

What is The Neighborhood Project?

The Neighborhood Project is 1 of 22 strategies that are part of the City's 2015 Housing Action Plan. Those strategies are organized around **five interconnected action areas.**

Consider regulatory changes to **encourage new housing**

Develop new approaches to **address homelessness**

Improve quality of life in historic neighborhoods **with new strategies for housing college students**

Leverage municipal resources to support **low and moderate income housing**

Provide **housing options for an aging population**

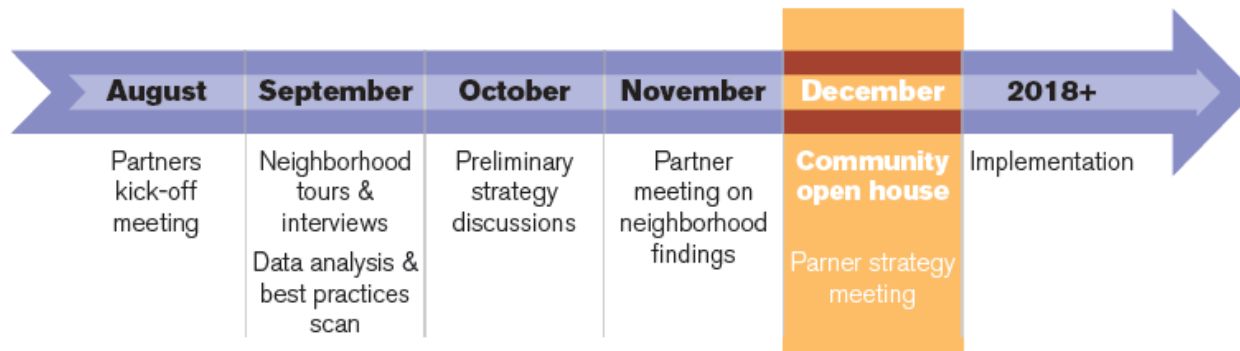
This is the action area we are looking at today.

What are the goals of The Neighborhood Project?

- To understand what's happening in the neighborhoods with a higher concentration of student renters.
- To inform a community discussion about what "neighborhood balance" is and how to improve the quality of life in the neighborhoods most impacted.
- To identify specific, practical actions the City and its partners can and are willing to take.

What is The Neighborhood Project?

Where are we in the project timeline?



What is The Neighborhood Project?

What have we done so far?



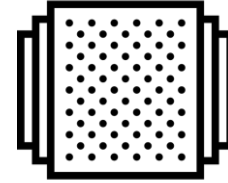
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interviews with
residents, property
owners, students,
developers,
realtors,
institutions & city
staff



5

neighborhood
tours in Wards
1, 2, 6 & 8



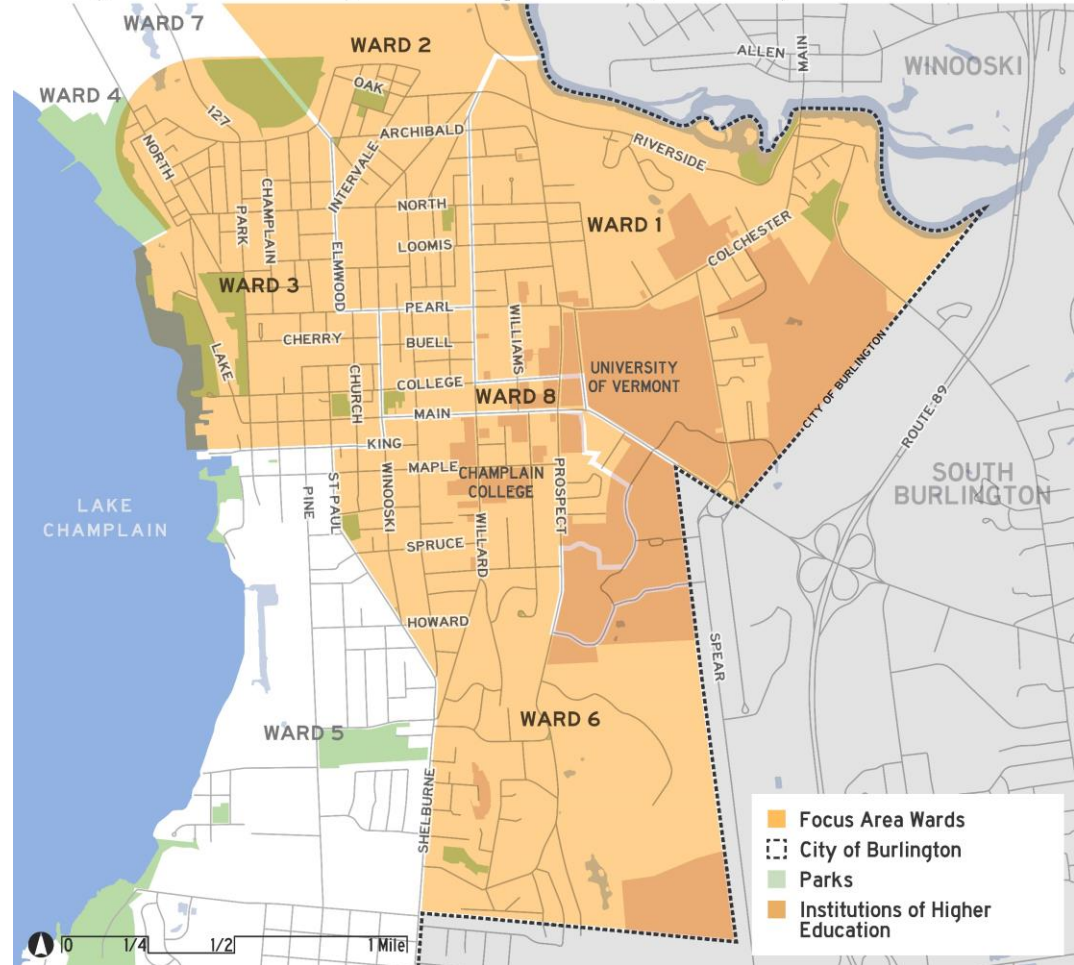
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datasets
including city,
institution,
Census and
other sources

What is The Neighborhood Project?

Where is the
project focused?

Neighborhood Project Study Areas | Burlington, VT



What's happened so far?

Agreements between the City and Institutions

The City and the partners have previously negotiated agreements around housing, such as **UVM's agreement to require all students to live on campus for two years, and Champlain College's 2007 Master Plan goal to construct 1,200 new student accommodations.** More recent agreements have added additional beds for students on the institutions' campuses, contain stipulations for further adding beds in accordance with enrollment growth, and expanded monitoring of off-campus student housing.

In 2017, UVM has added 309 student housing beds on campus and Champlain College has added 505 beds in on campus or sponsored housing since adoption of its 2007 Master Plan.



What's happened so far?

City Sponsored Actions

Over the last 30 years, the City has pursued strategies for addressing quality of life challenges in near-campus areas and throughout the City. These include:

- **Minimum Rental Housing Ordinance** to ensure housing met minimum standards for safety and energy efficiency for renters
- **Noise Ordinance** to address concerns about late night noise in residential areas
- **Code Enforcement Office** to field complaints and enforce existing ordinances
- **Vacant Buildings Ordinance** to require that all vacant buildings are made safe and secure
- **“Functional Family” zoning provision** restricting the number of unrelated persons occupying a housing unit to four
- **Centralized complaint reporting portal** through the on-line tool See-Click-Fix in 2014

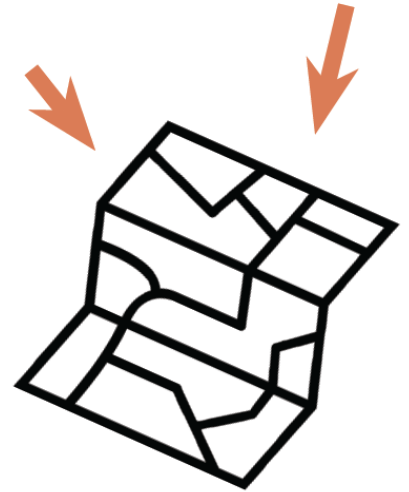


What's happened so far?

Quality of Life Initiatives

Both UVM and Champlain College have been working actively on improving quality of life in neighborhoods, in partnership with the City and Burlington residents. Efforts include:

- **UVM Community Coalition** has a host of programs aimed at improving quality of life and works closely with residents, students and partners to design and implement its programs.
- **\$100,000 in UVM funds to fund additional police patrols** in areas and at times when students are likely to be present in neighborhoods.
- **Joint UVM-BPD patrols**
- **City-UVM Mapping group** that helps identify “problem properties” and expedite a response to issues in the neighborhoods
- **Both institutions have made voluntary payments in lieu of taxes to address quality of life issues** that arise from the student presence in the city.

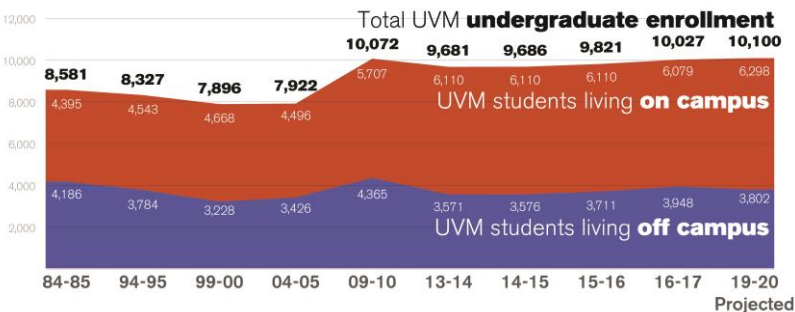
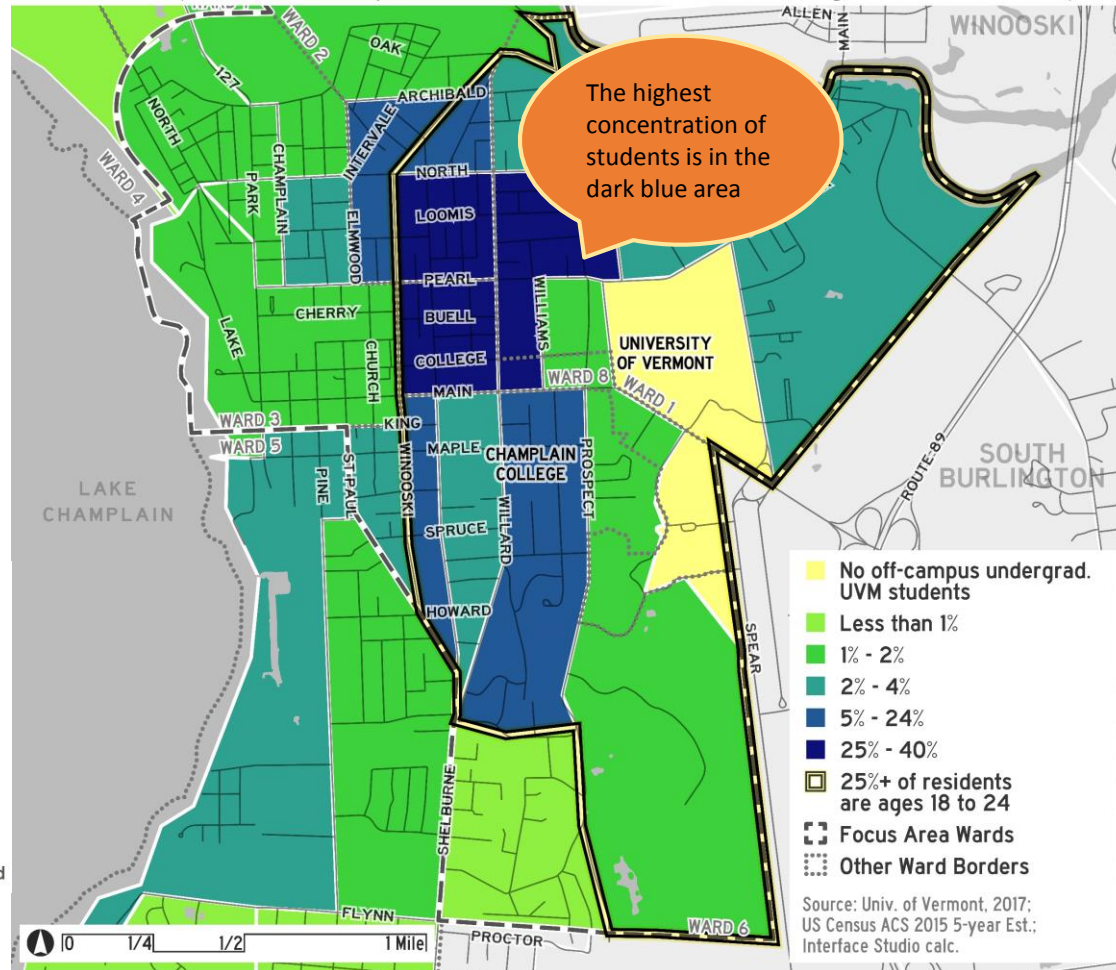


Neighborhood Trends

Where are the students?

- Approximately 3,100 students live off-campus in Burlington, of which approximately 94% (2,800-2,900) are UVM students.
- According to data from UVM, the highest concentration of student renters is bounded by North & Main Streets and Winooski Avenue & the UVM campus.
- Of the 14,000 18-24 year olds in the city, about 12,000 (or 86%) are college students.
- UVM off campus students have decreased from 49% of total enrollment in AY84- 85 to 39% in AY16-17. The off campus student population peaked in 2010.

Percent of Burlington Residents Who Are Off-Campus Undergraduate UVM Students by Block Group

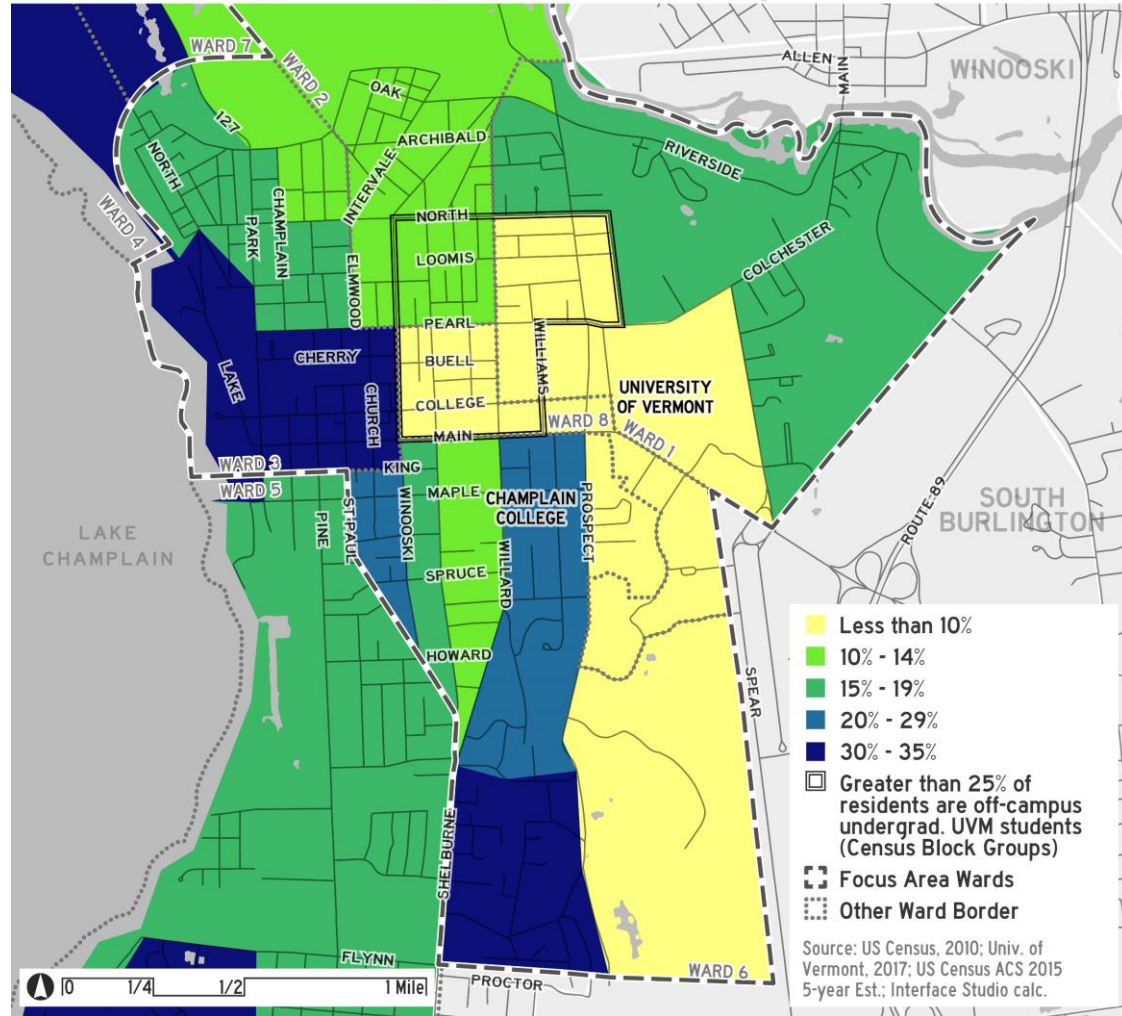


Neighborhood Trends

Where might more houses come on the market soon?

- In areas that have a higher percentage of homeowners at an age when they are likely to sell their home, either because of downsizing or changing housing needs.
- This includes Downtown and south of the areas with the most student renters.
- Citywide, residents 50 or older represent 19% of the population.

Percent of Population Ages 50-64 or 75+ by Census Block Group

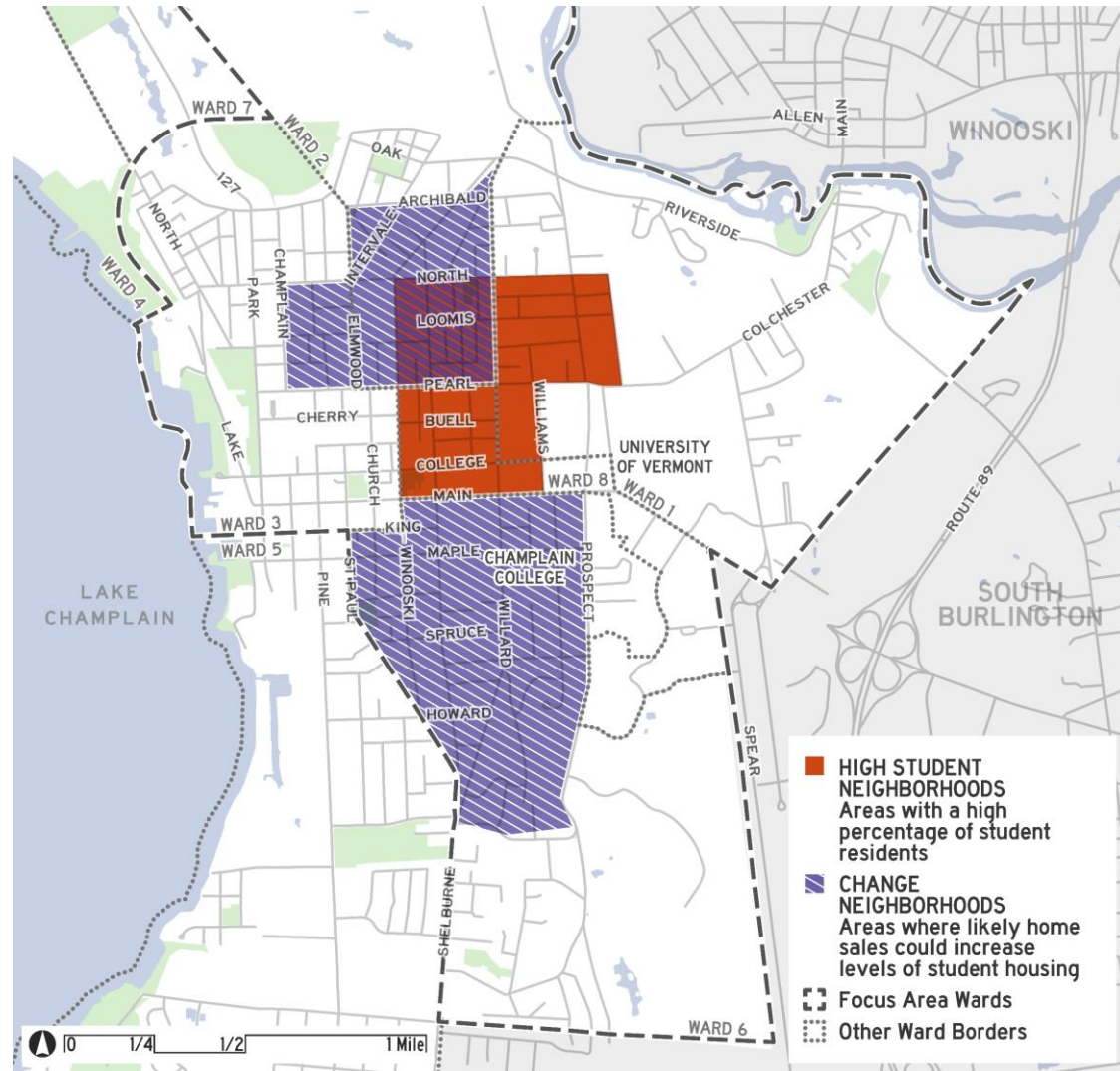


Neighborhood Trends

Where are more student rentals likely to develop?

Areas with the highest propensity to change are places where:

- There is a large percentage of households at a life stage where selling a home is likely;
- There are few 18-24 year olds currently but there are increasing student rentals; and
- Nearby areas have a higher density of student renters.



Neighborhood Trends

Notes from the Field...

Not convinced it is possible to return all students to campus and if you did what happens to the leftover housing in the neighborhoods.

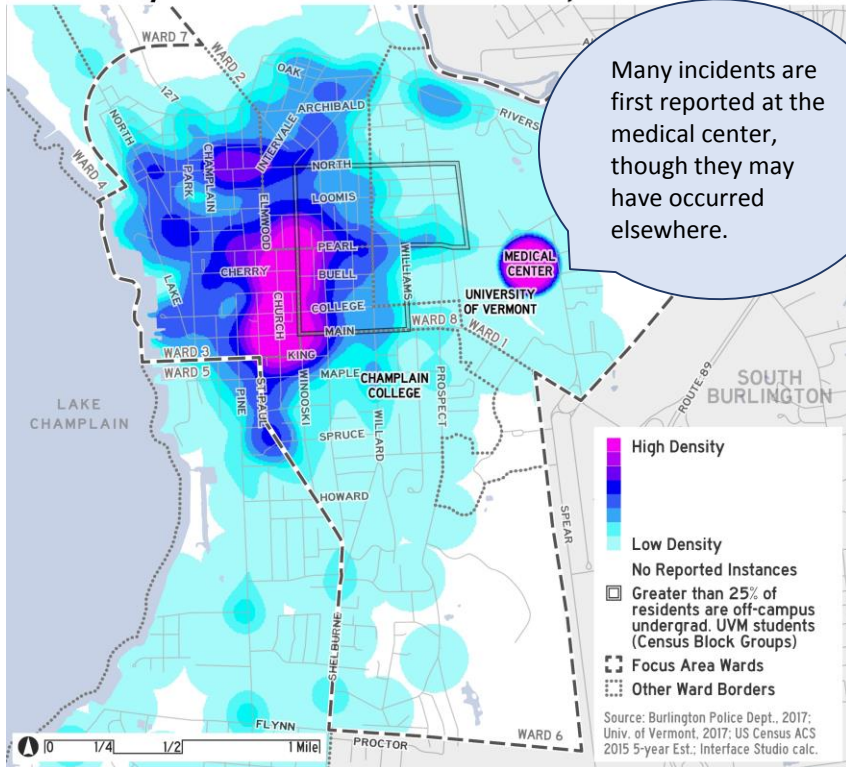
It's not an issue with a few students or renters, it's when the neighborhood goes too far in that direction that things change for the worse.

It's cheaper to live off campus than on. There's no impetus to move on campus – the cost is higher.

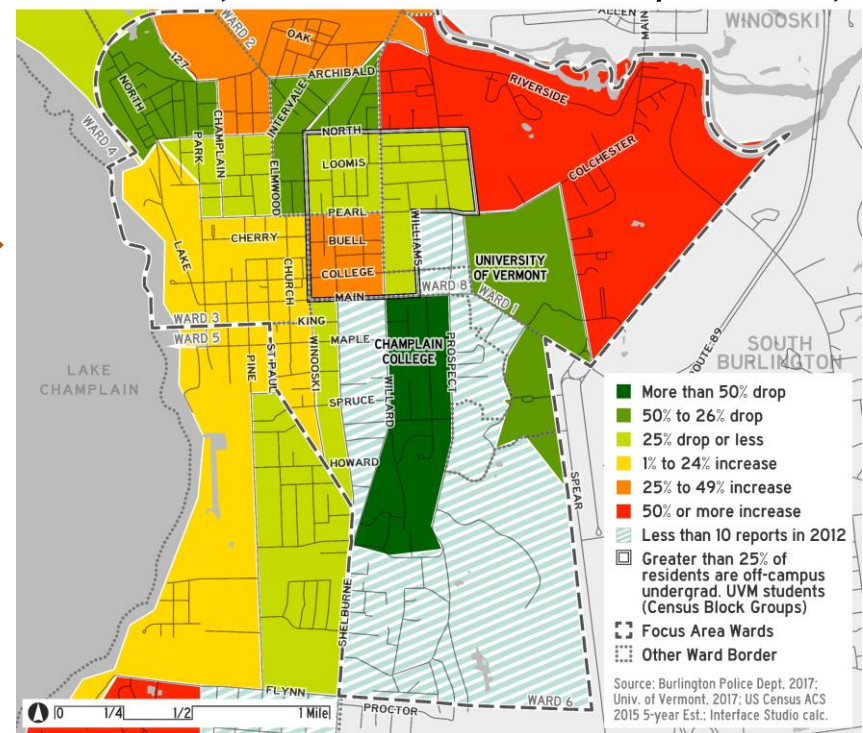
Quality of Life

Where have Disorderly Conduct and Intoxication Reports come from and has the amount changed over time?

Disorderly Conduct and Intoxication Reports, 2012 - 2017



Disorderly Conduct & Intoxication: Difference between the Number of Reports Made in 2012 and 2016 by Block Group

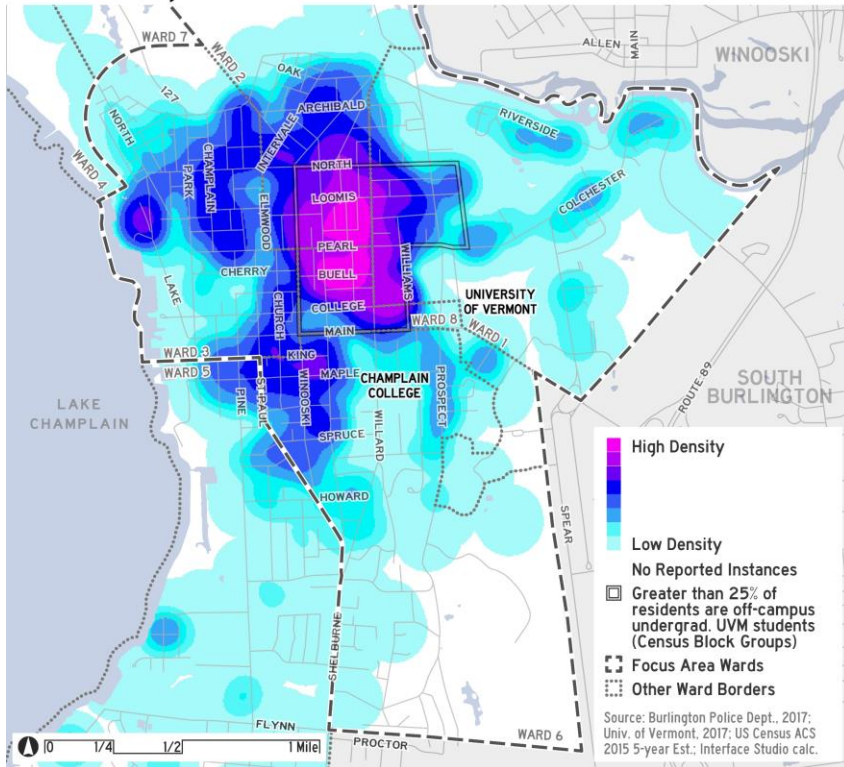


- Church St and nearby areas generate the most reports. This includes Downtown and south of the areas with the most student renters.
- Areas with the most student renters have seen a decline.
- Areas with fewer, more recent student rentals have seen increases.

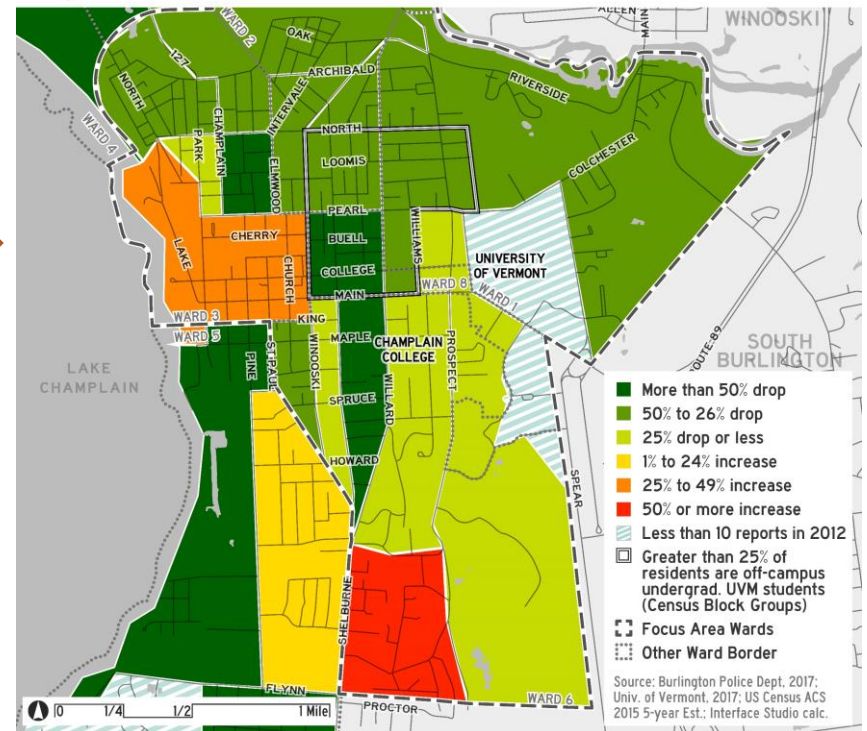
Quality of Life

Where have Noise Complaints come from and has the amount changed over time?

Noise Complaints, 2012 - 2017



Noise Complaints: Difference between the Number of Reports Made in 2012 and 2016 by Block Group



- Noise complaints are largely located in the areas with the most student renters.
- In recent years, the number of complaints in those areas is down substantially. They are not the source of growth of complaints in the city.

Quality of Life

Where have nuisance complaints come from and has the amount changed over time?

According to an analysis by the Quality of Life Working Group, since 2012 calls for service for quality of life issues (noise, intoxication, disorderly conduct) have dropped by 42% in the area having greater than 25% student residents.

By comparison city-wide calls for service dropped by 28% during that same period. Student residents accounted for only 32% of quality of life violations in the high student density areas and only 12% city-wide.

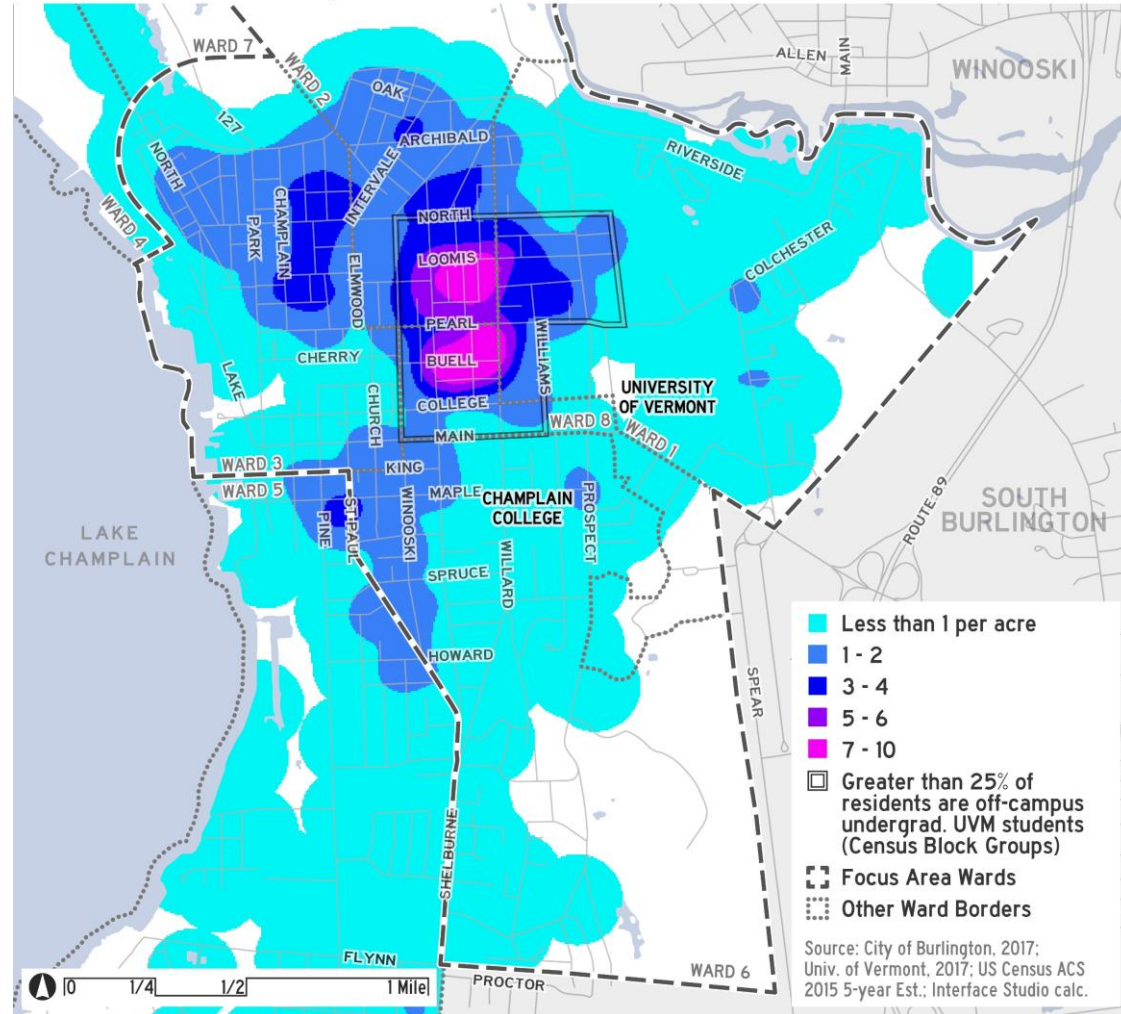
Note: Data from BPD was not complete in 2013-14 due to a change in the alcohol ticketing process.

Quality of Life

What about code violations?

- 31.5% of all violations fall within the area with the greatest number of student renters.

Code Violations per Acre, 2012 - 2017



Quality of Life

Notes from the Field...

Things have gotten better, but in the lease arrangement, landlords should be accountable and hold tenants to high standards.

It's not year round – it's for the first few weeks of school and then in the spring when the kids get back outside.

We stopped calling on noise complaints.

Noise complaints – The only way to resolve this is to follow-up with landlords, who then take it up with the kids.

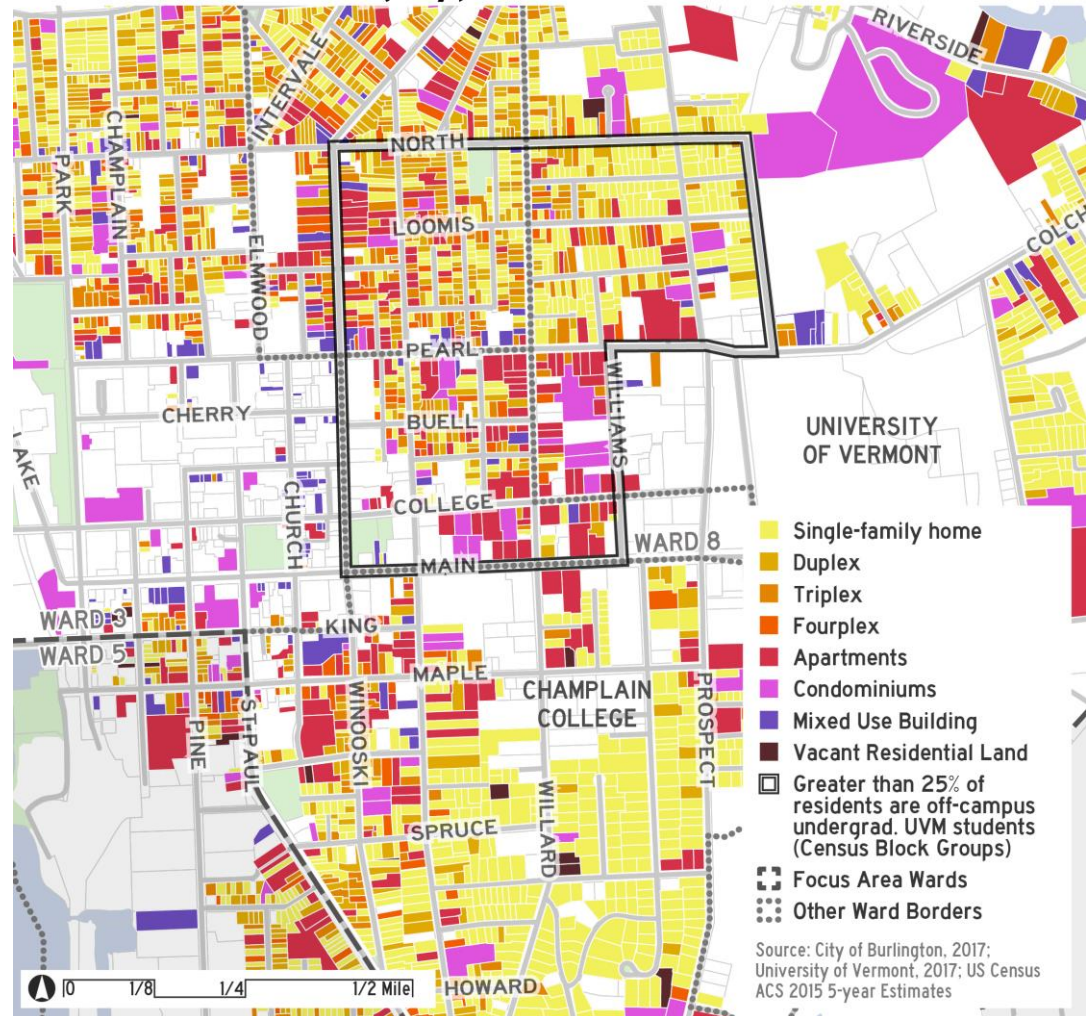
Housing Market

What are the factors affecting the housing market?

Residential Building Types

- Apartments and condos are more prevalent in the southern portion of the area with the most student renters.
- Single family homes are more prevalent in the north and east of the area with the most student renters.

Residential Building Types



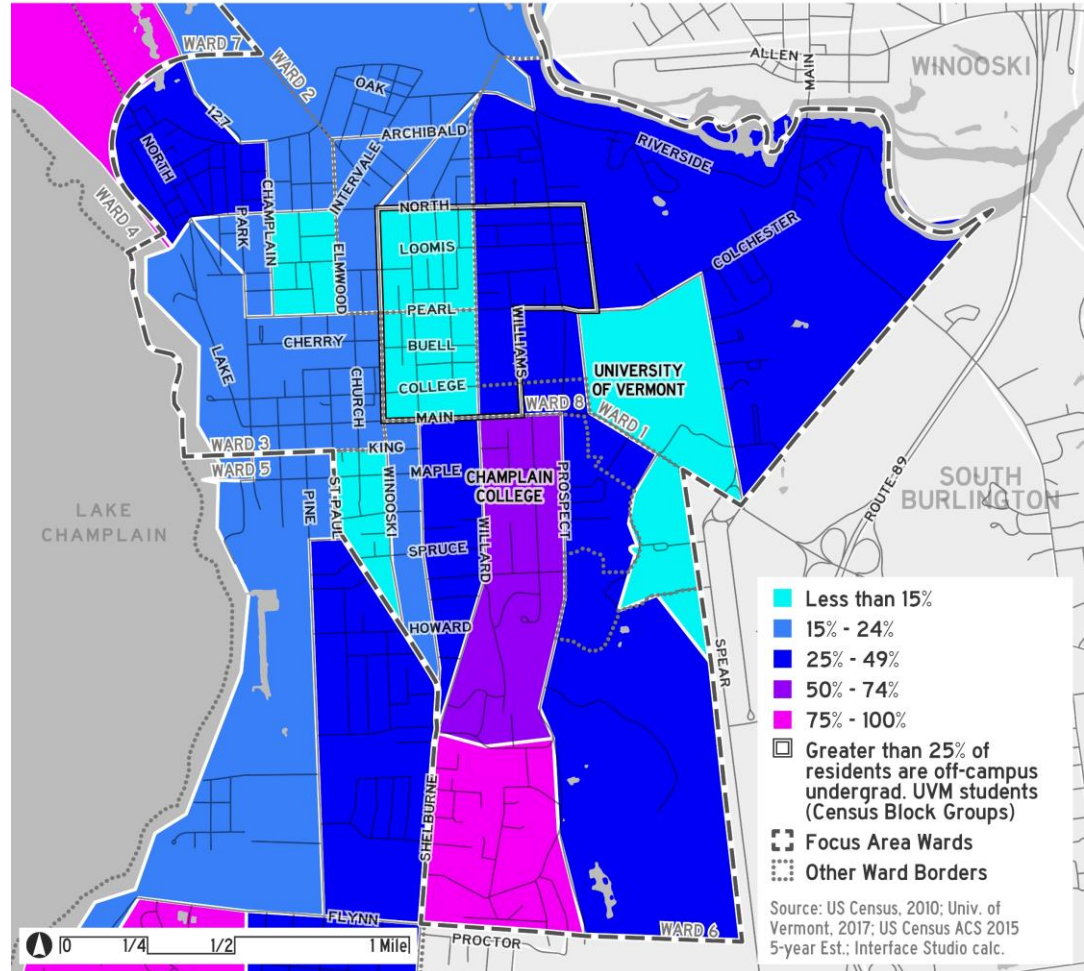
Housing Market

What are the factors affecting the housing market?

Owner Occupancy

- The highest percentage of non-owner occupied housing is in the western portion of the area with the most student renters with a few pockets to the west and south.
- Several of these areas also have a higher propensity to change based on the owners' life stage.

Percent of Households that are Owner-Occupied



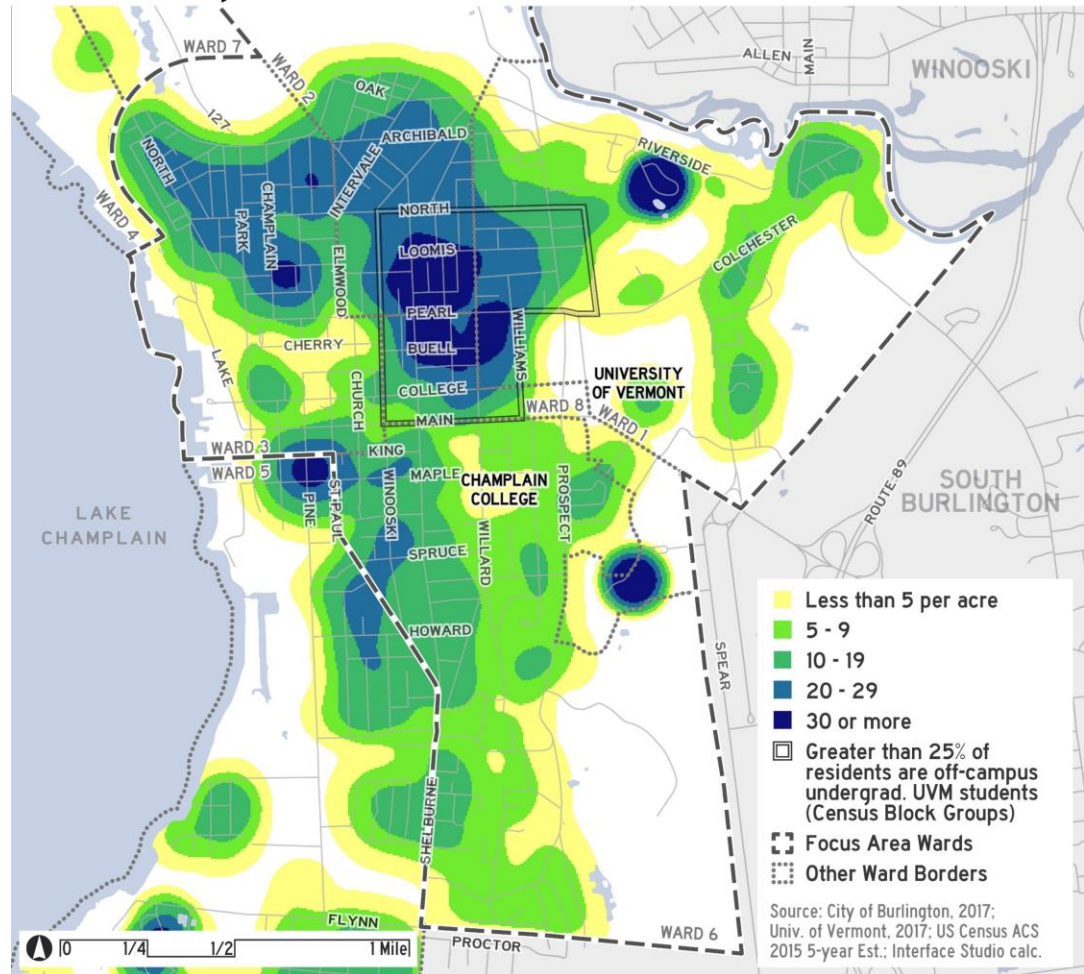
Housing Market

What are the factors affecting the housing market?

Population Density

- Citywide, there are roughly 5.7 bedrooms per acre (an average which includes parks and undeveloped land).
- Some of the areas of the City with the highest bedroom density fall within the area with the highest number of student renters – with 30 or more bedrooms per acre in the core of that area.

Bedrooms per Acre



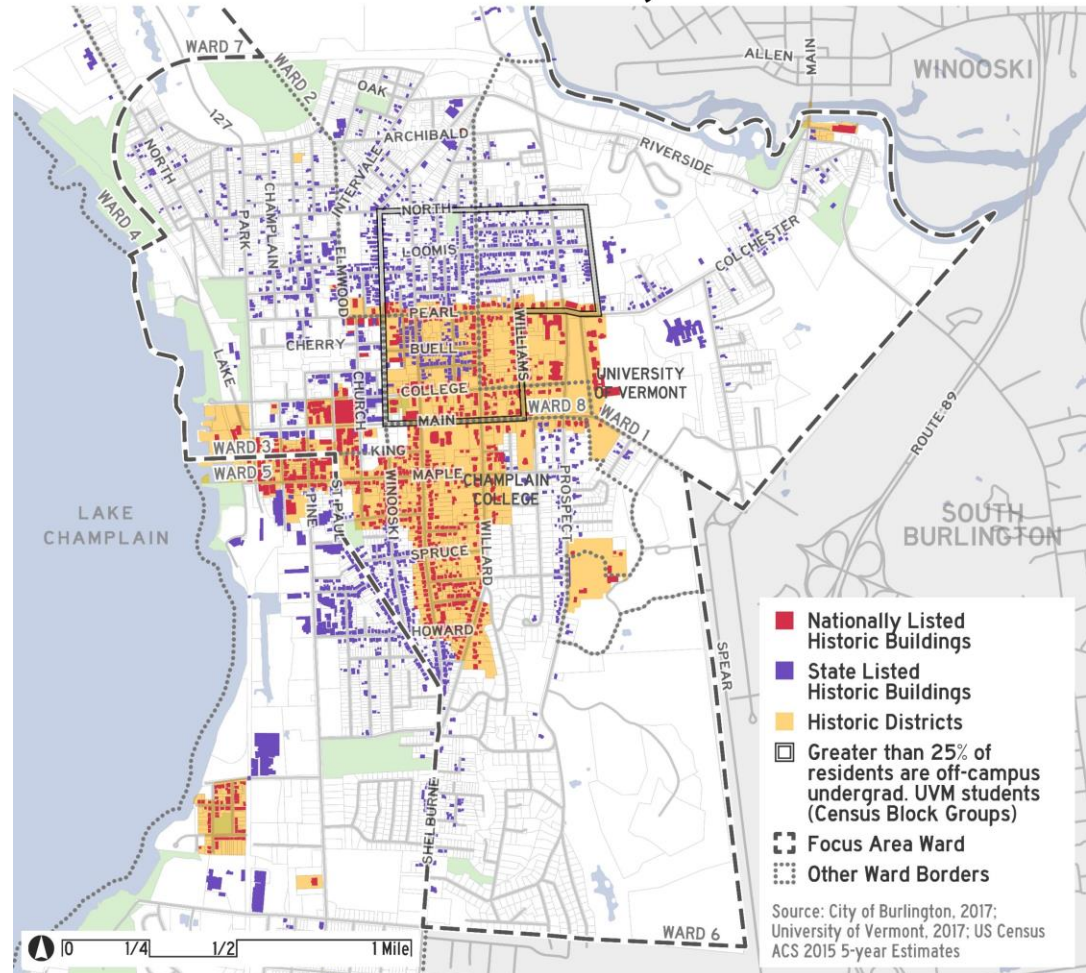
Housing Market

What are the factors affecting the housing market?

Historic Designations

- 2006 historic mapping data shows that there were approximately 2,500 properties with either a state or federal historic designation, which represents about 1/4 of the city's 10,600 buildings.
- As of 2016, Burlington had just over 1,000 nationally designated historic properties and 14 nationally designated historic districts.
- With 80% of Burlington's homes built before 1970, there could be more residences designated.
- Areas with most student renters are within national historic districts.
- Many of the areas with increasing numbers of student renters have many historically significant properties.

National and State Historic Buildings and Districts



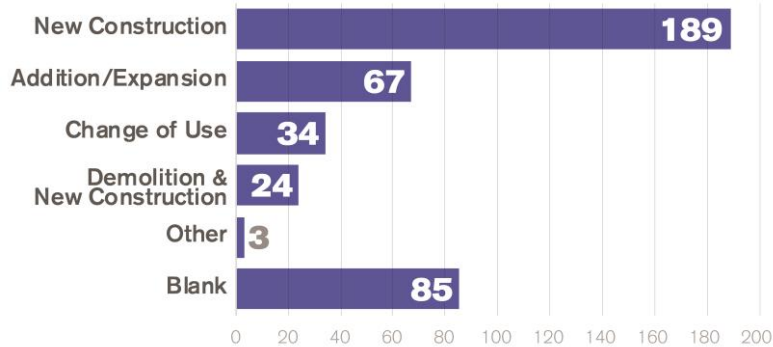
Housing Market

What's happening with the current housing market?

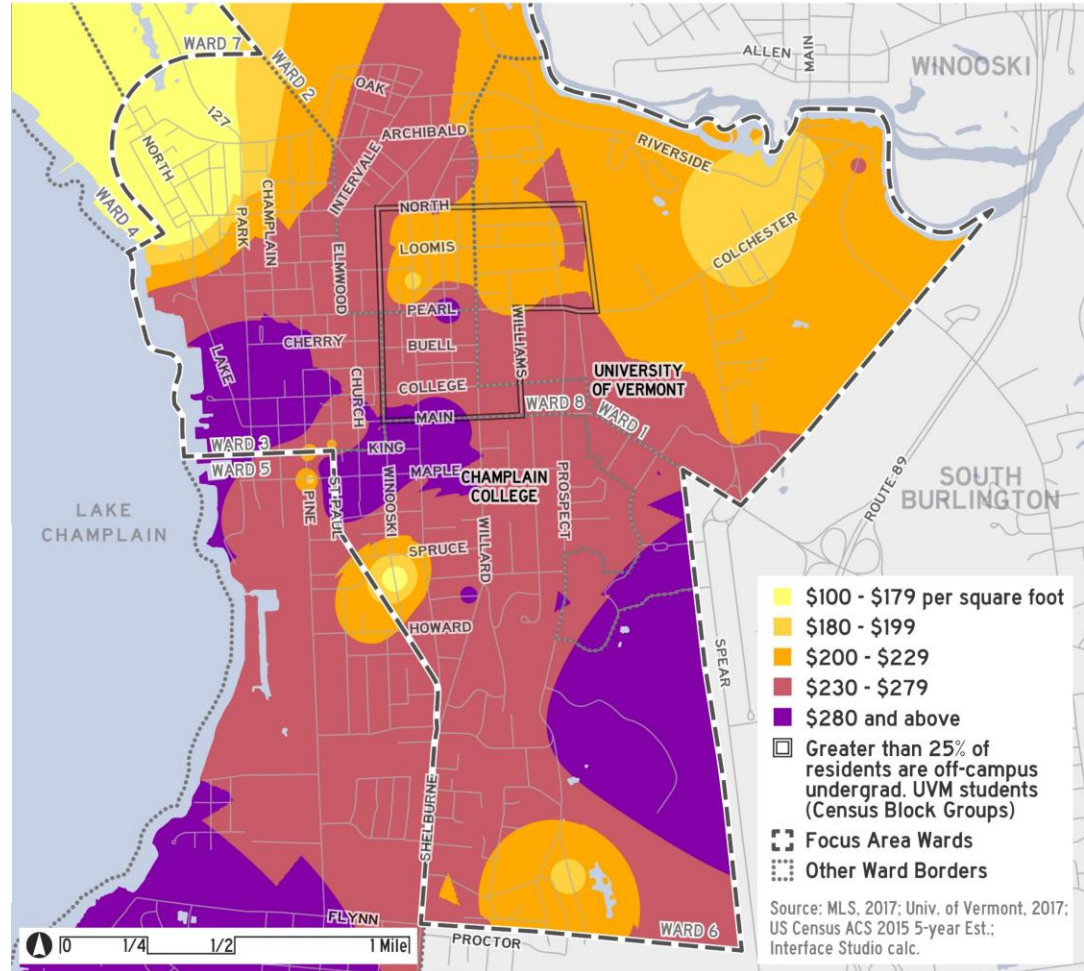
Sales Prices

- Residential sale prices are high in the area with higher student density, but not necessarily out of line with the rest of the city. However, the map shows the potential for some of the areas with a high propensity to change to become more expensive, in line with other parts of the city.

How many new units have come on the market? *Certificates of Occupancy, 2011-2016*



Price Per Square Foot, Residential Sales



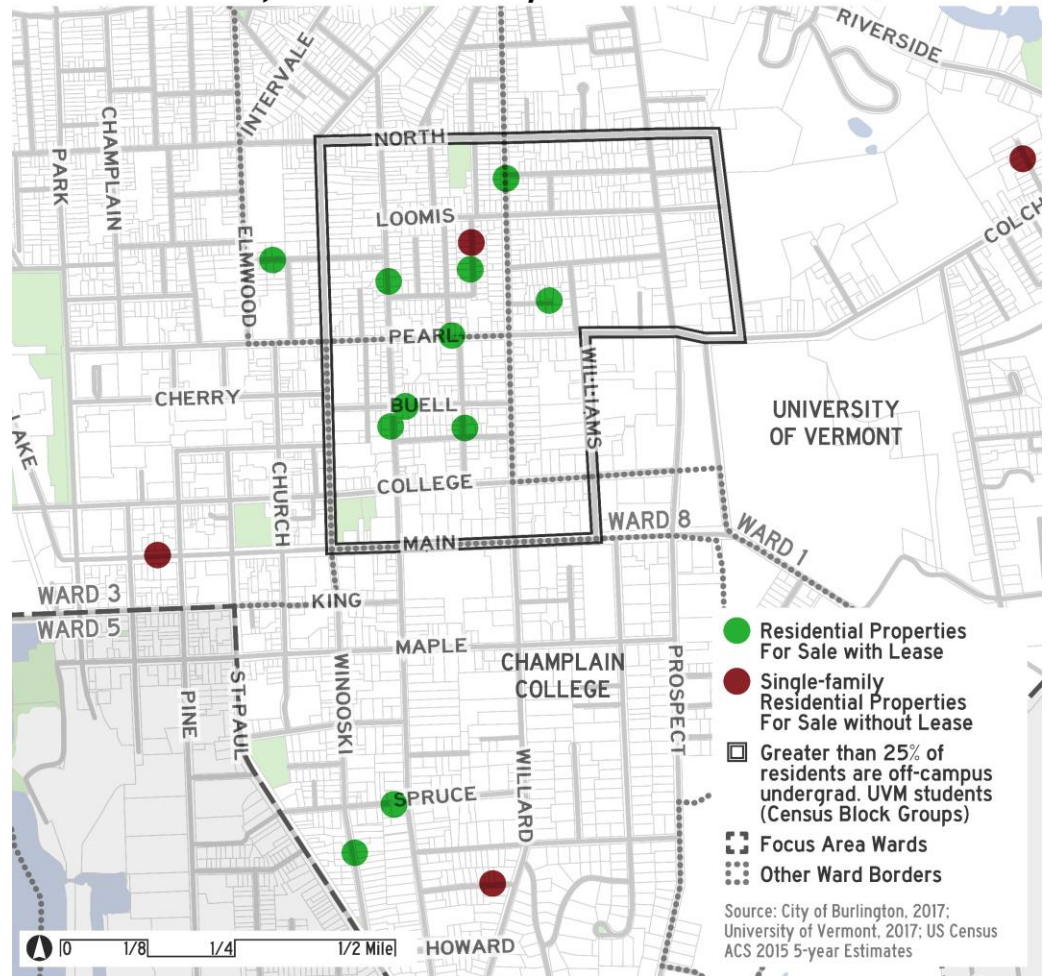
Housing Market

What's happening with the current housing market?

Current properties for sale with a lease

Units	Beds	Asking Price	Price per Square Foot
3	8	\$675,000	\$304
8	8	\$815,000	\$275
1	7	\$589,900	\$252
4	20	\$1,495,000	\$241
8	12	\$1,075,000	\$239
2	8	\$689,900	\$224
1	4	\$379,900	\$218
3	7	\$515,000	\$198
3	4	\$429,500	\$193
4	10	\$734,900	\$191
11	13	\$1,160,000	\$171
2	4	\$295,000	\$148
1	4	\$395,000	\$136

Residential Properties for Sale by Current Lease Status, Dec 2017



Source: Realtor.com, as of October 2017, does not include larger apartment complexes.

Housing Market

Notes from the Field...

Not sure anyone can affordably bring back some of these homes – they have been so cut up inside and not been very well maintained.

The neighborhoods are phenomenal and these should be attractive to all.

So what?

More on campus housing but off campus student geographic expansion

There is more campus supported student housing than ever before, but rental housing predominantly occupied by student renters is located in areas with a high concentration of historic properties and student renters are becoming more prevalent on streets that were traditionally owner-occupied, single-family homes.

Quality of Life best practices & positive trends but larger geography introduces new areas to impacts

Burlington has a number of best practices in place relative to off-campus student impacts. Quality of life trends in areas historically occupied by students are heading in a positive direction; however, expansion of rental housing for students outside of this area may cause issues in new parts of the city. Moreover, increased downtown living by non-students will contribute to complaint levels based on proximity to entertainment centers of Burlington.

So what?

Underlying housing dynamics are problematic

The changes in life stage status among the city's urban core residents is creating a housing dynamic that is putting single family housing on the market adjacent to campus and student areas. Housing price points are high, but roughly consistent with price points in the core of the city. However, there are areas adjacent to campus that can generate rental income and have asset price appreciation.

Burlington has greater “people density” in its historic core

The areas with higher density of student renters also has the highest people density in the city, and are located in historic neighborhoods east of downtown, suggesting the carrying capacity of this area may be challenged to meet the lifestyle and mobility requirements of the level of density now located in it. It also raises concerns about the ability to preserve and/or restore these historic properties.

Misunderstanding regarding the rules and requirements

Our interviews and follow up conversations revealed key misunderstandings regarding regulations, pre-existing non-conforming conditions, and zoning/planning requirements covering a range of issues for these neighborhoods.

So what?

Areas predominantly occupied by student renters have been student neighborhoods for several decades now. The housing stock in these areas reflect this long standing use.

The spread of student rentals can be managed somewhat through regulatory processes, but a more permanent solution requires a combination of new, dedicated student housing supply (with appropriate amenities) paired with a targeted acquisition strategy as potential properties become available over time.

Gauging the temperature
on potential strategies

Why?

These can have an immediate or near term impact on some of the issues and help set stage for later actions, and are in the immediate control of the partners in this process.

What sorts of actions would this include?

Clarify, simplify, and communicate the City's existing quality of life tools: Review existing tools while also considering new tools or the elimination of tools which are ineffective or difficult to enforce, in order to reduce confusion and properly set expectations.

Review "fair warning" policies: Explore whether modifications should be made to quality of life ordinances, their enforcement mechanisms, or the resulting penalties for violations. Consider whether a toolkit may serve as a "first notice" or "warning" of these responsibilities, and whether a first offense should carry a more serious penalty.

Build on current renter education programs: City should create a required rental kit (building on those presently shared with students) to be distributed by landlords to all tenants as part of the lease, clearly informing renters about their rights and responsibilities. This information can clearly define violations and corresponding penalties. UVM/Champlain College continue to enhance and increase participation in off-campus housing workshops through online, social media, and in person training opportunities.

Implement recommendations of the Residential Parking Permit study: The 2015 Residential Permit Parking Study called for changes to on street residential parking. Strategies included enhanced transit, satellite parking, time of day demand based residential permits, parking permits limits per residential dwelling, among others.

Enhance existing car reduction campaigns to reduce student renters' cars: Encourage increased participation in car share / bike share / transit options, remote parking, and other transportation demand management efforts, which can be positioned as an environmental initiative.

Provide additional after bar closing police presence: Provide additional police details to monitor and manage activity following after bar hours thru the support of downtown merchants.

Use data to track results and enhance quality of life efforts: Continue and enhance existing data collection and reporting efforts.

What if we

Contain and slow down conversion of single family homes to rentals

Why?

The major challenge going forward is the potential continued expansion of off campus properties primarily rented to students into traditionally single family neighborhoods. Actions that take the incentive out of the conversion to these kind of rentals, increase supply of purpose-built student housing, and fund to help prospective residents compete for housing when it hits the market can help manage this dynamic.

What sorts of actions would this include?

Create more student housing on or adjacent to campuses: Work with UVM and Champlain College to create (or sponsor) more student housing on or adjacent to the campus. The creation of this housing may require zoning changes and the identification of areas that could support increased housing density. It would also require incorporating a range of amenities scaled to the size of the developments to enhance their leasing potential. .

Encourage higher density development/redevelopment in appropriate areas: Build more housing for students and other renters (likely through third-party developers) in appropriate areas on or near the institutions' campuses, or along corridors between downtown and campuses, to relieve pressure on traditional rental neighborhoods.

Institute an employer assisted housing program: This kind of program could be structured to support either purchases or rehabs through a grant or rehabilitation loan program (forgivable loans after a certain period) within a targeted area.

Create a property acquisition fund to acquire single family homes: It would target those properties that have not yet become student rentals but come on the market in targeted areas. These properties could be deed restricted to owner occupancy. The fund would take time to establish and would require a mix of public and private resources.

Codify livability standards: Livability standards are a regulatory tool used to ensure dwelling units are designed to meet a particular livability level. The City could consider livability standards such as requiring a ratio of bathrooms to bedrooms for single family rentals that exceed number of original bedrooms (in other words if a single family house with 3 bedrooms has one bathroom, a converted house with 6 bedrooms would require 2 bathrooms).

Enable modest infill: Consider zoning tools which will allow for modest infill development/redevelopment appropriate to neighborhood character, but which prevents significant unit expansion/additions that substantially increase the number of units (e.g. doubles) on what was once a single-family home or duplex.

What if we

Convert selected primarily student rental properties to non-student housing while maintaining affordability

Why?

Much of the housing stock presently rented to students will require extensive rehab in order to be recaptured as housing for a broad range of Burlington residents. However, the lease status, the costs of acquisition and the rehab costs makes this prohibitive for all but those with significant financial resources to invest. To keep an affordable balance, a series of interventions will be required within selected priority focus areas in order to be effective.

What sorts of actions would this include?

Create a fund to acquire student rental properties: This fund would target properties that are primarily student housing/rentals and have maintained their architectural and structural characteristics that make rehabilitation to single family, duplex, triplex, or quadplex feasible. The fund would take time to establish and would require a mix of public and private resources.

Institute an employer assisted housing program: This program would be structured to support either purchases or rehabs through down payment assistance and/or a forgivable rehabilitation loan program within a targeted area.

Create a targeted rehab loan program: This program would help homeowners rehab properties that otherwise would be out of reach financially. This program would provide “gap” financing to support additional credit that does not meet conventional underwriting because of appraisal issues. This program could be supplemented by grants or rebate-style program that reimburses rehab costs up to a capped amount.

Clarify “Housing Unit Replacement” Ordinance as it applies to the conversion of existing housing: This policy needs to be clarified in order to inform the market and potential buyers that unit reduction offsets are not required for rehabilitation of residential units.

Target program funds for rehab of owner occupied historic properties that may otherwise be unable to comply with historic standards: Consider a dedicated funding mechanism similar to the City’s Conservation Legacy Fund.

Now we need your input!

Let us know what you think.

Take our survey at:

<https://www.surveymonkey.com/r/burlingtonneighborhoodproject>