households than in current law; or FEWER units, but for lower-income households than in current law
3. Other options: create a meaningful payment in lieu option (allow developer to meet obligation by making a payment to the City's Housing Trust Fund instead of building the required units on site)

Payment in lieu: what did the consultant say?

- Lower the payment in lieu. It is too high to be a true option (it is much higher than the cost to developer of building the on-site inclusionary unit), as shown by the fact that it has not been exercised in 10 years.
- It is an important option since it provides flexibility for developers, and the revenue can be used to support other affordable housing strategies through the City's Housing Trust Fund.

Membership of IZWG

Membership was stipulated in the April 2017 Resolution, appointments made by Council President in consultation with the Mayor.

- 1 City Council Member to serve as chair (Jane Knodell)
- 1 Representative from the Planning Commission (Bruce Baker)
- 2 For-Profit Developers (Erik Hoekstra, Eric Farrell)
- 2 Not-for-Profit Developers (Nancy Owens, Housing Vermont; Michael Monte, CHT)
- 2 Affordable Housing Advocates (John Davis, Brian Pine)
- 1 CEDO Director or designee (Noelle MacKay)
- 1 Planning & Zoning Director or designee (David White)

Summary of IWG recommendations: who is covered, and how many affordable homes?

- Which projects are covered: Joint Committee recommends no change to current law, which applies to any housing development of 5 or more units
- How many affordable homes: Joint Committee recommends no change to current law, which says 15% of all dwelling units in the project must meet affordability requirement. In Waterfront district, 25%. If project is targeted to very high end of market, 20-25% of all dwelling units must meet affordability requirement.

Summary of recommendations: how is “affordable” defined?

Affordable for whom?

- For rental units, Joint Committee recommends no change to current law. Price homes so they are affordable to households at 65% of Area Median Income (AMI).
- For owner-occupied units: Recommend reducing target income from 75% of AMI to 70% of AMI.

Summary of recommendations: other options to meet requirement

Payment in lieu option: current ordinance

- If Development Review Board finds that there are “unique, difficult, and/or challenging site conditions” that prevent the construction of on-site inclusionary units, then the DRB may allow the developer to make a payment instead, subject to approval of the City Council.
- The payment per required affordable home that is not built on site = approx. \$180,000.

Payment in lieu, Joint Committee recommendation

- The Joint Committee agreed with the Consultant and IZWG that this is an important option, and one that has not been viable.
- Joint Committee agrees with the IZWG and recommends that the payment in lieu option should be available "by right", but on a restricted basis. "By right" means it is not subject to the discretion of a City board or official.
- Restrictions on the payment in lieu option are based on the size of the project and the location of the project.
- Regardless of size of project, no payment in lieu option in the Waterfront district – a continuation of the existing policy.

Payment in lieu recommendation

- The Joint Committee offers an innovative recommendation on the payment in lieu option that seeks to address two big issues:
- The challenging economics of the IZ requirement for small projects, given the significant fixed costs involved in developing new housing (costs that are about the same whether you are building 5 units or 50 units).
- The striking geographic concentration of IZ units built to date in parts of Burlington that already have a healthy mix of households across the income spectrum in their neighborhoods.

Payment in lieu, recommendation

- Small projects (5-16 units) have a payment in lieu option, except if the project is in the Waterfront district. The per unit payment is \$35,000.
- Medium (17-49 units) and large (50+ units) pay more per unit (\$70,000 and (\$85,000 respectively), recognizing their greater ability to absorb the cost of the inclusionary units. Only incremental units pay higher rate: 17-unit project pays \$35K for 2 units and \$70K for the 3rd IZ unit and so on.
- AND medium and large projects can ***only*** use the payment in lieu option for projects located in parts of the City that have inclusive neighborhoods today. *If their project is in a less inclusive part of the City, we want them to build their affordable homes on site.*

Rationale for Payment in Lieu proposal

- Addresses the difficult economics of IZ for small projects, while capturing resources from small projects for the Housing Trust Fund.
- Addresses lack of neighborhood inclusion shortcoming of IZ to date in Burlington: while it has succeeded in fostering inclusive projects/buildings, it has not fostered inclusive neighborhoods throughout the City.
- Allows payments from market-rate housing to be leveraged with other funding sources through the HTF to support the creation of more homes, and more deeply affordable homes, than would have been built on-site.

Density Bonus proposal

- Addresses the fact that many development projects are unable to utilize the existing density bonus despite being required to comply with IZ.
- The Joint Committee endorsed the IZWG recommendation that developers be granted by-right density bonuses.
- Final language from the Planning Commission should address the provision of by-right density, but still ensure opportunity for the DRB/DAB to seek other modifications to a project to address site plan concerns and architectural design standards.

Other recommendations

- Unit comparability – IZ units at par with market units
- Compliance monitoring – explore option to transfer duty to new dept.
- Increase funding for affordable housing – refer CDNR
- Accessory units – refer to CDNR
- Privately developed university housing built outside the Institutional Zoning District – draft an ordinance codifying Champlain College

Recommendation	Description	Ordinance Section
Eliminate numerical standards for minimum area	IZ units must be comparable to market rate units with a floor area no less than 90% of the average market rate units within the project of the same number of bedrooms.	9.1.14 (c)
Monitoring & Administration	Housing Trust Fund (HTF) and its Manager can designate responsibility to the new consolidated permitting and inspections department.	9.1.20
Provide Density bonuses by right	Ensure the provision of the density allowance by-right, but still ensure opportunity for the DRB/DAB to seek other modifications to a project to address site and architecture design standards. See Section 14.6.4 of the planBTV Downtown Code.	9.1.12 Ex: 14.6.4 (f)
Density bonus in CDO Article 4.4.5 should be reviewed and if meaningful made by-right.	Provides density bonus for additional 5% inclusionary units.	4.4.5.(d) 7 A
Eliminate parking requirement for IZ units.	Currently allowance for 50% waiver of parking spaces.	9.1.12(b); 8.1.15(a)
IZ units should receive 100% waiver of impact fees	The current IZ rent price target only allows for a 50% waiver.	9.1.12(b)2; 3.3.3(c)

Recommendation	Description	CDO Section
Lower the Payment in Lieu Fee-make payment correspond to scale of project and geography of inclusion	In Census Block Groups where less than 51% of the residents are below 80% HUD Area Median Income ('less inclusive' areas) Payment in Lieu not be allowed at certain project scales because these areas are in need of more inclusion. See map.	9.1.13
	(5- 16 units) \$35,000 / unit - allowed citywide except waterfront (17-49 units) \$70,000 / unit - not allowed in 'less inclusive' areas or waterfront (50+ units) \$85,000 / unit - not allowed in 'less inclusive' areas or waterfront	p.1.13(a)(f)
Offer a less restrictive off-site option	IZ units should be allowed off-site by-right if the project is located in a designated area.	9.1.13
	Remove 1.5 unit multiplier for IZ units which also applies to Payment in Lieu.	9.1.13(a)
Adjust the sale price for owner-occupied units from 75% of AMI to 70% of AMI	Allows condos to be more competitive with the market outside of Burlington that is similarly priced but has no shared equity restrictions on sale of unit.	9.1.11(b)

Recommendation	Description	CDO Section
Codify IZ requirements for student housing outside the Institutional zone	Based on the terms that Champlain College met to satisfy the IZ requirement for the 194 Saint Paul project and a covenant to ensure compliance with article 9 in the unlikely event that the property ceases to be used for dedicated student housing.	9.1.6 (a)

Permit Reform:

What are the major problems to solve?

1. The public has made its dissatisfaction clear over decades.
 - a. Multiple locations, sometimes competing guidance, limited coordination.
2. Staff work hard in a broken system.
3. The City needs to speak with one voice.
4. Clear inefficiencies need to be corrected (ex. “time of sale”)
5. An independent evaluation recommended a reorganization into a “one-stop shop” with a single point of accountability, merging Zoning, Code, and ISD.

Principles Driving Reorganization

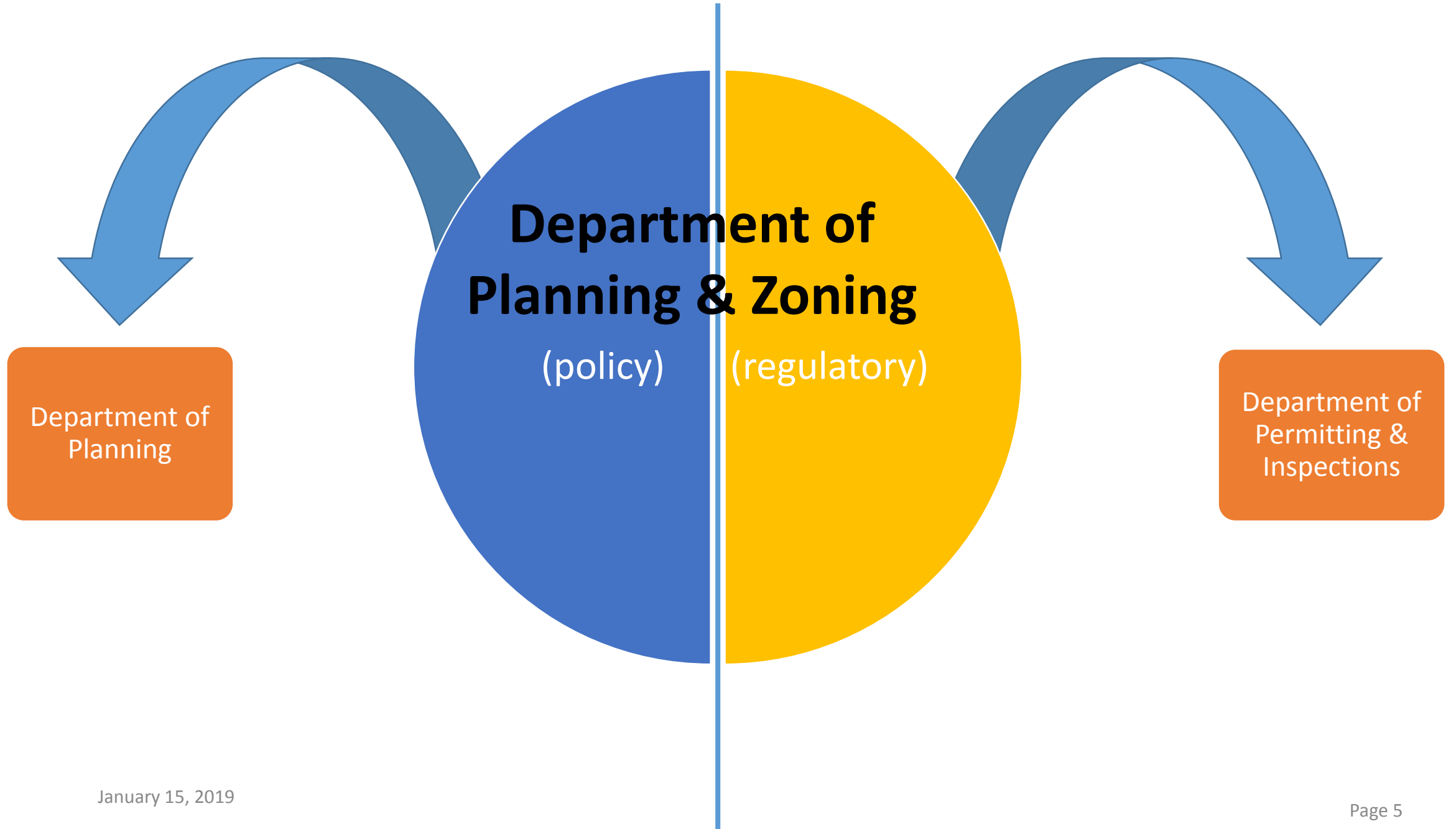
- **Better customer service**
- **Improved public process and resident oversight**
- **Accountability & consistency across the permitting process**
- **Collaboration among different Departments involved**
- **Resolving issues at lowest level possible for applicant**
- **Listen to public feedback gathered over prior decades**

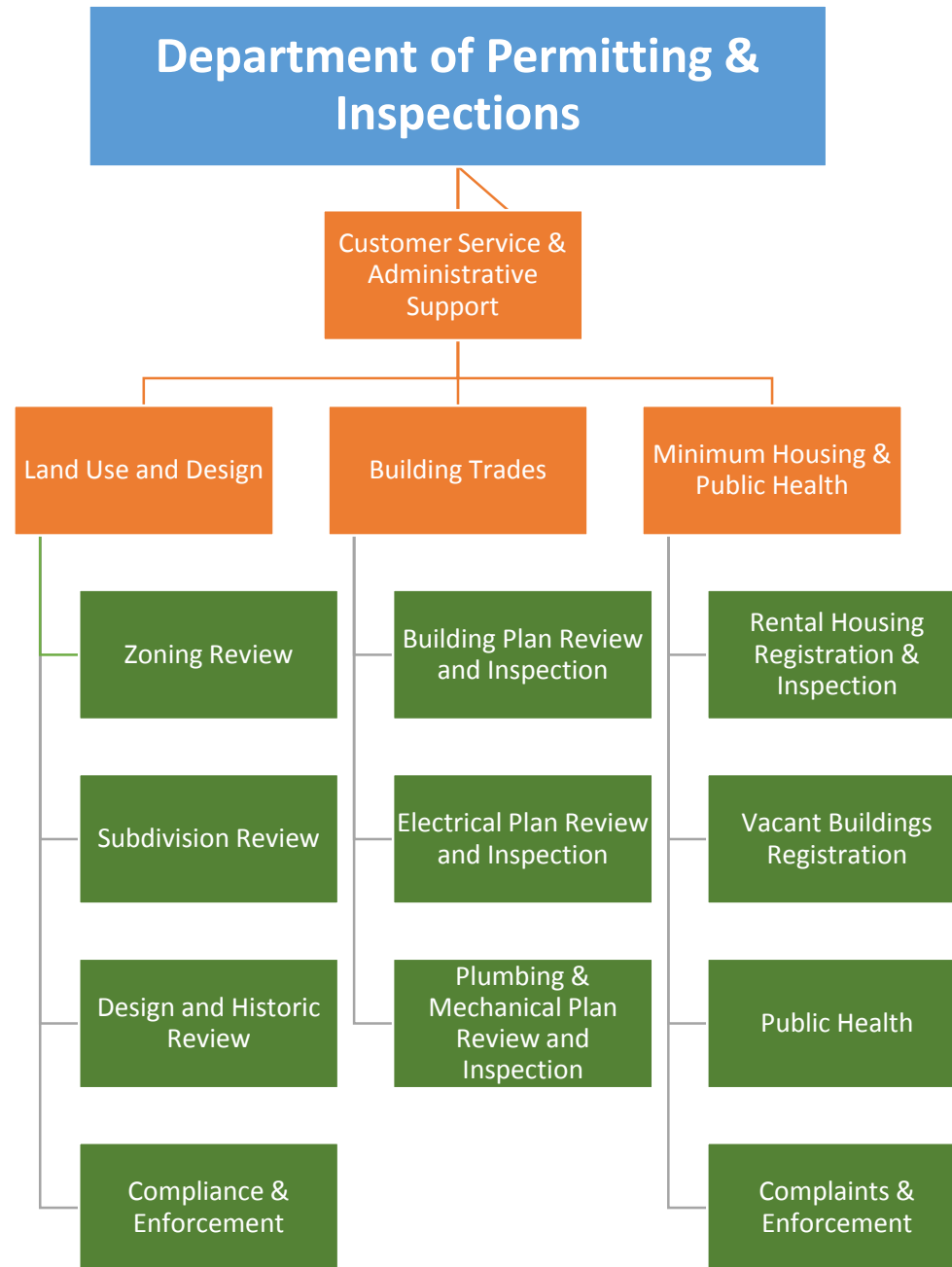
Where Are We in the Process

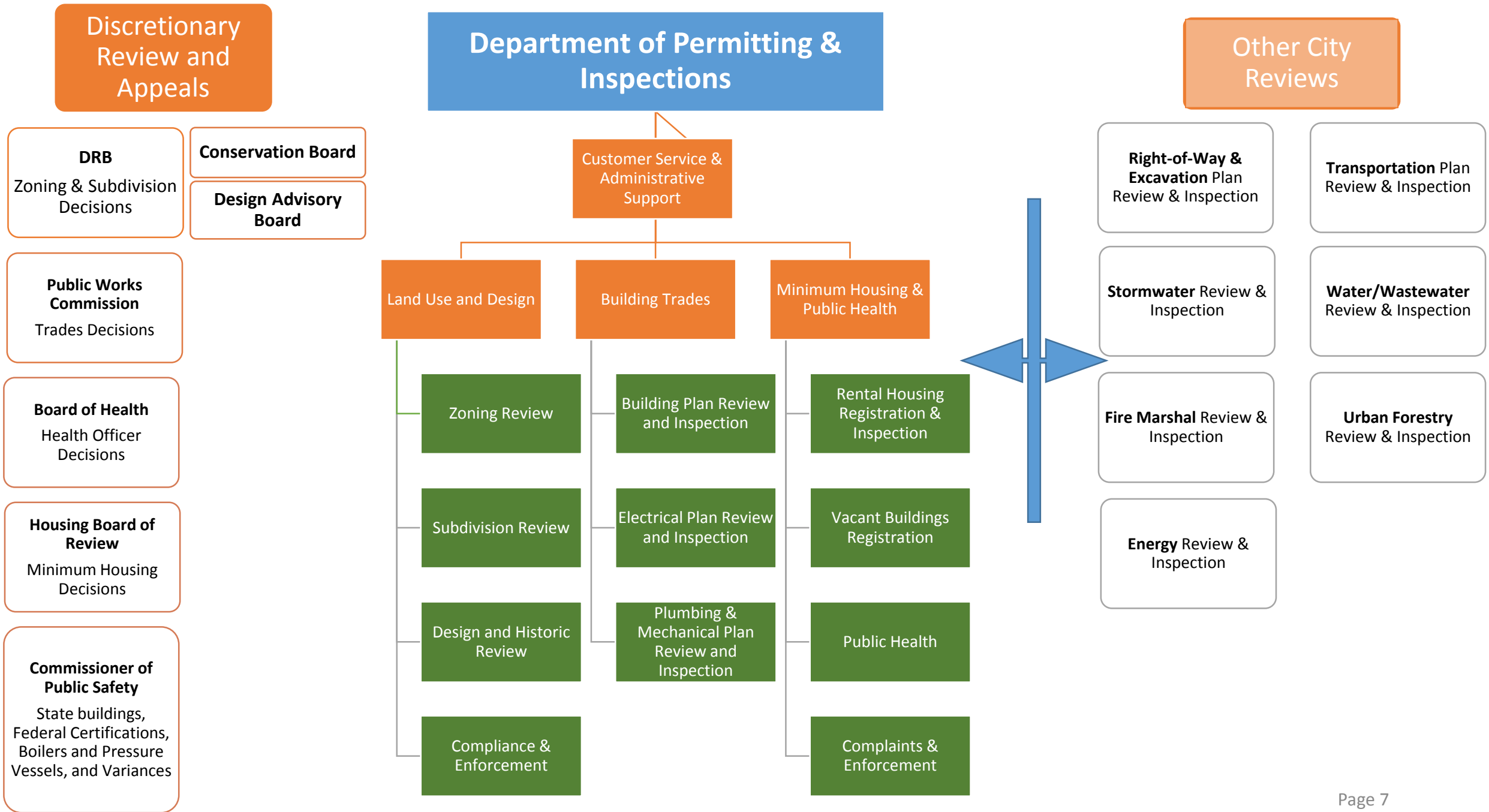
- 2014 Council Resolution charges reform of permitting system “from soup to nuts.”
- Consultant engaged, Planning Commission reviews report (2016-2017)
- Permit Reform Advisory Committee Created
- August 2017 Council accepted Permit Reform Project Team work-plan
- Phase 1: Shared office hours, online scheduling,
- October 2018 Planning Commission discussion and initial feedback around one-stop shop and associated implications
- December 2018 City Council gave initial approval for Charter Change

Charter Change (March 2019)

- Creation of new Permitting & Inspections Department
- Appointment of new Director of Permitting & Inspections by Mayor
- Appointment of Zoning Administrative Officer by Mayor
- Appointment of Planning Director by Mayor







What is happening now?

- City Council will have a public hearing on Tuesday January 22, 2019 and a vote on January 28, 2019 about the Charter Change
- Town meeting day vote March 5, 2019

Ongoing work

- Involved Department Heads meet with the Mayor weekly
- Staff transition team meets about every two weeks
- Permit Reform Citizen Advisory Committee will continue to meet
- Permitting and Inspections team has participated in LEAN training (January 10 and 11)
 - Small teams will continue this LEAN work

A faint, light gray map of Burlington, Vermont, serves as the background for the entire slide. It shows the city's irregular shape, major roads, and surrounding water bodies like Lake Champlain.

the 2019 update to

planBTV:

Burlington's Comprehensive Plan

also known as Burlington Municipal Development Plan

Annual Joint Board Meeting
January 15, 2019

process to **update to planBTV**

2018

1973 - 2014

*Planning
Commission
updates the plan
every 5 years
consistent with
state statute*

Jan- March

*Planning
Commission
review of
current plan &
prep for update*

Apr - July

*Conversations
with residents
& stakeholders
about important
issues for plan
to address*

process to **update to planBTV**



Announcement at Transit Center



Youth sharing their input at the BTV Block Party

My city is Burlington My state is Vermont

I live in ☐ a house ☐ an apartment in a house ☒ an apartment in a building

My ☐ a house ☒ an apartment is ☒ good for my family ☐ not good for my family

What is in my neighborhood?	Good?	Bad?

Adult English Learners class worksheet



BHS students in the Year End Studies (YES) program



ONE planBTV discussion (Credit: Megan Humphrey)

process to **update to planBTV**

2018, ctd.

Apr - July

*Conversations
with residents
& stakeholders
about important
issues for plan
to address*

July - Oct

*Planning
Commission
work to update
& prepare draft
for review*

Nov - Dec

*Share &
discussion draft
& Planning
Commission
Public Hearing
Dec 5*

Let's talk about... burlington as a distinctive city.	
How important do you think these goals are to preserving and fostering the city's unique identity? 1 ● ● ● ● ● Participants can allocate up to 10 sticker "votes" however they want among these 5 goals.	Reasons why we think this way: Facilitator/scribe will use this space to take notes from the group discussion: • reason • reason
2 ● ● ● ● ●	
3 ● ● ● ● ●	
4 ● ●	
5 ● ● ● ● ●	

process to **update to planBTV**

Additional events about the draft plan:



***Discuss
goals @
importance***



***Actions to
achieve
those goals***



***Where and
how these
apply***

PC Vote to Refer to Council (Dec 11)

**Council & Public Review Continues
(Jan - Mar 2019)**

*Presentation of draft plan to Council
(Jan 7)*

Public session on plan's action items

Public session on land use plan

Council Public Hearing #1 (Feb 11)
Make edits, becomes final draft

Council Public Hearing #2 (Mar 11)

**Readopt the Plan
(Mar 11 or Mar 25)**

what's in **planBTV**?

objectives guiding this update

- Readopt before plan expires
- Maintain the plan's vision & principles
- Make minimal policy changes; update issues not represented, out-of-date, need to be strengthened
- Organize plan content by key themes & geographic areas, rather than statutory requirements
- Clarify relationship among planBTV documents and other city plans
- Plan lives online; user friendly maps, graphics, updated data
- Relevant, but non-essential info in a supplemental doc

This update is not about creating a new community vision, but about updating and prioritizing the policies and actions to support the implementation of planBTV's vision of "A Sustainable Burlington."

planbtv addresses a **broad range of interrelated topics** related to how we use land



former plan framework...

80 x policy statements

125+ x action items

Organized into 10 topical chapters:



updated framework, in **two elements...**

planBTV
is made up of:

Our Plan for Action

Goals and actions that will help
achieve the vision of Burlington as a:



Distinctive



Dynamic



Inclusive



Connected

...city.

Our Future Land Use

In order to achieve these goals,
identifies parts our city that we are
planning to:



conserve



sustain



grow

our plan for action



Downtown Burlington at sunset with Mt. Mansfield in the distance

burlington as a distinctive city.

Burlington is an urban village, with a rich architectural legacy set within an exceptional natural setting. Together these characteristics provide the foundation for its vital economy, human-scale environment, and high quality of life. Burlington will remain the core of a regional population, economic and cultural center, and will grow in a way that allows it to meet its current and future needs without compromising these celebrated characteristics.

Our vision for Burlington as a distinctive city.

Burlington is located within an outstanding natural setting—surrounded by Lake Champlain and the Winooski River, with views of the Adirondack Mountains to the west and the Green Mountains to the east. Burlingtonians value—and the city is known for—being in close proximity to both natural and recreational resources, supporting high-quality arts and educational opportunities, and benefiting from a diverse and robust year-round economy.

The city is built for people, with buildings of all scales being designed and situated to offer connections to streets that are attractive and comfortable public spaces. The built environment reflects a legacy of moderately-scaled buildings, high-quality urban design, and a rich architectural heritage, and new development integrated within and complements the unique and historic design characteristics of each neighborhood.

Development patterns enable growth, while also protecting important natural and man-made features. This is achieved by concentrating the highest density of mixed-use development in taller buildings within the downtown core, which is a distinctly urban place, and in activity centers where the scale and mix of uses supports surrounding neighborhoods. Residential neighborhoods are diverse in their patterns and character, with unique built, social, and cultural identities. Medical and educational institutions have a respected place in the community and are concentrated on core campuses. And developed areas are surrounded by and integrated with a network of open spaces and natural systems which are cherished as valuable natural and economic assets.

The city is a place where people can get their start—from companies launching, experimenting and growing, to residents of diverse cultures having access to jobs and housing. The city leverages the industries at the core of its economy—education, healthcare, the arts, industry, technology, food production, and environmental services—to provide economic and cultural value for the city and the region.

Being a distinctive city is all about:

- Protecting Burlington's natural context and features, particularly Lake Champlain
- Our place in history as the foundation for the future
- The city's architecture and patterns of the built environment
- City's overall development pattern of mixed-use centers surrounded by residential neighborhoods
- Our community's and individual neighborhoods' characteristics
- Social and cultural diversity
- Unique economic identities as a center for innovation and technology, education and healthcare, industry and agriculture, arts and entertainment
- How diversity of people and economic identities adds to the city's cultural richness

Why is this important?

[learn more in the next few pages]

our plan for action

burlington as a distinctive city.

Protect historic buildings, architectural features, and archaeological resources, while encouraging the adaptive reuse and historically-sensitive redevelopment of underutilized sites and buildings.

- 3.1** Create a city-wide comprehensive plan for historic preservation that identifies and prioritizes buildings and sites for local designation and protection, and includes recommendations for implementation tools and techniques, including regulatory tools, design guidelines, technical assistance, financial assistance, and funding mechanisms necessary to preserve and enhance the long-term protection and economic viability of these important cultural resources.

 Planning & Zoning
 Short-Term

 Burlington Survey Plan, Permit Reform Study

- 3.2** Re-evaluate the zoning regulations and development standards for low and medium density residential districts to ensure standards allow for existing development patterns, design character, scale and mass that are desired to be maintained, while also enabling some evolution of these properties to meet the changing needs of households.

 Planning & Zoning
 Mid-Term

 Burlington Survey Plan

- 3.3** Review, and revise as necessary, the design review standards and tools for determining the consistency of new development/redevelopment with the existing neighborhood character to make them more objective in application and the process more predictable.

 Planning & Zoning
 Mid-Term

 Permit Reform Study

- 3.4** Create and support educational and tourism opportunities that promote the city's historic and cultural resources.

 Planning & Zoning, Burlington City Arts, BPRW, Fletcher Free Library, Church Street Marketplace
 Ongoing

 Lake Champlain Byways Program, Lake Champlain Chamber of Commerce

- 3.5** Identify and preserve views of iconic buildings, natural features, and scenic vistas that are visible from primary public streets and parks.

 Planning & Zoning, BPRW
 Mid-Term

Strengthen the city's role as a cultural and arts center, and supporting efforts to expand public art and placemaking within the built environment.

- 4.1** Develop a city-wide arts and culture plan, including an inventory of current assets (both public and private) and those unique to various parts of the city, and identify needs for additional facilities, capital improvements, programs, technologies, maintenance, and funding to support these resources.

 Planning & Zoning, Burlington City Arts, BPRW, Fletcher Free Library, Church Street Marketplace, CEDO

 Mid-Term

- 4.2** Create additional conference and exhibition space within the downtown.

 CEDO, Burlington City Arts

 Long-Term

- 4.3** Implement a Percent-for-the-Arts program that creates a sustainable funding source for creation and management of public art.

 Burlington City Arts (BCA)

 Short-Term

- 4.4** Utilize the Great Streets Standards as a guide to design and install public art and placemaking elements throughout the city that add character, vibrancy, and interpretation to streetscapes and utility infrastructure, while also being functional, durable, and safe.

 DPW, BCA

 Ongoing

 Great Street Standards

- 4.5** Identify programs and other tools to create and secure affordable housing and/or work spaces for artists and makers.

 Planning & Zoning, CEDO, BCA

 Mid-Term

 planBTY: South End Master Plan

burlington as a distinctive city.

our **future land use**

The Land Use Framework

planBTV identifies areas in our community that we are planning to:

						
Natural Areas Open Spaces	Working Land	Residential Neighborhoods	Neighborhood Centers	Multi-Modal Corridors	Regional Center	Special Areas

conserve.

sustain.

grow.

planbTV is like a roadmap...



*Outlines a future
land use vision*



*Focused on next
10-20 years*



*Provides policy direction
to achieve this vision*

...and is a collection of plans.



and the **Open Space Protection Plan** are about the long-term stewardship and management of the city's natural and recreation resources.



and the **Transportation Plan** are about expanding safe, robust transportation choices that are competitive with the automobile.



Downtown & Waterfront is our guide to downtown development, a vital economy, and housing and transportation choices.

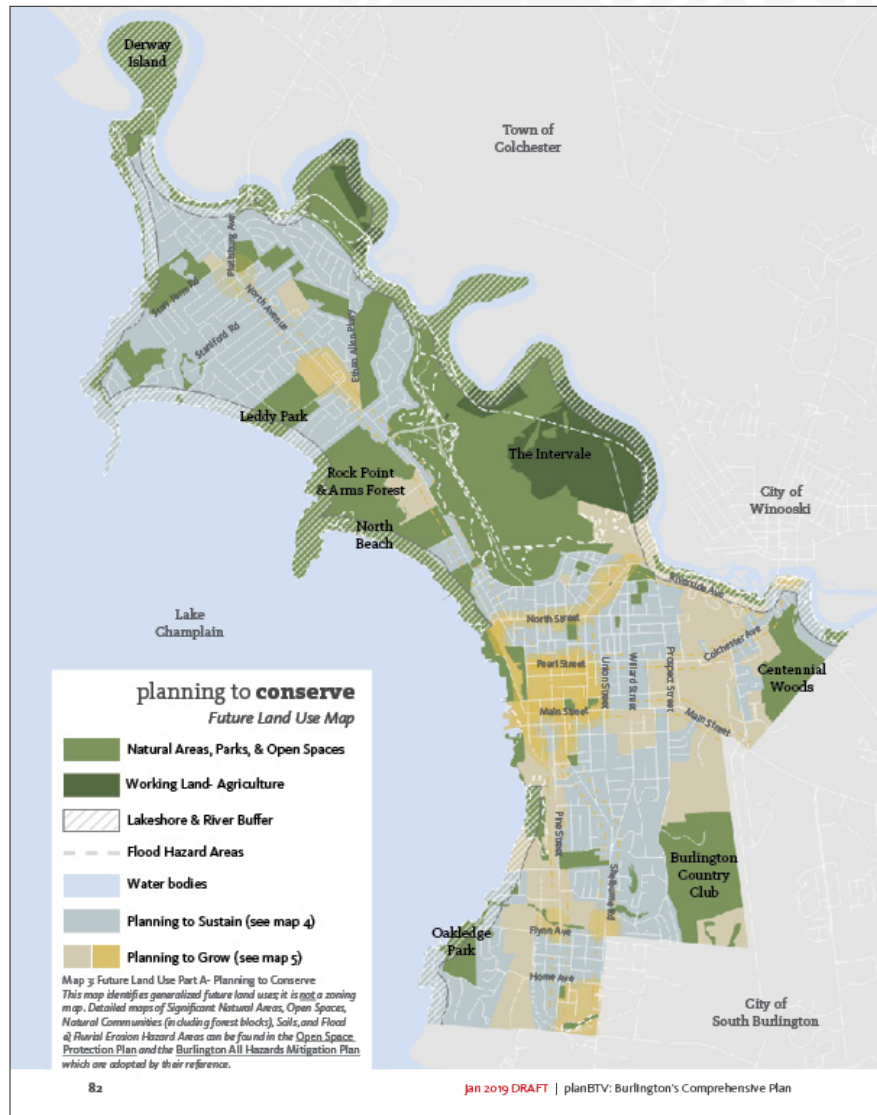


is about preserving and enhancing the arts, industry, and innovation in the South End's Enterprise District.



our future land use

The Land Use Framework



planning to **conserve**.

In these parts of the community we will take great care to protect and conserve them largely as they are today. These include places like our natural areas, shore lands, floodplains, agricultural areas, recreational resources, and significant buildings and sites. This plan envisions that they will continue to look and be used primarily as they are today, with relatively few adaptations intended to allow them to maintain their natural functions, remain economically viable, accessible for recreation, and be well-maintained.

What areas are we planning to conserve?



Natural Areas, Parks, & Open Space: The purpose of these areas is to protect natural resources and recreation while guiding development away from important natural assets or hazard areas. These include city and regional parks, natural areas, conserved lands, and large pieces of land that are undevelopable due to features such as steep slopes, wetlands, or floodplains.



Working Land: The purpose of these areas is to protect agriculture and supporting enterprises. These are areas that are sparsely developed except for structures, services, and businesses that are compatible with and serve the working landscape, and low-intensity recreational uses.

Considerations for Future Land Use and Development

As this plan details, these spaces provide incredibly valuable natural, recreational, and economic resources for the city and much of our region. The long-term maintenance and stewardship of these areas is a high priority, as are strategies that will preserve the integrity and improve the function of these resources. As development pressures across the city increase, there will be more and more pressure to develop increasingly marginal sites. It will be critical to uphold, and expand where necessary, the tools and resources available to protect these areas and sites from extensive development pressure. In particular, we must

protect flood hazard areas, in order to minimize loss of life and property and public expenditures resulting from flooding, and to maintain a location for temporary flood storage in the case of a flood event.

Additionally, we must carefully balance the conservation and management of land and water resources with the availability of spaces for recreation and increased connectivity to these resources that support a growing and vibrant community. Where these resources about areas of development, it will be important ensure that appropriate infrastructure is in place to allow for public accessibility and use, while minimizing resource fragmentation and degradation. This is

our future land use

The Land Use Framework

Considerations for Future Land Use and Development

Much like our residential neighborhoods, these growth areas each provide unique opportunities and benefits to the city—from neighborhood-scale services and amenities, to supporting our regional economic identity. This plan recognizes that within these growth areas there are varied considerations for the scale and type of development that may occur relative to their location in the city, their proximity to community resources, and what happens along the edges of these areas where they abut neighborhoods and other land uses. These considerations are detailed in the following sections.

Downtown & Waterfront Core



Map 5 Excerpt: Regional Center and Transitional Edges (see p.90)

Since the early 1800's, Burlington's harbor and downtown waterfront have been an important commercial area, scenic and recreational attraction, and community resource. The Lake Champlain waterfront is the city's premier gateway, a critical resource providing access to the lake, and an asset that cannot be duplicated or replaced. The downtown is a hub of jobs, services, retail, and housing that includes offerings for Burlington residents as well as neighbors from across the region and visitors from all over the world.

This plan anticipates that this is the most urban part of our city; additionally, the regional ECOS Plan identifies this area as a regional growth center and it has been designated as a development area by the Vermont Downtown Program. This means that this is the part of the city where we are planning for the most intensive infill and redevelopment to occur through the transformation of underutilized sites and structures, and by supporting the highest density and intensity of development. This part of

our city provides tremendous opportunity to grow in a way that greatly advances progress toward our economic, housing, and climate change goals.

planBTV: Downtown & Waterfront Master Plan

is the primary tool guiding private and public investment necessary to ensure the vitality of this part of the city—providing guidance on improving the downtown's vibrant economy, advancing great urban design, and promoting and expanding housing and transportation choice. Additionally, it specifies the infrastructure needs, density potential, development logistics, and design standards for this area. This plan serves as the foundation for many other plans, studies, and initiatives that will occur over the next generation.

How the downtown grows should be guided by the detailed analyses and recommendations contained in the following planBTV documents:

- planBTV: Downtown & Waterfront Master Plan
- Waterfront Revitalization Plan
- VT Designated Downtown Development Area Five Year Action Plan
- Downtown Parking & Transportation Study
- Burlington Transportation Plan
- planBTV: Walk/Bike
- Winooski Avenue Corridor Study (underway)

Relevant Policies & Actions

These action items from *Our Plan for Action* are particularly relevant to the downtown core.

Distinctive Theme:

- Action 1.3
- Actions 2.2, 2.4
- Action 3.1
- Actions 4.1, 4.2, 4.4
- Action 5.1

Dynamic Theme:

- Actions 6.1, 6.2, 6.3, 6.6
- Actions 7.3, 7.4
- Action 9.9

Inclusive Theme

- Actions 11.1, 11.2, 11.3, 11.7
- Actions 13.5, 13.6

Connected Theme

- Actions 17.1, 17.2, 17.3, 17.7, 17.8, 17.9, 17.10, 17.12, 17.13
- Actions 19.1, 19.2, 19.7, 19.10
- Action 20.2, 20.6



Historic structures on the "Top Block" of Church Street



Summer concerts in City Hall Park downtown



Boathouse on the Burlington Waterfront at sunset



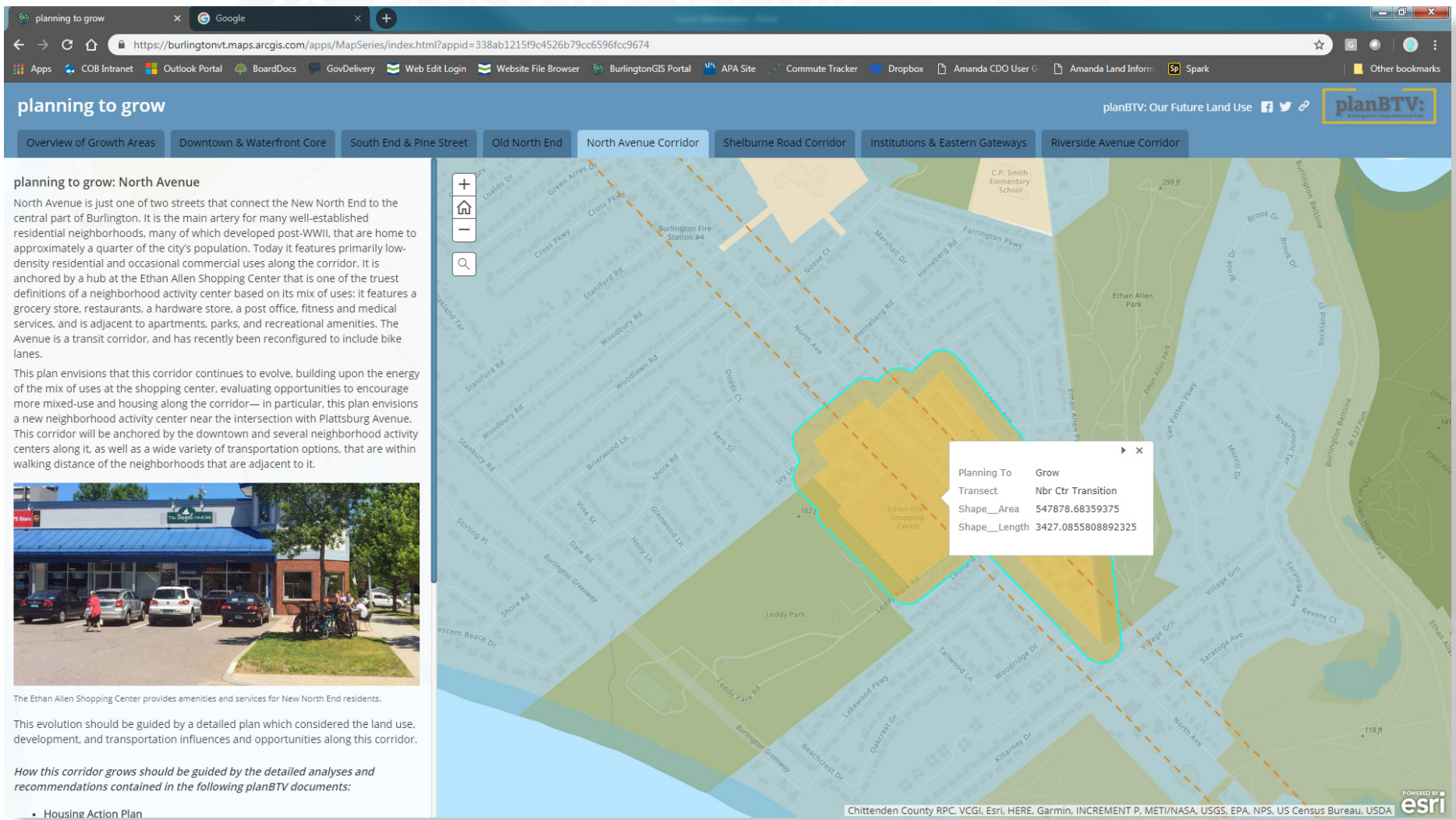
Multi-family housing on the downtown transitional edge



plans incorporated for the first time

- 2015 Burlington Parks, Recreation and Waterfront Master Plan
- 2015 Burlington Housing Action Plan
- 2015 Downtown Parking & Transportation Management Plan
- 2016 Brownfields Area Wide Plan
- 2016 Sustainable Infrastructure Capital Plan
- 2017 Burlington Annex to the Chittenden County All Hazards Mitigation Plan
- 2017 planBTV: Walk/Bike Master Plan
- 2017 CCRPC Burlington Population and Employment Projections
- 2018 CCRPC Burlington Energy Data Guide
- **DRAFT 2018 planBTV: South End Master Plan (as amended)**

adopting a dynamic **comprehensive plan**



download or review the draft plans at:

www.burlingtonvt.gov/planbtv

www.burlingtonvt.gov/planbtv/se