



BTV Neighborhood Code

Virtual Community Presentation

November 13, 2023

Graphic by jodi wahlen

what is **Missing Middle Housing**?

“**House-scale buildings with multiple units** in walkable neighborhoods”

– *Opticos Design*



missing middle housing types



Duplex Side-By-Side



Fourplex: Stacked



Duplex: Stacked



Courtyard Building



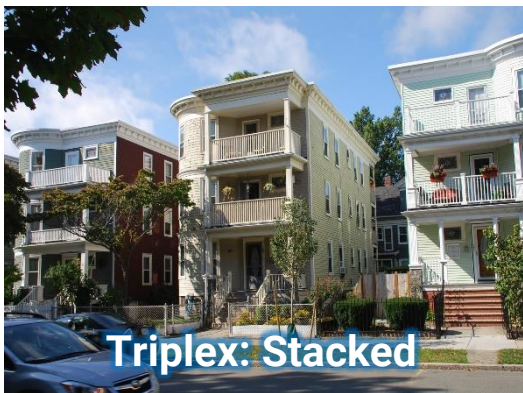
Townhouse



Cottage Court



Live/Work



Triplex: Stacked



Multiplex: Medium

missing middle housing in Burlington



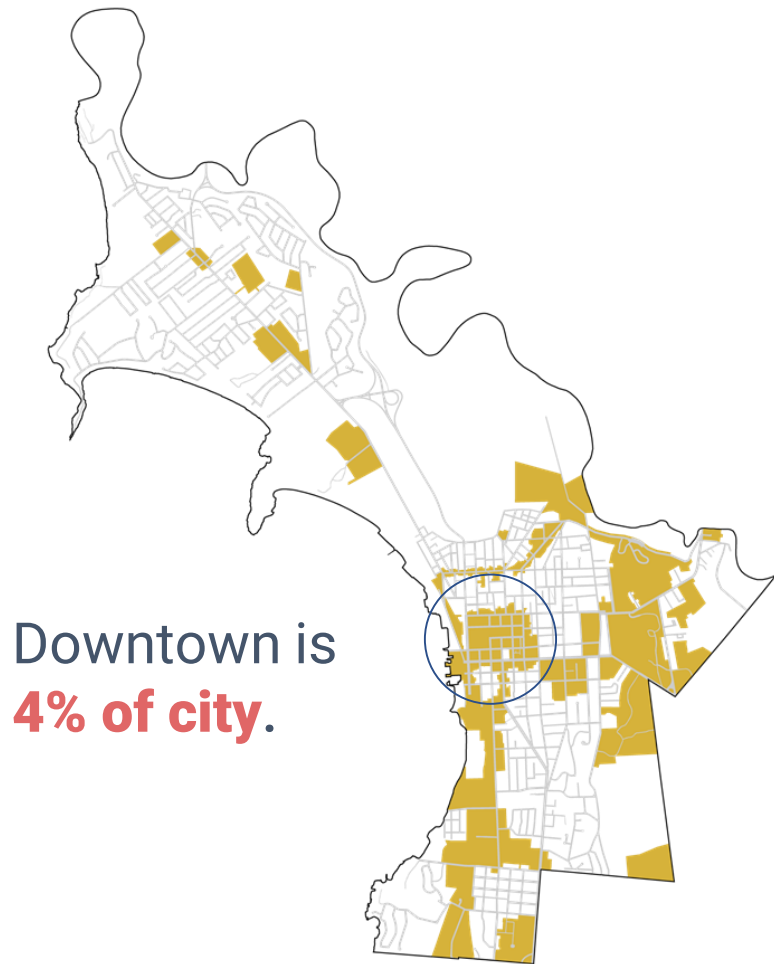
Neighborhood Code **Purpose**



Implement planBTV and 2021 Housing Action Plan goals for residential areas

- Incrementally evolve neighborhoods to meet changing needs of households & community

planBTV's **future land use recommendations**

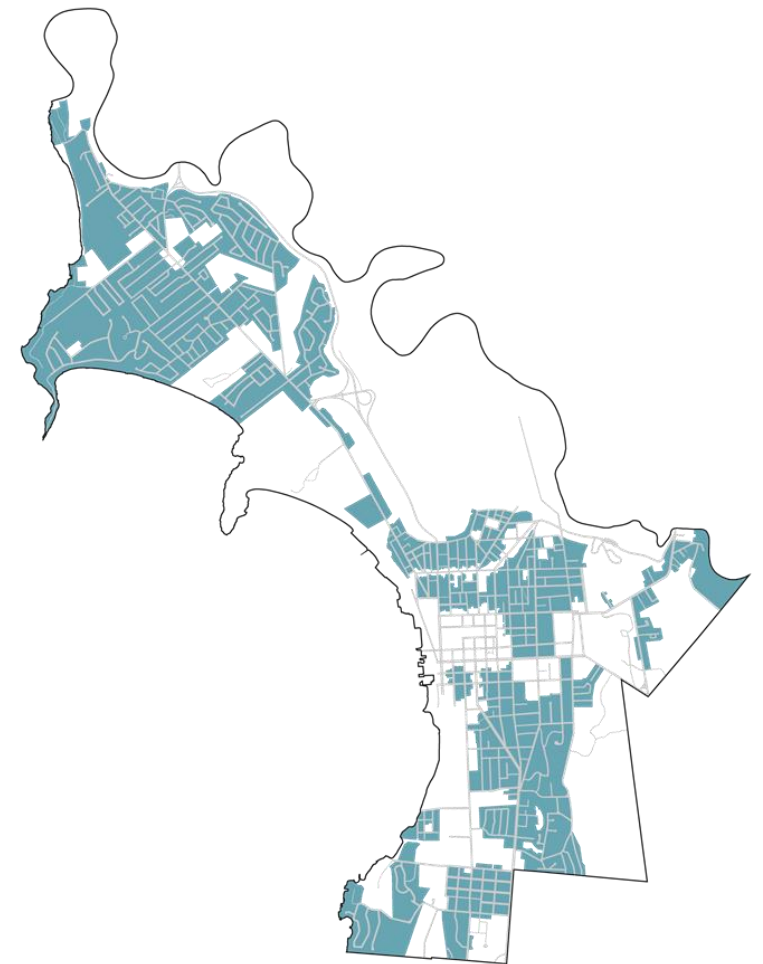


Downtown is
4% of city.

planning to **grow**
20% of city's land area



planning to **conserve**
40% of city's land area



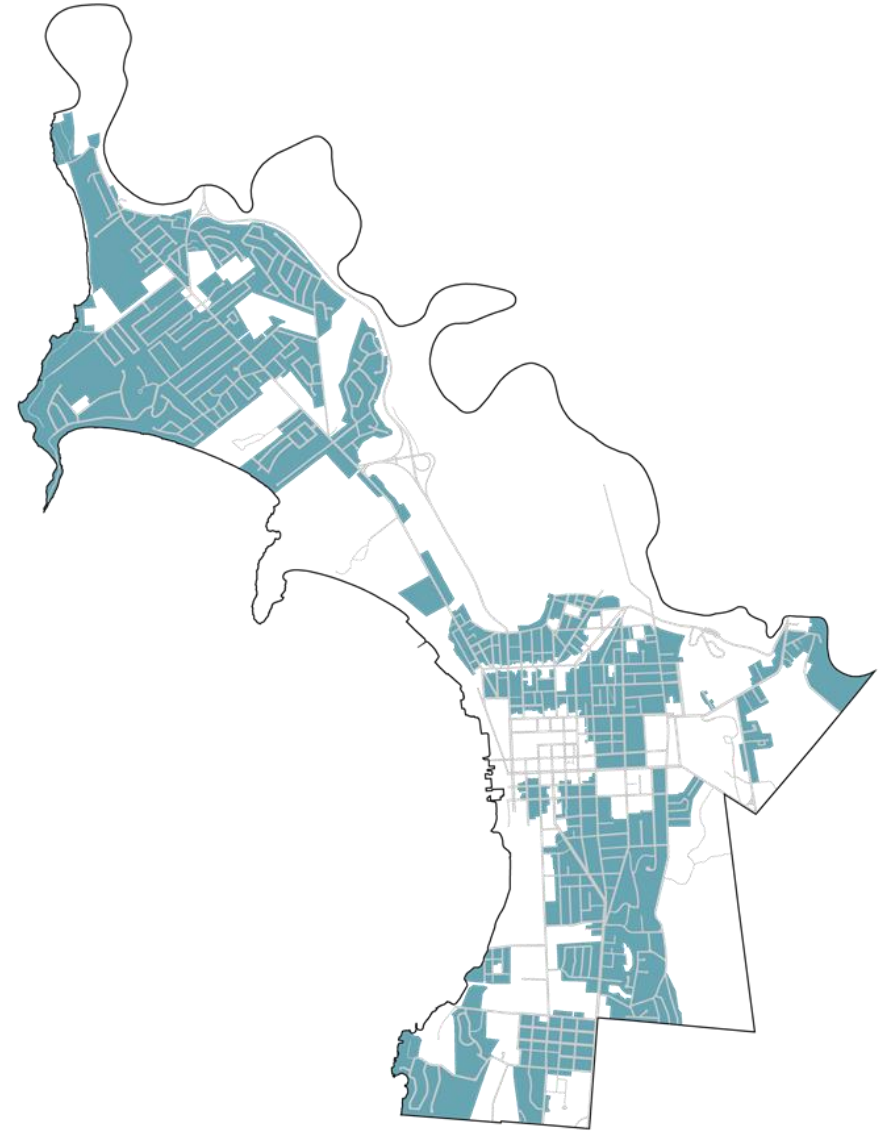
planning to **sustain**
40% of city's land area

more homes **in all neighborhoods**

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

+

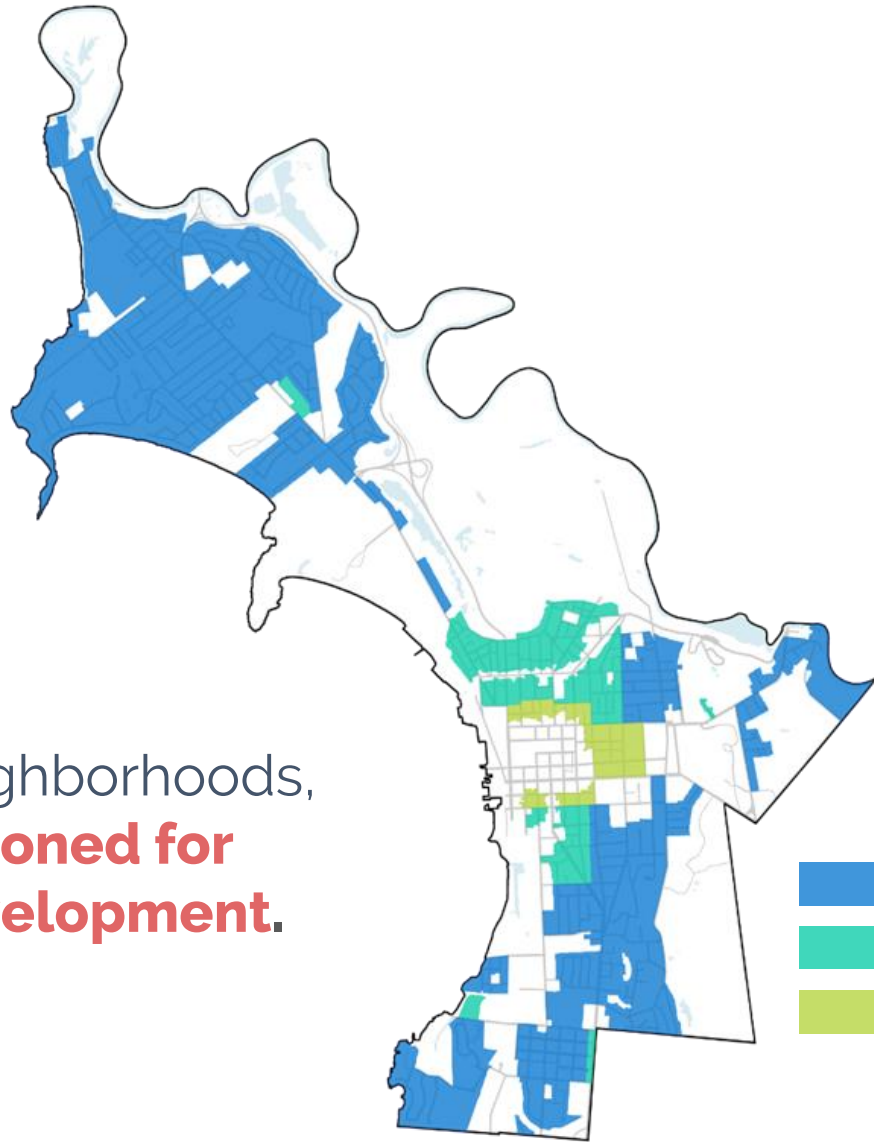
Opportunities to **evolve in incremental ways** to meet the needs of households and community, address housing challenges, increase resilience to climate emergency.



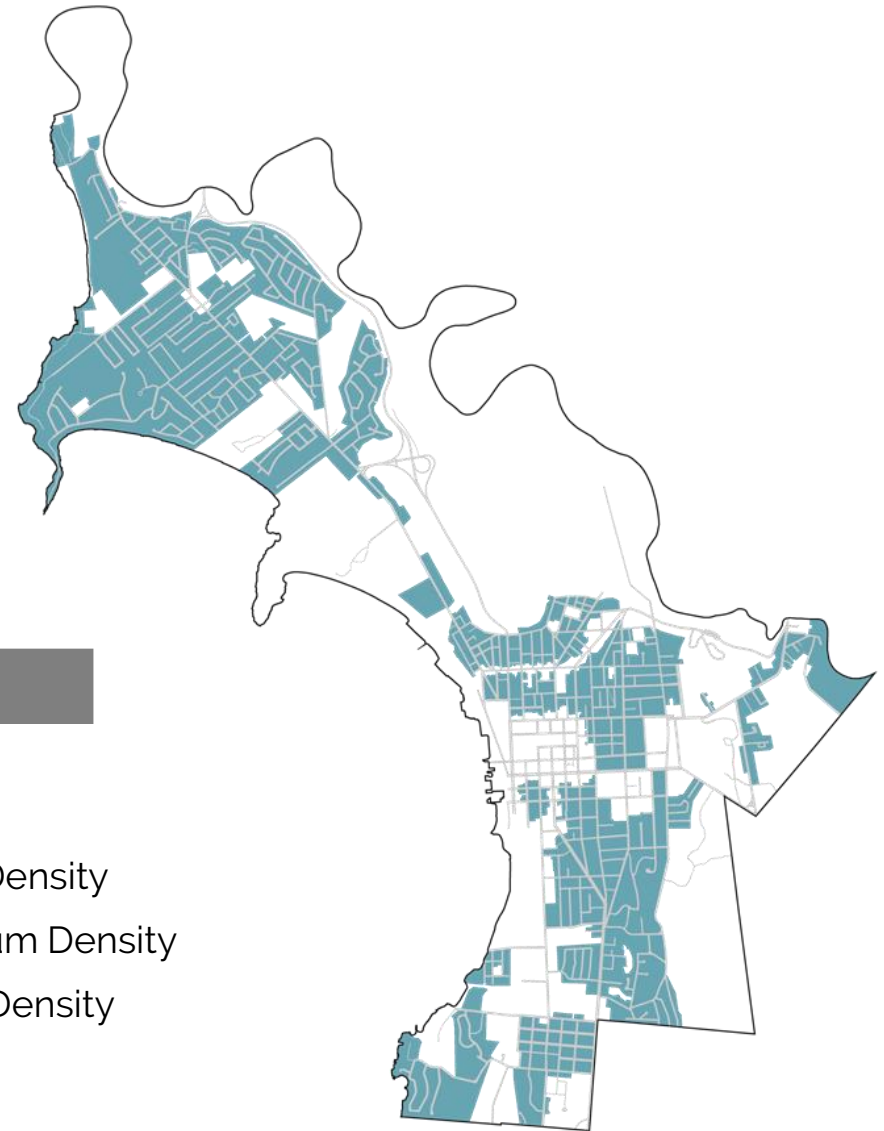
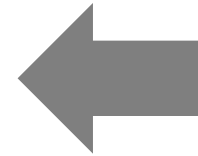
planning to sustain

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

Neighborhood Code **Purpose**



Implement planBTV and 2021 Housing Action Plan goals for residential areas

- Incrementally evolve neighborhoods to meet changing needs of households & community

Increase housing opportunities through neighborhood-scale solutions

- Requires less land per home, utilize existing infrastructure
- More housing type choice, potential socioeconomic integration within existing neighborhoods
- Opportunities for multigenerational housing and aging in place
- Expand tax base, share tax burden across more households

housing needs change throughout our lives

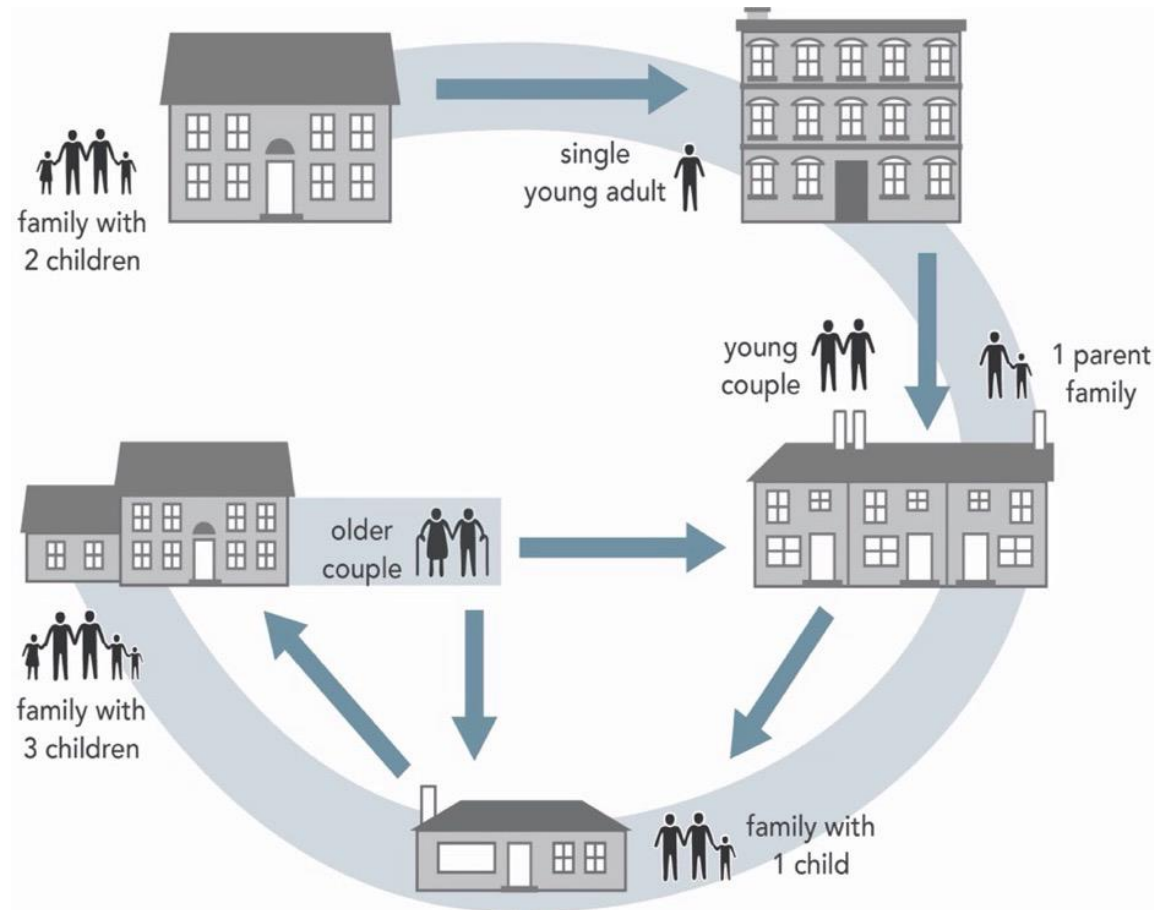


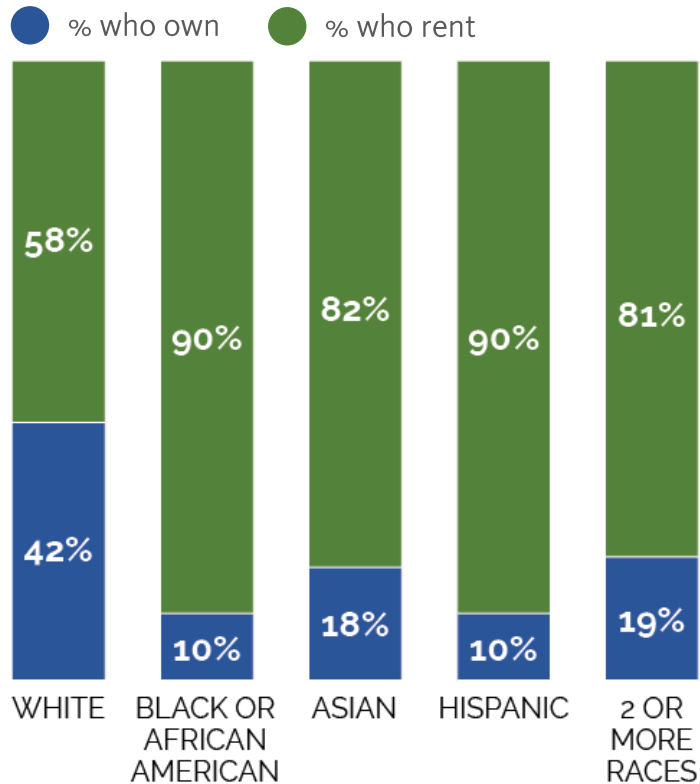
Image source: EcoNorthwest

Key Middle Housing Users:

- **Older adults** seeking lower maintenance housing needs (Accessibility / Universal Design)
- **Younger Households** and **First-time Homebuyers** (More attainable pricing, homeownership supports)
- **Single-Person and Single-Parent Households** (Smaller units, more rental and ownership options)

Burlington's Renters & Homeowners

Owner + Renter Households By Race

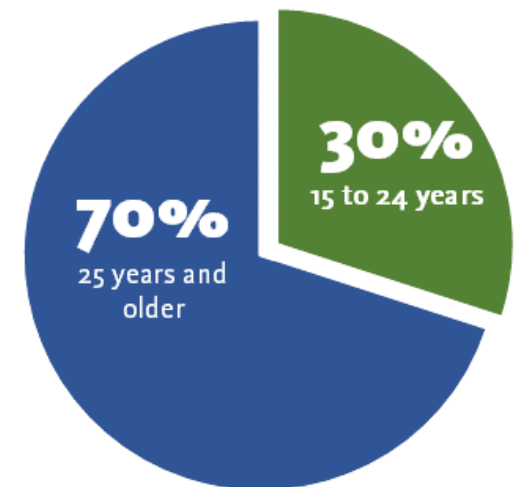


The median income for renter households in 2021 was **\$59,331**
The median income for owner households is **\$113,750**

White households own their homes at higher rates than any other race.

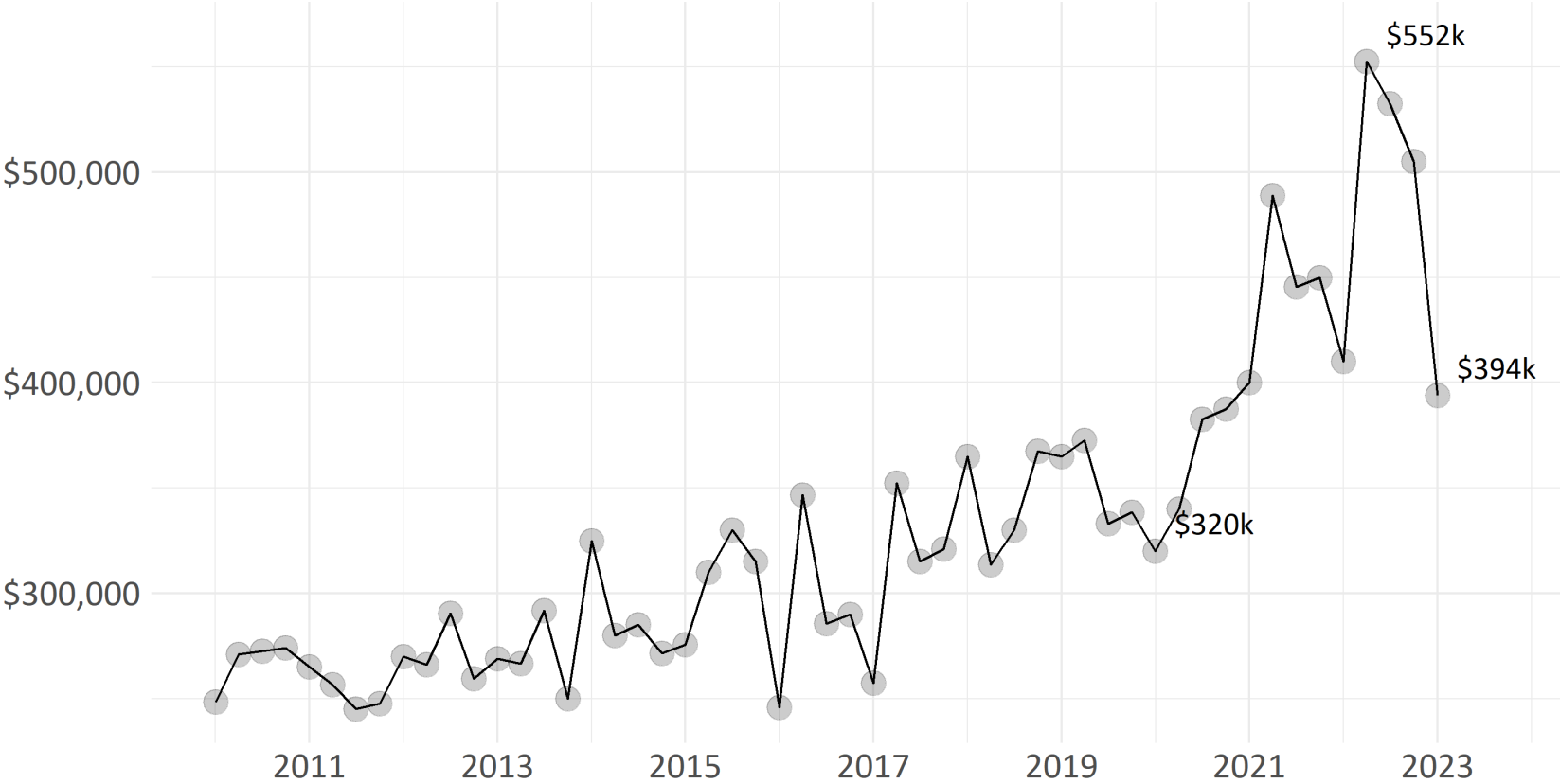
Average Age of Renters

While many off-campus students live in rental households, **70%** of rental households in Burlington include individuals 25 and older.



Single Family Home Costs

Median Single Family Home Sale Price



A home at current median price would cost **\$2,850/month**...

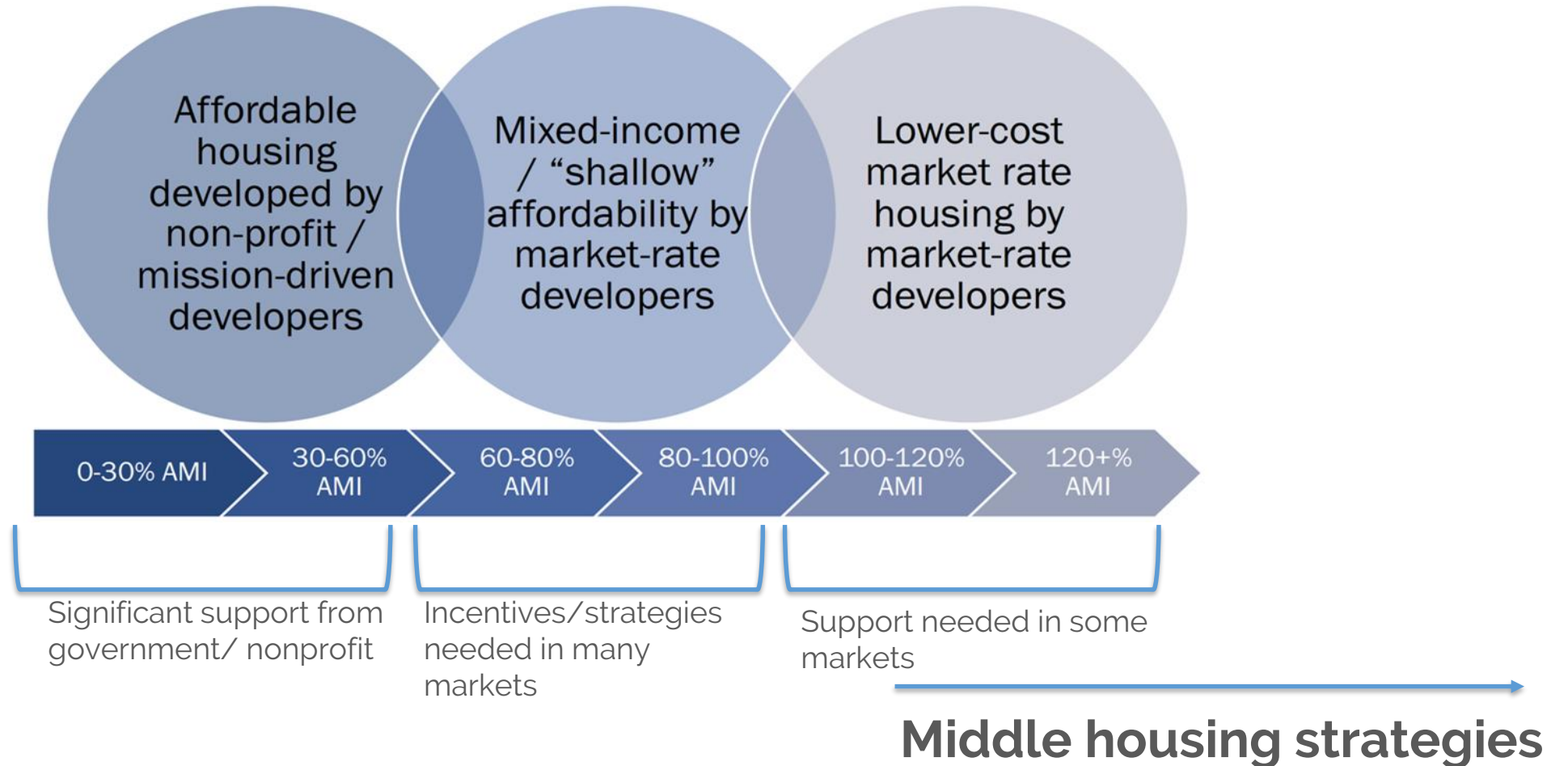
... affordable to a household earning **\$114,000/year** or more.

Last quarter incomplete, through 2023-02-28.

diverse housing **options for diverse needs.**

Image source: EcoNorthwest

Affordable and workforce housing development basics



Neighborhood Code **Purpose**



Implement planBTV and 2021 Housing Action Plan goals for residential areas

- Incrementally evolve neighborhoods to meet changing needs of households & community

Increase housing opportunities through neighborhood-scale solutions

- Requires less land per home, utilize existing infrastructure
- More housing type choice, potential socioeconomic integration within existing neighborhoods
- Opportunities for multigenerational housing and aging in place
- Expand tax base, share tax burden across more households

Comply with Vermont HOME Act of 2023, which introduced new statewide zoning requirements for duplex, triplex, 4-unit buildings

HOME Act of 2023 (S.100) requires changes for BTV

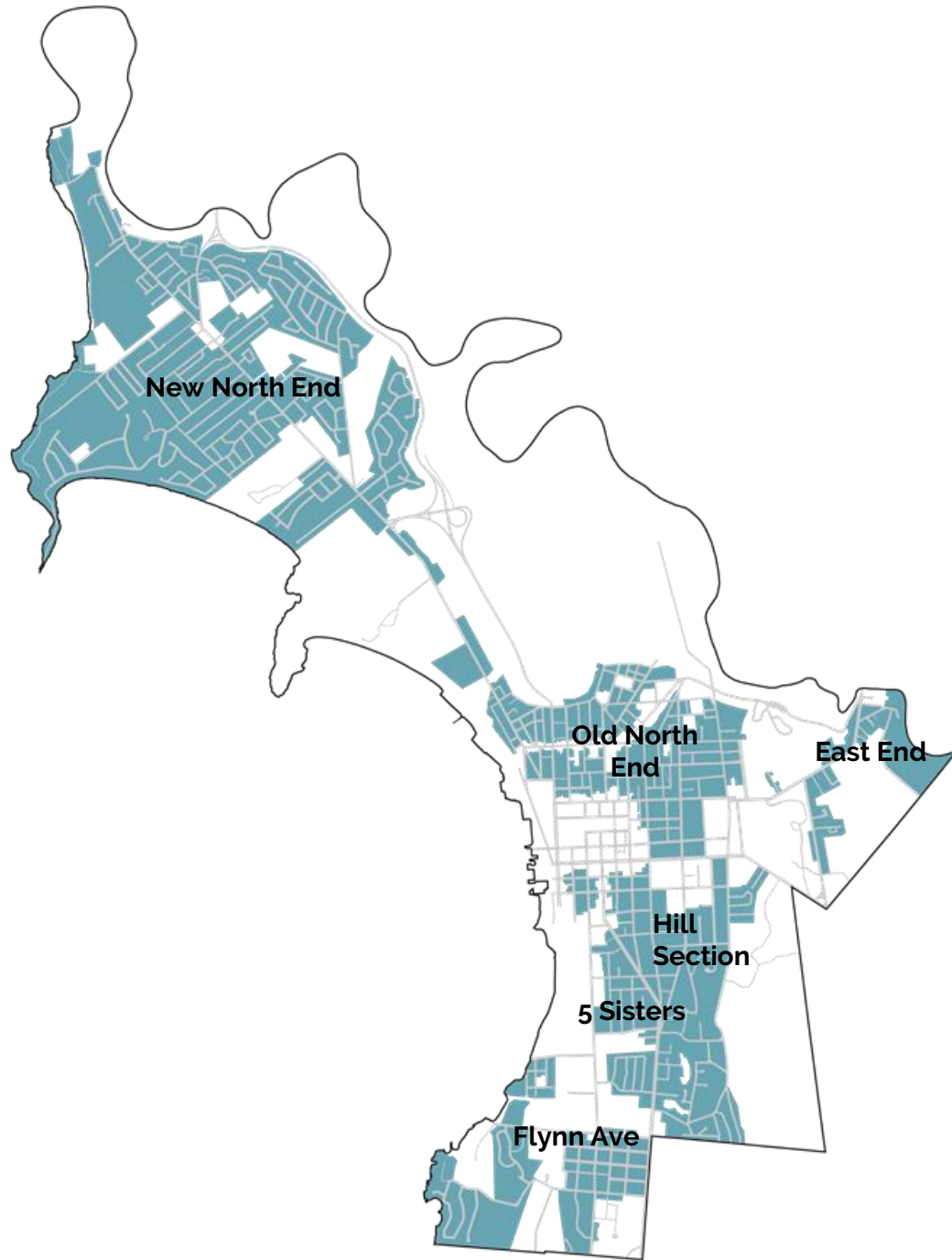


Key Changes related to Neighborhood Code:

- **Minimum residential densities** of 5 units per acre
 - BTV meets this except in RL-Larger Lot Overlay
- **Duplex & Single Family** with ADU must be treated the same as a Single-Family without an ADU
 - Cannot require higher density or lot size for a duplex in RL zones
- **3 and 4 unit buildings must be allowed by-right** where residential uses are allowed
 - Will need to permit these buildings in RL where they aren't allowed today, determine specific provisions
- **DRB decisions may not limit** density, building footprint or height, or require larger lots or more parking, than what is otherwise allowed in the ordinance.
 - Will need to provide clear boundaries for the effect of project guidance as part of Design Review and other review processes

overview to **existing zoning districts**

Neighborhood Code focus is on the Residential Zoning Districts, made up of the RL, RL-W, RM, RM-W, and RH zones.

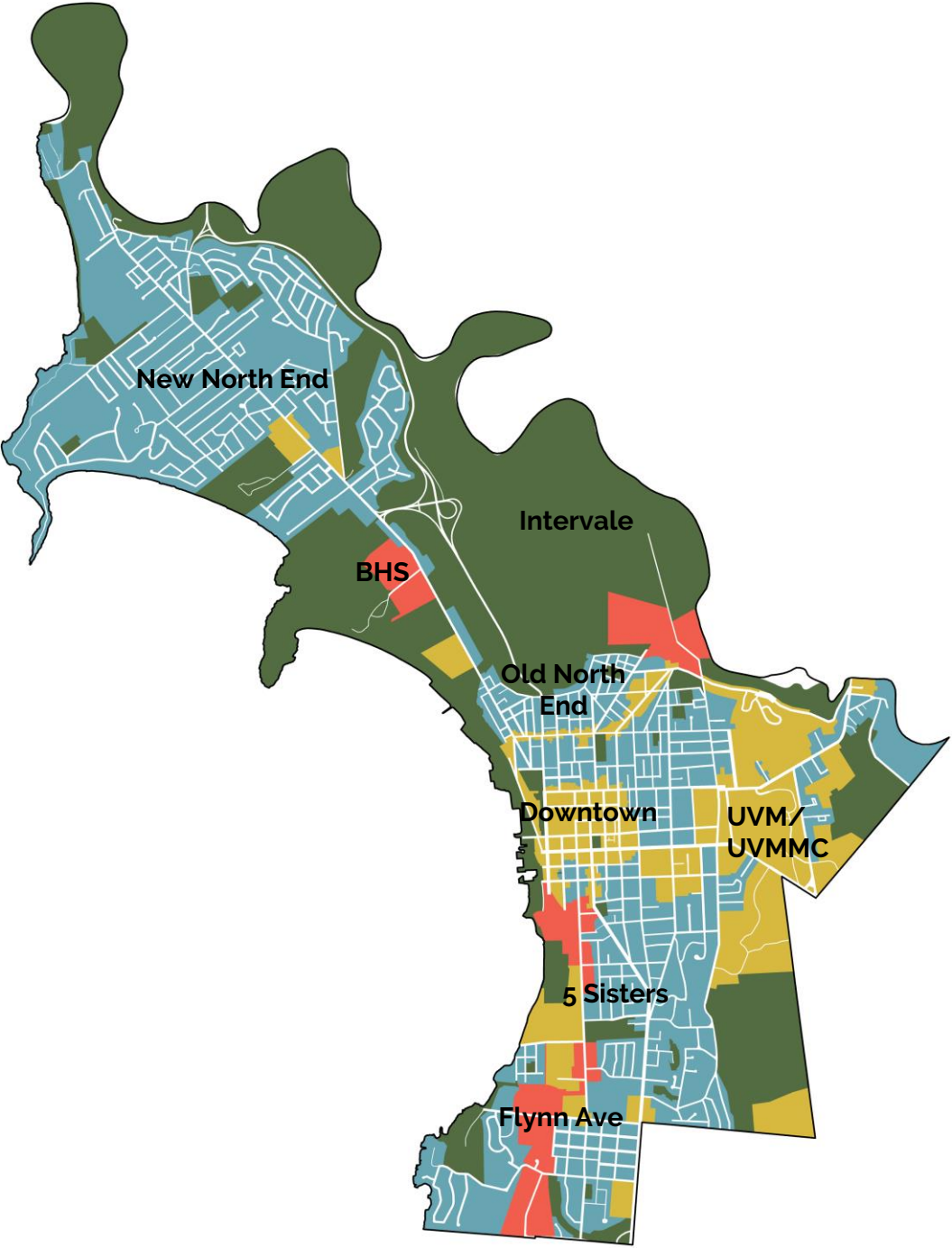


 Areas in Existing Residential Districts

overview to **existing zoning districts**

Neighborhood Code focus is on the Residential Zoning Districts, made up of the RL, RL-W, RM, RM-W, and RH zones.

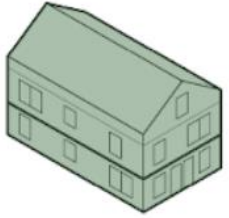
Other zones allow residential uses with a wider variety of housing types, density, and intensity of development. Some also allow greater variety of mixed-use development.



- Areas in Existing Residential Districts
- Other Districts that allow residential
- Parks, Open Space, Agriculture (no residential)
- Districts do not allow residential

Neighborhood Code aims to enable **more of these housing types**

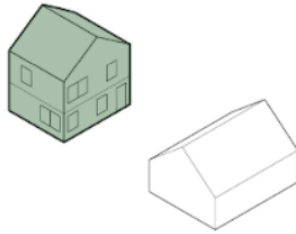
Duplex



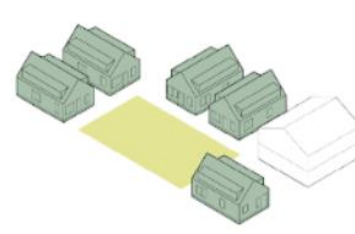
Fourplex



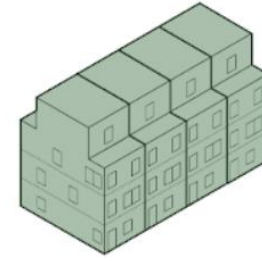
Two free standing buildings on the same lot



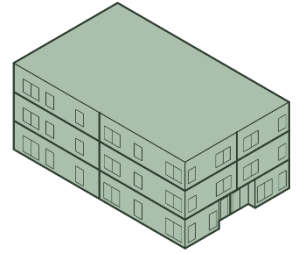
Cottage Court



Townhouse

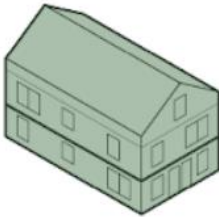
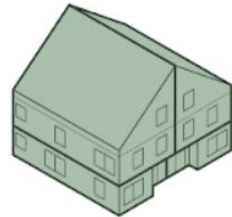
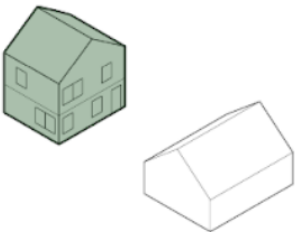
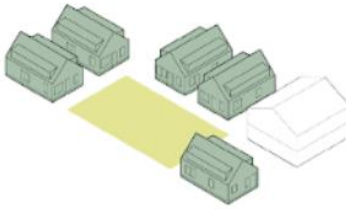
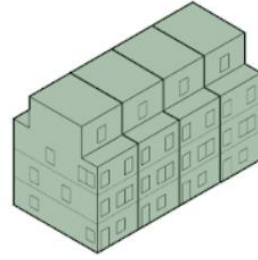
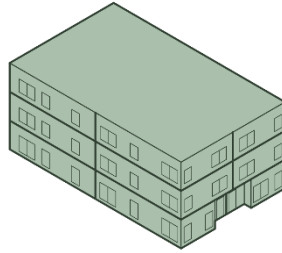


Small multi-unit buildings



Neighborhood-Scale
Housing Examples

Existing Standards allow for....

| | Duplex | Fourplex | Two free standing buildings on the same lot | Cottage Court | Townhouse | Small multi-unit buildings |
|----------------|--|---|---|---|---|---|
| Low Density |  Only on lots larger than 12,415 ft ² |  Only on lots larger than 2 acres |  Not Allowed |  Only on lots larger than 2 acres |  Only on lots larger than 2 acres |  Only on lots larger than 2 acres |
| Medium Density | On lots larger than 4,356 ft ² | Only on lots larger than 8,712 ft ² | Not Allowed | Only as a PUD, to have more than 1 building | Allowed if lot meets density limit | Only on lots larger than 17,424 ft ² |
| High Density | Allowed | Only on lots larger than 4,356 ft ² | Not Allowed | Only as a PUD, to have more than 1 building | Allowed if lot meets density limit | Only on lots larger than 8,712 ft ² |

some standards don't reflect **what's already built.**

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, and/or lot size.

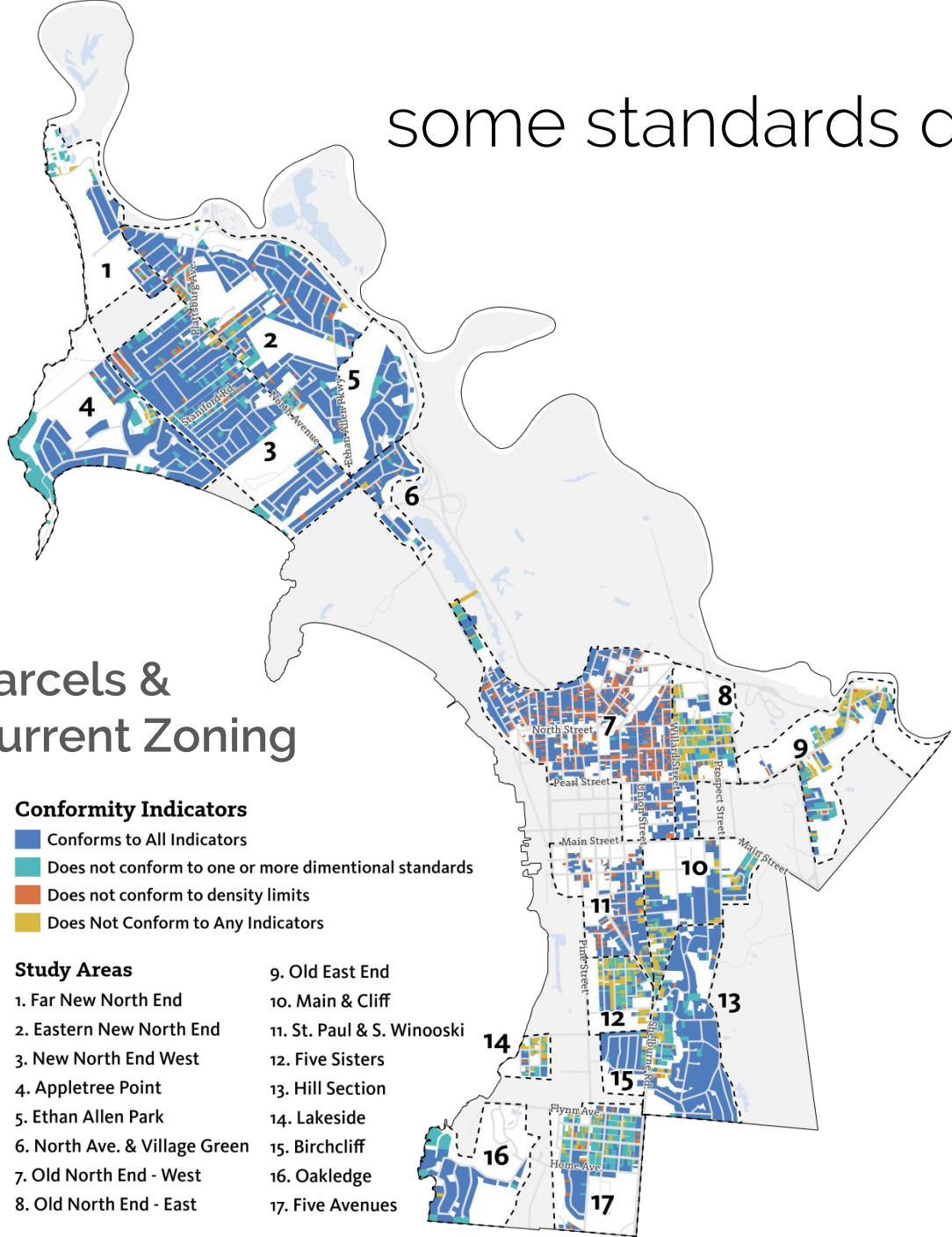
Parcels & Current Zoning

Conformity Indicators

- Conforms to All Indicators
- Does not conform to one or more dimensional standards
- Does not conform to density limits
- Does Not Conform to Any Indicators

Study Areas



- | | |
|-------------------------------|----------------------------|
| 1. Far New North End | 9. Old East End |
| 2. Eastern New North End | 10. Main & Cliff |
| 3. New North End West | 11. St. Paul & S. Winooski |
| 4. Appletree Point | 12. Five Sisters |
| 5. Ethan Allen Park | 13. Hill Section |
| 6. North Ave. & Village Green | 14. Lakeside |
| 7. Old North End - West | 15. Birchcliff |
| 8. Old North End - East | 16. Oakledge |
| | 17. Five Avenues |

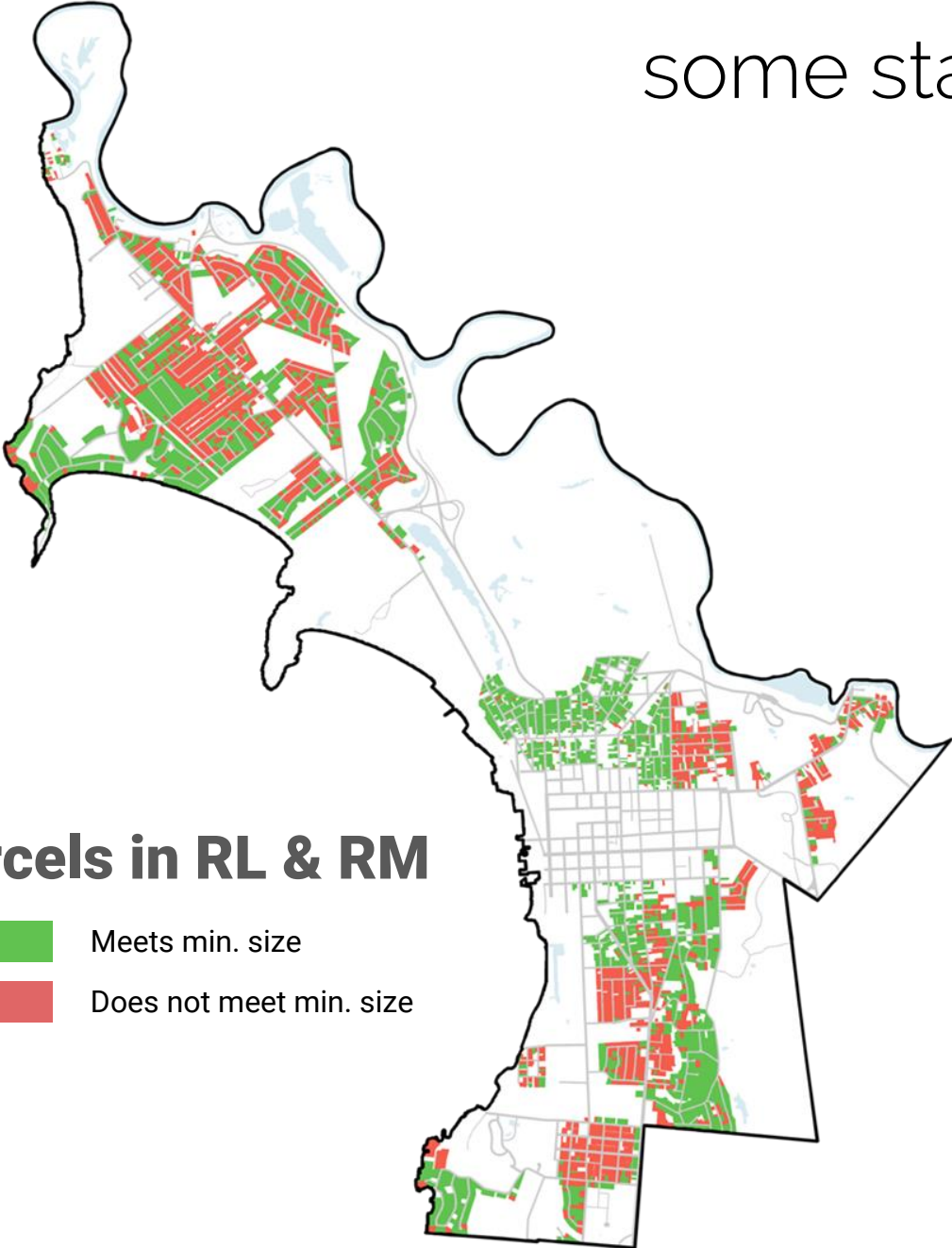


some standards effectively prohibit **what code seems to allow.**

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



some standards **don't relate to perceived scale.**

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.

btv **neighborhood code**

Code 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



other middle housing examples

A **cottage court** on a 1-acre New North End lot could provide **five new small single-family homes** (owner or rental) with ample open space and off-street parking.

However, zoning today **doesn't allow for a range of housing types or flexible lot configurations.**



Conceptual site design and renderings by Opticos Design

other middle housing examples

Fourplex on a corner lot on North Ave. could provide some **accessible ground floor units in a “house-like” building**, with off-street parking, in walking distance to Hannaford & other small neighborhood businesses.

Zoning today makes it **difficult to create multiple smaller buildings on a large lot**



Conceptual site design and renderings by Opticos Design

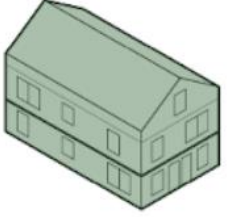

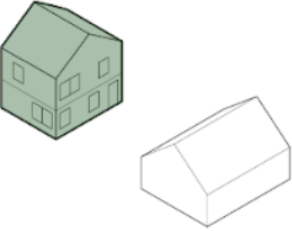
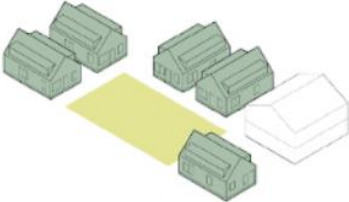
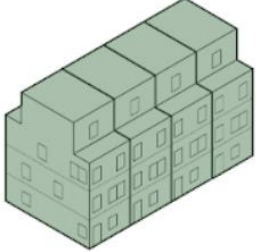
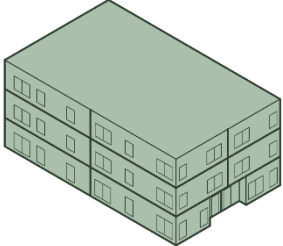
btv **neighborhood code**

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



Neighborhood Code aims to enable **more of these housing types**

| | Duplex | Fourplex | Two free standing buildings on the same lot | Cottage Court | Townhouse | Small multi-unit buildings |
|-----------------|--|--|---|---|--|--|
| Low Density |  Allowed |  Allowed |  Allowed where lots make feasible |  Allowed where lots make feasible |  In Some Locations |  In Some Locations |
| Medium Density | Allowed | Allowed | Allowed where lots make feasible | Allowed where lots make feasible | Allowed | In Some Locations |
| High Density | Allowed | Allowed | Allowed where lots make feasible | For Discussion | Allowed | Allowed |
| Major Corridors | Allowed | Allowed | Allowed where lots make feasible | For Discussion | Allowed | Allowed |

Education Activities: Housing Needs + Potential



- **Flicks in the Park Movie Screening:**
“OWNED: A Tale of Two Americas”
- **AARP Missing Middle Walking Tours**
- **Burlington Housing Trivia Night**
- **EcoNorthwest Housing Equity Workshop**
- **AARP Coffee Chats**
- **Mornings with Miro**

Feedback Opportunities

Housing Types & Locations



NEIGHBORHOOD #1

This neighborhood is primarily filled with one-story, single-family homes dispersed with duplexes, additional accessory dwelling units (ADUs), and a few limited, larger buildings on the corner where the residential street intersects with the busier road.

| | | | | | |
|---|---|---|---|---|---|
| <p>Single Family Home</p> <p>These are typically two-story homes that can safely accommodate one resident. Throughout the city, these can range from small bungalow-style homes to very large, historic 3 to 4 story homes. These homes are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> | <p>Single Family Home</p> <p>These are typically two-story homes that can safely accommodate one resident. Throughout the city, these can range from small bungalow-style homes to very large, historic 3 to 4 story homes. These homes are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> | <p>What would you build here?</p> | <p>Single Family Home</p> <p>These are typically two-story homes that can safely accommodate one resident. Throughout the city, these can range from small bungalow-style homes to very large, historic 3 to 4 story homes. These homes are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> | <p>Accessory Dwelling Unit (ADU)</p> <p>Accessory Dwelling Units (ADUs) are secondary units that are located within an existing structure on a single-family residential lot. ADUs are often located above a garage, in a basement, or in a detached cottage. They have been shown to be a good fit for older adults to remain in their homes as they age, to provide housing for family members, and to provide income for the owner.</p> | <p>Side-by-Side Duplex</p> <p>Side-by-side duplexes are typically two-story homes that include two residences side-by-side, sharing a wall. These are often one-half to one acre in size, with two, three, or four bedrooms. Each residence has been shown to be a good fit for the project, but sometimes share a porch with their neighbor. These homes are best located in established neighborhoods.</p> |
| <p>Single Family Home</p> <p>These are typically two-story homes that can safely accommodate one resident. Throughout the city, these can range from small bungalow-style homes to very large, historic 3 to 4 story homes. These homes are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> | <p>What would you build here?</p> | <p>Single Family Home</p> <p>These are typically two-story homes that can safely accommodate one resident. Throughout the city, these can range from small bungalow-style homes to very large, historic 3 to 4 story homes. These homes are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> | <p>What would you build here?</p> | <p>Stacked Duplex</p> <p>Stacked duplexes are homes that include two residences stacked vertically on top of the other, and typically range from a two to a four bedroom. The side-by-side duplexes are a good fit for the project, but the stacked duplexes are a good fit for the project, but the stacked duplexes are a good fit for the project, but the stacked duplexes are a good fit for the project.</p> | <p>Live / Work</p> <p>This is a two-story structure that is made up of one or two buildings or is located over a garage floor or porch. The residents are often located in established neighborhoods, but can also be found in new developments or in rural areas.</p> |

Drag and drop which of the housing types that you think would fit best in this neighborhood:



- Community Conversation (June)
- Tabling Events: Farmers Market, Juneteenth, Car-Free Day, Beach Bites
- Industry Focus Groups
- AARP Coffee Chats
- Neighborhood Planning Assembly Presentations (October + November)
- Public Engagement Event (November)
- Joint Committee Public Forum
- Online Engagement Campaign

Themes from Discussions

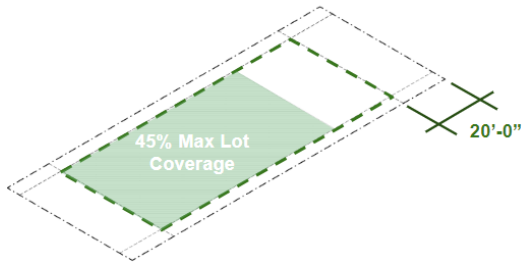


- **General support for more housing and housing type choice** in neighborhoods due to positive impact on the environment as well as residents' quality of life.
 - Number of home/property owners interested in building new ADU's & other units
- **Variety of opinions about how permissive this code should be:**
 - Interest and excitement in neighborhood-scale housing, particularly types similar to ADUs, with some wanting larger buildings limited to selected areas
 - Desire for housing typologies to fit the general context of the neighborhood
 - Current proposals don't go far enough in terms of density to bend the curve on the housing and climate crises, and overcome cost of construction
- Strong **desire for Neighborhood Code to support home ownership**, some concern in some neighborhoods about housing being mainly rentals
- Concern about limitations of implementing zoning changes due to **construction costs and cost of complying with other codes**

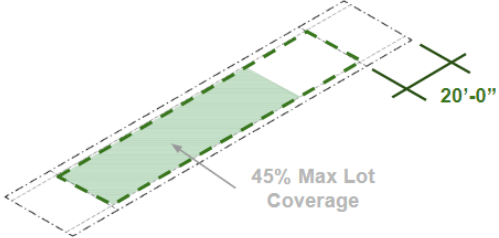
Core Zoning Rules Recommendations

Smaller Lot Size & Rear Setback + Increase Lot Cover Limits

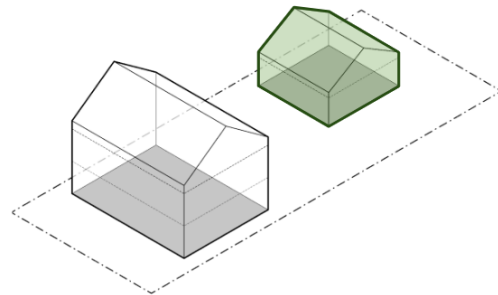
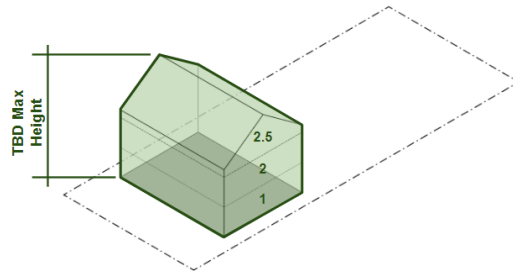
Low Density (RL) - Wide Parcel



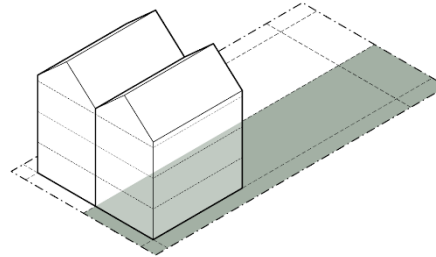
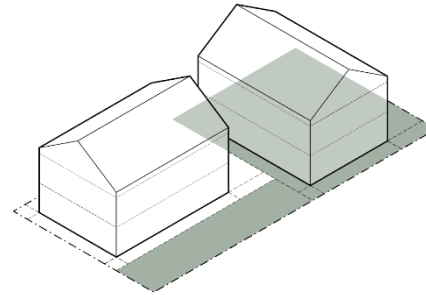
Low Density (RL) - Narrow Parcel



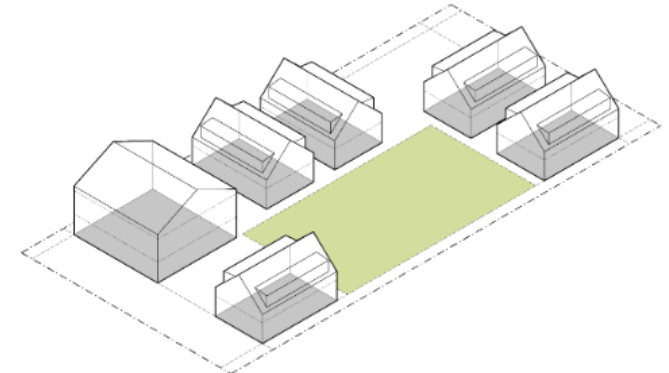
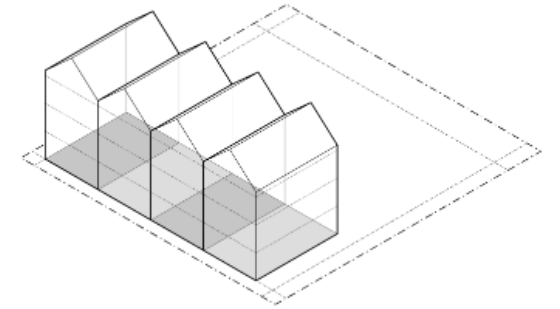
Replace Density Limits with standards for building size & 4 to 6 units



Solutions to create new lots for infill and/or forms of ownership



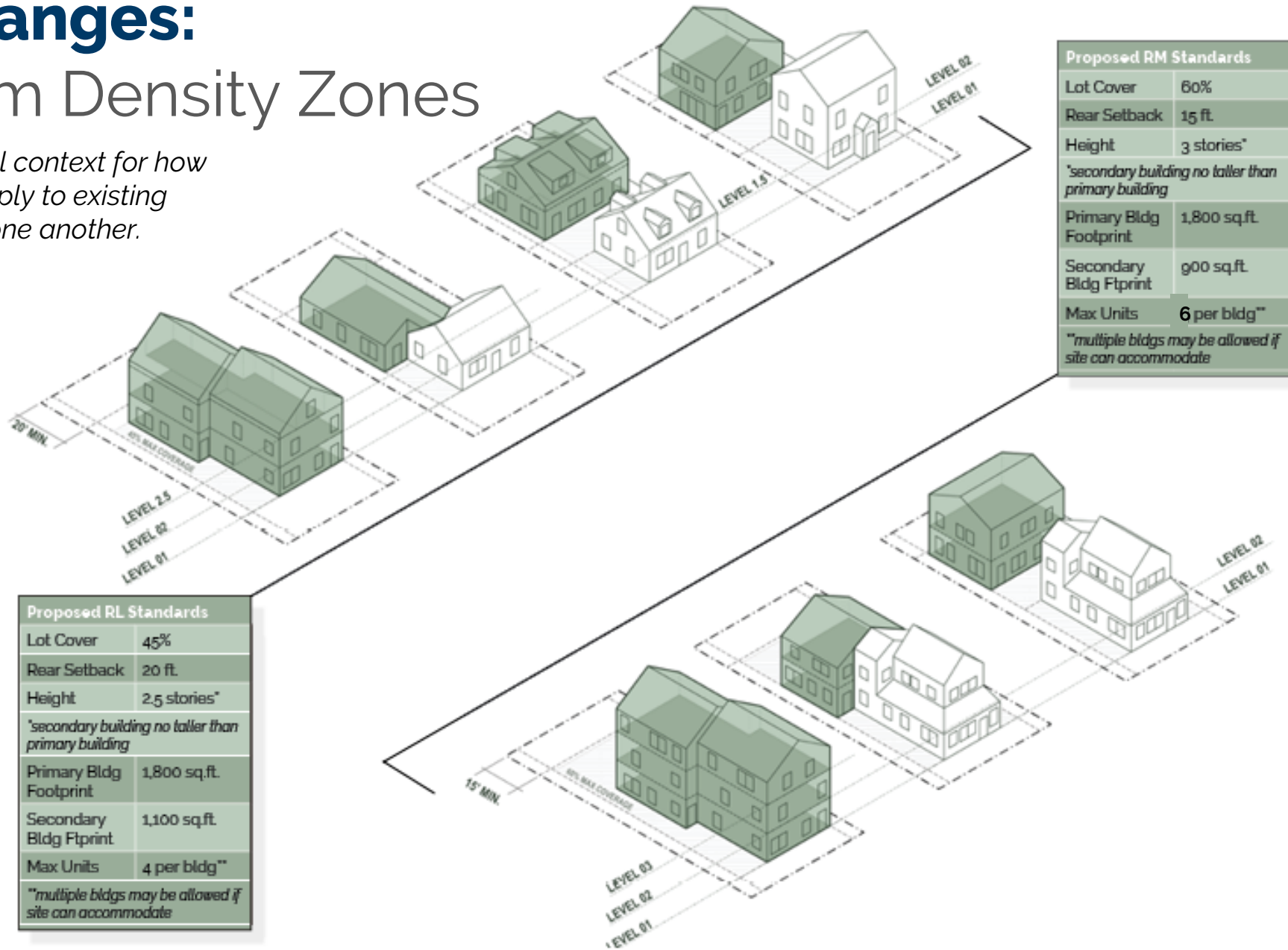
Standards to guide creation of Cottage Courts + Townhomes



Proposed Changes:

Low & Medium Density Zones

The diagrams provide additional context for how the proposed changes could apply to existing lots, and how they compare to one another.



| Proposed RL Standards | |
|---|--------------|
| Lot Cover | 45% |
| Rear Setback | 20 ft. |
| Height | 2.5 stories* |
| *secondary building no taller than primary building | |
| Primary Bldg Footprint | 1,800 sq.ft. |
| Secondary Bldg Footprint | 1,100 sq.ft. |
| Max Units | 4 per bldg** |
| **multiple bldgs may be allowed if site can accommodate | |

| Proposed RM Standards | |
|---|--------------|
| Lot Cover | 60% |
| Rear Setback | 15 ft. |
| Height | 3 stories* |
| *secondary building no taller than primary building | |
| Primary Bldg Footprint | 1,800 sq.ft. |
| Secondary Bldg Footprint | 900 sq.ft. |
| Max Units | 6 per bldg** |
| **multiple bldgs may be allowed if site can accommodate | |

Proposed Changes:

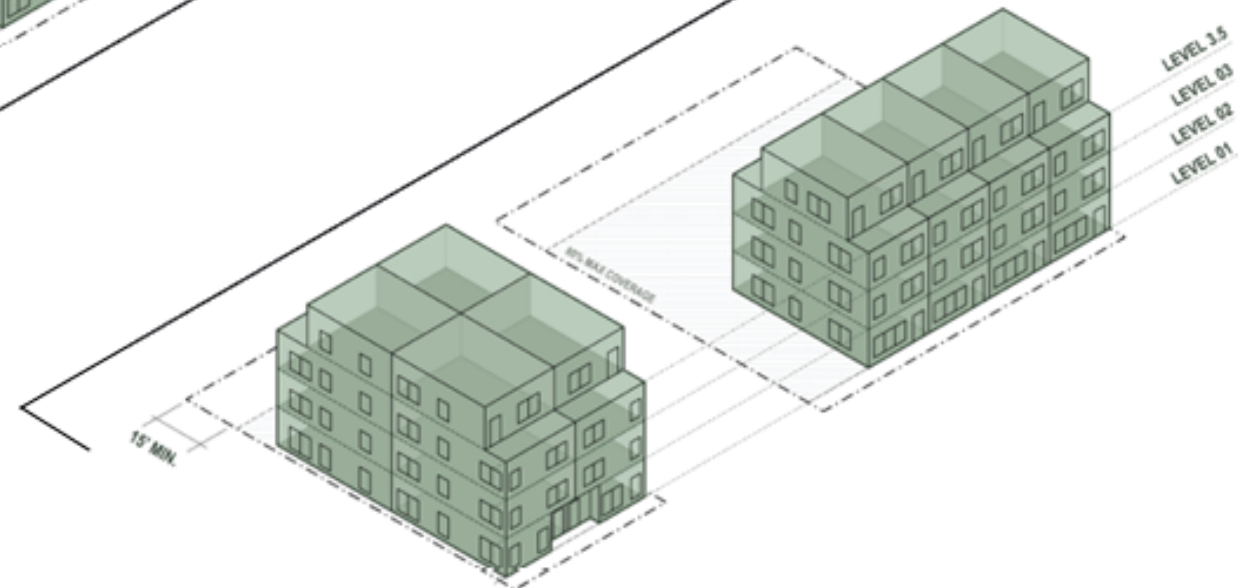
High Density Zones & Corridors

The diagrams provide additional context for how the proposed changes could apply to existing lots, and how they compare to one another.



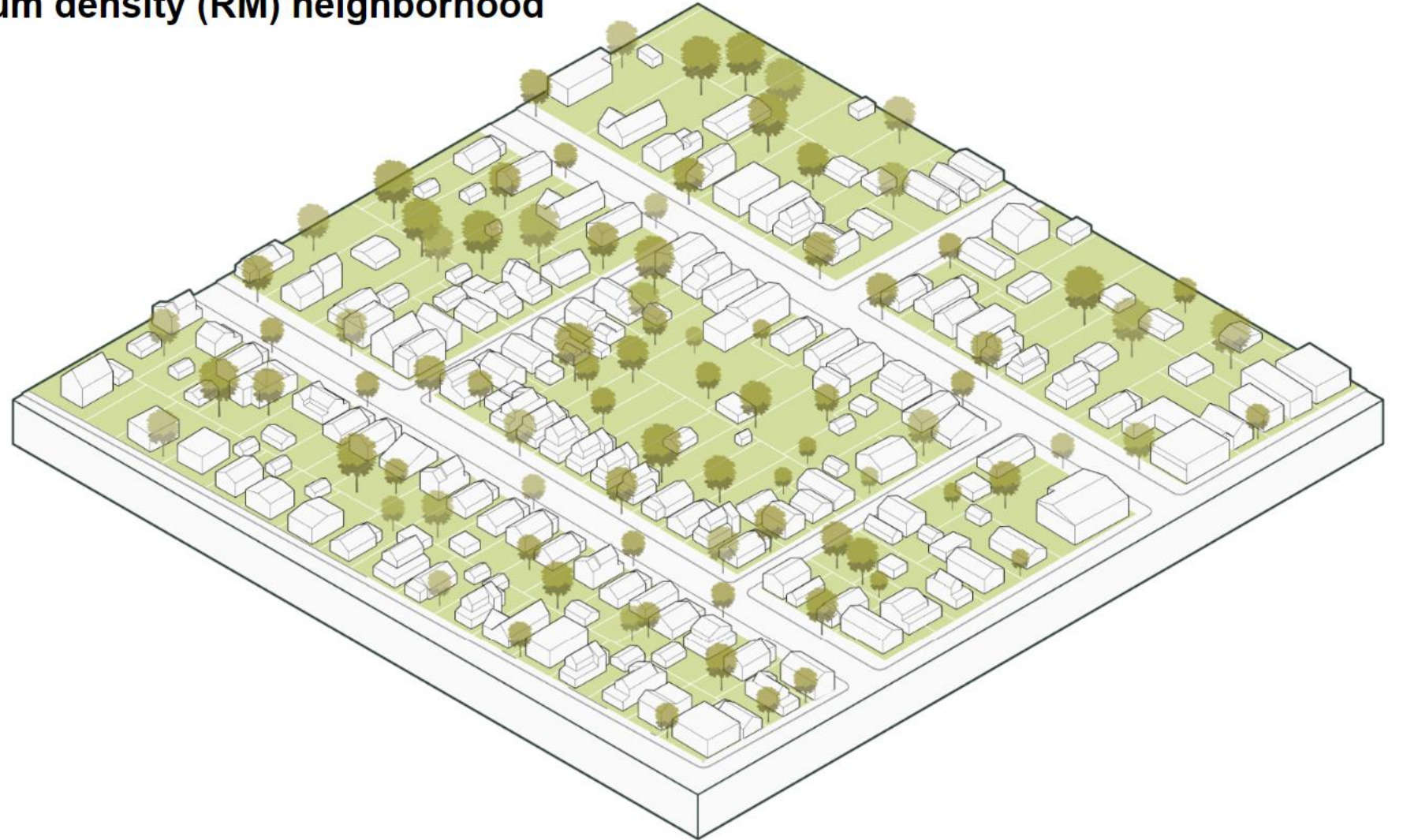
| Proposed Corridor Standards | |
|--|--------------|
| Lot Cover | 80% |
| Front Setback | 0 - 20 ft. |
| Rear Setback | 15 ft. |
| Height | 3.5 stories* |
| Primary Bldg Footprint | 3,600 sq.ft. |
| Max Units | No Limit |
| *multiple bldgs may be allowed if site can accommodate | |

| Proposed RH Standards | |
|------------------------|--------------|
| Lot Cover | 80% |
| Rear Setback | 15 ft. |
| Height | 3.5 stories* |
| Primary Bldg Footprint | No Limit |
| Secondary Bldg Fprint | No Limit |
| Max Units | No Limit |



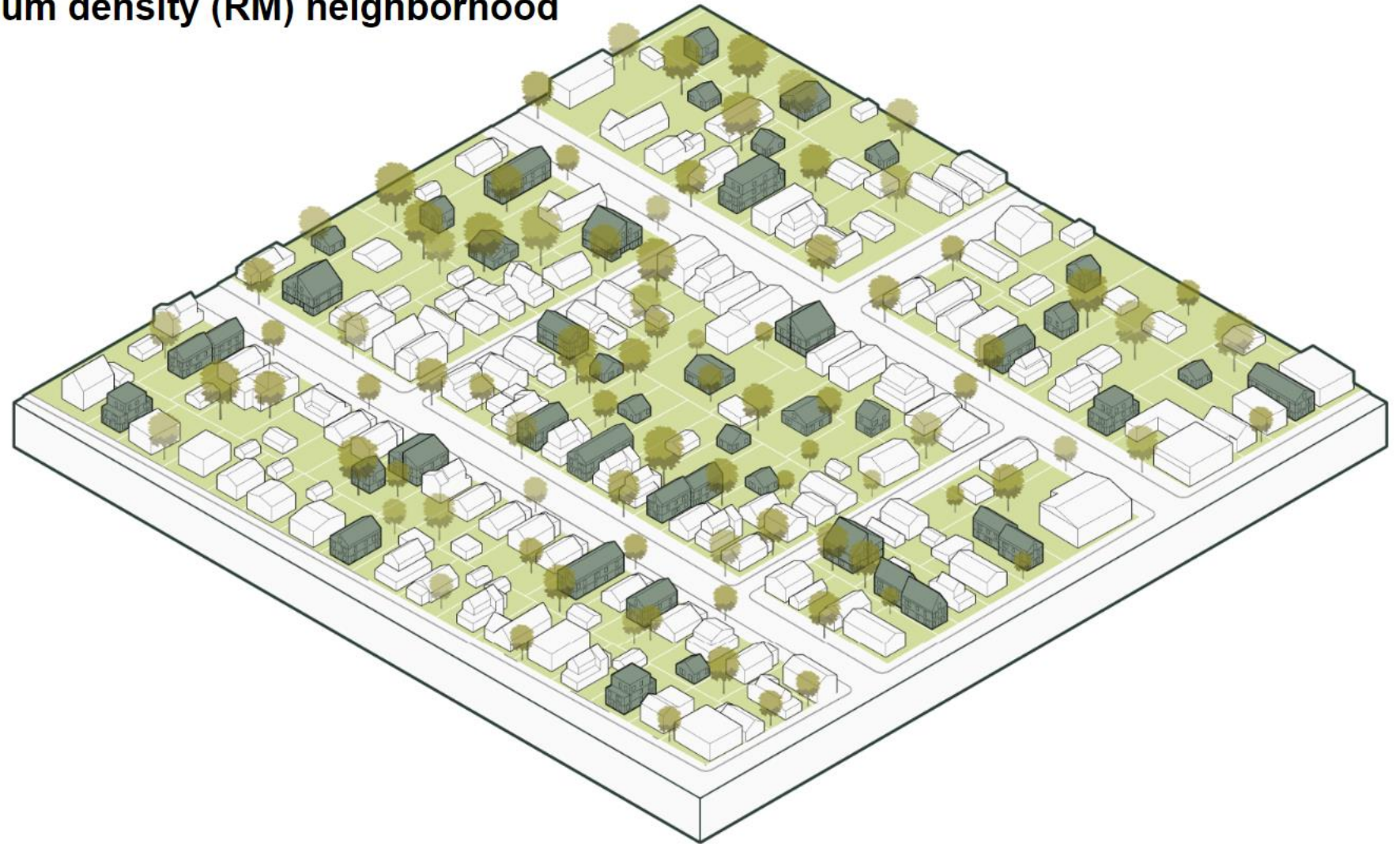
Flexibility for Neighborhoods

Existing fabric in a medium density (RM) neighborhood



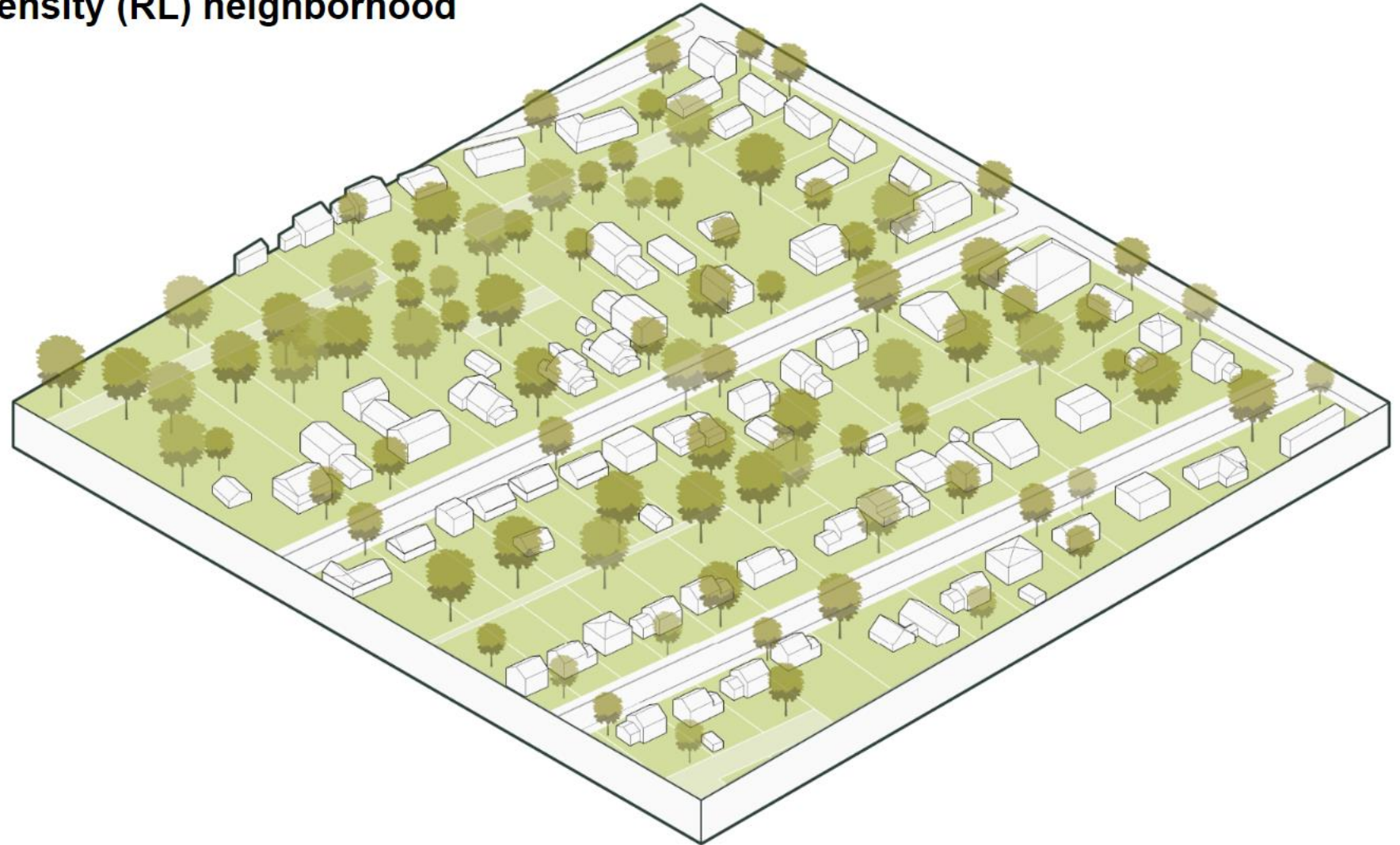
Flexibility for Neighborhoods

Potential fabric in a medium density (RM) neighborhood



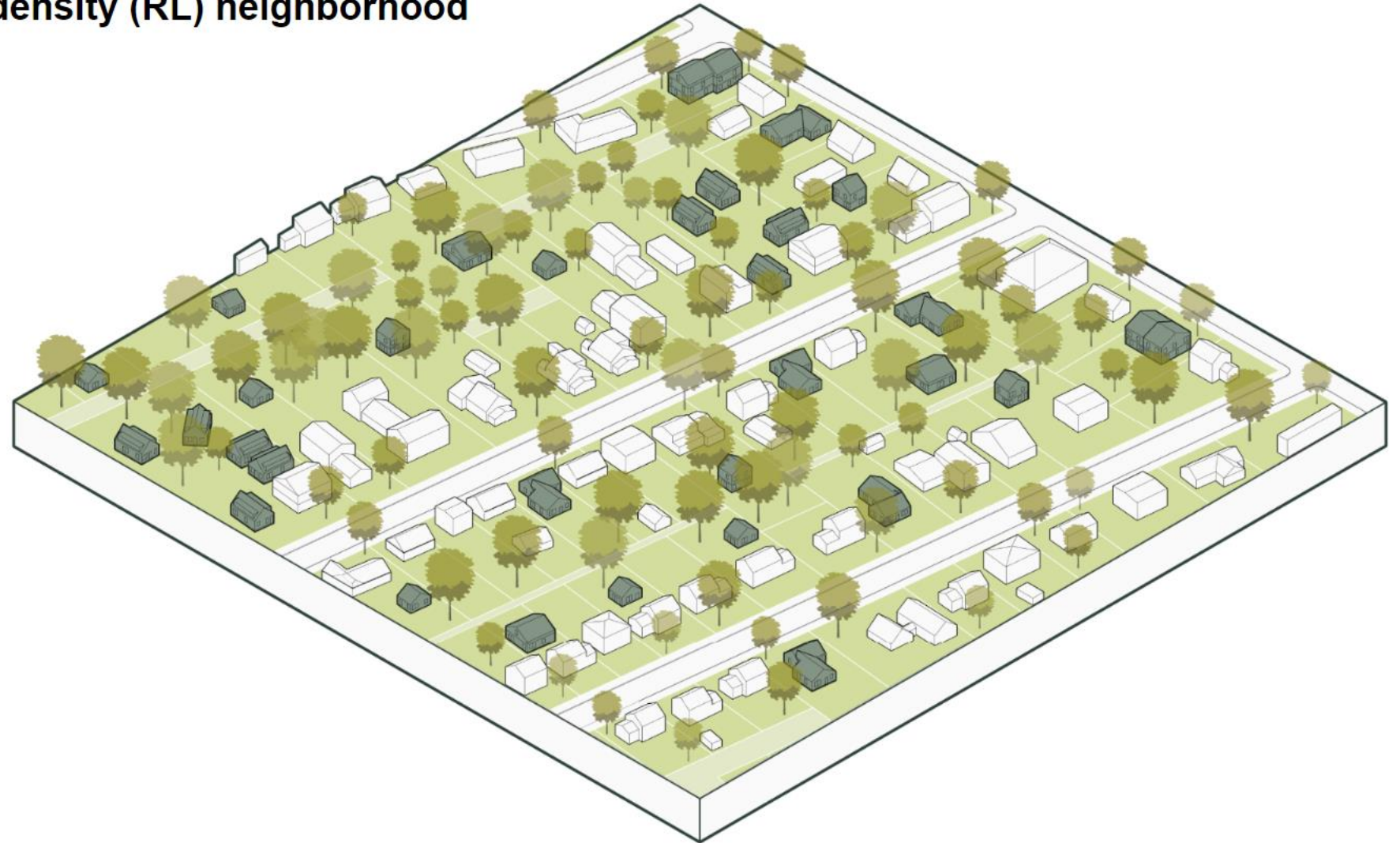
Flexibility for Neighborhoods

Existing fabric in a low density (RL) neighborhood



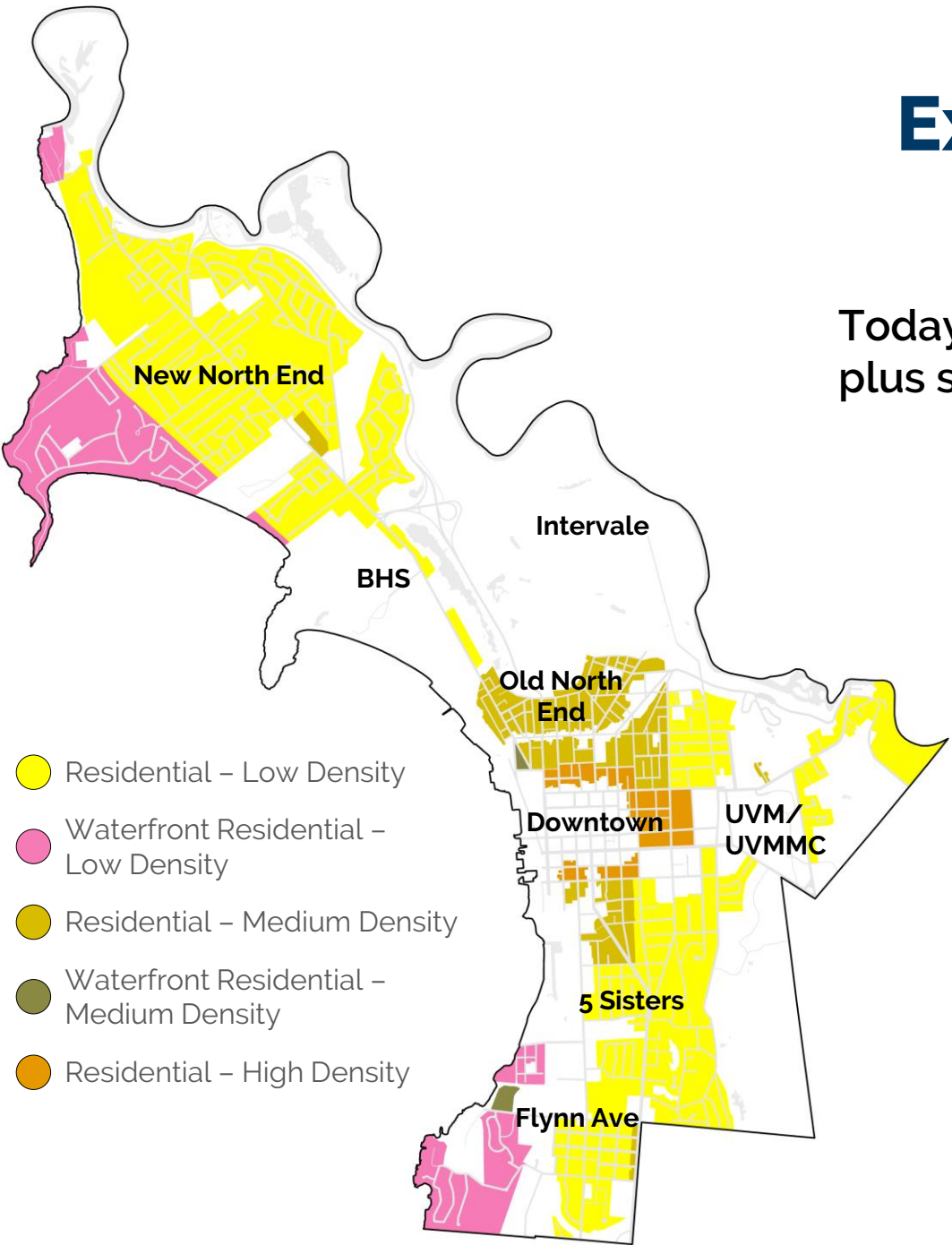
Flexibility for Neighborhoods

Potential fabric in a low density (RL) neighborhood



Existing Residential Districts Map

Today, there are 5 residential zoning districts citywide, plus several overlay districts for select areas.

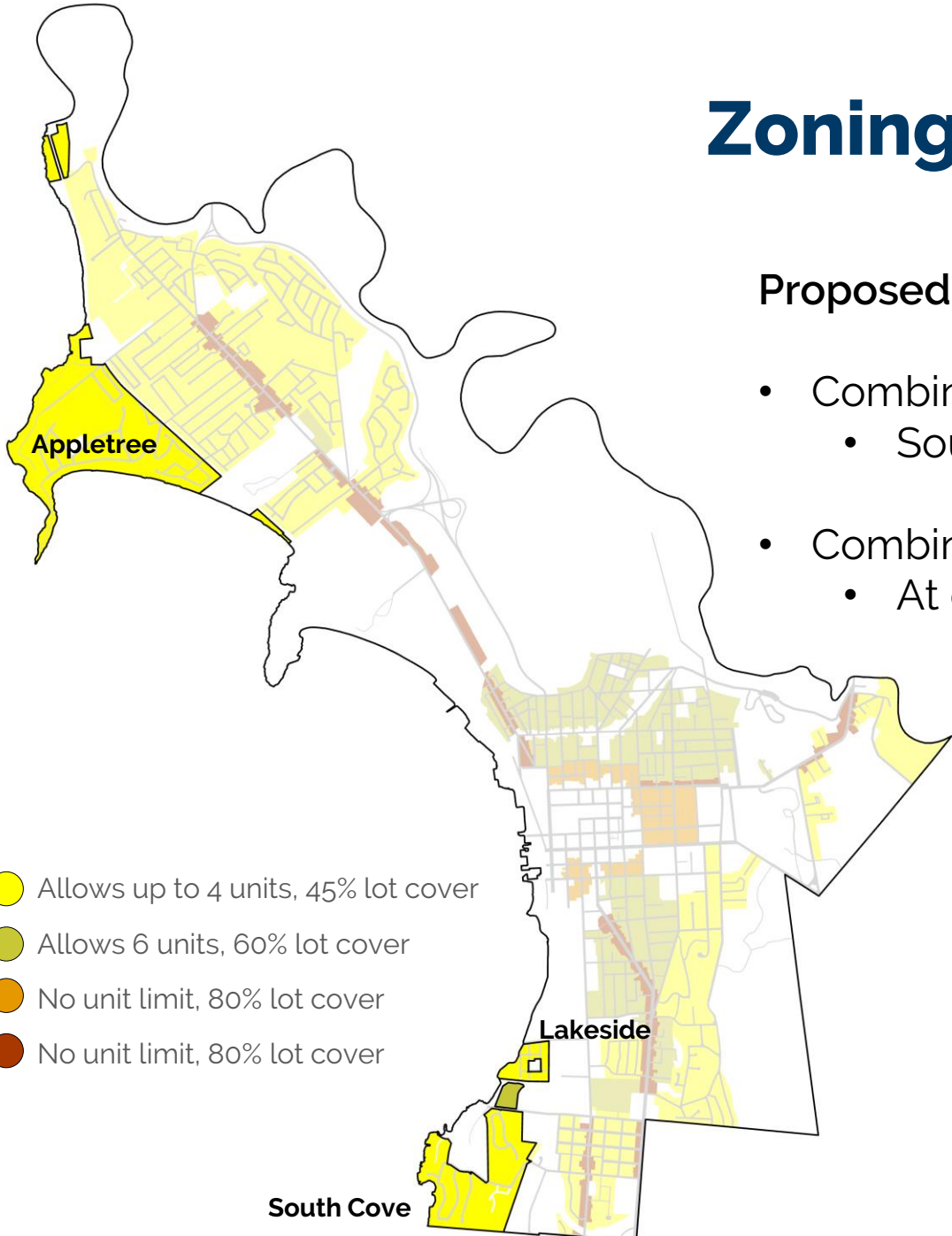


- Residential - Low Density
- Waterfront Residential - Low Density
- Residential - Medium Density
- Waterfront Residential - Medium Density
- Residential - High Density

Zoning Map Change Recommendations

Proposed map streamlines existing zoning districts:

- Combines Waterfront Low Density with Low Density
 - South Cove, Lakeside, & Appletree
- Combines Waterfront Medium Density with Medium Density
 - At end of Flynn Ave

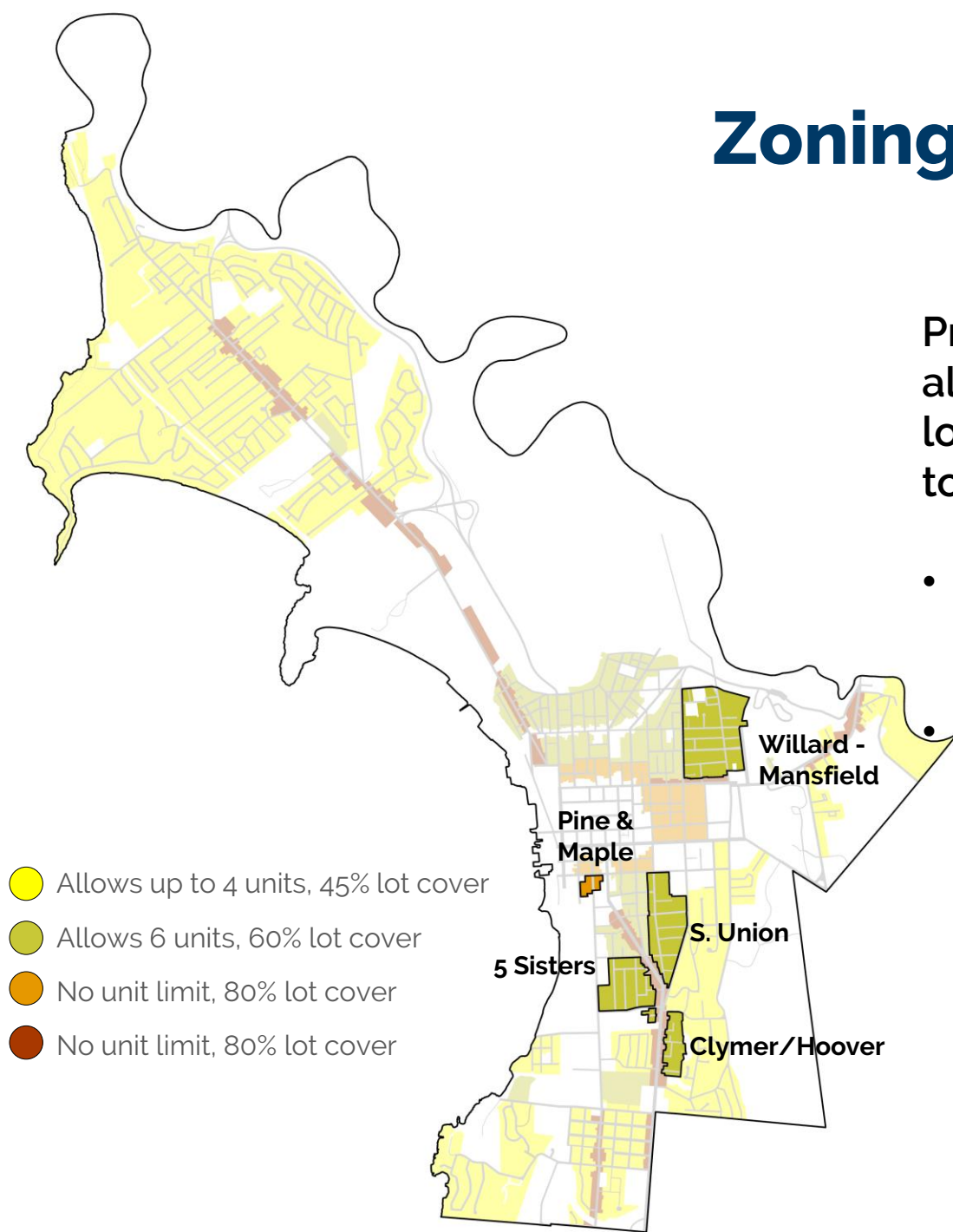
- 
- Legend for zoning districts:
- Allows up to 4 units, 45% lot cover
 - Allows 6 units, 60% lot cover
 - No unit limit, 80% lot cover
 - No unit limit, 80% lot cover

South Cove

Lakeside

Appletree

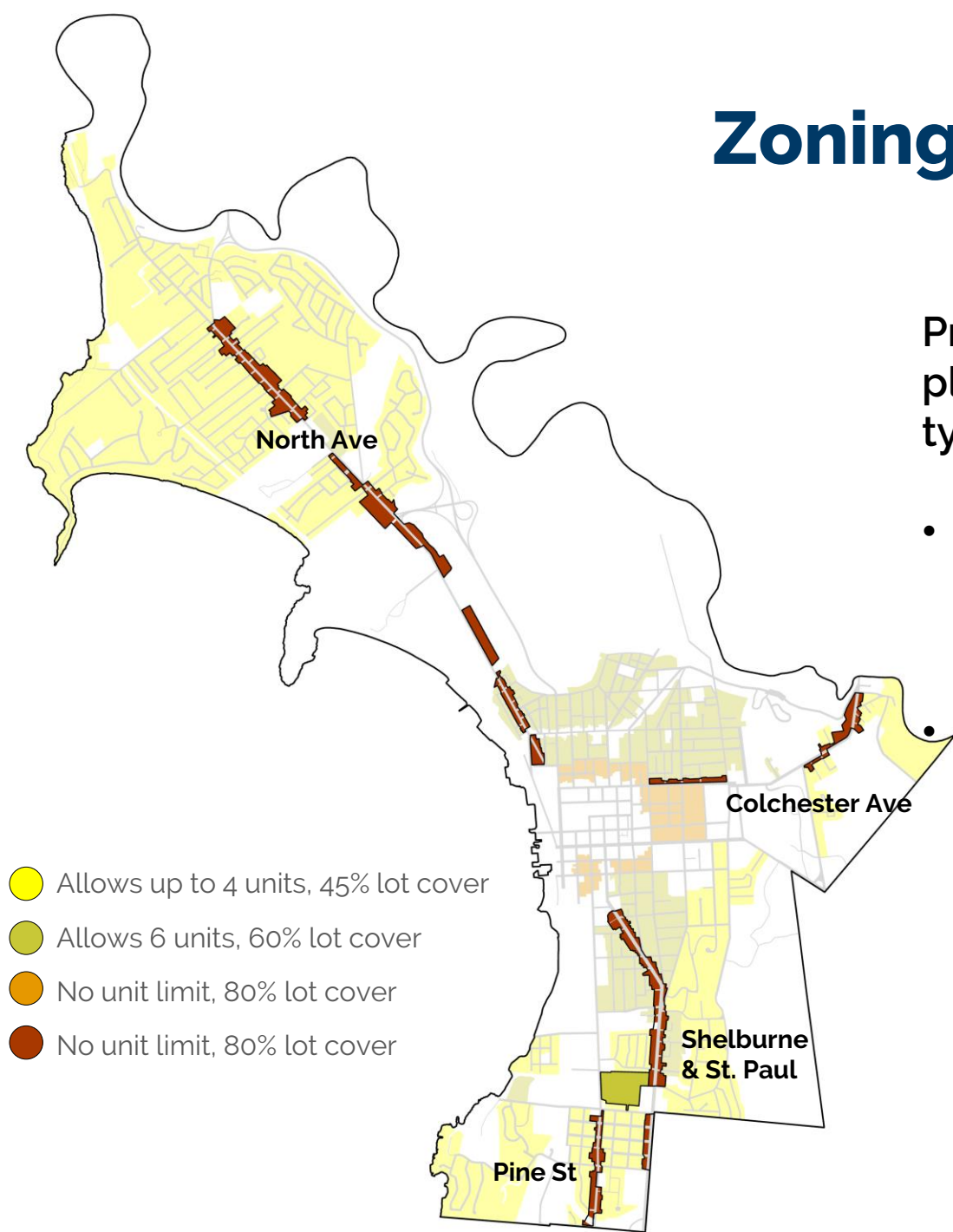
Zoning Map Change Recommendations



Proposed map rezones some areas to more closely align with what is on the ground, particularly related to lot coverage, in order to overcome remaining barriers to facilitating more housing types:

- Neighborhoods between Willard & Mansfield, Five Sisters, South Union areas rezoned from RL to RM
- Area near intersection of Pine & Maple, which is surrounded by downtown districts and commercial zones, rezoned from RM to RH

Zoning Map Change Recommendations



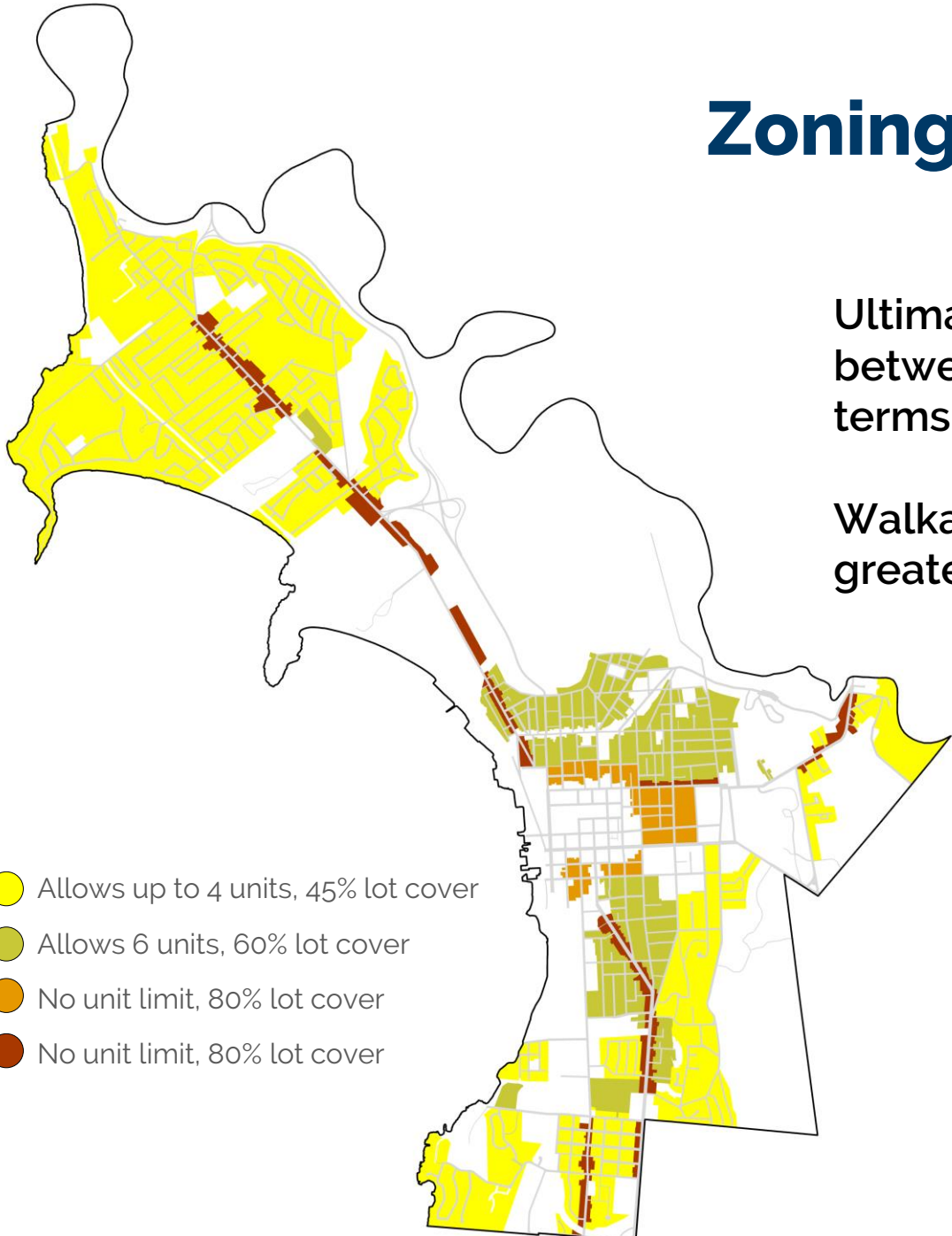
Proposed map rezones other areas to implement planning goals and allow greater flexibility for housing types and intensity:

- Creates new Corridor zone for properties currently zoned RL that front on North Ave, Colchester Ave, Shelburne Rd, and southern end of Pine Street
- Rezones Champlain Elementary property from RL to RM

Zoning Map Change Recommendations

Ultimately, allow up to 4 units citywide, with differences between RL & RM districts focused more on “intensity” in terms of building size and lot coverage.

Walkable core areas in RH and new Corridor zones to allow greater flexibility in terms of housing choice and intensity.

- 
- Allows up to 4 units, 45% lot cover
 - Allows 6 units, 60% lot cover
 - No unit limit, 80% lot cover
 - No unit limit, 80% lot cover



BTV Neighborhood Code

Questions & Input