

Burlington Planning Commission

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www.burlingtonvt.gov/cityplanning

Andy Montroll, Chair
Michael Gaughan, Vice Chair
Alexander Friend
Erhard Mahnke
Erin Malone
Ryan Nick
Julia Randall

Burlington Planning Commission & City Council Ordinance Committee Collaborative Working Group on Inclusionary Zoning

Tuesday, July 14, 2026, 6:00 P.M.

Hybrid Meeting via Zoom and in City Hall's Bushor Conference Room

Draft Minutes

Planning Commissioners Present:

- ☒ Andy Montroll, Chair
- ☒ Erin Malone
- ☒ Michael Gaughan
- ☒ Julia Randall
- ☒ Alexander Friend
- ☒ Ryan Nick
- ☒ Erhard Mahnke

City Council Ordinance Committee Members Present:

- ☒ Councilor Gene Bergman, Chair
- ☒ Councilor Mark Barlow
- ☒ Councilor Sarah Carpenter

City Staff Present:

- ☒ Charles Dillard, Director, City Planning
- ☒ Kara Alnasrawi, Director, CEDO
- ☒ Kimberlee Sturtevant, Assistant City Attorney
- ☒ Scott Gustin, Zoning Division Manager, DPI
- ☒ Sarah Morgan, Principal Planner, City Planning
- ☒ Nancy Stetson, Senior Policy & Data Analyst, DFA
- ☒ Maggie Callaghan, Housing Program Manager, CEDO

Invited IZ Panelists: Eric Farrell, Bruce Baker, Michael Monte, Brenda Torpy

Public Attendance: Buddy Singh, Sharon Bushor, Evan Gould, Jak Tiano, Jane Knodell, Jordan Redell, Todd DeLuca

1. Agenda

Call to Order: 6:00pm

Changes to Agenda: None

2. Public Forum for items unrelated to ZA-27-01 Inclusionary Zoning

3. Director's Report

C. Dillard reported on the recent planBTV 2050 Scenario Planning workshop with 60 stakeholders and announced an upcoming community meeting on July 22nd at 6:30pm at the Miller Center to discuss Plan BTV New North End before the public hearing that will be held on July 28.

4. Annual Organization Meeting of the Planning Commission

Executive Committee: A. Montroll (Chair), A. Friend (Vice Chair), E. Malone (At-large)

Ordinance Committee: M. Gaughan, A. Friend, R. Nick

Long Range Planning Committee: J. Randall, E. Mahnke, E. Malone

5. Welcome & Introductions with Invited Panelists

6. Staff Presentation of proposed Amendment ZA-27-01 Inclusionary Zoning

The meeting focused on discussing seven inclusionary zoning amendment proposals as part of Burlington's broader housing strategy. Staff presented the proposals, including raising the project threshold from 5 to 17 units, eliminating tiering requirements, allowing offsite units anywhere, and reconfiguring payment-in-lieu calculations.

7. Discussion related to Proposed Amendment ZA-27-01 with IZ Experts

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The meeting focused on discussing affordable housing policies and development thresholds in Burlington. Bushor recommended lowering the development threshold from 17 to a lower number like 13 units to encourage more smaller-scale housing developments, particularly for homeownership opportunities. The panelists agreed that removing tiering requirements and allowing off-site development options would help increase affordable housing production, with particular support for using payment-in-lieu funds to support both large-scale developments and smaller conversion projects like turning rental properties into homeownership units. The discussion highlighted the need to balance affordable housing requirements with market feasibility, especially for smaller developers entering the market, while ensuring adequate funding flows into the Housing Trust Fund to support various affordable housing initiatives.

8. Discussion related to ZA-27-01 Proposals 1 & 2 amongst Working Group

Proposal 1, IZ Threshold: The group discussed the inclusionary zoning (IZ) threshold for housing developments, with staff recommending 17 units while offering 13 as a midpoint option. The discussion focused on balancing the trade-offs between maintaining IZ requirements and encouraging overall housing production, with staff noting that increasing the threshold might result in fewer IZ units but could potentially be offset by other housing creation tools like development agreements and public-private partnerships. Ultimately, the group reached a compromise on raising the threshold to 13 units as a middle ground between the staff-recommended 17 units and the 10 units proposed by some panelists.

Proposal 2, IZ Tiering: The group discussed but did not reach a consensus on waterfront district tiering, with debate between maintaining 25% requirements versus reducing them to 20%, and whether to remove Cambrian Rise from waterfront district requirements. The Working Group conducted an informal vote, which resulted in Cambrian Rise being pulled out of the Waterfront District (6-2, E. Mahnke and E. Malone voted against) and reducing the waterfront requirement from 20% to 20% (5-3, G. Bergman, E. Mahnke, and E. Malone voted against).

9. Public Forum related to ZA-27-01

Sharon Bushor: IZ is an affordability tool, not the tool to help us get to 7,000 units but will help make sure that some of those will be affordable for low- and moderate-income people. Was a commitment that she understood the value system of Burlington. Its an equity an inclusion tool but will not help with neighborhood code with RL and RM because those have a maximum of 8 units per parcel. Supports going to 10, not 13. Its about the people, not the units. As far as the tiering system, looks to the experts and agrees with the 2 Tier. Because of equity, thinks the waterfront needs to be 25%. If it went to 20%, it would at least be something. Try not to disincentive with Payment in Lieu.

Evan Gould: Generally okay with compromise at 13 units. Because the Working Group was comparing Burlington's proposed policies to Portland, OR, wanted to point out that, per state statute in Oregon, they cannot do unsubsidized IZ. Every IZ unit in Portland requires a subsidy and is not paid for by the developer. Minneapolis is the same way, and most projects there are subsidized IZ. With the Waterfront tiering, his observation is that most of the development of large units in the Waterfront happened in old RL-W zones that no longer exist and there haven't been that many large projects in those districts, and wonders how much the very large tiering has affected that. Census block groups that have become "More Inclusionary" are not the ones located on the waterfront. How many actual IZ units were created in the old Waterfront districts?

Todd DeLuca: Has looked a lot at IZ as a policy, feels it's a failed policy in Burlington. Would like to see it repealed. Supports proposals on the table. Central problem is that it targets developers as the funders. Doesn't want less housing development in Burlington, but we've been placing heavy burdens on developers. In a 2017 evaluation showed that development rate dropped after IZ was adopted and that few IZ units have been created. In terms of getting low-income housing into the buildings, there are plenty of examples where that isn't the case. 2017 study also says that most IZ projects were not in high income neighborhoods and thinks that IZ integration has failed. Funded or subsidized affordable housing is more effective. Thinks that affordable housing trust fund using short term rental taxes is more effective.

10. Adopt Minutes & Accept Communications

Planning Commission Action: Adopt minutes, accept communications.

Motion by: J. Randall

Seconded by: A. Friend

Vote: Unanimous

11. Adjournment (9:30pm)

Motion by: R. Nick

Seconded by: E. Mahnke

Vote: Unanimous