

Municipal Plan Approval Checklist

Town: Orange **Date:** 7/3/2013

Reviewer: Jackie Cassino

Staff / Committee: Tina Ruth, Ron Krauth, Bill Arrand; Tom Pearis (Orange Planning Commission)

Background: The following is a review of the 2013 Orange Town Plan under the provisions and standards of Chapter 117, Section 4350, wherein it is stated “a regional planning commission shall review and approve plans of its member municipalities, when approval is requested and warranted.” Conditions warranting approval include findings that the plan:

- Contains each of the **eleven** elements listed in section 4382 of Chapter 117;
- Is consistent with the **thirteen** goals established in Section 4302 of Chapter 117. (“Substantial progress toward attainment” of these goals is the standard by which consistency is evaluated); and
- Is **compatible** with the Regional Plan and the approved plans of other municipalities in the Region.

General Comments/Notes: The previous Orange Town Plan was adopted in July 2005 and approved by CVRPC in 2006. The 2013 Plan is substantially different document from its predecessor in a number of content areas. In essence, the 2013 plan is a rewrite of the 2005 plan and includes additional language regarding: encouraging development in two identified Village areas; promoting economic development to the extent feasible considering infrastructure limitations; and the use of the Town Plan as a tool to protect the town during Act 250 processes. The 2013 Plan makes extensive use of mandatory language (e.g. shall) in its policy initiatives-providing clear, unambiguous guidance to developers and regulators-particularly in the Act 250 and Section 248 review processes. This is significant step considering the lack of current zoning regulations.

Staff Conclusion(s):

The 2013 Orange Plan has met all the statutory mandates of Chapter 117 required for the “approval” of the document by the CVRPC. The Plan is also in conformance with the 2008 Regional Plan. Future Plan updates would benefit from revisiting previous goals and objectives and noting completion and from developing specific implementation strategies and mandatory language where appropriate. Staff recommends its approval by the Review Committee and the full Regional Commission.

On 7/3/2013 the Town Plan Review Committee voted to recommend approval of 2013 Orange Town Plan the full Regional Commission.

Summary of MUNICIPAL PLAN REQUIREMENTS (under 24 V.S.A., Chapter 117, Subchapter 5)

A Required Plan Elements/Maps [§4382(a)] Each of the elements are required in some form for all municipal plans:			Pages	Comments, notes, suggestions
1. Statement of municipal policies, objectives, programs to guide growth and development	TEXT	MAP	6-11	Section 2 of the Plan, entitled "Orange Planning Goals," sets forth community objectives spanning the above areas. Policies and programs addressing land development, services and facilities and the environment are scattered throughout the document; most notably in Section 11: Implementation (p.60).
2. Land use plan (and map) showing proposed land use areas/districts		y	37-46	A land use/land cover map from 2006 (Map 2: Land Cover pg. 86) displays present land use conditions in detail. Future land use is discussed in Section 7: Land Use ("Future Land Use," p.40-46) of the Plan. This section addresses such issues as settlement patterns, clustering, and community interests versus individual property rights with respect to land use. It also recommends considerations in the development of local "stand alone" bylaws
3. Transportation plan (and map) showing needed/proposed improvements		y	48-49	Section 9: Transportation provides details and analyses on Orange's current transportation network. In addition, it establishes some policies/guidelines for future transportation related development. Map 3: Transportation, Utilities, Facilities, and Education provides a Town highway map.
4. Utilities, facilities, services plan (and map) showing present/proposed facilities, including water, sewer, solid waste, libraries, medical facilities, storm water drainage		y	50-60	The Utility and Facility section of the Plan (p. 50-60) contains narrative on current conditions for water supply, waste water treatment, solid waste disposal, electrical service, recreation facilities, health and emergency services, and police and fire protection. Deficiencies, needs, problems and opportunities are noted where they exist.
5. Educational facilities plan (and map) ; often included with the utilities/facilities element		y	26-27	The Town Profile section of the Plan contains a discussion of Orange's educational facilities (pg.26-27) and the Orange Center School is identified on Map 3.
6. Statement of municipal policies on preservation of rare and irreplaceable natural areas, scenic and historic features and resources			33	The Plan states "For purposes of this plan, Natural Areas may be defined as unique or fragile areas which display critical biological, geological, cultural or otherwise aesthetic appeal. Land development needs to be sensitive to this resource base" (pg. 33). In defining these natural areas, the Plan brings the resources mentioned in this element under one umbrella. The Plan contains some general statements recommending sensitivity to the above defined natural areas and encourages affected landowners to consider options such as land trusts over development.

7. Energy element , including analysis of resources, needs, scarcities, costs, problems, and opportunities for conservation		47-48	The Plan contains a short, but comprehensive energy section (pg. 47-48) which addresses each of the issues listed above.
8. Housing element , including program for addressing affordable housing needs		24-25; 38-40	The Town Profile section of the Plan (pg. 24-25) as well as the Land Use section of the Plan both contain narratives and data on housing trends and issues, as well as a set of recommendations designed to promote housing affordability.
9. Implementation program for the plan's objectives		11-12; 60	A comprehensive implementation program is proposed in both Section 3: Interpretation of the Town Plan and Section 11: Plan Implementation.
10. Statement of how plan relates to development trends/plans for adjacent municipalities, areas and the region		-	See sections C. 3; C. 4; and E.1 below.
11. Economic development element that describes present economic conditions and the location, type, and scale of desired economic development, and identifies policies, projects and programs necessary to foster economic growth. (effective date of July 1, 2012)		35-37	The Plan supports the promotion of a strong and diverse economy that provides satisfying and rewarding job opportunities; maintains high environmental standards; and promotes economic opportunities as a high priority goal. (p.7) and seeks to achieve the same through development programs and incentives which focus on concentrated settlements. The Plan also recognizes the importance of day care and commuting issues to employers and employees.

B. Inventories, Studies, Analyses [§4302 (d), 4382(c)]. Include as appropriate to survey existing conditions and probable future trends		Pages	Comments, notes, suggestions
1. Population characteristics and distribution, including income and employment		18-23	Demographic characteristics are identified in Section 5: Town Profile. Income and employment characteristics are addressed Section 6: Economic Health. Household characteristics are addressed in Sections 5 (Town Profile) and 7 (Land Use).
2. Existing & projected housing needs by type, amount, loc.		24-25	The Plan addresses the town's current housing stock and future housing demand in Chapter 7 Land Use. The corresponding recommendations identify the need to conduct a thorough Housing Needs Assessment.
3. Existing and estimated patterns of growth in various land use classifications, and in relation to facilities & services		37-46	See land use comments in Section (D) below.
C. Consistency with Broad State Goals [§4302] Plans must show consideration/evidence of a continuing planning process that includes:		Pages	Comments, notes, suggestions
1. Coordinated, comprehensive planning process		-	The narrative identifies the role of various coordinating bodies throughout the Plan (e.g., the Planning Commission, the Conservation Commission, the Selectboard, potential future committees such as a Housing Committee, etc.).
2. Citizen participation at all levels of the planning process		-	The Plan narrative does not identify specific citizen participation efforts that went into the development of the 2013 Town Plan. The Plan does identify strategies that will be dependent on various citizen groups and participation in order to be accomplished (e.g. Housing Committee, Natural Resources inventory, etc.) One can assume that such strategies are based to some extent on the 2012 Town Meeting Survey which is found in the Appendix (pgs. 90-91)-this survey could play a more prominent role in the Plan narrative.
3. Consideration of use of resources, consequences of growth to region and state		17-18	The Plan narrative identifies that based on the current rate and type of growth, Orange is more likely to be affected by development from adjoining towns with large employment centers (e.g. Barre, Berlin, Montpelier, etc.) than vice versa. Future Plan updates would benefit from additional language regarding the energy and transportation connection (e.g. to longer commute times as found in an affordable bedroom community such as Orange) and a discussion of potential cross-municipal boundary collaborations (or strategies at the Regional scale) that address such topics.
4. Working creatively with other municipalities to develop, implement plans;		-	See sections C. 3 above and E.1 below (pg.13) for additional information. The Plan narrative does identify current municipal service partnerships (e.g.

			<p>fire, ambulance, etc.). It also broadly identifies that due to the nature of development patterns and trends, it is more likely that adjoining towns with employment centers will have a significant impact on Orange as opposed to vice versa. That being said, in light of the lack of regulatory authority, future plan iterations would benefit from a brief acknowledgment of the cumulative effects of small scale, incremental growth (most likely residential) that is occurring adjacent to such employment centers. This is similar feedback to the previous staff review of the 2006 Orange Town Plan. Future Plan updates would benefit from a discussion of potential partnerships across municipalities.</p>
<p>D. Consistency with Specific State Goals [§4302] Plans must make substantial progress towards attainment of the following goals: (*or explain why goal is not applicable):</p>		<p>Pages</p>	<p>Comments, notes, suggestions</p>
<p>1. Plan development to maintain historic settlement pattern of compact villages surrounded by open countryside, including:</p>		<p>37-46</p>	<p>The Plan's Overall Goals and Objectives section clearly articulates the Town's support for this goal ("<i>Goal 1: To ensure development that maintains the rural atmosphere of the community and historic settlement pattern of compact village centers separated by rural countryside.</i>" pg. 6).</p> <p>Adhering to this goal could bring the following benefits, according to the Plan:</p> <ul style="list-style-type: none"> • allowing growth and prosperity while protecting rural resources and landscape character • reinforcing community identity and "sense of place" • Concentrating services and future infrastructure needs. <p>As in the 2006 Plan, the 2013 Plan has abandoned the notion of the Town adopting a traditional development permitting system (i.e. zoning/subdivision), opting instead to address the same concerns by promoting the idea of "stand alone" ordinances. Presumably, this reflects political reality rather than a retreat from ideals.</p>

<p>(i) Encouraging intensive residential development primarily in areas related to community centers and discouraging strip development along highways</p>		<p>The Plan narrative identifies that intensive development will be encouraged in and around the immediate area of Orange Center and East Orange, new businesses should occur only where infrastructure is/will become available or near existing developments. Corresponding goals and recommendations support the narrative.</p> <p>The Town does not have zoning – current development is primarily rural residential with more concentrated developments around Orange Center/E. Orange. The town would like to see development continue in these areas opposed to additional scattered residential development and strip development. Strip development is discouraged throughout the plan, although not specifically defined. Clustering of development is encouraged to preserve open space/rural character and reduce infrastructure costs.</p> <p>As the town does not have zoning, it is searching to potentially develop zoning or depend on other non-regulatory tools such as building permits or conservation measures. This strategy was addressed in the previous Town Plan (2006). Future Plan updates would benefit from clear updates on such strategies (successful, not successful, why or why not?).</p>
<p>(ii) Encouraging economic growth in growth centers and / or village and urban centers</p>		<p>Economic growth is encouraged in E. Orange/Orange Center which are current development centers. Home occupations, agricultural and forestry based industries are encouraged provided the business is compatible with neighboring properties and do not adversely affect natural resources outlined in the plan. Little economic development is currently occurring in Orange. The town believes wastewater infrastructure would greatly benefit the community and attract economic ventures.</p> <p>Municipal buildings are currently located in the village cores and the plan seeks to encourage economic development within these areas.</p> <p>The Town realizes Route 302 is a major corridor and will play an important role in future development activity. The town seeks to limit strip development along this corridor and will play an active review of land development activities along the route.</p>

<p>(iii) Reinforcing the character and planned growth patterns of public investments, including infrastructure</p>			<p>The town seeks to develop wastewater infrastructure in E. Orange and Orange center to reinforce growth patterns. The lack of water/sewer is becoming an issue in terms of the town developing in more concentrated areas and attracting development.</p> <p>The town will identify sites where public investments could be targeted to encourage development – E. Orange and Orange Center are identified in the plan as being target areas for growth.</p> <p>The town is seeking to encourage clustering, limit strip development and have growth occur at a rate where town resources are not strained.</p>
<p>Consistency with Specific State Goals (continued from previous page)</p>		<p>Pages</p>	<p>Comments, notes, suggestions</p>
<p>2. Provide a strong and diverse economy (A) Does the plan have an economic development chapter? (B)) Does the plan discuss its position in terms of regional employment? (i.e. is it an employment center, is it a bedroom community, etc.) (C) Does the plan discuss unemployment or lack thereof? (D) Does the plan discuss the balance of improving the economy and maintaining environmental standards?</p>		<p>35-36</p>	<p>Orange is a bedroom community. The plan narrative highlights that there is limited large employers in the town, little historical trend of larger scale employers locating in Orange, lack of water/wastewater infrastructure to support large scale employers, and the town is experiencing development pressures from other towns in Washington County.</p> <p>The plan narrative does discuss unemployment trends.</p> <p>The plan narrative states that businesses shall maintain sound environmental practices and limit impact on outlined natural resources – forestry and agricultural based industries are encouraged.</p> <p>Plan provides clear recommendations in order to address the lack of infrastructure potentially hindering economic growth:</p> <ol style="list-style-type: none"> 1. <i>The Town shall investigate the availability of assistance from the State/USDA and other governmental agencies to develop a waste water system; shall provide outreach and education to residents and business regarding the benefits of such a system; and shall determine the availability of and identify long term funding sources, such as grants and bonds.</i> 2. <i>The Town shall investigate the feasibility and cost of connecting to Barre waste water system.</i> 3. <i>The Town shall establish waste water committee to carry out the above recommendations.(pg. 36)</i>

<p>3. Broaden access to educational and vocational training opportunities</p> <p>(A) Does the plan discuss adult education?</p> <p>(B) Does the plan discuss where educational opportunities are and might be found?</p> <p>(C) Is the town working with the local school district or the community to provide educational opportunities in schools and in other community settings</p>		<p>26</p>	<p>The Plan broadly addresses vocational training and secondary education opportunities. The plan narrative refers to the annual school board report which states, " <i>the school board is always looking at how the school can serve as a resource for all Orange residents</i>". The Plan narrative also mentions other towns where such vocational opportunities can be found, but does not go into any specifics regarding what types of programs may be available. In addition, no recommendations or strategies related to education are identified.</p>
<p>4. Provide for safe, convenient, economic, and energy efficient transportation systems</p> <p>(A) Is the proposed land use plan coordinated with the transportation network? Does it discuss the connection between land use and transportation efficiency?</p> <ul style="list-style-type: none"> • Access management • Discouraging new roads in outlying areas <p>(B) Does the Transportation chapter discuss and encourage multi-modal transportation?</p> <p>(C) Does the Transportation chapter discuss and encourage public transit?</p>		<p>48-49</p>	<p>The Plan's land use plan is coordinated with the transportation network. From the Transportation section narrative- "<i>Town highways correspond with settlement patterns and are accordingly situated primarily within the western portion of Orange.</i>" and "<i>Route 302...is a high volume transportation corridor of regional significance. It splits Orange Village, and will likely play an increasingly important role in the development of that portion of Town as a growth center. Moreover, the accessibility and nature of Route 302 are such that Orange has become subject to traffic impacts resulting from development activity outside of the Town boundaries.</i>" (pg.49)</p> <p>Transportation efficiency is also addressed as related to Energy in the Energy section goals- "<i>...future transportation systems will support goals of town plan with the understanding that there is extra expense when systems/development are distributed over large geographic areas.</i>"</p> <p>Access management is addressed in both the transportation and land use sections – specifically to maintain village characteristics in regards to commercial development outside of the villages. Limited curb cuts for subdivisions; encouraged use of common driveways; and establishing setbacks along state highways and town roads are strategies mentioned. Discouraging new roads in outlying areas is also addressed in the land use section- "<i>... existing corridors should be used; in rural residential areas, new development should only occur in areas accessible by existing roads.</i>"</p> <p>Alternative forms of transportation are encourage through improving pedestrian facilities and expansion of paths for cyclists/pedestrians in the Transportation Section goals/strategies.</p>

			Limited discussion of public transportation options as there are none, but the Transportation narrative does mention park and ride in Orange Town Hall lot as possibility for car/van pool expansion and potential GMTA expansion. There are no corresponding action steps to this narrative. No mention of Complete Streets.
5. Identify, protect and preserve important natural and historic features of the Vermont landscape, including			
<p>(i) Significant natural and fragile areas</p> <p>(A) Does the plan identify significant natural and fragile areas? Does the plan include criteria for what makes an area “significant”?</p> <p>(B) If identified, does the plan clearly (not vaguely) discuss how they should be preserved?</p> <p>(C) If identified, is land use proposed in such a fashion that these areas will be protected?</p> <p>(D) Does the plan discuss alternative (non-regulatory) ways to protect these areas (other than through land use regulations)?</p>		31-34	<p>Significant resource areas identified in the Plan include public lands, contiguous forests, connecting lands, deer yards, natural heritage sites, and Nelson Brook Gorge</p> <p>The town wishes to not implement regulatory measures at the current time. Landowners are encouraged to work with State officials when considering developing in the fragile areas. Act 250 will also play a large role in regulating development. Implementation measure - Town may want to consider providing education or working with CVRPC to educate all board members on the Act 250/Sec 248 processes to aid understanding of the town’s role.</p> <p>Orange does not currently have zoning. The town is exploring ordinance and new zoning options for resource buffers and building permits as well as non regulatory tools such as development of infrastructure and conservation measures.</p> <p>The Plan identifies various non-regulatory techniques to encourage the preservation of significant natural resources such as: working with landowners and conservation/land trust groups. Orange makes new owners aware of the Town Plan and encourages them to read it. In the long run, Orange will want to make sure it follows through with identifying important areas on maps to be included in the town plan and have matching text in the plan.</p>
<p>(ii) Outstanding water resources, including lakes, rivers, aquifers, shorelands, and wetlands</p> <p>(A) Does the plan identify outstanding water resources, including lakes, rivers, aquifers, shorelands and wetlands? Does the plan include criteria for what makes a resource “outstanding”?</p>		28-30	<p>The plan identifies flood plains and significant water resources – wetlands, Riddel pond, Nate Smith/Nelson brook, and reservoirs.</p> <p>Headwater areas should be maintained so that ground/surface water quality is not affected. Orange is investigating developing an aquifer protection overlay. Additional strategy- Town may also want to “update and/or revisit flood hazard regulations to include additional fluvial erosion overlay areas in addition to traditional NFIP flood hazard areas...”</p>

<p>(B) If identified, does the plan clearly (not vaguely) discuss how they should be preserved? (C) If identified, is land use proposed in such a fashion that these areas will be protected? (D) Does the plan discuss alternative (non-regulatory) ways to protect these areas (other than through land use regulations)?</p>			<p>Development will be limited in these areas due to importance of their natural functions. Final maps should highlight these areas.</p>
<p>(iii) Significant scenic roads, waterways, and views (A) Does the plan identify scenic roads, waterways and views? Does the plan include criteria for what makes a scenic resource “significant”? (B) If identified, does the plan clearly (not vaguely) discuss how they should be preserved? (C) If identified, is land use proposed in such a fashion that these areas will be protected? (D) Does the plan discuss alternative (non-regulatory) ways to protect these areas (other than through land use regulations)?</p>			<p>Scenic vistas/views are not specifically identified – waterways are covered under water resources. Town may want to include in this plan or next views of major mountains in the east for especially if the town is concerned with wind/telecommunications towers. Views from roadways are discussed and that development along roads should be set back from road to maintain rural character.</p>
<p>(iv) Important historic structures, sites, or districts, archaeological sites and arch. sensitive areas (A) Does the plan identify historic structures, sites, or districts, archaeological sites and archaeologically sensitive areas? Does the plan include criteria for what makes a scenic resource “significant”? (B) If identified, does the plan clearly (not vaguely) discuss how they should be preserved? (C) If identified, is land use proposed in such a fashion that these areas will be protected? (D) Does the plan discuss alternative (non-regulatory) ways to protect these areas (other than through land use regulations)?</p>		<p>15-17</p>	<p>The plan includes a comprehensive list of historic sites and structures (pg.15-16).</p> <p>Renovation/preservation of structures and sites are encouraged in objectives section; however implementation measures of which buildings should be preserved and/or documented are not included and would strengthen the comprehensive list.</p> <p>Additional policies will be created in the future – for now Orange will focus on landowner outreach and education, participation in Act 250, encouraging comprehensive site designs that limit impacts on fragile/significant areas. “Developing an outreach/education strategic plan with a comprehensive set of strategies, educational materials, workshop trainings etc regarding development and Act 250 processes...” could be included as an implementation measure.</p> <p>Yes – Orange does not have zoning but has a limited # of ordinances. Orange would prefer use non regulatory tools such as conservation and development of infrastructure in designated target areas.</p>
<p>6. Maintain and improve the quality of air, water, wildlife and</p>		<p>27-35</p>	<p>A comprehensive wildlife map (Map 5) identifies: near, bobcat, moose, reptiles and amphibians, rare species and communities, as well as wildlife</p>

<p>land resources</p> <p>(A) Vermont's air, water, wildlife, mineral and land resources should be planned for use and development according to the principles set forth in 10 V.S.A 6086(a)</p> <ul style="list-style-type: none"> • Is there a complete inventory/map of existing water resources, wildlife habitat, mineral resources and other land resources? • Does the plan discuss air quality? If so, does it describe measures to maintain and improve its quality? • Does the plan discuss water quality? If so, does it describe measures to maintain and improve its quality? • Does the plan discuss wildlife resources? If so, does the plan describe measures to maintain and improve its quality? • Does the plan discuss floodplain protection? If so, does the plan describe measures to maintain and improve its quality? • Does the proposed land use pattern maintain or improve the quality of the resources listed above? 			<p>crossing values. Conserved lands and water resources are identified (Map 1). The plan narrative addresses air quality (pg. 29) and the plan briefly mentions air quality in the goals/objective section.</p> <p>The plan addresses possible sources of groundwater contamination as well as protecting aquifer recharge areas. The town is looking to develop an aquifer protection overlay district as well as use vegetated buffer strips.</p> <p>Orange encourages maintaining large habitat blocks, connecting forests/lands, deer yards, natural heritage sites etc. The town encourages all those looking to develop their land to first consult with Fish & Wildlife and other state entities to learn more about their site and which areas not to develop. The town also encourages owners to consider working with land trusts to conserve naturally functional yet fragile areas.</p> <p>Yes – development in floodplains must comply with flood hazard regulations. Consider adding implementation strategy of updating flood hazard regulations (last done in 90s?), as well as adopting a fluvial erosion hazard (FEH) zone in addition to traditional FEMA flood inundation areas.</p> <p>In regards to land use patterns maintaining and/or improving the quality of resources, Orange does not have zoning so it is difficult to tell. In order to improve quality of resources listed above, Orange will have to be diligent about owner/developer outreach & education as well as developing relationships with State entities. Adopting new overlay districts such as the aquifer protection and additional flood zone overlays will be helpful as will proactively funding studies and researching funding options for building infrastructure such as water/sewer.</p>
<p>7. Encourage the efficient use of energy and the development of renewable energy resources</p> <p>(A) Does the town recognize the connection between energy, transportation and land use?</p> <p>(B) Does the energy chapter of the plan discuss energy efficiency and renewable energy?</p> <p>(C) Does the plan contain policies and recommendations that encourage energy efficiency?</p> <p>(D) Does the plan contain policies and recommendations that encourage the development of renewable energy resources?</p> <p>(E) Does the pattern of land use proposed in the community appear to encourage the efficient use of energy either through the proposed location of development in relation</p>		<p>47</p>	<p>The Plan narrative acknowledges the connection between land use and energy-specifically mentioning the siting of structures to maximize energy efficiency. Although not mentioned in the Energy sections, both the Transportation and Land Use sections specifically addresses the need to promote development along existing roads, specifically in the village areas and to not "upgrade" roads.</p> <p>The Energy section encouraged the use of small scale renewables, but specific strategies identify: <i>"The Town shall as soon as possible develop a list of community standards regarding the siting of renewables in terms of size, scale and potentially location."</i>(pg.47)</p> <p>The plan contains policies and recommendations that encourage energy efficiency in the Land Use, Transportation, and Energy sections (e.g. ride</p>

<p>to community services, or in terms of lot layout and design?</p>			<p>sharing, concentration of development and use of renewables).</p> <p>The Plan also includes language regarding limiting development on ridge tops and sensitive/fragile areas-but does not specifically such areas.</p> <p>Although Orange lacks the regulatory tools to enforce development patterns at the local level, the pattern of land use proposed in the Plan encourages the efficient use of energy either through the proposed location of development in relation to community services-particularly when considering the limited major transportation corridors.</p>
<p>8. Maintain and enhance recreational opportunities for residents and visitors, including identifying, providing, and protecting public access to noncommercial outdoor recreational opportunities, where applicable.</p> <p>(A) Does the plan discuss recreation and identify important recreational areas?</p> <p>(B) Does the land use plan encourage development that protects or harms access to or the availability of recreational activities?</p>		<p>55</p>	<p>Recreation is addressed in both the Health and Wellness and Recreation sections. Orange also has a Recreation Committee that specifically focuses on maintenance, improvements, and general planning for the Recreation Fields. The Plan identifies the recreation fields, playgrounds, and Groton State Forest as important assets to maintain and preserve. The Plan recommends the formation of a Health and Wellness Committee to address larger issues of physical health and active living opportunities within the Town.</p>
<p>9. Encourage and strengthen agricultural and forest industries, including:</p>		<p>45-47</p>	<p>The protection of agriculture and forestry is addressed in the narrative and encouraged through such strategies as:</p> <ul style="list-style-type: none"> • promoting cluster developments-particularly through site design • conservation and the current use program • using BMPs • encouraging value added businesses
<p>(i) protection of long-term viability of agricultural and forest lands and maintenance of low overall density</p>			<p>Orange does not have zoning, but higher densities are proposed for potential village areas while clustering is encouraged in areas of agriculture use.</p>
<p>(ii) encouraging the manufacture and marketing of value-added agricultural and forest products</p>			<p>The Plan narrative does encourage productive working lands, the economic viability of such lands, and low densities throughout non-Village areas. The Plan also acknowledges the challenges Orange will face due to the lack regulatory policies to enforces such statements. The Plan narrative stresses the importance of low densities in coordination with effective site design in order to preserve working lands.</p>
<p>Consistency with Specific State Goals (continued from previous page)</p>		<p>Pages</p>	<p>Comments, notes, suggestions</p>

(iii) encouraging sound forest and agricultural practices			The Plan narrative encourages BMPs.
(iv) planning public investment so as to minimize development pressure on agriculture and forest land			The plan includes policies and recommendations stating that new residential development will occur along existing town roads.
10. Provide for the wise and efficient use of natural resources, facilitate the appropriate extraction of earth resources and proper restoration and preservation of aesthetic qualities		34	<p>The Plan thoroughly addresses the extraction of natural resources in both the Plan narrative and implementation section. Strategies identified to promote the wise and efficient use of natural resources and resource extraction include:</p> <ul style="list-style-type: none"> • earth extraction areas shall be reclaimed and prepared for an alternative use or development; • operations and associated vehicular traffic must not compromise pedestrian or driving safety by increased traffic volume and large trucks traveling on major or minor roads; • applications shall include a site visit and live noise demonstration at Act250 hearings
11. Ensure the availability of safe and affordable housing, including:		24; 37-40	<p>Future plan updates could consider developing a housing committee to identify and plan for special/elderly housing. This section could be expanded to include working with organizations such as Homeshare Vermont and VT Council on aging etc to expand housing for elderly/special need. See also "Between a Rock & Hard Place" housing publications to expand strategies.</p>
(i) Encouraging housing to meet the needs of a diversity of social and income groups in the community, particularly for citizens of low and moderate income.			<p>As the plan states, currently " <i>There is no subsidized housing facility in Orange that serves those with "very low to low" income, elderly and handicapped or disabled individuals.(pg.39)</i>"</p> <p>Plan policies and recommendations include such strategies as:</p> <ul style="list-style-type: none"> • supporting community land trusts to provide affordable housing consistent with Town Plan • residential housing projects requiring Act250 permits (10 or more housing units) shall provide 10% of the housing be affordable (targeting residents whose gross annual income does not exceed 80% of Orange median income)-to include affordable housing within the project or a mitigation payment to be used for an affordable housing project in the Town of Orange • seeking funds to analyze housing stock to determine need • ensuring developers plan new housing that considers proximity to services, roads, etc. • seeking funds to rehab affordable housing • supporting housing that allows elders to age in place (e.g. accessory dwelling units)
(ii) Ensuring that new and rehabilitated housing is safe, sanitary, located conveniently to employment and commercial centers, and coordinated with the provision			The plan encourages the majority of new housing (70 percent) to be developed in the existing village areas (East Orange and Orange Center).

of necessary public facilities and utilities.		
(iii) Identifying sites for multi-family and manufactured housing in locations similar to those generally used for single-family conventional dwellings.		Orange does not have zoning therefore multifamily housing is allowed on the same lots as single family housing. Greater density is encouraged in Village areas. The Plan identifies preferred areas for housing growth (Orange Village along Route 320) inclusive of affordable units.
(iv) Allowing accessory apartments within or attached to single family residences.		The Plan encourages the use of accessory dwelling units, particularly for the use of senior residents.
<p>12. Finance and provide an efficient system of public facilities and services to meet future needs, (eg fire, police, EMS, schools, water, sewage, & solid waste)</p> <p>(A) Public facilities and services should include fire and police protection, emergency medical services, schools, water supply and sewage and solid waste disposal.</p> <p>(B) The rate of growth should not exceed the ability of the community and the area to provide facilities and services</p>	50--60	<p>The Plan addresses the following public facilities and services: police protection (provided by town constable and state police department); fire protection (service provided by 3 area departments); child care; health and wellness (including mental health, senior assistance, medical care facilities, food shelves, and emergency services); recreation; telecommunication; electricity, waste management; and water.</p> <p>The plan discusses the need for water/wastewater systems to attract businesses, promote economic development and allow for concentrated development. The Plan mentions that the Town is investigating a capital budgeting program as an implementation strategy for new infrastructure. The town may want to seek assistance from the State/USDA etc. in developing a waste water system, as well as provide outreach and education to residents and businesses regarding the benefits of such a system to encourage further studies and determine long term funding sources (grants, bonds, connecting to Barre's system etc.) Town may want to form a Wastewater committee to undertake challenge</p> <p>The Plan addresses how it provides services to the community, but does not uniformly address whether or not they are meeting the community's needs.</p> <p>The town currently does not have sufficient infrastructure (water/sewer) to support large scale commercial development. The Plan does identify specific areas where such development should occur-even at a smaller scale. Lacking regulatory enforcement, the Plan does identify the use of impact fees and possible building permit system as methods to control growth in a manner that would allow them to phase upgrades in facilities and the expansion of services at a sustainable rate.</p>
13. Ensure the availability of safe and affordable child care	59	Child care is addressed within Section 10: Utilities and Facilities. Recommendations include both directive language (e.g. <i>shall, should</i>) and descriptive language (e.g. <i>can</i>). Implementation recommendations include realistic short term strategies (e.g. maintaining a current inventory of both

			state-registered providers and small operations and sharing such lists with the Fire Department for improved emergency services); as well as longer term strategies such as applying for CDBG or USDA funding to assist in addressing child care infrastructure needs).
E. Compatibility with Municipal, Regional Plans [§4350] Plans must be:		Pages	Comments, notes, suggestions
1. Compatible with other regionally approved town plans		17-18	The Plan narrative identifies the development pressures, particularly with regards to housing that the Town faces as a direct results of growth patterns from adjacent towns (Barre Town and City are identified). The Plan states, "Because Barre Town and Barre City are planning for and undertaking expanded commercial, industrial and residential growth, the location of their respective growth centers presents a potential direct conflict with current and future land uses in the Town of Orange." Due to Orange's lack of infrastructure and limited commercial development, as well as the identified Village growth areas appropriate small scale growth, the Orange Town Plan is unlikely to be in conflict with other regionally approved town plans.
2. Compatible with the Regional Plan			The Plan thoroughly addresses its compatibility to the Regional Plan with regards to the Housing Distribution Plan. Although there is not one specific sentence in the Plan that addresses regional compatibility, the Orange Town plan paints a clear description of its role within he regional context and is compatible with the regional plan. Future plan updates would benefit from a clarify statement specifically addresses regional compatibility.

CVRPC Regional Housing Distribution Plan elements	Plan
<p>The Regional Housing Distribution Plan is intended to be used by municipalities when updating their land use plans and regulations; AND Town Plans adopted after January 1, 2009 are expected to incorporate this Housing Distribution Plan onto their town plan housing element.</p>	<p>The Orange Town Plan narrative states:</p> <p><i>Housing in Orange is found in minor concentrations in, around, and along Orange Center, East Orange, and Route 302. The remaining housing is dispersed throughout the town in typical rural settlement patterns. In keeping with the Central Vermont Regional Planning Commission model's <u>Regional Housing Distribution Plan Projection</u> the Town of Orange would like to see 70%, i.e., 52 units, of predicted new housing developments in and around the areas of East Orange and Orange Center. The remaining 23 predicted units may be developed in more outlying areas according to the recommendations outlined at the end of this section. The development of East Orange and Orange Center would reduce new infrastructure costs, enhance economic development, and reduce expenses related to service expansion, e.g., police, fire, and road maintenance, in these emerging village centers. (pg. 37)</i></p> <p>Corresponding implementation measure(s) are found in the Recommendations section of the Plan:</p> <p><i>3. Developers shall plan new housing that considers the location with respect to the physical limitations of the land, proximity to roads, distance from commercial or service centers and other constraints. (pg 40)</i></p>
<p>Town Plans shall contain a detailed map or maps of the town showing the town's preferred locations for future housing units – consistent with current or proposed zoning – for 80% of the anticipated 10 to 15 year housing demand.</p>	<p>Map 4: Housing and Land Use (pg 88) depicts the preferred housing growth areas; housing growth by year from 2007-2012; conserved lands; surface waters; and roads.</p>
<p>Town Plans shall also provide mapping updates that identify the locations and number of housing units created in the town since the previous town plan adoption.</p>	<p>Preferred future housing location identified as Orange Village along Route 302. Future plans could also consider areas adjacent to Plainfield and Barre Town (TH7) Topsham (eastern most portion of 302).</p>
<p>Towns and cities are required to demonstrate the community's intent to meet the proposed housing unit numbers laid out in the Housing Distribution Plan or to describe in detail the obstacles that make attainment impossible. CVRPC will consider the planning effort to encourage housing development in relation to the Housing Distribution plan when approving a municipal plan.</p>	<p>The Housing Distribution Plan is addressed in the narrative of the corresponding Housing section. The Plan narrative specifically identifies such challenges as: lack of infrastructure in potential key growth areas; lack of regulatory polices enforcing such housing strategies; and related demographics such as a shrinking household size. The Plan does identify specific implementation strategies to support the creation of housing and affordable housing in the preferred growth areas (e.g. conducting a housing needs assessment; requiring developer to plan new housing that considers the location of such housing and access to infrastructure and services etc.).</p>
<p>CVRPC can and will work with municipalities to overcome any local barriers to housing production that prevent attainment of the housing unit numbers and suggest programs of local actions to address those barriers to housing. Towns unwilling to implement programs to address barriers to housing may have their plans denied Regional approval.</p>	<p>n/a</p>

