

MUNICIPAL PLAN REVIEW COMMITTEE

February 6, 2023 at 4:00-5:00 pm To join Zoom meeting:

https://us02web.zoom.us/j/88985587245?pwd=eVpMZGNCenRySkpsWIIzRUd6YWJrdz09

Meeting ID: 889 8558 7245 and Passcode: 385498. Dial in via phone: +1 929 436 2866 or +1(312) 626-6799¹. For in-person participation the physical location shall be 29 Main Street, Suite 4, Montpelier. Facial coverings are required for in-person participation.

Persons with disabilities who require assistance or alternate arrangements to participate in programs or activities are encouraged to contact Nancy Chartrand at 802-229-0389 or chartrand@cvregion.com at least 3 business days prior to the meeting for which services are requested.

AGENDA

- **I. CALL TO ORDER** The meeting will be called to order and may include introductions.
- **II.** CHANGES TO THE AGENDA The Committee may identify and discuss any changes to the agenda.
- **III. PUBLIC COMMENTS** Time will be provided for members of the public to speak about items not on the agenda.
- IV. <u>PUBLIC HEARING</u>: APPROVAL OF THE 2023 WORCESTER TOWN PLAN AND CONFIRMATION OF THE LOCAL PLANNING PROCESS As requested by the Town the Committee will open a public hearing to receive public comments on the Plan.
- V. RECOMMENDATIONS TO THE CVRPC BOARD OF COMMISSIONERS: A) CONFIRMATION OF THE TOWN OF WORCESTER MUNICIPAL PLANNING PROCESS; B) APPROVAL OF THE 2023 WORCESTER TOWN PLAN At the close of the public hearing, the Committee will consider two recommendations to the Board: A) confirmation of the Town's planning process under 24 VSA §4350(a); and B) approval of the Town Plan per 24 V.S.A. § 4350(b).

VI. APPROVAL OF MINUTES

Draft minutes from the November 8, 2022 meeting are included for consideration of approval.

VII. ADJOURNMENT

If there is no additional business the Committee should consider a motion to adjourn.

¹ Dial-in telephone numbers are "Toll" numbers. Fees may be charged to the person calling in dependent on their phone service.



MEMO

Date: January 30, 2023

To: Municipal Plan Review Committee

CC: Chani Waterhouse, Worcester Planning Commission Chair

From: Jon Ignatowski, Planner

Re: Worcester Municipal Plan Review for Regional Approval and Confirmation of

Planning Process

ACTION REQUESTED: At the meeting the Committee will hold a public hearing on the Worcester Town Plan. Following the hearing the Committee will be tasked with making two recommendations to the Board of Commissioners:

- a) confirmation of the planning process under 24 VSA §4350(a); and
- b) approval of the municipal plan per 24 V.S.A. § 4350(b)

Background

2007 CVRPC Board regionally approves the 2007 Worcester Town Plan and

confirms Town planning process.

2013 Worcester Town Plan updated

November 17, 2022 Worcester Planning Commission holds public hearing on the Worcester

Town Plan and forwards the Town Plan to the Selectboard

January 3, 2023 Worcester Selectboard holds a public hearing and the approves

Worcester Town Plan

January 9, 2023 Worcester requests approval by CVRPC and submits final plan adopted by

Selectboard.

January 19, 2023 CVRPC Hearing Notice is distributed and appeared in the paper on

January 20, 2023.

February 6, 2023 CVRPC Municipal Plan Review Committee (MPRC) scheduled to hold

public hearing.

Worcester Town Plan

To view the plan, please visit:

https://drive.google.com/file/d/13M5MVrtJyXxWn5CdpgfANsT52KNNYYFf/view?usp=share link. If you would prefer hard copies of the Plan, please contact Nancy Chartrand chartrand@cvregion.com

The <u>Worcester Town Plan</u> is a re-write of the previous 2007 Worcester Town Plan. In early 2022, the Planning Commission was advised by Vermonters for a Clean Environment that their Plan language regarding the protection of ridgelines and viewsheds needed a more regulatory tone to receive deference from the Public Utility Commission. The Planning Commission proposed amendments to the Town Plan that were adopted by the Select Board on March 21, 2022. However, the adoption process did not conform to statute, and Worcester Planning Commission initiated a new adoption process, concluding with Selectboard approval on January 3, 2023.

Staff Review

Staff planner Jon Ignatowski reviewed the draft plan for statutory requirements and completed the approval checklists.

CVRPC staff reviewed the Municipal Plan for following items:

a) confirmation of the planning process under 24 VSA §4350(a);

- is engaged in a continuing planning process that, within a reasonable time, will result in a plan which is consistent with the goals contained in section 4302 of this title; and
- is maintaining its efforts to provide local funds for municipal and regional planning purposes.

<u>Staff findings</u>: Staff finds the Town of Worcester to be engaged in a continuing planning process and is maintaining its efforts to provided funds for planning purposes.

b) approval of the municipal plan per 24 V.S.A. § 4350(b);

☑ consistency with the State goals established in section §4302

Staff findings: Staff finds the plan to be consistent with the State Goals

Staff findings: staff finds the plan to be compatible with the regional plan.

compatibly with approved plans of other municipalities in the region Staff findings: staff finds the plan to be compatible with approved plans of other municipalities. ☑ containing all the elements included in section § 4382

Staff findings and recommendation: staff finds the plan to contain all of the required elements

References:

To review the Municipal Plan Review Tool, see the hearing packet.

To view the Central Vermont Regional Plan visit: http://centralvtplanning.org/wp-content/uploads/2012/03/2016-Central-Vermont-Regional-Plan-ADOPTED-06.12.2018-Reduced.pdf

To view Title 24 Chapter 117: Municipal and Regional Planning and Development statutory requirements in their entirety please visit: https://legislature.vermont.gov/statutes/title/24

Municipal Plan Review Tool

Municipality:	Plan date: 1.3.23	Staff: Jon Ignatowski	Date: 1.30.23
Worcester			

This form addresses the statutory requirements of the State of Vermont for town plans, as cited in the Vermont Municipal and Regional Planning and Development Act, Title 24 V.S.A Chapter 117 (the Act). It includes the 12 required elements found in § 4382 of the Act; the four planning process goals found in § 4302(b), the 14 specific goals found in § 4302(c); and the standard of review found in § 4302(f), which covers consistency with goals and compatibility standards.

FYI:
Act 171 Requirements (Forest Integrity): required for plans adopted after Jan 1, 2018
Act 174 Requirements (Energy)
CVRPC Housing Distrib. Requirements: removed
Nov 2020
Don't forget Standards of Review section: new check boxes added

During the Regional approval and confirmation process, specified in § 4350 of the Act, the regional planning commission is required to assess town plans and the process whereby they are developed according to the criteria of the Act. Sections of relevant statute are quoted at each question.

	Required Elements § 4382	Met	Not Met
1	Statement of Objectives, Policies, Programs	\boxtimes	
2	Land Use Plan and Map	\boxtimes	
3	Transportation Plan and Map	\boxtimes	
4	Utility and Facility Plan and Map	\boxtimes	
5	Rare Natural Resources/Historic Resources	\boxtimes	
6	Educational Facilities Plan and Map	\boxtimes	
7	Implementation Program	\boxtimes	
8	Compatibility Statement	\boxtimes	
9	Energy Plan	\boxtimes	
10	Housing Element	\boxtimes	
11	Economic Development Element	\boxtimes	
12	Flood Resiliency Plan	\boxtimes	
	State Planning Goals § 4302	Met	Not Met
1	Compact village centers	\boxtimes	
2	Economy	\boxtimes	
3	Education	\boxtimes	
4	Transportation	\boxtimes	
5	Natural and Historic Resources	\boxtimes	
6	Quality of air, water, wildlife, and land resources	\boxtimes	
7	Efficient use of Energy and Renewable Energy Resources	\boxtimes	
8	Recreation	\boxtimes	
9	Agriculture and Forest Industries	\boxtimes	
10	Use of Resources and Earth Extraction	\boxtimes	
11	Safe and Affordable Housing	\boxtimes	
12	Public Facilities and services	\boxtimes	
13			_
	Child Care	\boxtimes	

MUNICIPAL PLAN REQUIRED ELEMENTS

Title 24 Chapter 117: Municipal and Regional Planning and Development 24 V.S.A. § 4382. The plan for a municipality

- (a) A plan for a municipality may be consistent with the goals established in section 4302 of this title and compatible with approved plans of other municipalities in the region and with the regional plan and shall include the following:
- (1) A statement of objectives, policies and programs of the municipality to guide the future growth and development of land, public services and facilities, and to protect the environment.

Met

Pages: 5-6, 19-21, & 34-37

Comments: Objectives, policies and programs are generally identified in Part 1.

Land development and environmental protection goals are outlined at the beginning of Part 3 (pp 19-21), and goals relating to public services and facilities are listed at the start of Part 4 (pp 34-37).

- (2) A land use plan, which shall consist of a map and statement of present and prospective land uses, that:
 - (A) Indicates those areas proposed for forests, recreation, agriculture (using the agricultural lands identification process established in 6 V.S.A. § 8), residence, commerce, industry, public, and semi-public uses, and open spaces, areas reserved for flood plain, and areas identified by the State, the regional planning commission, or the municipality that require special consideration for aquifer protection; for wetland protection; for the maintenance of forest blocks, wildlife habitat, and habitat connectors; or for other conservation purposes.
 - (B) Sets forth the present and prospective location, amount, intensity, and character of such land uses and the appropriate timing or sequence of land development activities in relation to the provision of necessary community facilities and service.
 - (C) Identifies those areas, if any, proposed for designation under chapter 76A of this title, together with, for each area proposed for designation, an explanation of how the designation would further the plan's goals and the goals of section 4302 of this title, and how the area meets the requirements for the type of designation to be sought.
 - (D) Indicates those areas that are important as forest blocks and habitat connectors and plans for land development in those areas to minimize forest fragmentation and promote the health, viability, and ecological function of forests. A plan may include specific policies to encourage the active management of those areas for wildlife habitat, water quality, timber production, recreation, or other values or functions identified by the municipality.

Met

Pages: 19 – 33, 70 - 75 MAPS: 3, 4, 7, 11 Land Use Plan V

Comments: The formal land use plan is established in Part 9 (p 70), but land use objectives are also addressed in Part 3 (p 19).

The land use map (map 11) includes four different districts: Forest, Rural Residential, Village Transition, and Village. It is recommended that Worcester envision the future for each district. The districts, as written, capture the current character, but could also benefit from a vision for how these districts should develop over the next 10, 20, 30 years.

The land uses listed in part (A) above are addressed in the following ways:

- Forests Addressed in the "Forest District", characterized by low residential density and contiguous forest tracts
- Recreation A use encouraged in the "Forest District"
- Agriculture While not addressed directly in the land use district descriptions, Section F (p 75) states that "Thoughtful use of the land is not limited to the settlement patterns discussed above and also includes considerations of agriculture (Part 3)." Part 3 establishes goals and strategies for supporting farmers, protecting the right to farm and preserving farmland (p 19, 20, 65). Map 6 depicts prime and statewide ag soils. Thus, the plan clearly communicates that Worcester supports agriculture wherever it exists / can be feasibly established in the town.
- Residence Residential development is supported in the Village, Village Transition, and Rural
 Residential Districts. The Village District includes the more compactly settled areas of town, the
 Village Transition District acts as a "gateway" between the more intensive uses of the Village
 and undeveloped Rural Residential District, and the Rural Residential District encourages
 clustered development to support access to amenities while protecting the rural environment. It
 is important to mention that the Plan advises against large-scale residential developments (p
 57).
- Commerce The Village District welcomes "home-based and small scale businesses".
- Industry Given the existing settlement patterns of the Town, industry in Worcester is, by and large, narrowly contained to the forest and farm economy. This plan clearly supports the sustainable growth of forest and farm production: "Worcester does, however encourage the expansion of locally-based industries that utilize the region's natural resources and raw materials, with particular emphasis on agricultural and wood products" (p 70). These activities would appear to be generally supported in all land use districts.
- Public/semi-public uses The Forest District includes state and privately owned forestland that "has resulted in largely unrestricted, public use of the Forest District" (p 74).
- Aquifer protection Worcester relies on the ANR for protection of their municipal water supply (p 32). Ladd Field, which is protected from development, is identified as having high aquifer potential (p 26). Worcester does not have its own flood hazard district, but relies upon FEMA's mapping, a 1978 ordinance restricting development in flood hazard zones (p 30) and its Local Hazard Mitigation Plan.
- Wetland Protection Wetlands are shown in Map 5, 7 & 8. Worcester's wetlands are inventoried on page 29. The Plan advocates for buffering wetlands from residential development (p 20).
- Maintenance of forest blocks, wildlife habitat, and habitat connectors Regional wildlife linkages are shown on Map 4; Forest blocks, wildlife crossings and natural communities are

shown on Map 7. Forest blocks are discussed in Part 3 and are a backbone of the Forest District. The Forest District also incorporates wildlife habitat and habitat connectors.

- **(B)** Land uses are clearly described and illustrated in Part 9 and in Map 8. It would be helpful if Worcester more clearly addressed the timing/sequencing around facilities and services, with the understanding that the scope of such would likely be modest due to the extent of present facilities services.
- **(C)** A Designated Village Center is mentioned several times throughout the plan. More detail about the proposed area and how it may further the goals of the plan would is encouraged.
- **(D)** Regional wildlife linkages are shown on Map 4; Forest blocks, wildlife crossings and natural communities are shown on Map 7. The Forest District was designed to protect forest blocks, wildlife habitat and habitat connectors. Policies include the following:
 - "Roadway segments identified as habitat connectors linking forest blocks should be identified and protected" (p 43)
 - **"Goal 9.** Facilitate the appropriate and sustainable use of Worcester's agricultural land, forest land, open spaces, and extractive deposits" (p 6)
 - "Support and encourage practices, businesses and industries that utilize resources in an appropriate and sustainable manner, which does not disrupt Worcester's ecological balance and resource utilization for generations to come. Appropriate use can be defined as that which is suitable to the social and economic conditions of the geographic area in which it is to be applied. Sustainable use can be defined as utilization that avoids the depletion of natural resources faster than their renewal rate" (p 20)
 - "Goal 6. Conserve and protect the Town's important natural resources of water, mountains/ridgelines, open space, air, wildlife habitat, historic structures and viewscapes, consistent with the overarching objectives of this plan, including Part 1, Goal 6" (p 34)
- (3) A transportation plan, consisting of a map and statement of present and prospective transportation and circulation facilities showing existing and proposed highways and streets by type and character of improvement, and where pertinent, parking facilities, transit routes, terminals, bicycle paths and trails, scenic roads, airports, railroads and port facilities, and other similar facilities or uses, with indications of priority of need;

Met

Pages: 43 - 47

MAP

Transportation

 \boxtimes

Comments: Map 8 shows existing transportation network but does not include any prospective facilities. Worcester is focused on maintaining its existing road network, including a strategy that highlights their desire to keep the roads unpaved (p 43). Actions include working with GMT, supporting ride-share initiatives, and plan for pedestrian infrastructure. Scenic roads are identified on page 46.

(4) A utility and facility plan, consisting of a map and statement of present and prospective community facilities and public utilities showing existing and proposed educational, recreational and other public sites, buildings and facilities, including hospitals, libraries, power generating plants and

Met

Pages: 34 - 43

MAP

Utility and Facility ⊠

transmission lines, water supply, sewage disposal, refuse disposal, storm drainage and other similar facilities and activities, and recommendations to meet future needs for community facilities and services, with indications of priority of need, costs and method of financing;

Comments: The utility and facility plan is established in Part 4, "Utilities, Facilities and Services". The plan is comprehensive and well communicated. Two items that seem especially important to the Town are telecommunication tower siting guidelines and supporting the Doty Elementary School.

(5) A statement of policies on the preservation of rare and irreplaceable natural areas, scenic and historic features and resources;

Met

Pages: 6, 19

Comments:

"Goal 6. Conserve and protect the Town's important natural resources of water, mountains and their ridgelines, open spaces, air, soil, wildlife habitat, historic structures and viewscapes. Particular attention should be given to State-Designated and Worcester-Defined Natural and Fragile Areas. In order to accomplish these conservation and natural resource protection objectives, telecommunication towers and commercial scale, grid-tied wind generation facilities shall not be sited in visually prominent or ecologically sensitive areas such as ridgelines, core forest, wildlife connecting corridors and critical wildlife habitat." (p 6)

"The fragmentation of agricultural, State-Designated and Worcester-Defined Natural and Fragile Areas, critical wildlife habitat and movement corridors is discouraged according to guidance from Vermont's Act 171. Act 171 calls for actions to prevent these blocks from being broken by development in order to preserve the forest habitat and environmental benefits a forest provides." (p 19)

The phrase "rare and irreplaceable natural areas" is not used directly (only in the context of siting solar on p 54), but Worcester's policies seem to achieve this goal.

(6) An educational facilities plan consisting of a map and statement of present and projected uses and the local public school system;

Met

Pages: MAP

Educational Facility 🗵

Comments:

Education facilities are shown on map 9. The public school system is discussed on \square Pages 40 – 42. The education plan also includes Goal 3, Strategy 8, and Actions 3 – 4.

(7) A recommended program for the implementation of the objectives of the development plan;

Comments: An implementation program is established on page 14. The program lists the stakeholders who are involved in implementing the plan, how

Met

Pages: 14

to Town Plan should be used as a guiding document, and how the Town Plan will be specifically implemented. Additionally, actions are listed in each part that specify a specific activity, who is responsible for undertaking the task, and when the activity should occur.

(8) A statement indicating how the plan relates to development trends and plans of adjacent municipalities, areas and the region developed under this title;

Met Pages: 13 - 14

Comments: The statement can be found in Part 1, Section G "Compatibility with Neighboring Towns". The statement notes that Worcester is virtually isolated by its terrain, and its land uses to the south are compatible with Middlesex's. A concern about wind turbine development on the Worcester Range is articulated.

(9) An energy plan, including an analysis of energy resources, needs, scarcities, costs and problems within the municipality, a statement of policy on the conservation of energy, including programs, such as thermal integrity standards for buildings, to implement that policy, a statement of policy on the development of renewable energy resources, a statement of policy on patterns and densities of land use likely to result in conservation of energy;

Met

Pages: 47 - 56

Comments: Worcester's energy plan contains all of the above elements. The plan endorses nine specific strategies, including the encouragement of transitioning to renewables, promoting ride-sharing, supporting sustainable wood and biomass harvesting, and the exploration of commercial-scale renewable projects on lower elevations. Seven proposed actions are derived from these strategies. It is important to note that Worcester is interested in developing an energy plan that attains "substantial deference" in the near future. Action #4 also proposes the exploration of an ordinance that limits residential wind tower height.

The energy plan includes detailed municipal data on transportation, heating use, electricity use, and existing renewable generation. On page 54, the plan establishes an interim guide for preferred energy generation siting.

Worcester's potential for large scale renewable energy development can be summed up in the problems identified on page 51: residents generally support the concept of renewables but don't want to see large projects in their town, and the Town does not offer prime sites for development. It appears that Worcester's transition to a clean energy future will likely lean more on small projects and investments made by individual residents (i.e. residential solar, electric cars).

If a municipality is seeking a *Determination of Energy Compliance* under Act 174, see standards contained within RPC PUC Municipal Determination Standards checklist.

(10) A housing element that shall include a recommended program for addressing low and moderate income persons' housing needs as identified by the regional planning commission pursuant to subdivision

Met

Pages: 56 - 63

4348a(a)(9) of this title. The program should account for permitted accessory dwelling units, as defined in subdivision 4412(1)(E) of this title, which provide affordable housing.

Comments: The housing plan contains all of the above elements. Worcester recognizes that its housing costs are more expensive than Vermont on average, with 34% of homeowners and 48% of renters paying more than 30% of their income toward housing payments. The plan recognizes that increasing costs threaten to price out current residents. A program for addressing low- and moderate-income persons' housing needs includes Goal 10 (advocating for affordable housing), Strategy 4 (partnerships with non-profits to develop affordable housing), and Action 3 (explore grant funding and evaluate town properties for suitability for affordable housing development).

Per 4412(1)(E), Strategy 2 of the plan explicitly supports "accessory apartments".

It is important to note that Strategy 1 advises against large-scale residential developments that "do not fit with the scope and character of Worcester." The Plan defines large-scale as any development that increases the total number of housing units in town by more than 4%.

(11) An 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.

Met Pages: 65 - 70

Comments: The economic development plan satisfies these requirements. The flavor of the plan can be best summarized by the conclusion in the plan:

Overall, Worcester's approach to development is a cautious one. Because Worcester seeks to preserve its small-town nature, it rejects big development in either housing or business. Worcester does, however encourage the expansion of locally-based industries that utilize the region's natural resources and raw materials, with particular emphasis on agricultural and wood products. Reasonable growth in Worcester would be much facilitated by a more robust infrastructure of improved broadband, public transportation, and renewable energy.

Strategies in the plan focus on developing a small-scale economy that supports local industries that utilize the region's natural resources and raw materials. Actions focus on expanding access to broadband, seeking Village Center Designation, and creating an inventory of existing businesses.

Overall, it appears that the economic development plan is commensurate to the needs and realities of the existing community.

(12)(A) A flood resilience plan that:

(i) identifies flood hazard and fluvial erosion hazard areas, based on river corridor maps provided by the Secretary of Natural Resources pursuant to 10 V.S.A. § 1428(a) or maps recommended by the Secretary, and designates those areas to be protected, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forests, to reduce

Met
Pages: 30

the risk of flood damage to infrastructure and improved property; and

- (ii) recommends policies and strategies to protect the areas identified and designated under subdivision (12)(A)(i) of this subsection and to mitigate risks to public safety, critical infrastructure, historic structures, and municipal investments.
- (B) A flood resilience plan may reference an existing local hazard mitigation plan approved under 44 C.F.R. § 201.6.

Comments: Worcester's Local Hazard Mitigation Plan is referenced on page 30.

- (b) The maps called for by this section may be incorporated on one or more maps, and may be referred to in each separate statement called for by this section.
- (c) Where appropriate, and to further the purposes of subsection 4302(b) of this title, a municipal plan shall be based upon inventories, studies, and analyses of current trends and shall consider the probable social and economic consequences of the proposed plan. Such studies may consider or contain, but not be limited to:
 - (1) population characteristics and distribution, including income and employment;
 - (2) the existing and projected housing needs by amount, type, and location for all economic groups within the municipality and the region;
 - (3) existing and estimated patterns and rates of growth in the various land use classifications, and desired patterns and rates of growth in terms of the community's ability to finance and provide public facilities and services.

GOALS AND STANDARDS OF REVIEW

GOALS

24 VSA § 4302

- (a) General purposes . . .
- (b) It is also the intent of the legislature that municipalities, regional planning commissions and state agencies shall engage in a continuing planning process that will further the following goals:
 - (1) To establish a coordinated, comprehensive planning process and policy framework to guide decisions by municipalities, regional planning commissions, and state agencies.
 - (2) To encourage citizen participation at all levels of the planning process, and to assure that decisions shall be made at the most local level possible commensurate with their impact.

- (3) To consider the use of resources and the consequences of growth and development for the region and the state, as well as the community in which it takes place.
- (4) To encourage and assist municipalities to work creatively together to develop and implement plans.
- (c) In addition, this chapter shall be used to further the following specific goals:

Goal 1:

To plan development so as to maintain the historic settlement pattern of compact village and urban centers separated by rural countryside.

- (A) Intensive residential development should be encouraged primarily in areas related to community centers, and strip development along highways should be discouraged.
- (B) Economic growth should be encouraged in locally designated growth areas, or employed to revitalize existing village and urban centers, or both.
- (C) Public investments, including construction or expansion of infrastructure, should reinforce the general character and planned growth patterns of the area.
- (D) Development should be undertaken in accordance with smart growth principles as defined in subdivision 2791(13) of this title.

How has the Town Plan addressed this goal:

- (A) While not specifically calling out for the densification of the traditional village center, the plan establishes that the Village Transition District is an important hedge against commercial strip development, the Rural Residential District should feature clustered development that protects the rural environment, and that the Forest District should be sparsely developed. (Pages 72-75).
- (B) Worcester's economic development plan provides a roadmap that calls for sustainable, small-scale growth that complements existing uses, development patterns, and available resources. The plan does not identify specific areas for growth, but it likely doesn't need to given the scale of economic growth in town. The broad-brushed approach employed in the plan is probably more effective, encouraging businesses to thrive in a manner that preserves the traditional character of the town. (Pages 65-70).
- (C) Public investments detailed in the Plan include expanding uses of the Doty Elementary School building, providing childcare at the Doty Elementary School, and forming a trails committee to work with landowners to develop non-motorized recreational trails. These investments reinforce the general character and growth patterns of the area (Pages 34 43).
- (D) The Plan conforms to the nine "Smart Growth" principles listed in (24 V.S.A. § 2791).

Consistent

Pages: See references below

If the goal is not relevant or attainable, how does the plan address why:

Goal 2:

To provide a strong and diverse economy that provides satisfying and rewarding job opportunities and that maintains high environmental standards, and to expand economic opportunities in areas with high unemployment or low per capita incomes.

Consistent

Pages: 65 - 70

How has the Town Plan addressed this goal:

Worcester addresses this goal in Part 8 – Economy, which includes economic development goals for the Town. Worcester's unemployment rate in 2020 was 1.4%, nearly half the Vermont rate at that time. The plan doesn't identify areas with low per capita income, but it tangentially addresses this possibility by supporting sustainable, small-scale growth across the entire town. This vision includes business growth in the village center, agricultural growth where feasible, and environmentally responsible forestry and resource extraction. Thus, the Plan, through a more generalized approach, is providing increased opportunities to its citizens.

If the goal is not relevant or attainable, how does the plan address why:

Goal 3:

To broaden access to educational and vocational training opportunities sufficient to ensure the full realization of the abilities of all Vermonters.

Consistent

Pages: 34 - 37

How has the Town Plan addressed this goal:

The Worcester Town Plan includes specific policies to broaden educational access. Goal 3 establishes a commitment to providing educational opportunities to residents of all ages. Strategy 8 reiterates this commitment. Action 3 proposes expanded use of the Doty Elementary School for adult education classes and other community uses.

If the goal is not relevant or attainable, how does the plan address why:

Goal 4:

To provide for safe, convenient, economic and energy efficient transportation systems that respect the integrity of the natural environment, including public transit options and paths for pedestrians and bicyclers.

Consistent

Pages: 43 - 44

(A) Highways, air, rail and other means of transportation should be mutually supportive, balanced and integrated.

How has the Town Plan addressed this goal:

Given Worcester's rural setting, their transportation plan provides realistic strategies for achieving Goal 4 within their community context. Goal 4 of their Town Plan promotes public transit options and non-motorized travel. Strategy 4 encourages multi-modal travel options and public transportation. Action 1 calls upon the Town to work with Green Mountain Transit to work towards providing service on Route 12. Action 2 is focused on establishing creative ride-share initiatives.

If the goal is not relevant or attainable, how does the plan address why:

Goal 5:

To identify, protect and preserve important natural and historic features of the Vermont landscape including:

- (A) significant natural and fragile areas;
- (B) outstanding water resources, including lakes, rivers, aquifers, shorelands and wetlands;
- (C) significant scenic roads, waterways and views;
- (D) important historic structures, sites, or districts, archaeological sites and archaeologically sensitive areas

How has the Town Plan addressed this goal:

- (A) Goal 6 (page 19) calls for the conservation and protection of important natural resources, with particular attention given to "State-Designated and Worcester-Defined Natural and Fragile Areas. In order to accomplish these conservation and natural resource protection objectives, telecommunication towers and commercial scale, grid-tied wind generation facilities shall not be sited in visually prominent or ecologically sensitive areas such as ridgelines, core forest, wildlife connecting corridors and critical wildlife habitat." Action 2 of Part 3 (page 20) calls for the reorganization of the Worcester Conservation Commission in order to "identify, study, maintain and protect" significant natural and fragile areas.
- (B) Goal 6 (page 19) also prioritizes water resources. Strategy 4 (page 20) encourages vegetative buffers along streams, rivers and lake shores. Strategy 5 proposes buffers for streams and wetlands. Action 6 (page 21) recommends partnerships with the Vermont River Conservancy and Friends of the Winooski.
- (C) Strategy 2 of Part 3 (page 19) specifies that the Town supports small-scale businesses that do not pollute and negatively impact "scenic values". Action 3 of Part 5 (page 44) states that Worcester will maintain "scenic roads in a manner that preserves their beauty and uniqueness without causing undo hazard to travelers."
- (D) Goal 6 (page 19) generally calls for the conservation and protection of historic structures. Action 8 of Part 3 (page 21) proposes a partnership with the Worcester Historical Society to preserve historical structures. Action 8 also encourages participating in the Village Center Designation program. Strategy 1 of Part 8 (page 65) encourages economic growth that is compatible with Worcester's historic village center. Action 2 of Part 8 (page 66) repeats the desire to participate

Consistent

Pages: See references

in the Village Center Designation program, as it would "help support the historic village and its viability as an economic center."

If the goal is not relevant or attainable, how does the plan address why:

Goal 6:

To maintain and improve the quality of air, water, wildlife and land resources.

- (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).
- (B) Vermont's water quality should be maintained and improved according to the policies and actions developed in the basin plans established by the Secretary of Natural Resources under 10 V.S.A. § 1253.
- (C) Vermont's forestlands should be managed so as to maintain and improve forest blocks and habitat connectors

Consistent

Pages: See references below.

How has the Town Plan addressed this goal:

- (A) Worcester's Town Plan, including all goals, strategies and actions, is aligned with the principles established in 10 V.S.A. § 1253 (pages the entire plan).
- (B) Worcester's Town plan furthers the policies and actions related to 10 V.S.A. § 1253. Water resource protections are established in Part 3 (pages 19- 33).
- (C) Worcester's Town Plan promotes goals, strategies and actions that maintain and improve forest blocks and habitat connectors. The Forest District (pages 73-74) promotes the continuity of forest blocks and habitat connectors. The preferred renewable energy suiting guide (page 54) specifies that habitat connectors are not preferred sites. Strategy 3 of Part 5 (43) recommends the identification and protection of road segments linking forest blocks.

If the goal is not relevant or attainable, how does the plan address why:

Goal 7:

To encourage the efficient use of energy and the development of renewable energy resources.

(A) General strategies for achieving these goals include increasing the energy efficiency of new and existing buildings; identifying areas suitable for renewable energy generation; encouraging the use and development of renewable or lower emission energy sources for electricity, heat, and transportation; and reducing transportation energy demand and single occupancy vehicle use.

Consistent

Pages: 47 - 56

(B) Specific strategies and recommendations for achieving these goals are identified in the State energy plans prepared under 30 V.S.A. §§ 202 and 202b

How has the Town Plan addressed this goal:

Worcester has thoroughly addressed this goal in Part 6 of its plan (Energy). All components of (A) and (B) are addressed in the plan. It is important to note that the Plan includes an interim guide for preferred energy generation siting on page 54. This guide only addresses where renewable energy development should not go. Additionally, different policies in the plan make it clear that wind development in not welcome on the Worcester range, and one policy encourages a height restriction on residential wind turbines.

Aside from the renewable energy siting guide, Worcester defers to the State identified preferred sites. The Plan also conveys that the Town will likely identify preferred sites in the future when an enhanced energy plan is developed.

If the goal is not relevant or attainable, how does the plan address why:

Goal 8:

To maintain and enhance recreational opportunities for Vermont residents and visitors.

- (A) Growth should not significantly diminish the value and availability of outdoor recreational activities.
- (B) Public access to noncommercial outdoor recreational opportunities, such as lakes and hiking trails, should be identified, provided, and protected wherever appropriate.

Consistent

Pages: See references below

How has the Town Plan addressed this goal:

Goal 8 (page 34) advocates for the provision of recreational opportunities. Strategy 10 (page 35) encourages the dedication of recreational easements and public access. Strategy 11 (page 35) states that the Town will "endeavor to retain and expand recreational opportunities for Worcester citizens". Action 8 (page 36) proposes the formation of a citizen-based trails committee to work with landowners on the development of non-motorized recreational trails. Criteria 10 of Worcester's proposed renewable energy siting guide (page 54) discourages siting that would negatively impact recreational potential.

If the goal is not relevant or attainable, how does the plan address why:

Goal 9:

To encourage and strengthen agricultural and forest industries.

Consistent

Pages: See references below

- (A) Strategies to protect long-term viability of agricultural and forest lands should be encouraged and should include maintaining low overall density.
- (B) The manufacture and marketing of value added agricultural and forest products should be encouraged.
- (C) The use of locally-grown food products should be encouraged.
 - (D) Sound forest and agricultural management practices should be encouraged.
 - (E) Public investment should be planned so as to minimize development pressure on agricultural and forest land.

How has the Town Plan addressed this goal:

(A)

- a. The long-term protection of agriculture lands is addressed in strategy 4 (page 65), which emphasizes Worcester's support of local farming. Worcester also recognizes the economic significance of farming by encouraging the growth of small scall farm business that sell locally produced products (strategy 2, page 19). That plan also calls for an investigation of "regulatory and non-regulatory methods for preserving important farm and forest lands" (action 4, page 20). Goal 9 (page 19) encourages the appropriate and sustainable use of Worcester's agricultural lands.
- b. The long-term protection of forest lands is addressed in Goal 9 (page 19), which in part encourages the appropriate and sustainable use of forest land. Strategy 1 (page 19) discourages the fragmentation of forest lands. Action 4 (page 20) calls for an investigation of "regulatory and non-regulatory methods for preserving important farm and forest lands". The Plan emphasizes Worcester's support of sustainably harvested biomass as a means of generating local economic growth (strategy 5, page 49).
- (B) The manufacturing and marketing of value-added farm and forestry products is exemplified in Strategy 2 (page 19), Strategy 5 (page 49), and Strategy 2 (page 65).
- **(C)** While the use of locally-grown food products is not directly encouraged in the plan, the Plan does convey a clear commitment to the production of locally produced food, implying that there is a desire to see these goods consumed by local residents.
- (D) Sound forest and agricultural management is clearly encouraged in Strategy 2 (page 19). Goal 9 (page 19) also captures Worcester's commitment to the sustainable use of forest and farmlands.
- **(E)** Worcester has specifically identified renewable energy generation projects as one of the largest threats to forest and farmland. The renewable energy siting guide on page 54 discourages the development of such projects on farm and forest lands. Additionally, Action 4 (page 20) indicates that Worcester is interested in protecting farm and forest land through regulatory and non-regulatory methods.

If the goal is not relevant or attainable, how does the plan address why:

Goal 10:

To provide for the wise and efficient use of Vermont's natural resources and to facilitate the appropriate extraction of earth resources and the proper restoration and preservation of the aesthetic qualities of the area.

Consistent

Pages: 19 - 33

How has the Town Plan addressed this goal:

Part 3 addresses this goal, as captured in the overview statement on page 19: "The landscape is the stage for human activity. However, the resources that the land provides are finite. It is, therefore, in our long-term best interest to use land resources efficiently and wisely so that they may continue to provide an appropriate setting for the citizens of Worcester and beyond." The goals, strategies and actions that follow emphasize this vision. Goal 9 captures this vision more specifically, advocating for the appropriate and sustainable use of farmland, forestland, open spaces and extractive deposits.

If the goal is not relevant or attainable, how does the plan address why:

Goal 11:

To ensure the availability of safe and affordable housing for all Vermonters.

- (A) Housing should be encouraged to meet the needs of a diversity of social and income groups in each Vermont community, particularly for those citizens of low and moderate income.
- (B) New and rehabilitated housing should be safe, sanitary, located conveniently to employment and commercial centers, and coordinated with the provision of necessary public facilities and utilities.
- (C) Sites for multi-family and manufactured housing should readily available in locations similar to those generally used for single-family conventional dwellings.
- (D) Accessory apartments within or attached to single family residences which provide affordable housing in close proximity to cost-effective care and supervision for relatives or disabled or elderly persons should be allowed.

How has the Town Plan addressed this goal:

Consistent

Pages: 56 - 63

Worcester generally achieves this goal in Part 7. Housing that meets the needs of all social and income groups is addressed in Strategies 2, 3 and 4, and Actions 1-3. Strategy 1 could be seen as oppositional to this goal, since it discourages large-scale residential developments, but given the existing settlement pattern and services, this policy is likely justifiable. Item (B) above is achieved in Goal 10, Strategy 2, 3 & 5. While multi-family and manufactured housing is not specifically endorsed in the Plan, the plan supports affordable housing development provided that the project does not increase the Town's total number of housing units by 4%. Accessory dwellings are supported in Strategy 2.

If the goal is not relevant or attainable, how does the plan address why:

Goal 12:

To plan for, finance and provide an efficient system of public facilities and services to meet future needs.

- (A) Public facilities and services should include fire and police protection, emergency medical services, schools, water supply and sewage and solid waste disposal.
- (B) The rate of growth should not exceed the ability of the community and the area to provide facilities and services.

Consistent

Pages: 34 - 43, 57

How has the Town Plan addressed this goal :

Part 4 of Worcester's Town Plan addresses public facilities and services. Maintenance of the Fire & Rescue offices is addressed in Action 7. Law enforcement in Worcester is provided by the Vermont State Police. Support for and the expanded use of Worcester's Doty Elementary is captured in Goal 3, Strategy 8 and Action 3 & 4. 79 households in the Village area are supplied with water through a Water District. The Plan includes a proposed action (Action 6) to maintain a relationship with the Water District Board. Worcester does not have a municipal sewage system and relies on the State to issue potable water and wastewater permits. The Plan also includes a proposed action (Action 5) to maintain a relationship with the Lamoille Solid Waste District to provide disposal services.

In Goal 2 of the Plan (page 57), Worcester states a commitment to supporting and guiding reasonable growth that is compatible with the Town's rural character. Strategy 1 (page 57) discourages residential developments that increase the total number of housing units in Worcester by more than 4%. Thus, through these provisions in the plan, Worcester has addressed (B) of Goal 12.

If the goal is not relevant or attainable, how does the plan address why:

'Goal 13:

To ensure the availability of safe and affordable child care and to integrate child care issues into the planning process, including child care financing, infrastructure, business assistance for child care providers, and child care work force development.

Consistent

Pages: 34, 36

How has the Town Plan addressed this goal:

Worcester has satisfied this goal pragmatically, within the capacities that it possesses. The Plan advocates for the availability of safe and affordable childcare (Goal 10, page 34). The Plan also proposes a partnership with Doty Elementary to provide childcare for three- and four-year-olds (Action 4, Page 36).

If the goal is not relevant or attainable, how does the plan address why:

Goal 14:

To encourage flood resilient communities.

- (A) New development in identified flood hazard, fluvial erosion, and river corridor protection areas should be avoided. If new development is to be built in such areas, it should not exacerbate flooding and fluvial erosion.
- (B) The protection and restoration of floodplains and upland forested areas that attenuate and moderate flooding and fluvial erosion should be encouraged.
- (C) Flood emergency preparedness and response planning should be encouraged.

How has the Town Plan addressed this goal:

Consistent

Pages: 20, 30

This Plan is encouraging a flood resilient Worcester. Strategy 4 (page 20) advocates for undisturbed vegetative buffers along streams, rivers and lake shores. While not directly part of the Plan, Worcester enacted an ordinance in 1978 to restrict development in flood hazard areas. Worcester's Local Hazard Mitigation Plan is incorporated into in the Plan by reference. It is clear that Worcester recognizes the importance of protecting floodplains and the Plan, and through a variety of means, reflects this awareness.

If the goal is not relevant or attainable, how does the plan address why:

STANDARD OF REVIEW

24 V.S.A. § 4302(f)

- (1) As used in this chapter, "consistent with the goals" requires substantial progress toward attainment of the goals established in this section, unless the planning body determines that a particular goal is not relevant or attainable. If such a determination is made, the planning body shall identify the goal in the plan and describe the situation, explain why the goal is not relevant or attainable, and indicate what measures should be taken to mitigate any adverse effects of not making substantial progress toward that goal. The determination of relevance or attainability shall be subject to review as part of a consistency determination under this chapter.
- (2) As used in this chapter, for one plan to be "compatible with" another, the plan in question, as implemented, will not significantly reduce the desired effect of the implementation of the other plan. If a plan, as implemented, will significantly reduce the desired effect of the other plan, the plan may be considered compatible if it includes the following:
 - (A) a statement that identifies the ways that it will significantly reduce the desired effect of the other plan;
 - (B) an explanation of why any incompatible portion of the plan in question is essential to the desired effect of the plan as a whole;
 - (C) an explanation of why, with respect to any incompatible portion of the plan in question, there is no reasonable alternative way to achieve the desired effect of the plan, and
 - (D) an explanation of how any incompatible portion of the plan in question has been structured to mitigate its detrimental effects on the implementation of the other plan.

24 V.S.A. § 4350. Review and consultation regarding municipal planning effort

- (a) A regional planning commission shall consult with its municipalities with respect to the municipalities' planning efforts, ascertaining the municipalities' needs as individual municipalities and as neighbors in a region, and identifying the assistance that ought to be provided by the regional planning commission. As a part of this consultation, the regional planning commission, after public notice, shall review the planning process of its member municipalities at least twice during an eight-year period, or more frequently on request of the municipality, and shall so confirm when a municipality:
 - (1) is engaged in a continuing planning process that, within a reasonable time, will result in a plan which is consistent with the goals contained in section 4302 of this title; and
 - (2) is maintaining its efforts to provide local funds for municipal and regional planning purposes.

(b)(1) As part of the consultation process, the commission shall consider whether a municipality has adopted a plan. In order to obtain or retain confirmation of the planning process after January 1, 1996, a municipality must have an approved plan. A regional planning commission shall review and approve plans of its member municipalities, when approval is requested and warranted. Each review shall include a public hearing which is noticed at least 15 days in advance by posting in the office of the municipal clerk and at least one public place within the municipality and by publication in a newspaper or newspapers of general publication in the region affected. The commission shall approve a plan if it finds that the plan:

- (A) is consistent with the goals established in section 4302 of this title;
- (B) is compatible with its regional plan;
- (C) is compatible with approved plans of other municipalities in the region; and
- (D) contains all the elements included in subdivisions 4382(a)(1)-(10) of this title.

The following are procedures for Regional Planning Commission review of town plans. The first procedure pertains to review of town plan re-adoptions and town plan amendments. The second is an alternate procedure for review of town plan amendments. For review of amendments, it is up to the discretion of the Regional Planning Commission as to which procedure will be used.

Town Plan Review & Approval Process

The following may be used for town plan re-adoption reviews as well as town plan amendment reviews

- 1. The regional planning commission (RPC) receives a request for town plan approval.
- 2. If the staff review reveals a flaw that would preclude RPC approval, the town will be notified. It is the town's option as to whether they want a final decision on the plan or if the plan should be withdrawn from the approval process.
- 3. Staff comments, including draft findings and recommendations, will be provided to the committee or board given responsibility by the RPC's bylaws for town plan approval.
- 4. The RPC's public hearing will be held before the RPC makes its final decision on the plan.
- 5. In all cases the RPC will take final action on the plan approval request within 60 days of its receipt.

Town Plan Amendment Review Process

This is an alternative procedure for town plan amendment reviews

- 1. The regional planning commission (RPC) receives a request to review an amendment to the town plan.
- 2. Staff comments, including draft findings and recommendations, will be provided to the committee or board given responsibility by the RPC's bylaws for town plan approval.

- 3. The town will be notified whether or not the amendment may be approved within the context of the current regional approval of the town plan, or if the amendment constitutes a material change to the plan that is beyond the scope of the current regional approval.
- 4. If the amendment constitutes a change to the plan that is beyond the scope of the current regional approval, the town will be given the option of submitting the amended plan for regional approval.



CENTRAL VERMONT REGIONAL PLANNING COMMISSION Municipal Plan Review Committee Draft Minutes

November 8, 2022 at 5:00pm Via Zoom Software and in person at 29 Main Street, Montpelier

Committee Members:

Χ	Bill Arrand, Worcester
Χ	Peter Carbee, Washington
Χ	Ron Krauth, Middlesex Commissioner
Χ	Joyce Manchester, Moretown Alternate Commissioner
Χ	Jan Ohlsson, Calais Alternate Commissioner

Municipal Representatives: Zach Sullivan (East Montpelier), Alan Quackenbush (Duxbury) Staff: Clare Rock(in person), Jon Ignatowski

CALL TO ORDER. B. Arrand called the meeting to order at 5:01 pm

CHANGES TO THE AGENDA. No changes to the agenda.

PUBLIC COMMENTS. No public comments.

<u>PUBLIC HEARING</u>: APPROVAL OF THE 2020 DUXBURY TOWN PLAN AND CONFIRMATION OF THE LOCAL PLANNING PROCESS

R. Krauth made a motion to open the public hearing for the Duxbury Town Plan, seconded by J. Ohlsson. All in favor. Motion carried.

No public comments.

P. Carbee moved to close the public hearing, seconded by J. Ohlsson. All in favor. Motion carried.

RECOMMENDATIONS TO THE CVRPC BOARD OF COMMISSIONERS:

A) APPROVAL OF THE 2020 DUXBURY TOWN PLAN

<u>P. Carbee moved to recommend approval of the plan, seconded by J. Ohlsson. All in favor. Motion carried.</u>

Discussion: J. Manchester noticed that the plan does not mention accessory dwelling units and asked how to move forward with the approval process. C. Rock explained the CVRPC's approach to addressing Duxbury's lack of language regarding accessory dwelling units. It was determined that the Plan largely conformed with the state planning goals and objectives. A. Quackenbush mentioned that Duxbury zoning allows accessory dwelling units. C. Rock further discussed accessory dwelling language in state statute and what elements are required versus elements that are strongly recommended.

R. Krauth mentioned that in New Jersey only immediate family members were allowed in accessory dwellings. C. Carbee asked if the zoning regulation supersedes what is in the plan. C. Rock replied that the Town Plan really should be the guiding document for the zoning regulations. Zoning regulations are one of the regulatory implementation tools for the Town Plan.

B) CONFIRMATION OF THE TOWN OF DUXBURY MUNICIPAL PLANNING PROCESS;

J. Manchester moved to recommend confirmation, seconded by R. Krauth. All in favor. Motion carried.

No discussion

<u>PUBLIC HEARING: APPROVAL OF 2022 AMENDMENTS TO THE 2018 EAST MONTPELIER TOWN PLAN AND CONFIRMATION OF THE LOCAL PLANNING PROCESS</u>

<u>P. Carbee made a motion to open the public hearing for the East Montpelier Town Plan, seconded by J.</u> Ohlsson. All in favor. Motion carried.

No public comments.

J. Manchester moved to close the public hearing seconded by R. Krauth. All in favor. Motion carried.

RECOMMENDATIONS TO THE CVRPC BOARD OF COMMISSIONERS:

- A) APPROVAL OF THE 2022 AMENDMENTS TO THE 2018 EAST MONTPELIER TOWN PLAN

 P. Carbee moved to recommend approval of the plan, seconded by J. Manchester. All in favor. Motion carried.
- B) <u>CONFIRMATION OF THE TOWN OF EAST MONTPELIER MUNICIPAL PLANNING PROCESS;</u> *J. Ohlsson moved to recommend confirmation, seconded by B. Arrand. All in favor. Motion carried.*

Discussion: R. Krauth asked for a reminder what approval of the municipal planning process meant. C. Rock recited State statute about the municipal planning process. C. Rock asked Z. Sullivan if East Montpelier allocated funds to the Planning Commission. Z. Sullivan confirmed that a stiped is paid to Planning Commission members, although a line item for the Planning Commission is not included in the budget. Z. Sullivan stated the East Montpelier Select Board always pays for Planning Commission projects, and the PC has secured grants. Committee members discussed the different ways of measuring a Town's commitment of funds to the planning process.

APPROVAL OF MINUTES

J. Manchester moved to approve minutes from the October 11, 2022 meeting, seconded by P. Carbee. All in favor. Motion carried.

Future Business

P. Carbee requests that their discussion about approving the municipal planning process is added to a future agenda.

ADJOURNMENT

<u>P. Carbee moved to adjourn, seconded by J. Ohlsson. All in favor. Motion carries. Meeting adjourned at</u> 5:37 pm.