

**planBTV: South End
Long Range Planning Committee
Revisions to Housing elements**

The following revised text is suggested to replace the text that was located on pages 22-23 of the draft document. Refer to the purple boxes that say “LRPC Edits” for details.

The South End is a desirable neighborhood to live in and near.

The South End boasts historic and vibrant neighborhoods within walking distance of Enterprise Zone businesses, the waterfront and downtown. From the historic neighborhoods of Lakeside and Five Sisters to the multi-family residential communities and cooperatives near Oakledge Park, there are a range of housing types throughout the South End. While the Pine Street corridor between downtown and Flynn Avenue is primarily commercial and industrial in nature, the residential communities flanking this important district, and the presence of amenities like schools, parks and churches, lend to the area’s desirability and create a truly mixed-use neighborhood.

Over the past decade and a half, the South End has experienced a slower population growth than the City of Burlington or Chittenden County. Residentially-zoned areas of the South End are largely built-out today, and the Enterprise District prohibits residential uses; but this doesn’t mean it’s a stagnant neighborhood – quite the contrary. The residential neighborhoods in the South End are some of the city’s most desirable and prized. The eclectic character and walkability of the neighborhood are attracting the City’s young professionals and families. Today, the neighborhood is home to roughly 15% of the City’s population. Since 2000, the South End has seen a faster rate of growth among young professional households than the City and the County, with a 6% increase in households aged 25-34 years old. This brings the share of young professional households to nearly 25% of all households in the South End with another 32% of households aged 35-54 years old.

The South End’s character, walkability and amenities have ensured its residential stability over time, and have lent to its increasing appeal as a place to live. However, with a predominance of older, single-family homes, and very few opportunities to construct new housing, home-buyers pay a premium for housing in the South End. This is not unlike other locations within the City and County. In Chittenden County, multifamily housing vacancy rates have declined from 2.1% in 2009 to 0.9% in 2014. Housing production has not met the need, and most new housing that has been built is located outside of the City of Burlington.

When considering the future of the South End, the unmet demand for housing city-wide—and its impact on housing affordability—should be taken into account.

Symptoms

- Burlington’s lack of housing supply in the face of considerable demand is driving up the cost of available housing

B

- New housing that has been developed has largely been condominiums and townhomes at high price points, or subsidized affordable rental housing. Very little has been developed for households “in the middle” that do not meet income requirements for subsidized units but still cannot afford housing at higher price points.
- This lack of available housing is negatively impacting the City’s ability to attract young professionals and companies seeking to hire young professionals, and is therefore compromising efforts to promote economic development.
- It’s also creating traffic and parking demand impacts in areas like the South End, where jobs are being created but people have to drive to get to them.

Causes

- There are relatively few suitable locations available to build new multifamily housing in the City.
- High fees and parking requirements, a lengthy and uncertain permitting process, affordable housing requirements and other development policies impose a suite of additional costs on new construction.

Cures

- Aligning market opportunities with specific neighborhood and development sites.
- Addressing regulatory constraints and improving the use of existing tools to incentivize private investment.
- Linking the creation of new housing to broader economic development goals of job creation and innovation, and to mobility goals for multi-modal transportation enhancements.
- Considering appropriate housing types for the South End in the context of city-wide and regional housing supply and demand.

Staff Note: The following revised text is suggested to replace the text that was located on pages 56-59.

a taste of home?

HOUSING AND THE SOUTH END

Despite the bright lines depicted on the zoning map, the South End truly functions as a mixed-use neighborhood; it includes a commercial-industrial core flanked by thriving single and multi-family neighborhoods. And this core has clearly distinguishable sub-areas, in which businesses feature a range of retail, office and industrial services.

Therefore, an important part of the planBTV South End process was to evaluate whether a single-use industrial zone is still relevant to the City's needs and the evolving character of the South End. The plan recognizes that the Enterprise Zone does not have one distinctive character throughout, nor should the policies governing the entire zone be uniform. The Planning process sought to answer questions about whether there are uses that are not permitted in the Enterprise Zone today that could be introduced in some locations.

Chief among these uses is housing. Housing is not currently permitted in the Enterprise Zone. The case for and against housing within the core of the South End has been debated back and forth, and our community is passionate about this topic. It has been increasingly difficult to make the case that all housing should be excluded from the Enterprise Zone in the light of the regional and city-wide housing shortage, the economic and environmental importance of locating housing close to South End workplaces, and the fundamental shift in the relationship of home and work in the new American city. So planBTV South End set out to answer the question, "Are there locations or situations in which some types of housing might be appropriate within the Enterprise Zone?"

Despite these economic and demographic changes, the argument against allowing housing within the Enterprise Zone remains, and includes the following primary concerns:

- New housing could conflict with industrial and commercial activities. The Enterprise Zone has long been a manufacturing district where housing is prohibited, and the one place left in the city where industrial activities are still allowed by local zoning. These kinds of activities typically come with loud noises, unpleasant odors, and truck traffic. While some of these impacts can be mitigated, housing can be a tough fit and ultimately make it more difficult for businesses to operate.
- Housing might contribute to the already rising rents and property values. The South End is already an expensive choice for traditional industrial/manufacturing enterprises, with higher rents than elsewhere in Chittenden County. This reflects the South End's appeal to businesses that combine industrial and consumer-facing operations—e.g., breweries with tap rooms, prototyping facilities with retail shops, commercial kitchens with café's, studios that incorporate gallery or shop space—and are, therefore, willing to pay higher rents for industrial space. Adding

more higher-paying uses within the Enterprise Zone could further erode the South End’s position as a traditional manufacturing/light industrial area—perhaps threatening the businesses that rely on this low-cost space. This is especially true for small entrepreneurs and artists who rely on low-cost space to make ends meet.

Blue Box text: planBTV supports a continued community conversation about the appropriate locations and types of housing within the South End neighborhood.

Following much debate around the housing question, planBTV South End does not recommend zoning changes to permit housing in the Enterprise district at this time. At the end of the day, the Enterprise District is about manufacturing and small businesses. Supporting these activities and the affordability of incubator space is a central focus of this plan. Several of the plan’s economic development strategies suggest creative housing models and mechanisms for preserving affordability; these strategies could be utilized both within and outside of the Enterprise Zone as the conversation about appropriate housing locations continues.

With the increasing demand for housing city-wide, and the steady appeal of the South End as a place to live and work, the conversation about new housing in this part of the City is an important one to continue. More housing in the South End could bring benefits for all of us, including:

- More housing choices for people at different stages of their life, so “empty nesters,” young workers and couples, and others looking for smaller, apartment-style units with lower monthly costs and maintenance burdens have options without leaving the South End, and to support the mixed-use character of the district.
- More spending power focused on neighborhood businesses, supporting a strong hyper-local economy.
- More trips that can be taken on foot or via bike, so area businesses would need less parking for customers and employees.
- Additional neighborhood density to support increased investment in neighborhood infrastructure, such as sidewalk and bikeway improvements and increased transit service.
- A more resilient economy that keeps workers and business in Burlington and Vermont, because without ample housing at prices workers can afford, Burlington—and the South End economic hub—will face challenges in attracting and retaining businesses.
- New development and redevelopment of underutilized sites, utilizing the revenues of residential development to bring additional amenities and space to the South End that may not otherwise be economically feasible.

Opinions on this topic are likely to continue to be divided; the benefit of the community conversation had in the planBTV South End process is that it added momentum to the development of more nuanced and creative solutions that respond to the perspectives that come from both sides. Burlington must create the land use policies and zoning tools to manage and control the type and extent of housing development in ways that avoid negative impacts that some community members fear, while capturing the positive economic and environmental benefits of an expanded housing supply for a growing

workforce. Conversations like this must continue, as should the evaluation of city-wide needs for housing— including the location, unit types, and price points—and appropriate solutions for neighborhoods like the South End.

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planBTV South End outlines a strategy that is consistent with the housing goals in the City's Municipal Development Plan, to:

- Develop new and infill housing in appropriate locations within the South End's existing single and multifamily areas, where the zoning presently permits housing, in order to realize the environmental and economic benefits of a diverse range of housing options.
- Utilize strategies for economic development and mobility to further strengthen the relationship between the residential areas of the South End and the Enterprise Zone, and protect the unique, mixed-use nature of this neighborhood.
- Utilize partnerships and creative ownership models to protect the affordability of housing in the South End—both existing housing stock and new units that could be developed.

Strategies

Increase the supply and diversity of housing in the South End

Develop housing outside of the Enterprise Zone, where it's currently allowed by zoning. Consider sites that could be redeveloped, or that may be appropriate for infill housing, such as the school district maintenance facility behind Champlain School; the church site at Pine & Flynn; and commercial parcels on St. Paul, Shelburne and South Champlain Streets. Encourage development in locations which will diversify the housing types in the residential areas of the South End, strengthen the neighborhood's mixed-use character and support increased frequency and investment in transit and bicycle/pedestrian infrastructure.

- Initiate conversations with land owners to gauge interest in potential redevelopment, and to identify potential barriers.
- Department of Planning & Zoning; Community & Economic Development Office

Evaluate the appropriateness of zoning of sites adjacent to the Enterprise Zone. Explore opportunities for redevelopment or expansion of underutilized sites and buildings that are constrained by low-density zoning designations, such as the Champlain School site and other properties along Pine Street and near the Flynn Avenue intersection. Consider the zoning of properties around the Enterprise District, or the use of overlays for properties within and outside of the Enterprise District, which can help provide a transition and mitigate potential conflicts between the Enterprise Zone and residential neighborhoods.

- Study the current uses and redevelopment potential of sites adjacent to the Enterprise Zone for potential rezoning to promote higher density residential or mixed uses; consider opportunities for zoning overlays to mitigate impacts of incompatible but neighboring uses.
- Department of Planning & Zoning; Planning Commission

Explore partnership opportunities and housing models which will advance the development of affordable and workforce housing in the South End. Using the case studies in the *Arts & Affordability Toolkit* as models, work with property owners, developers and non-profits to identify opportunities for increasing the supply of housing units to all income ranges, but particularly units which could be affordable and desirable for South End employees, artists and area young professionals.

- Study the present housing supply and demand for the City, determine the appropriate market segments that could be developed in the South End, and identify feasible mechanisms for preservation of affordability for housing in the South End.
- Department of Planning & Zoning; Community and Economic Development Office; Property Owners and Developers; SEABA; Non-profit housing organizations; South End residents.

Continue the conversation

Continue community discussion regarding housing in the South End. Continuing this discussion will be important to ensuring that the rules for future development in the South End match community needs and sentiments. As our community and its neighborhoods continue to evolve, it is necessary to periodically revisit land use and zoning policies to ensure that change is sustainable and occurring in the appropriate locations.

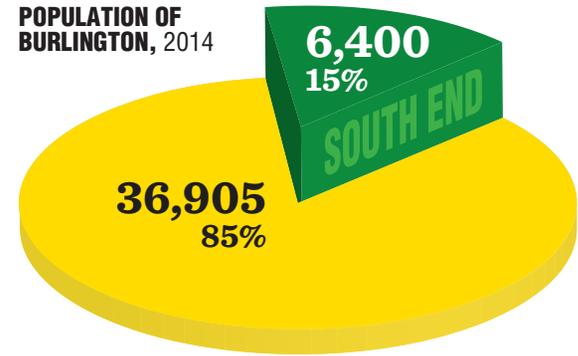
- Provide forums for continued community discussion and information sharing as part of efforts to update zoning, implement partnerships and facilitate redevelopment.
- Department of Planning & Zoning, Planning Commission, Property Owners, Developers, SEABA, non-profit housing organizations, and South End residents.

Monitor the impact that development and policy changes have on the South End and the Enterprise Zone. As new development and redevelopment takes place within the South End, it will be important to utilize planBTV South End as a benchmark to evaluate change. Increased housing density can have many and varied impacts on the character, infrastructure, economics, environment and sustainability of a neighborhood – both positive and negative. Analysis of these impacts should inform further activities which take place in the South End, and be informed by other city-wide and regional housing strategies.

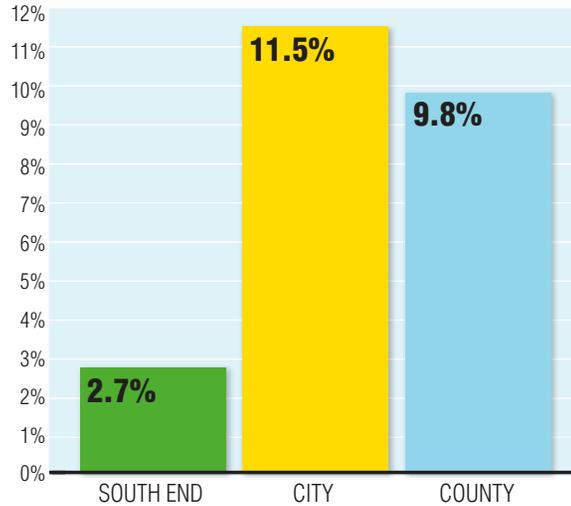
- Periodically provide updates on the conditions of the neighborhood to evaluate whether the changes taking place in the South End are achieving the desired outcomes.
- Department of Planning & Zoning, Community & Economic Development Office

The South End is a desirable neighborhood to live in and near.

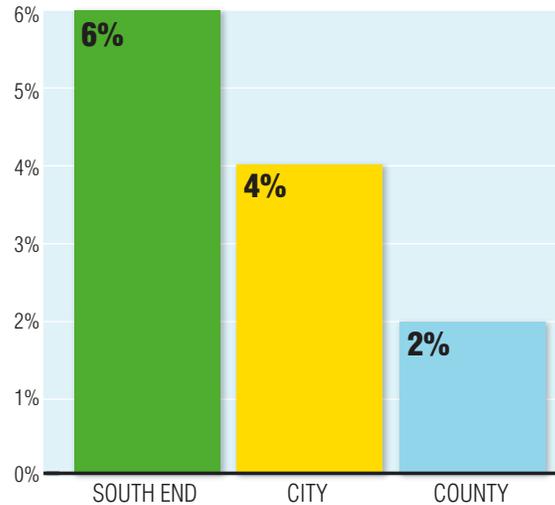
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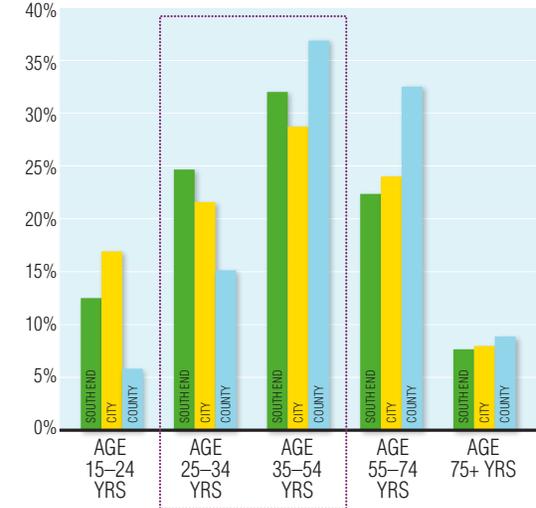
POPULATION CHANGE, 2000–2014



% CHANGE IN YOUNG (AGE 25–34) HOUSEHOLDS, 2010–2014



DISTRIBUTION OF HOUSEHOLDS BY AGE OF HOUSEHOLDER, 2014



SOURCE FOR ALL DATA: BURLINGTON SOUTH END MARKET STUDY, BY HR&A

There is considerable unmet demand for housing citywide
—and a resulting affordability crisis.

SYMPTOMS

- Burlington's lack of housing supply in the face of considerable demand is driving up the cost of available housing.
- New housing that has been developed has largely been condominiums and townhomes at high price points, or subsidized affordable rental housing. Very little has been developed for households "in the middle" that do not meet income requirements for subsidized units but still cannot afford housing at higher price points.
- This lack of available housing is negatively impacting the city's ability to attract young professionals and companies seeking to hire young professionals, and is therefore compromising efforts to promote economic development.
- It's also creating traffic and parking demand impacts in areas like the South End, where jobs are being created but people have to drive to get to them.

CAUSES

- There are relatively few suitable locations available to build new multifamily housing in the city.
- High fees and parking requirements, a lengthy and uncertain permitting process, affordable housing requirements and other development policies impose a suite of additional costs on new construction.

CURES

- Aligning market opportunities with specific neighborhoods and development sites.
- Addressing regulatory constraints and improving the use of existing tools to incentivize private investment.
- Linking the creation of new housing to broader economic development goals of job creation and innovation.

LRPC EDITS:

UPDATE TEXT ON THIS
PAGE & BULLETS TO
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B

a taste of home?

HOUSING AND THE SOUTH END

Housing is not currently permitted in the South End Enterprise Zone, the area that's the focus of this plan. The case for and against housing within the core of the South End has been debated back and forth, and our community is passionate about this topic. But it is increasingly difficult to make the case that all housing should be excluded from the Enterprise Zone in the light of the regional and citywide housing shortage, the economic and environmental importance of locating additional housing close to South End workplaces, and a fundamental shift in the relationship of home and work in the new American city. So planBTV South End advocates policy changes that would allow some housing in some places within the core of the South End provided certain critical conditions are met:

1. Any housing must be targeted to the needs of the area workforce and must include an affordable component.
2. Any housing must increase the supply of unique arts/commercial/maker space that characterizes the South End.

LRPC EDITS:

REPLACE IMAGE WITH A MAP OF THE SOUTH END SHOWING 5-MIN WALK RADII FROM LANDMARKS.

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South End artist Amey Radcliffe's "Red Light, Green Light, Yellow Light" project highlighted the range of opinions about whether housing should be allowed in the core of the South End, within the Enterprise Zone, where zoning currently prohibits housing. More than any other issue discussed during planBTV South End, this was a topic on which South Enders remain divided.

While opinions on this topic are likely to continue to be divided, the benefit of the community conversation in planBTV South End is that it allows the development of more nuanced solutions that respond to perspectives that come from both sides of the debate. Burlington must create the zoning tools to manage and control the type and extent of housing development in ways that avoid negative impacts that some community members fear, while capturing the positive economic and environmental benefits of an expanded housing supply.

What locations would be a good fit for multifamily hous-

Build
more
housing

ing? What kinds of housing should be allowed or encouraged? The planBTV South End strategy is to:

- Target housing to sites outside of the Enterprise Zone, where it's currently allowed by zoning.
- Allow housing within the Enterprise Zone in certain locations provided it's made up of workforce and affordable units, and that it increases the supply of unique arts/commercial/maker space that characterizes the South End.
- Continue the community discussion as part of the zoning effort.

planBTV supports expansion of housing with conditions

Community comments have been divided on the topic of housing. But with the right policies and controls in place, it's possible to capture the benefits without triggering undesirable impacts.

Community comments from the planBTV South End webtool.

LRPC EDITS:

KEEP TALK BUBBLES. UPDATE TEXT IN BLUE BOX. REMOVE GRAY BOXES & INSERT TEXT:

D

"Don't let housing in the enterprise zone. We need to focus on commercial uses not housing in this area."

"The south end is the enterprise zone. Allowing housing will force artists out and will only create a positive improvement for developers. If housing is allowed in the south end it won't be a good mix with what is already there. Artists banging on metal, using power tools and working at odd hours will not mix well with housing."

"We desperately need more housing in Burlington and the South End is a great place for it. I think it should be allowed in only certain areas of the Enterprise Zone though, in order to keep the industrial and commercial nature of the area."

"Yes, of course. High density residential with required commercial on the bottom floor is almost always a great solution."

More housing could bring benefits for all of us, including:

- **More housing choices for people at different stages of their life**, so "empty nesters," younger workers and couples, and others looking for smaller, apartment-style units with lower monthly costs and maintenance burdens have options without leaving the South End.
- **More spending power focused on neighborhood businesses**, supporting a strong hyper-local economy.
- **More trips that can be taken on foot**, so area businesses would benefit from more parking for customers and employees.

Resilient economy that keeps jobs and business in Burlington intact, because without ample affordable housing at prices workers can afford, the South End—Burlington—and the South End economic hub—will face challenges in attracting and retaining businesses.

Some South Enders voiced concerns about allowing housing within the Enterprise Zone, including:

- **New housing could conflict with industrial and commercial activities.** The Enterprise Zone has long been a manufacturing district where housing is prohibited, and the one place left in the city where industrial activities are still allowed by local zoning. These kinds of activities typically come with loud noises, unpleasant odors, and truck traffic. While some of these impacts can be mitigated, housing could be a tough fit.
- **Housing might contribute to already rising rents and property values.** The South End is already an expensive choice for traditional industrial/manufacturing enterprises, with higher rents than elsewhere in the County.¹ This reflects the South End's appeal to businesses that combine industrial and consumer-facing operations—e.g., breweries with tap rooms, prototyping facilities with retail shops, commercial kitchens with cafés, studios that incorporate gallery or shop space—and are therefore willing to pay higher rents for industrial space. Adding more higher-paying uses within the Enterprise Zone could further erode the South End's position as a traditional manufacturing/ light industrial area— perhaps threatening businesses that rely on low-cost space. This is especially true for small entrepreneurs and artists who rely on low cost space to make ends meet.

¹ Source: Burlington South End Market Study, by HR&A

Strategies

Add housing outside of the Enterprise Zone

Develop housing outside of the Enterprise Zone, where it's currently allowed by zoning. Consider the school district maintenance facility behind Champlain School; the church site at Pine and Flynn; commercial parcels on St. Paul Street, Shelburne, and South Champlain Street.



Initiate conversations with land owners to gauge interest in potential redevelopment, and to identify potential barriers.

Department of Planning & Zoning; Community & Economic Development Office

Permit housing in certain locations within the Enterprise Zone.

Designate the area near Lakeside Avenue—the future Maker'hood Center—and a portion of the Railyard Enterprise Project area as places where housing is allowed, provided that the supply of unique arts/commercial/maker space is increased and housing combines workforce housing and affordable units. Large parking lots and vacant sites are where the South End could add a significant amount of new space for offices, maker businesses and other supporting uses.

Incorporating housing as part of the mix would support this area as a lively place on evenings and weekends, and offer new housing choices

"Live-work space for artists would be a useful resource."
Community comment from the webtool

"The parcel on Pine/ Flynn (St. Anthony's) should be combination of South End community center and co-op housing. Housing is also appropriate behind Champlain School on the property which is now used for school maintenance equipment."
Community comment from the webtool

within easy reach of South End jobs and businesses. Regulations could require that a portion of the affordable units required under Burlington's inclusionary zoning rules be designated for artist and maker work-live space.



Prepare zoning revisions to allow housing under the conditions described above.

Department of Planning & Zoning; Planning Commission

Allow artist and maker work-live space in buildings new and old. In a recent Artist Work Space and Housing Survey, over 140 local artists expressed interest in work-live space. This type of space would provide the option of working and living within a single unit designed for that purpose, lowering overhead and living space expenses for interested artists. Efforts already underway to explore feasibility of artist work-live space within the South End should continue to be advanced through non-profit partnerships and/or private development. For more information on work-live space, please see Spice It Up: Preserving Arts + Affordability in the South End.



Prepare zoning revisions to allow artist work-live space within the South End.

Department of Planning & Zoning; Planning Commission

Continue the conversation

Continue community discussion as part of zoning effort. Continuing this discussion as part of the zoning update will be important in ensuring that the rules for

future development in the South End match community sentiments.



Provide forums for continued community discussion and information sharing as part of efforts to update zoning.

Department of Planning & Zoning; Planning Commission

LRPC EDITS:

REMOVE BLACK BACKGROUND. ORGANIZE COLUMNS OF TEXT SO EASIER TO READ ALONG.

REPLACE TEXT WITH: E

ADD CALL-OUTS TO DEFINE AFFORDALBE & WORKFORCE HOUSING.

"I think that the area around Lakeside has a lot of potential for redevelopment (big parking lot) and housing should be allowed there, but always as part of a mixed-use building, on top of some commercial uses, like a grocery store for example."
Community comment from the webtool

In the Somerville, MA Fabrication District, two projects at 9 & 39 Medford Street in development by Berkeley Investments, a private real estate developer, will provide 100 residential units in an adaptive reuse project. The project complies with Somerville's 15% inclusionary housing requirement, as well as the zoning district's requirement that 5% of gross square feet be arts related. To comply with the latter, the project will include five artist live/work units (all of which will be two-bedrooms), an arts amenity space to be programmed by the residents, and a gallery/media room totaling 7,000 SF. The remainder of the units are market rate which will help cross-subsidize the affordable units.

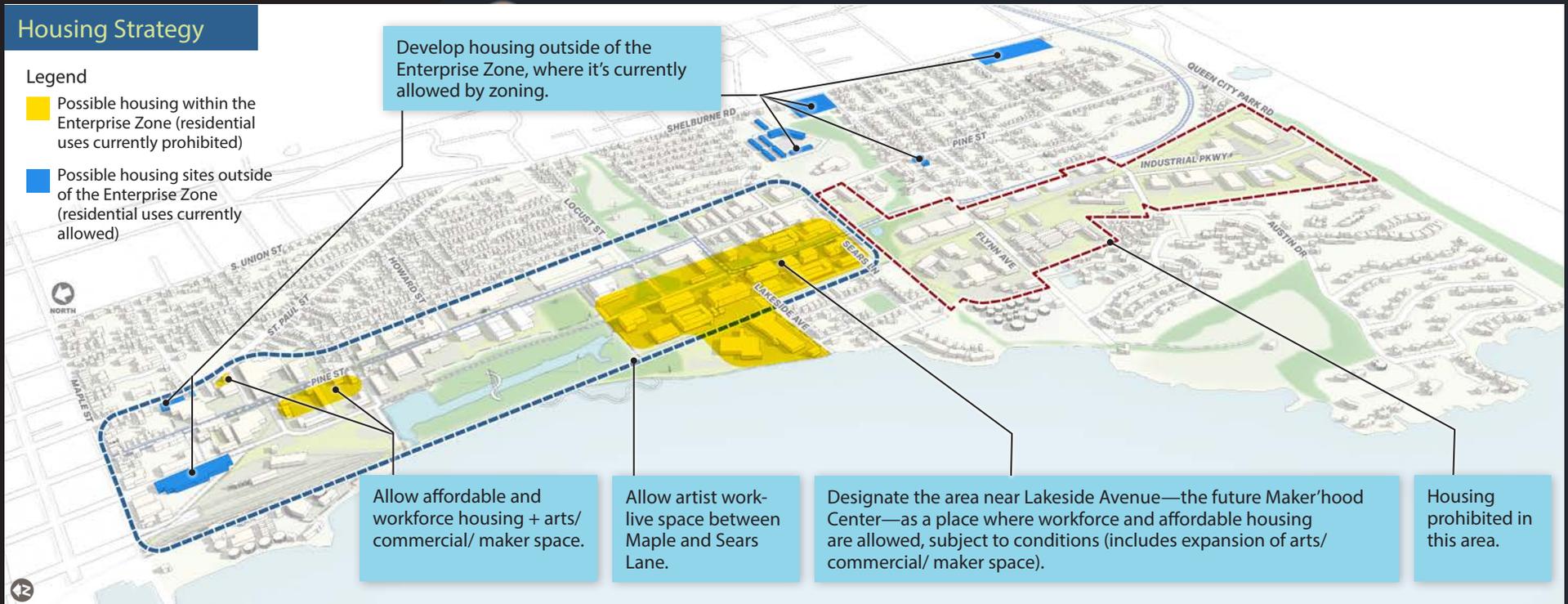


UPDATE MAP TO REMOVE HOUSING IN EZ;
NOTE AREAS ON PERIPHERY TO EVALUATE
ZONING. REMOVE PIE CHARTS AT BOTTOM.

Housing Strategy

Legend

- Possible housing within the Enterprise Zone (residential uses currently prohibited)
- Possible housing sites outside of the Enterprise Zone (residential uses currently allowed)



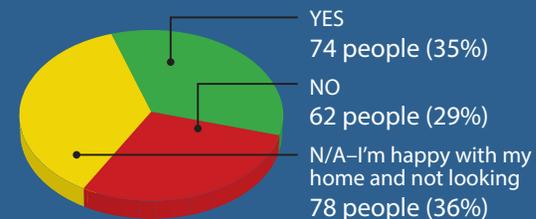
THE RESULTS ARE IN!

Two recent surveys asked: "Assuming it's affordable to your income and meets your bedroom needs, would you live in a newly built 3 or 4 story building with an elevator and amenities if it was built on or near Pine Street?"

Respondents to the Artist Work Space and Housing Survey, targeting local artists, reported:



Respondents to the South End Employee Housing Survey, targeting workers at large South End businesses, reported:



- In work-live space...
- Work is always present; living space is secondary (and sometimes just part time).
 - Design of units reflects the primary purpose of work; work-live units look like industrial work spaces that have small spaces set-aside for residential needs.