

April 8, 2020

Jacob Hemmerick, Community Planning and Revitalization  
Department of Housing and Community Development  
One National Life Drive, 6th Floor  
Montpelier, VT 05620-0501

Re: 2020 Five-Year Review of City of St. Albans Growth Center

Dear Jacob,

The City of St. Albans is pleased to provide this report and the attached materials for the Vermont Downtown Development Board's 5-year review of the City's designated growth center. The attachments include:

- a status update of the 2010 Approval Findings of Fact,
- the St. Albans City Capital Improvement Plan,
- letters updating the City's water and wastewater treatment capacity, and
- maps showing the location, number and type of new development permits in the City since the 2010 approval of the growth center.

The City of St. Albans believes that our growth center designation has been a fundamental component of the City's unprecedented revitalization over the past decade. Following the City's downtown designation process, the growth center allowed the City to access funding and financing resources have helped to attract more than \$50 million in private investment with approx. \$20 million in public infrastructure investment.

Apart from the beneficial planning processes that growth center designation required the City to engage in, we can point to at least two direct benefits of the program:

1. Nearly \$7 million in State-funded or administered grants for capital and planning projects in which designated growth centers are more competitive.
2. With the growth center designation, the City could automatically meet the "But for" requirement of approval for our tax increment financing (TIF) district. TIF approval was granted in 2012.

Between grant funding and tax-increment financing the City has been able to facilitate the following:

- Reconstruction of the Downtown Main Street and Lake Street streetscape projects.
- Construction of a new Downtown Ace Hardware store, including brownfields site remediation.
- Expansion of the Mylan Technologies pharmaceutical plant, including an increase of 100's of jobs in the City.

- Construction of the City's first parking garage, 4-5 stories and 365 spaces, including brownfields site remediation.
- Construction of a new 4-story office building to bring State workers closer to downtown, also including brownfields site remediation.
- A public-private partnership to bring Downtown St. Albans its first nationally-branded hotel. The new Hampton Inn opened in 2017.
- The massive Congress & Main project, with brownfield remediation and construction currently underway, which includes:
  - a new 25,000 sq.ft. commercial building on Main Street to house CCV, offices for Northwestern Medical Center and retail spaces;
  - 30 new units of subsidized housing owned by Champlain Housing Trust; and
  - 33 new units of market rate and workforce housing owned by a private developer.
- Continued planning and work toward the redevelopment of the entire former Fonda Manufacturing brownfield site. The City is currently working on subdividing the property and working with a developer to put a railroad dispatching center on the first lot.

The attached status update and comments on the original designation findings of fact show that the City has maintained many of the findings and made major progress since the 2015 review.

- ✓ The vast majority of development has been permitted within the City's growth center as required for the designation.
- ✓ Redevelopment activities over the past five years have shown that the growth center's location and size meet the goal of helping the City find new ways to attract and concentrate commercial and residential development within our historic urban center. It has also directly benefitted the designated downtown with the qualitative bulk of redevelopment activity.
- ✓ The City has ample water and wastewater treatment supply and continues to work toward maintaining the capacity of our plants and dealing with the combined sewer overflow.
- ✓ The City has made substantial improvements in water quality with new stormwater treatment plans, a stormwater utility, and stream corridor regulations.
- ✓ The City has created a Historic Preservation Commission to pursue CLG status and secure funding to update historic structure inventories.

The City hopes that the Vermont Downtown Development Board is satisfied with the updates provided in the attached materials and agrees with us that the St. Albans Growth Center can be seen as an example of how a historic urban center can use resources and public-private partnerships to stay relevant in the current economic climate and present compelling smart growth alternatives to development on the commercial fringe. We look forward to the conversation at the Board meeting.

Sincerely,

Dominic Cloud  
City Manager

# St. Albans Growth Center

## Status Update and Comments on Findings of Fact, April 8, 2020

The City of St. Albans respectfully offers the following updates and comments on the findings of fact, conditions, and other issues raised by the Expanded Downtown Board during their approval of the St. Albans Designated Growth Center on July 26, 2010.

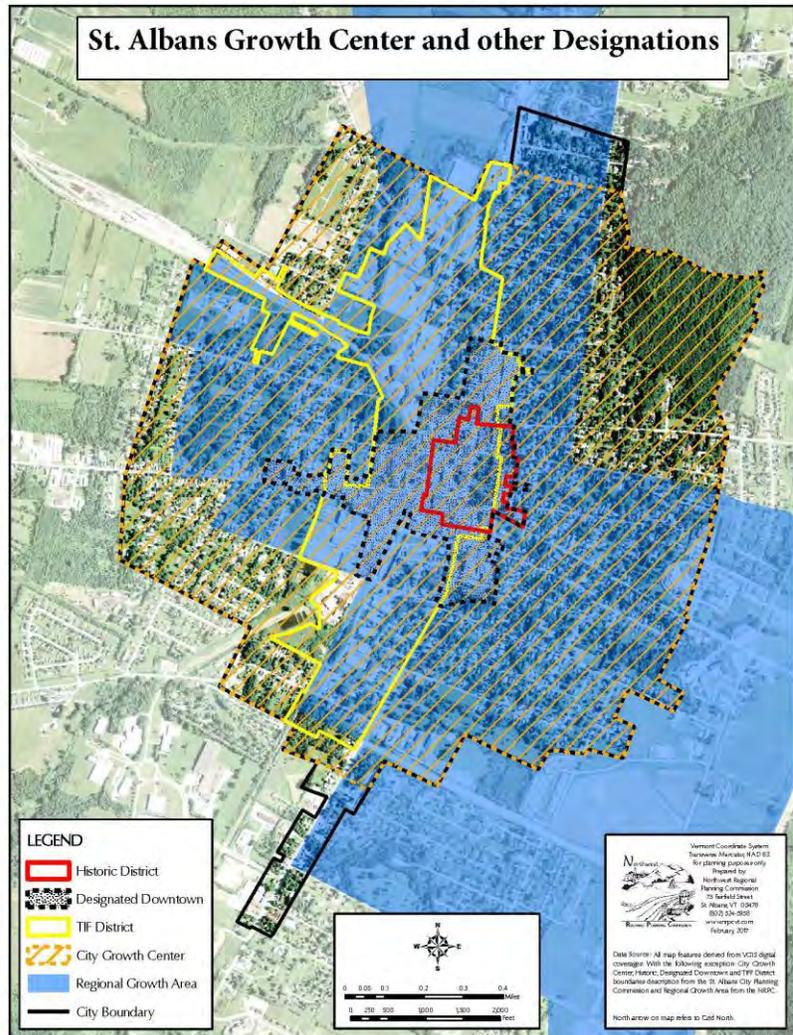
(The excerpts of the Board’s original findings, conditions and issues - *in italics* - contain figure and page numbers from the original 2010 application.)

### 1. Location of Growth Center

*The Growth Center includes and surrounds St. Albans’ Designated Downtown and is found to meet the area definition of a growth center. Map 1 on page 6 shows the relationship between the downtown and the growth center.*

#### Update/Comments:

A map beside this text shows the boundaries of the growth center, as well as other relevant designations, including the designated downtown and the TIF district.



### 2. Natural and Historic Resources within Growth Center

*Land in St. Albans City is currently urban but the application identifies and describes the remaining important natural resources within the growth center – primarily the streams and floodways.*

*Map 16, Natural Resources, identifies the important natural resources within the growth center and they are further discussed on pages 69-72. The map indicates the presence of a*

*Class II wetland associated with the pond south of Lower Welden Street. No issues concerning the wetland were raised by the Agency of Natural Resources (ANR). An uncommon but not rare fish, the Brook Stickleback, has been found in two locations along Stevens Brook within the growth center. All lands with primary agricultural soils, as shown on Map 18, have been substantially urbanized (page 69).*

**Update/Comments:**

The status of the pond south of Lower Welden Street has not changed, and the City is engaged in extensive efforts to plan for stormwater improvements that will improve the water quality of Stevens Brook (see below).

*The growth center drains into Stevens Brook and its tributaries as shown on Map 16. A small portion at the southernmost end of the growth center drains into Rugg Brook. Both brooks flow into St. Albans Bay on Lake Champlain. A city stormwater system conveys stormwater to the streams from impervious surfaces. Portions of both watersheds have been designated as stormwater impaired by Vermont Department of Environmental Conservation (DEC) and a Total Maximum Daily Load (TMDL) has been identified for each stream. ANR is in the process of deciding how to implement the TMDL according to an applicant statement before the PCG. The city is committed to working with ANR to develop a plan for addressing stormwater concerns for both existing and future development.*

**Update/Comments:**

The City's commitment to addressing stormwater concerns for Stevens and Rugg Brooks remains unchanged. The most significant development concerning the protection of natural resources in the growth center, since the 2010 designation, is the City's MS4 permit, dated December 2012 and renewed in 2019. Under this permit, the City is working on planning numerous regulatory, nonregulatory, and capital activities to improve water quality. The City has completed flow reduction plans (FRPs) for the impaired watersheds of both brooks with the goal of reducing storm flows into Stevens by 24% and into Rugg by 16%. The two FRPs were last updated in 2017, and the City is required to implement the flow reduction plans within 20 years. In May of 2018 the City passed a new Stormwater Management and Operations Ordinance and created its first stormwater utility, assessing fees to properties based on impervious surface. The utility will fund the planning and capital projects associated with the quality goals of the MS4 permit. Using utility and grand funds, the City is currently engaged in design activities for two of the stormwater-treatment projects from the Rugg and Stevens Brook FRPs. The City intends to begin design activities on two more treatment projects in 2020 and 2021. The City is also working on a Phosphorous Control Plan associated with the Lake Champlain TMDL. As part of the PCP, the City must reduce by 22% the amount of phosphorous running off of municipally-owned developed plans into St. Albans Bay. The PCP is due to VT DEC in 2021. The City's stormwater reports and plans are available at [www.stalbansvt.com/stormwater](http://www.stalbansvt.com/stormwater).

*The Vermont Agency of Natural Resources (ANR) expressed concerns at the PCG meeting about the lack of regulatory protection for the undeveloped portions of the*

*floodplain in the city. ANR recommends, at a minimum, that the city report for the 5 year growth center renewal review on whether flood erosion hazard regulations (FEH) or other bylaws have been adopted and report on what development has occurred in the floodplain.*

**Update/Comments:**

In January 2018, the City adopted stream corridor regulations into its Land Development Regulations, in compliance with the MS4 permit requirements. The new stream regulations preserve and enhance the riparian buffer within 15 feet of either side of a stream centerline and place restrictions on development and impervious area within 30 feet of a stream centerline. The new rules also established DRB review of any stream alteration or bank maintenance activities in the City. The stream corridor areas and regulations were developed in consultation with water quality experts and reflect the size of the City’s brooks and the context of historical and existing development in the City’s urban landscape. The regulations are available at [www.stalbansvt.com/stormwater](http://www.stalbansvt.com/stormwater).



Concerning development in the flood plain, a comparison of past land use permits and the existing City FIRM map shows that there has been no significant increase in impervious area in the 100 or 500 year flood plains since the growth center's designation. In terms of new structures, the only new development of significance would be the 32,000 expansion of the Mylan Pharmaceuticals manufacturing facility, which placed a new structure immediately adjacent to the 500 year flood plan (according to interpretation of the FIRM map) but also removed a structure from an area that appears to be in the 500 year flood plain.

*Anticipated impacts from growth center development include additional impervious surfaces that could further exacerbate stormwater impacts on Stevens and Rugg Brooks and creation of further fluvial erosion hazards. The City has proposed to mitigate the existing and anticipated impacts from development as follows:*

- *Plans are in place to abate a combined sewer overflow at Lower Welden Street and to implement improvements at the wastewater treatment plant.*

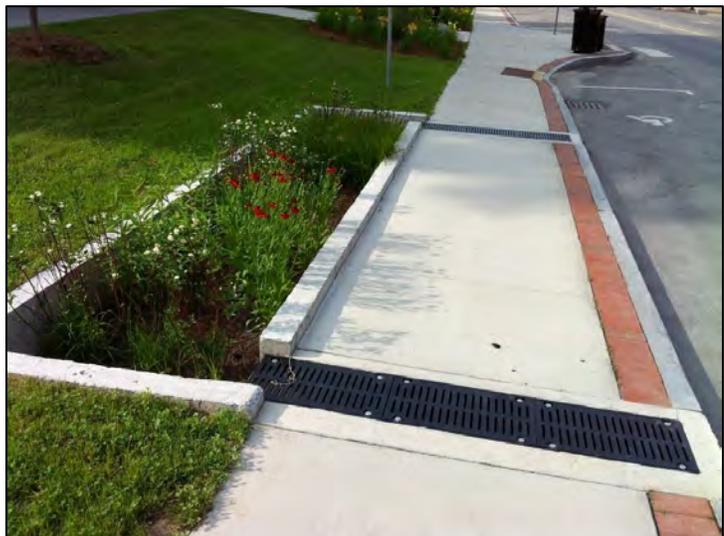
#### **Update/Comments:**

The City continues to work toward abatement of the Lower Welden CSO, primarily through storm sewer separation. Combined sewer areas along Fairfield Street were separated as part of a major roadway project in 2018. The City also has plans on the books for separation on Stebbins Street and Kingman St. The City has applied for funds for the final design work on a major separation project between Federal Street and Pearl Street, which would effectively remove the City's Downtown core lots from the combined sewer area. The City submitted its Long-Term Control Plan for the CSO to VT DEC, and the document is available at [www.stalbansvt.com/cso](http://www.stalbansvt.com/cso).

- *Incremental efforts to manage stormwater, including rain gardens, cisterns and permeable pavement are described on pages 69-71.*

Since 2010, the City has installed nine stormwater retention bays along Main Street in Taylor Park. The City has also installed a garden for storm velocity reduction along Church Street in Taylor Park. Overall the City's goals for capital stormwater management are the flow reduction plans for Stevens and Rugg Brooks, mentioned above.

- *The Planning Commission is considering a Fluvial Erosion Hazard Overlay to reduce encroachment of development on the streams and applying LEED*



One of nine new stormwater planters along Downtown Main Street.

*standards for reducing stormwater volumes and contamination of the streams.*

See the information above on the new stream corridor regulations adopted in January 2018.

- *Enrollment of contaminated properties in the EPA Brownfield Program to assess and remediate contamination.*

Since 2010, the City has been very active in enrolling and cleaning brownfields properties in the growth center, including the following:

1. Former Fonda/Solo Manufacturing Site, 15-21 Lower Newton St. – Finished \$800,000 first phase of remediation and demolition of contaminated building completed in 2011. Environmental assessment currently underway for remediation and redevelopment of a portion of the site for a new railroad dispatch center.
  2. 109 South Main Street – Site remediated and redeveloped for new Downtown Ace Hardware.
  3. Downtown core lot – Site remediated and redeveloped for new City parking garage.
  4. 27 Federal St. - Site remediated and redeveloped for new State office building.
  5. 43 Lake St. – Site remediated and redeveloped for new Hampton Inn downtown hotel.
  6. Lower Welden Street GMP Cooling Ponds – Environmental assessment currently underway for remediation and creation of a stormwater treatment facility.
  7. Lots at Congress, Main and Maiden Lane – remediation and redevelopment currently underway for a new downtown commercial building and 63 housing units.
- *A tree canopy assessment has been conducted and the city will be developing a management plan for trees as part of the Downtown Master Plan as described on Page 72.*

The City's tree management plan is ongoing under the City's Property Services Administrator. In 2016 the City completed a comprehensive public tree inventory with the Vermont Urban & Community Forestry Program. This inventory continues to serve as the basis of the City's annual tree planting program. Since 2010, more than 225 new trees have been planted in City parks, downtown streetscapes and neighborhood greenbelts.

*The application describes the historic resources within the growth center on pages 72-75 with a map of the downtown St. Albans Historic District on page 74 (Map 17), which is listed on the National Register. Outside the downtown, the application states that more work is needed to identify to identify and plan for historic resources.*

*No known archeological sites exist in the growth center but the potential for prehistoric sites exists because of the City's location between multiple streams and the glacial lake plain and western slopes of the Green Mountains (page 73). According to the Division for Historic Preservation, Rugg Brook and Jewett Brook, both tributary to Lake Champlain, have headwaters or traverse near the south and west boundaries of the growth center and are also highly sensitive for Native American sites. In addition, the*

*city is located on the edge of the Champlain Sea basin and contains wave washed till deposits and former shore lines. Potentially significant historic archeological features are also likely to be present throughout the growth center including industrial and railroad related prior to the Civil War in the vicinity of the current railroad corridor. Early residential and agricultural related archeological resources are also present within the growth center boundaries.*

*The applicant has identified historic resources and any anticipated impacts on historic resources from growth center development are proposed to be mitigated through the following steps:*

- *Conducting a Historic Resource Survey scheduled in 2012 as described on page 73.*

### **Update/Comments:**

Since the 2010 growth center designation and the 2015 review, it has been determined that the vast majority of historic buildings in the area have been inventoried by two 1980s-era surveys: The St. Albans Historic District survey filed in the National Register<sup>1</sup>. The St. Albans City Streets survey filed in the State Register<sup>2</sup>.

These two surveys represent a “treasure-trove” of information on the City’s historic buildings and site. Since the 2015 growth center review, the City began taking steps to become a Certified Local Government with the National Parks Service and the Vermont Division of Historic Preservation. With CLG status the City will access historic preservation grants to update the existing surveys, beginning with the St. Albans Historic District survey.

In August of 2019, the City Council adopted an ordinance creating the City’s first Historic Preservation Commission. In February of 2020, the City Council appointed 7 enthusiastic community members as the inaugural HPC. The City’s HPC held its first meeting on February 20, and resolved to begin the process of CLG designation and then applying for grants for the update of historic surveys in the City. This process may be delayed by the COVID-19 pandemic, but the City’s CLG efforts will move forward as able.

- *Technical assistance that SAFF provides to downtown property owners helps them obtain historic tax credits for renovations (page 74).*

Status maintained, with more than \$1 million in Historic Tax Credits awarded to projects since 2010.

- *Design review standards are applied to development in the Historic District.*

Status maintained.

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<sup>1</sup> Link at [https://orc.vermont.gov/Documents/SaintAlbansCity\\_NationalRegister\\_NominationForm\\_00000009.pdf](https://orc.vermont.gov/Documents/SaintAlbansCity_NationalRegister_NominationForm_00000009.pdf)

<sup>2</sup> Link at [https://orc.vermont.gov/Documents/SaintAlbansCity\\_StateRegister\\_NominationForm\\_00000010.pdf](https://orc.vermont.gov/Documents/SaintAlbansCity_StateRegister_NominationForm_00000010.pdf)

- *Support for public and private improvements to historic properties in keeping with the Downtown Master Plan (page 75).*

Status maintained, including tens of thousands of dollars spent on matching façade grants on historic Downtown storefronts since 2010. It should be noted that the 2011 assistance of \$50,000 granted and \$100,000 loaned to Jim Cameron for the rehabilitation of the historic St. Albans House is part of what kicked off the slate of public-private redevelopments that have revitalized Downtown St. Albans in the last decade.

### **3. Agricultural Soils and Areas**

*The approved municipal and regional plans include maps showing agricultural soils covering nearly all land within the Growth Center, as shown on Map 18. No intact areas of agricultural soils remain for agricultural use. The only significant area of undeveloped land is Aldis Hill, a city park in the northeast corner of the Growth Center and one of the only areas of the city without agricultural soils.*

**Update/Comments:**

Status maintained.

*Since primary agricultural soils within the Growth Center were converted to urban development during the past two centuries, the City now aims to further intensify development within its boundaries to prevent unnecessary development on agricultural lands outside the Growth Center.*

*The city also supports agricultural and forestry practices in rural Franklin County by providing a home for the largest cooperative creamery in Vermont and by hosting the annual Vermont Maple Festival and a weekly farmer’s market. The marketing plan for the downtown includes numerous goals that seek to build on the rich agricultural heritage of Franklin County and the opportunities it provides for both enhancing the vitality of the downtown and supporting the local agricultural economy (pages 83-84).*

**Update/Comments:**

Status maintained, with the St. Albans Cooperative Creamery, Farmers Market, and Vermont Maple Festival continuing to flourish in the growth center, along with the addition of the In Good Taste event in City Hall (7 years running), which highlights local food products during the winter. The City also hosted an EPA-funded Local Food Local Places community process in 2019 to discuss additional action items for the regional food system.

## 4. Municipal Plan

*The Northwest Regional Planning Commission approved St. Albans City's 2006 municipal plan and confirmed its planning process on September 27, 2006. The City is preparing to launch a one year process for updating the plan in the fall of 2010.*

### **Update/Comments:**

Status maintained. The most recent City Plan was adopted in August of 2017 and approved by NRPC in September of 2017. The City Plan and related materials can be found at [www.stalbansvt.com/cityplan](http://www.stalbansvt.com/cityplan).



Patrons enjoy outdoor dining on Downtown Main Street's new streetscape.

*The Plan contains provisions that are appropriate to implement the growth center (See Municipal Plan provided on accompanying CD). In particular, the land use section of the plan promotes development in keeping with Smart Growth principles (Section 2.4 of the Plan):*

### **Update/Comments:**

Status maintained. There are dozens of objectives, policies and programs/activities proposed in the current City Plan that support smart growth principles and development of the growth center. Most of them can be found under the follow goals statements. The City Plan's table of contents as a link to each goal.

#### Goals:

2.1 We will maintain the form and character of Downtown St. Albans as a linkage to our City's history. (page 10)

2.2 We will ensure that Downtown St. Albans thrives as a center of commerce, culture and community life in the face of ever-changing socio-economic trends. (page 12)

3.1 All City neighborhoods will be safe, vibrant and connected places to live. (page 16)

3.2 A variety of housing options will be available for all income levels and segments of the City's population. (page 18)

3.3 Our neighborhoods will play a significant role in marketing our City and attracting residents. (page 19)

4.1 The City is the economic and commercial hub of Northwest Vermont, welcoming proactive redevelopment activities, and providing a variety of goods, services, jobs and economic opportunities for the region. (page 26)

5.1 Living in, working in, or visiting the City contributes to healthy lifestyles. The City has ample opportunity for residents to be healthy including recreation facilities, walkable streets, nutritional food, and community events and activities. (page 36)

6.2 City streets, sidewalks and facilities will efficiently and safely get people where they need to go and play a beneficial role in place-making. (page 53)

9.1 The City will benefit the region in our role as the only city and the largest historic growth center. (page 77)

*Other provisions of the Municipal Plan are discussed throughout the application, including the goals supporting natural and historic resource protection that are included within the application on Pages 78-80.*

**Update/Comments:**

Status maintained.

## 5. Bylaws

*The city's Land Development Regulations were last amended on December 14, 2009. (See bylaws, Supplement 2 on the CD accompanying the application.) The regulations include zoning, subdivision and design review bylaws. These regulatory provisions conform to the municipal plan and implement the provisions that pertain to the growth center including the following provisions:*

- *Residential density maximums of more than 4 units per acre are allowed, even in the Low Density Residential (LDR) district.*

**Update/Comments:**

Status maintained.

- *The primary commercial, financial, retail and governmental uses are concentrated in the Central Business Sub-district (B1) that roughly corresponds to the designated downtown.*

Status maintained.

- *Diverse uses are permitted within the Growth Center including a full range of residential types, commercial, civic and industrial uses.*

Status maintained.

- *The design review districts require that new development support a pedestrian-friendly environment in keeping with the historic character of the city.*

Status maintained.

*The City Planning Director indicated to the PCG that the city plans to update the bylaws in 2012 to incorporate form based zoning that aims to provide greater predictability for developers and development that furthers smart growth principles. An update on the bylaws was recommended by the PCG when the City returns to the board for the 5-year designation renewal.*

**Update/Comments:**

The City had a robust discussion about the look, form and feel of the downtown, neighborhoods, and future development as part of the 2011 public involvement initiative called *Create St. Albans*. Since that process, the City has included form-based in all relevant amendments to the Land Development Regulations. What follows is a list of regulatory amendments since 2010 that address form-based standards, historic preservation, housing availability, or other aspects relevant to the designated growth center:



Community members take part in the *Create St. Albans* discussion on form and character.

1. Clarification of the sign regulations to better serve businesses while protect the aesthetics of the growth center.
2. The extension of a business district down Lake Street to better accommodate existing multi-family housing and allow for the reestablishment of a historic storefront.
3. The addition of design standards to gas stations in the growth center to protect pedestrian corridors.
4. The creation of a new medical institution district to allow the Northwestern Medical Center to expand in the growth center while protecting the interests of surrounding neighborhoods.
5. The creation of a new Business-Neighborhood Transition District to allow for existing commercial use of historic homes and including a specific form-based standard for buildings.
6. A requirement that new homes in the City have a form-based, prominent front entrance that faces the public way and preserves the primacy of pedestrian access.
7. New rules for the protection of stream corridors throughout the City.
8. New rules that increase allowances for residential uses in the business districts.
9. The expansion of definitions and rules to better address special residential uses throughout the City.

10. The extension of the central business district up Congress St. to allow for the continued economic use of a historic building on a dense lot.
11. An increase in the height allowance that the DRB can grant to processing and storage structures on cramped industrial lots in the growth district.

In the meantime, the current design review process and other provisions in the City's regulations have continued to maintain smart growth principles in land use development.

The City Land Development Regulations were last amended effective February 3, 2020.

## **6. Natural and Historic Resources Outside the Growth Center**

*St. Albans City contains no rural land within its boundaries. Rural lands outside the boundaries of the Growth Center are under the jurisdiction of St. Albans Town and municipalities adjoining it. A high proportion of the agricultural land surrounding St. Albans City is conserved as shown on Map 9. The City intends to maintain the rural character of the lands it owns in rural locations outside the Growth Center (such as water supply areas) as shown on Map 10 and to support regional planning efforts in the area as described on page 42.*

### **Update/Comments:**

Status Maintained.

*The St. Albans Municipal Plan includes numerous recommendations for facilitating development within the city which is expected to relieve pressure for development outside the Growth Center. (See findings under Section 3 above.) The provision of incentives through Growth Center Designation is also expected to draw development towards higher density sites within the city and away from greenfields in surrounding towns.*

One of the most evident benefits of growth center designation is in this regard. First of all, the City assumes that growth center designation has given it a competitive edge in the nearly \$7 million it has received in grants through VTrans, DHCD, and other departments since 2010 in order to fund planning and infrastructure projects that have been a key part to attracting a new level of development in the City. Furthermore, the growth center was a major enabling piece for the City's TIF District, which has resulted in an unprecedented new focus on development in the City versus development out in the fringe. The City is a significant success story on how growth center designation can be used to help remind private markets that there is also great potential for development in Vermont's historic urban centers. Through tax increment financing and grants, the City has attracted more than \$50 million in private investment with approx. \$20 million in public investment.

## 7. Infrastructure and Capital Planning

*St. Albans City's Capital Improvement Program (CIP) was adopted on February 8, 2010. Improvements needed to support the Growth Center are discussed on pages 48-54 of the application.*

*The water supply system has a capacity to produce six million gallons per day (GPD) with a little over one third of that capacity currently in use. Planned improvements to the system are addressed in the CIP to address deferred maintenance. Sufficient capacity exists to support the 20 year growth projections.*

### Update/Comments:

Status maintained. Sufficient capacity exists to support growth projections. Please see the attached letter from Aldrich +

Elliott Engineers, dated April 3, 2020. The 6 million gpd figure given in 2010 includes the 5 million gpd produced by the City's system combined with the 1 million gallons contained in the City's water tank. In reality, the water tank capacity should be considered as a reserve for a water main break or a fire suppression event. For this ten-year review assessment, an available treatment capacity of 4,500,000 gpd was used. The average water demand for 2019 was 1,865,793 gpd and a maximum day demand of 2,985,269 gpd (1,865,793 gpd X 1.6) was calculated based on a historical peaking factor of 1.6 for the St. Albans water system.

For a water system, once the capacity of the treatment and distribution systems approach 90% of capacity, then planning shall commence to increase capacity. With a full treatment capacity of 4,500,000 gpd, the 90% threshold is 4,050,000 gpd. Given the calculated maximum day demand of 2,985,269 gpd from 2019, and historical values beginning in 2003, the available capacity should be more than adequate to meet the future growth needs of the community for at least the next 20 years. In addition to the current capacity of the water system, the attached capital plan includes expenses for potential storage tank capacity upgrades.

*The wastewater treatment facility has a hydraulic design capacity of 8 million GPD but is currently permitted by ANR to process 4 million GPD. 3,657 GPD reserved for downtown development and more will be available if needed. A total of 253,500 GPD are committed, including 100,000 GPD available by agreement to the City of St. Albans*



Community members attend the ribbon-cutting of the new municipal parking garage.

*Town to serve the area around the city shown on Map 5 (page 26). An average of 2,350,000 GPD of wastewater is processed today from both the city and town. Up to 1,396,500 GPD in hydraulic capacity is available to meet the 20 year growth projections. (See July 2, 2010 memo by Wayne Elliott, PE for further detail on capacity.)*

Status maintained. Sufficient capacity exists to support growth projections. Please see the attached letter from Aldrich + Elliott Engineers, dated April 6, 2020. In 2010 the City had 2.6 million gallons per day used in actual flows or committed capacity. Ten years later that number is just over 3 million gpd. That is an increase of approximately 400,000 gpd in use and commitment. The City still has more than 950,000 gpd in capacity before reaching the permitted limit of 4 million gpd. Although it should be noted that that City will need to bring in additional monitoring and plan for future expansion if it reaches an increase of another 280,000 gpd and 80% of the permitted capacity. Nevertheless, the City has the wastewater treatment capacity for two more decades, at current growth rates, before needing to seek a permit to go above the 4 million gpd capacity. Furthermore the plant is designed for twice as many gpd as currently permitted.

*The need for additional organic capacity is being addressed through facility upgrades to improve nutrient removal for the discharge into St. Albans Bay. The wastewater treatment plant is currently at 100% organic capacity for biochemical oxygen demand. The current upgrades will increase organic capacity from the 8,000 lbs/day to 11,000 lbs/day to better align with the available hydraulic capacity. (7/2/10 Memo by Wayne Elliot, PE.) Additional upgrades may be necessary to meet water quality targets and are anticipated in the CIP.*

**Update/Comments:**

After improvements, organic capacity exists for projected growth. The City did not hit the 11,000 lb/day goal, but improvements did get us to 9,600 lb/day. Also this year the City should be finishing up an \$18 million round of useful life improvements, which includes treatment upgrades to achieve phosphorus removal at less than 0.1 mg/l. The attached capital plan includes the debt payments on this improvement project.

*Stormwater treatment and infrastructure needs are discussed above in Section 2. The ANR representative noted at the PCG meeting that stormwater treatment may be required not only for new construction but also for existing development in the future and suggested that the city report on how stormwater needs are being addressed in the CIP at the five year Growth Center Designation review.*

**Update/Comments:**

As described in preceding sections, the City is working in implementing stormwater treatment from Flow Restoration Plans for Rugg and Stevens Brooks and is in the process of developing a Phosphorous Control Plan for the Lake Champlain TMDL. The City now has a stormwater utility and is beginning to program stormwater treatment into the capital plan.

*Transportation needs and improvements are discussed on pages 59-68. The CIP focuses transportation priorities on the Federal Street construction project. The VTrans representative to the PCG pointed out that the CIP focused on vehicular transportation improvements and suggested (and others concurred) that in future updates of the CIP, there be a funding category for non-vehicular travel infrastructure and that this be reviewed when the growth center designation is renewed.*

**Update/Comments:**

The City has engaged in a decade of sidewalk and streetscape projects that have rehabilitated the City's non-vehicular neighborhood transportation network and brought complete-streets amenities to the Downtown. Further improvements are included in the attached capital plan, including the Kingman Street Project, the Federal Street Sidewalk project and the final phase of the City's Neighborhood Sidewalk Program. In total, City voters have approved \$6 million in non-TIF bond funds for neighborhood sidewalks and curbs. Furthermore the Dept. of Public Works supports maintenance of current crosswalks and creation of new ones in other City budget areas.

**8. Size of Growth Center**

*The proposed growth center is 1,201 acres, within the 1,256 acre city. Well over 50% of the 1,800 new jobs and 517 new residents with 220 housing units projected over a 20-year period can fit into the growth center in a manner consistent with the statutory definition of Growth Center, as described in the growth projections and build out analysis on pages 5–26.*

*Population in St. Albans city has decreased since 1960 when 8,800 people or 30% of Franklin County residents lived in the city. By 2000, population dropped to 7,650 (17% of the county). Statistical approaches show steady growth in employment in the city but a slow drop in residents over the next 20 years (Figures 5 and 9). The city seeks Growth Center Designation to actively support development in the city in order to reverse the downward population trend. Housing growth projections for the next 20 years, presented in Figure 7 and Table 4, are based on the goal of retaining the current 17% share of the County's population. These goal-based projections are supported by the projected growth in jobs, the land available for development and redevelopment within the growth center, as well as changes in demographics and housing preferences favoring urban residences.*

*Sewer, water line and transportation improvements (but no extensions) are planned as discussed above in Section 7 to support existing and planned development in the city. The measures discussed in sections 3-5 above ensure that neither scattered nor low-density development will result from the planned investments in infrastructure.*

*Given the configuration of the growth center, the fact that no previously undeveloped land is involved, and the city's projected growth over the next 20 years, the growth center*

does not encompass an excessive area of land that would involve unnecessary extension of infrastructure to serve low-density development or result in scattered or low-density development at the end of the 20 year period.

**Update/Comments:**

After five years, the City sees the need to comment on actual development versus the projections from the 2010 application.

**Employment:**

Table 1 shows the actual jobs (covered by unemployment insurance) located in St. Albans City and Franklin County and projections based on the change from 2010 to the latest data in 2018 and 2019. There is a divergence between this data and the original application data (Table 2).

The new numbers being provided in this update are lower than those presented in 2010 for the 2020 and 2030 projections. However it should be noted that the new projections based on current trends show the City having a larger, albeit dwindling, percentage of the County’s number of jobs over time. Because of the current COVID-19 pandemic and the likely recession to follow, the City included the “Great Recession” years when calculating the mean annual change that is used to produce the updated projections. The assumption is that these numbers will reflect the City’s job trends both in good times and bad.

Year*	City	County	City as % of County
2005	7,538	15,691	48.0%
2006	7,446	15,722	47.4%
2007	7,606	16,052	47.4%
2008	7,064	16,488	42.8%
2009	6,880	16,206	42.5%
2010	6,967	16,338	42.6%
2011	6,640	16,116	41.2%
2012	6,650	16,215	41.0%
2013	6,933	16,763	41.4%
2014	7,263	17,080	42.5%
2015	7,565	17,401	43.5%
2016	7,922	17,894	44.3%
2017	7,889	17,699	44.6%
2018	8,006	17,835	44.9%
2019 Q3	7,961	17,802	44.7%
Change 2005-2018	468	2,144	
Mean Annual Change	36	165	
Projected 2025	8,177	18,792	43.5%
Projected 2030	8,357	19,616	42.6%
Projected 2035	8,537	20,441	41.8%
Projected 2040	8,717	21,265	41.0%

\*Employment given in State’s annual averages, except for 2019 3<sup>rd</sup> quarter figure.  
Data Source: Actual jobs located in City and County from VT Dept. of Labor, U.I. Covered Employment & Wages (QCEW) Report

	<i>Estimated Projections</i>				
	1990	2000	2010	2020	2030
<b>City of Saint Albans</b>	5449	7247	8200	9000	9500
<b>Franklin County</b>	11,279	14,852	17,500	21,200	25,000
<b>City as Percent of County</b>	48%	48%	47%	42%	38%

**Housing:**

Table 3 below shows the housing data from the original 2010 application with updates from the 2010 Census, which was not available at the time. Similarly, the new 2020 Census data will not be available for this 2020 review. The Census Bureau downgraded the population count and number of housing units in St. Albans in 2010, which could be attributed to various factors, including:

- An overcount of housing units and people in 2000.
- An undercount of housing units and people in 2010.
- Actual net housing unit and population loss between 2000 and 2010.

The City has no proof that there was a significant loss of actual housing units between 2000 and 2010. In the meantime, the City approved permits for 104 new housing units from 2010 to 2019. Another 96 housing unit permits were granted in early 2020 for applications that had been in development review in 2019. The City’s projection for 2020 has been adjusted assuming a 75% completion rate for 2010-2019 permitting housing units in time for the 2020 Census and accounting for the 23 units demolished at Maiden Lane for the Congress & Main Project. The City’s 2030 and 2040 projections take into account the 96 permits recently approved in 2020 and a continuing adjustment based on the 2010-2019 permits. The Franklin County projections were updated based on Census trends for 1970 through 2010.

**Table 3. Housing in City of Saint Albans and Franklin County, 1940-2040**  
**Updated from original application with strike-outs and new projections.**

	1940	1950	1960	1970	1980	1990	2000	Updated	Projections*		
								2010	2020	2030	2040
<b>City of Saint Albans</b>	2,184	2,634	2,802	2,809	3,077	3,214	3,378	3,231 <del>3,430</del>	3,286 <del>3,500</del>	3,460 <del>3,596</del>	3,538
<b>Franklin County</b>	8,245	9,324	9,963	11,414	14,460	17,250	19,191	21,588 <del>21,250</del>	24,132 <del>23,700</del>	26,676 <del>26,200</del>	29,220
<b>City as Percent of County</b>	26%	28%	28%	35%	21%	18%	18%	15% <del>16%</del>	14% <del>15%</del>	13% <del>14%</del>	12%

\*Projections from 2010 application adjusted by percent difference in real vs. projected 2010 data.  
 Data Source: U.S. Census Bureau, Census of Population and Housing

**Population:**

Table 4 below shows the population data from the original 2010 application with updates from the 2010 Census, which was not available at the time. The assumed reasons for the loss in Census population between 2000 and 2010 are discussed above in the explanation for Table 3. In light of the additional housing units added in the City’s growth center, the expansion of employers, and the efforts underway to beautify and market the Downtown and neighborhoods, it is likely that the City will meet the adjusted 2020 projection below.

<b>Table 4. Population of City of Saint Albans and Franklin County, 1990-2040</b> <b>Updated from original application with <del>strike-outs</del> and <i>new projections</i>.</b>						
	<i>Updated</i>			<i>Projections*</i>		
	<b>1990</b>	<b>2000</b>	<b>2010</b>	<b>2020</b>	<b>2030</b>	<b>2040</b>
<b>City of Saint Albans</b>	7,339	7,650	6,918 <del>7,800</del>	6,901 <del>7,980</del>	7,266 <del>8,150</del>	7,430
<b>Franklin County</b>	39,980	45,578	47,746 <del>48,887</del>	53,090 <del>52,287</del>	58,687 <del>55,863</del>	64,284
<b>City as percent of County</b>	18%	17%	14% <del>16%</del>	13% <del>15%</del>	12% <del>15%</del>	12%

\*Projections from 2010 application adjusted by multiplying the updated housing projects in Table 3 by the 2010 persons-per-housing unit of 2.1 for the City and 2.2 for the county.

Original Franklin County Projection Source: 2009 Woods and Pool Population Forecasts

All other Data Source: U.S. Census Bureau, Census of Population and Housing

## 9. Support for Downtown, Village Center or New Town Center

*Other than downtown St. Albans within the growth center, there are no designated downtowns, villages or new town centers located in or adjacent to the city. St. Albans city has the only designated downtown in the Northwest region. The closest designated village center to the city is the village of Swanton that serves mainly as a local service center (pages 27-29).*

*The city’s downtown serves as the “commercial hub for goods and services” in the northwest region (page 29). St. Albans city has 250 retail establishments in the downtown area, accounting for 12% of the retail share in the region. Competition for retail sales is strong; both from the shopping centers at I-89 Exit 20 in St. Alban Town immediately north of the city, and from the retail businesses in Chittenden County, a 30 minute drive away. The city’s stated goal is to continue to attract employment and a variety of housing types within the growth center to support businesses and services in downtown St. Albans.*

*The city now provides for a mix of residential, commercial, civic and industrial uses within the growth center with the highest concentrations within the designated downtown. The mix and scale of those uses proposed within the growth center are consistent with the municipal and regional demand and will support and reinforce the designated downtown within St. Albans City.*

### Update/Comments:

Status maintained.

## 10. Capacity for Growth in Downtown, Village Center or New Town Center

*Through its projections, the city anticipates that about 220 additional housing units and 1,800 additional jobs will be added to the city over the next 20 years. The build out*

*analysis did not evaluate the potential for a majority of that growth to occur in the designated downtown.*

*Instead, the city identified and showed the development potential of 10 sites within the growth center, of which 7 sites are in or immediately adjacent to the designated downtown and the remaining sites close by. The Summary of Build-Out Analysis of Ten Redevelopment Sites (Appendix 1) demonstrates that substantial redevelopment potential exists on those sites – both those in the downtown and those outside (but within the growth center).*

**Update/Comments on Location of Development:**

Table 5 below shows that the vast majority of new development between 2010 and today has been permitted within the designated growth center. There are only two projects that have been permitted outside the growth center: the expansion of the regional ambulance service, and the conversion of an existing hotel property to add two buildings and 27 apartments.

**Table 5: Types and Location of Development Permits 2010-2020**

Period	Permit Type	In Growth Center				Outside Growth Center	Total in City
		In Downtown	Outside Downtown	Growth Ctr. Subtotal	% in Growth Ctr.		
2010 through May 2015	Structures	8	13	21	95.5%	1	22
	Enterprises	9	8	17	94.4%	1	18
	Dwelling Units	12	30	42	100.0%	0	42
	Subdivisions	3	2	5	100.0%	0	5
June 2015 through March 2020	Structures	5	28	33	94.3%	2	35
	Enterprises	9	2	11	100.0%	0	11
	Dwelling Units	80	51	131	82.9%	27	158
	Subdivisions	0	1	1	100.0%	0	1
Total	Structures	13	41	54	94.7%	3	57
	Enterprises	18	10	28	96.6%	1	29
	Dwelling Units	92	81	173	86.5%	27	200
	Subdivisions	3	3	6	100.0%	0	6

Including new enterprises and dwelling units that were developed within existing structures.  
Data Source: St. Albans City permitting logs

Please see the attached maps for more context on where development has been permitted in the City. Here is some further context about permitted development in the City related to the designated downtown and growth center:

1. The most intensive commercial and residential developments have been permitted within the downtown, including the Mylan Technologies expansion, the new State office building, the new Hampton Inn, and the commercial building and apartments associated with the Congress & Main Project.

2. The new structures and dwelling units permitted outside the Downtown are associated with neighborhood revitalization throughout the City. Nearly 40 new houses and mobile homes have been permitted, adding to the City’s stock of desired single-family and “missing middle” housing opportunities.
3. The only significant development permitted outside the growth center is the conversion of the existing Cadillac Motel property on So. Main St. While outside the growth center, this development still exhibits a few principles of smart growth and housing availability:
  - a. It is adding 27 new housing units to the City’s stock.
  - b. It is an infill development project
  - c. It does not increase the number or width of curb cuts onto South Main St, which is a U.S. route and already capable of accommodating any increased traffic.
  - d. The property is located on the City’s sidewalk and bike-lane network.

### **Update/Comments on Redevelopment Sites:**

Here is an update on the 10 Redevelopment Sites originally presented in the 2010 application:

1. Downtown Core: **Complete.** The core was redeveloped with a 365-space parking garage and a new state office building, bringing 200 workers closer to Downtown. The sale of the old State building was part of an expansion at Mylan Pharmaceuticals, which resulted in hundreds of new jobs over time. The icing on the cake was the opening of the new Downtown Hampton Inn hotel on Lake Street in 2017.
2. 101 Lake Street: No new developments as of yet.
3. Handy’s Lake Street: No new developments as of yet, but the current site is now fully utilized, which is an improvement from 2010.
4. Homeland Security: No new developments, but the City and the Immigration Service are in regular talks about potential for expansion and how TIF funding could help.

5. JC Penney Plaza: No new structures, but the site now acts as a major anchor for Downtown with the Post Office, Walgreen's, 14<sup>th</sup> Star Brewery and Planet Fitness. Many interior improvements have been made.

6. Agway: **Complete.** Nutrablend now owns the site and has further developed the property with a 40,000 sq.ft. warehouse.



Ribbon cutting of the new State office building.

7. Fonda Property: **In Progress.**

The City finished the \$800,000 first phase of site remediation and the demolition of contaminated buildings 2011. Environmental assessment is currently underway for remediation and redevelopment of a portion of the site for a new railroad dispatch center. The City will subdivide and redevelop the rest of the site in a similar manner.

8. Handy's Toyota: No additional development as of yet. The site is now actively used as the dealership's used car operation and a service center.

9. Stebbins Street: **In Progress.** 14 Stebbins St. was the site of a blighted building, now renovated into a dance studio with apartments. This area of the Downtown was also the subject of an area-wide-planning redevelopment visioning exercise funded with regional brownfields dollars in 2016-2017.

10. Federal Street Corridor: **In Progress.** The first phase of this multi-modal transportation project was completed in 2017 with major improvements to the Lake-Federal-Catherine-Market St. intersection and approaching streets. Currently the City is engaged in design work on the sidewalk portion of the corridor along Federal St. to the north.

In addition to the redevelopment sites identified in the original growth center application, the City is pleased to include these additional redevelopment projects that have occurred in the growth center:

1. The new Downtown Ace Hardware store at 109 No. Main St.
2. The new co-op store at the St. Albans Cooperative Creamery, along with improvements and expansions at the creamery plant. More manufacturing expansions are planned, now that Dairy Farmers of America has purchase the creamery.

3. The massive Congress & Main project, which includes:
  - a. a new 25,000 sq.ft. commercial building on Main Street to house CCV, offices for Northwestern Medical Center and retail spaces;
  - b. 30 new units of subsidized housing owned by Champlain Housing Trust; and
  - c. 33 new units of market rate and workforce housing owned by a private developer.



The Congress & Main Project, under construction in 2020.

*The city takes the position that not all types of development are appropriate in the designated downtown. Residential neighborhoods surrounding a downtown should reflect a gradient of decreasing density from the most dense within the downtown to compact but less dense types such as detached housing units at the outer edges of the growth center. Most industrial uses would also be inappropriate within the designated downtown and thus additional re-development land is needed within the growth center to accommodate the full range of development types desired by the city. The proposed growth therefore cannot reasonably be achieved within the existing designated downtown, especially to meet the city's future needs for diverse housing options.*

**Update/Comments:**

Status maintained. A significant share of the City's new housing activity occurs within its established neighborhoods within walking distance of the downtown, including new or maintained subsidized affordable housing, as exemplified by the recent efforts of Rail City Housing, LLC to improve subsidized housing duplexes on Fairfield Street and Lincoln Ave. and reestablish the subsidies for 24 units of housing on Lower Welden St. This development benefits from its inclusion within the growth center and its close proximity to Downtown St. Albans.

**11. Definition of Growth Center**

*St. Albans' proposed growth center contains the following characteristics that substantially meet the definition of a growth center.*

**Mix of uses** – *The existing and planned mix of uses includes retail, office, services, and other commercial, civic, recreational, industrial, and residential uses, including affordable housing and new residential neighborhoods (pages 43-45).*

**Public spaces** – Parks, schools and other public spaces are well distributed throughout the city as shown on Map 11 and discussed on pages 55-56.

**Central places or focal points** – The downtown is organized around Taylor Park, a large green which marks the geographic, social, and commercial center of the city. This and other focal points around key educational and employment centers in the city are discussed on page 57.

**Densities** – St. Albans City is characterized predominately by areas of existing dense urban settlement and the city encourages in-fill development and redevelopment of historically developed land as discussed above in Sections 5 and 7.

**Infrastructure investments** – Investments in infrastructure are discussed above in Section 7. The City Manager informed the PCG that new development is required to contribute to sidewalks, bus shelters, etc. and the city charter includes the ability to assess adjoining landowners 1/3 the cost of sidewalks. The city already has 19 miles of sidewalks. ANR noted the city's progress towards obtaining "Tree City USA" designation and the importance of green infrastructure in water quality improvements and recommended making improvements in this area a priority.

**Compact development** – St. Albans city is already a compact concentrated area of development and plans to continue relying on existing infrastructure to improve and further infill within the existing boundaries. The less-compact, developed areas at the northern and southern ends of the city were removed from the Growth Center boundaries.

**Statewide planning goals and smart growth principles** – See findings below.

**Act 250 purposes** – The St. Albans Growth Center meets the purposes of Act 250 by planning to concentrate development in a location where infrastructure is available and the majority of development will be infill.

#### **Update/Comments:**

Status maintained.

## **12. Definition of Smart Growth**

*St. Albans City's proposed growth center is planned to substantially conform to the smart growth principles as follows.*

**Historic development pattern** – *St. Albans City is a compact, historic urban center and the growth center is planned to reinforce the existing pattern.*

**Compact, mixed use centers** – *St. Albans City is a compact, mixed use center and the growth center is planned to maintain the compactness and enable the city to continue serving as the employment and service center for the northwest region while supporting a wide range of housing options.*

**Transportation choice** – *Most of the land within the growth center is within a ½ mile walk of the downtown and other key destinations in the community (Map 12) and sidewalks are available throughout. Hourly bus service is available to points around the St. Albans City and Town, stopping at the hospital, grocery stores and housing complexes among others, and daily express commuter bus service to Burlington is available as well (page 62).*

***Important environmental and historic features*** – See findings under Section 2 above.

***Agriculture and forest industries*** – See findings under Section 3 above.

***Public utilities and services*** – As discussed in Section 7 above, economic and efficient public utilities and services exist and are available to support the city's planned growth.

***Diversity of downtown and village businesses*** – The city's downtown includes a wide range of businesses. The growth center will support the viability and vibrancy of these businesses by encouraging and promoting new employment and housing within walking distance of the downtown.

***Diversity of housing*** – The city's land use regulations enable a diversity of housing types. It has and will continue to partner with public and private entities to ensure that the full range of housing options including subsidized, workforce and market-rate, are available (page 45).

***Settlement pattern that is not scattered development, limits transportation options, fragments farm and forest land, requires extension of infrastructure across undeveloped land, or linear development*** – The city's growth center excludes the two areas of the city that might be characterized as strip development along Route 7 and aims to concentrate development in the core where infrastructure already exists.

**Update/Comments:**

Status maintained.

## MEMORANDUM

Date: April 3, 2020

To: Chip Sawyer, City of St. Albans

From: Wayne Elliott, P.E.

RE: City of St. Albans  
Water Treatment Facilities  
Uncommitted Reserve Capacity  
A+E Project 17122

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### Background

The City of St. Albans owns and operates two (2) water treatment plants, Maquam Shore and Fairfax. The Fairfax plant was originally constructed in the 1960's and was upgraded in 1985 and 2016. Maquam Shores was constructed in the 1970's and upgraded in 1995.

### Permit to Operate

These facilities operate under Permit to Operate No. 0089 issued by the State Drinking Water and Groundwater Protection Division (VT DWGPD). The City of St. Albans is the designated owner/permittee. The approved sources are Lake Champlain, Fairfax Reservoir, and Silver Lake/Fairfax. The treatment capacity of the Maquam Shore WTP is 3,000,000 gpd and the treatment capacity of the Fairfax WTP is 2,000,000 gpd. These treatment capacities are based on supplying the maximum day water demands. Storage for domestic and fire flow demands is provided by the 1.0 MG Aldis Hill storage tank.

### Water Production

In the 2012 Water Facilities Planning study, the historical water production was summarized from 2003 through 2011, and remained relatively consistent from year to year. The average water production over this period ranged from 1,851,277 gpd to 2,087,858 gpd. About half of the water is supplied from each WTP, but the Fairfax WTP is less expensive to operate, so the capacity of this facility is maximized to the extent possible.

Water production was reviewed for 2019, and averaged 1,865,793 gpd. This year is indicative of an average year when compared to historical operating data going back to 2003. Water demands have historically been closely aligned with weather conditions, despite continued growth and new connections from development projects. This is due to new development project's implementation of water conservation measures such as more efficient fixtures, appliances, etc. Additionally, the City has been proactive in replacing original waterlines to reduce leaks and limit unaccounted water.



### **Uncommitted Capacity**

The Permit to Operate indicates a treatment capacity of 5,000,000 gpd which is based on the maximum day demand but doesn't include any redundancy. Also, the capacity of the Fairfax plant is closer to 1,500,000 gpd than the 2,000,000 gpd stated in the Permit to Operate.

Unlike the City's wastewater allocations, the committed capacity is not tracked for water so information is not available on new development projects that have been approved but not connected.

For this assessment, an available treatment capacity of 4,500,000 gpd will be used. The average water demand for 2019 was 1,865,793 gpd and a maximum day demand of 2,985,269 gpd ( $1,865,793 \text{ gpd} \times 1.6$ ) was calculated based on a historical peaking factor of 1.6 for the St. Albans water system.

### **Distribution Storage**

Providing adequate distribution storage for domestic and fire flows is also critical water infrastructure and impacts capacity. As part of the last Sanitary Survey, the State identified the lack of storage volume as a significant deficiency and required that a plan be developed for addressing this issue. A preliminary engineering study is underway to evaluate alternatives, and develop a proposed project. The City continues to work closely with the State and move forward to address this issue.

### **Summary**

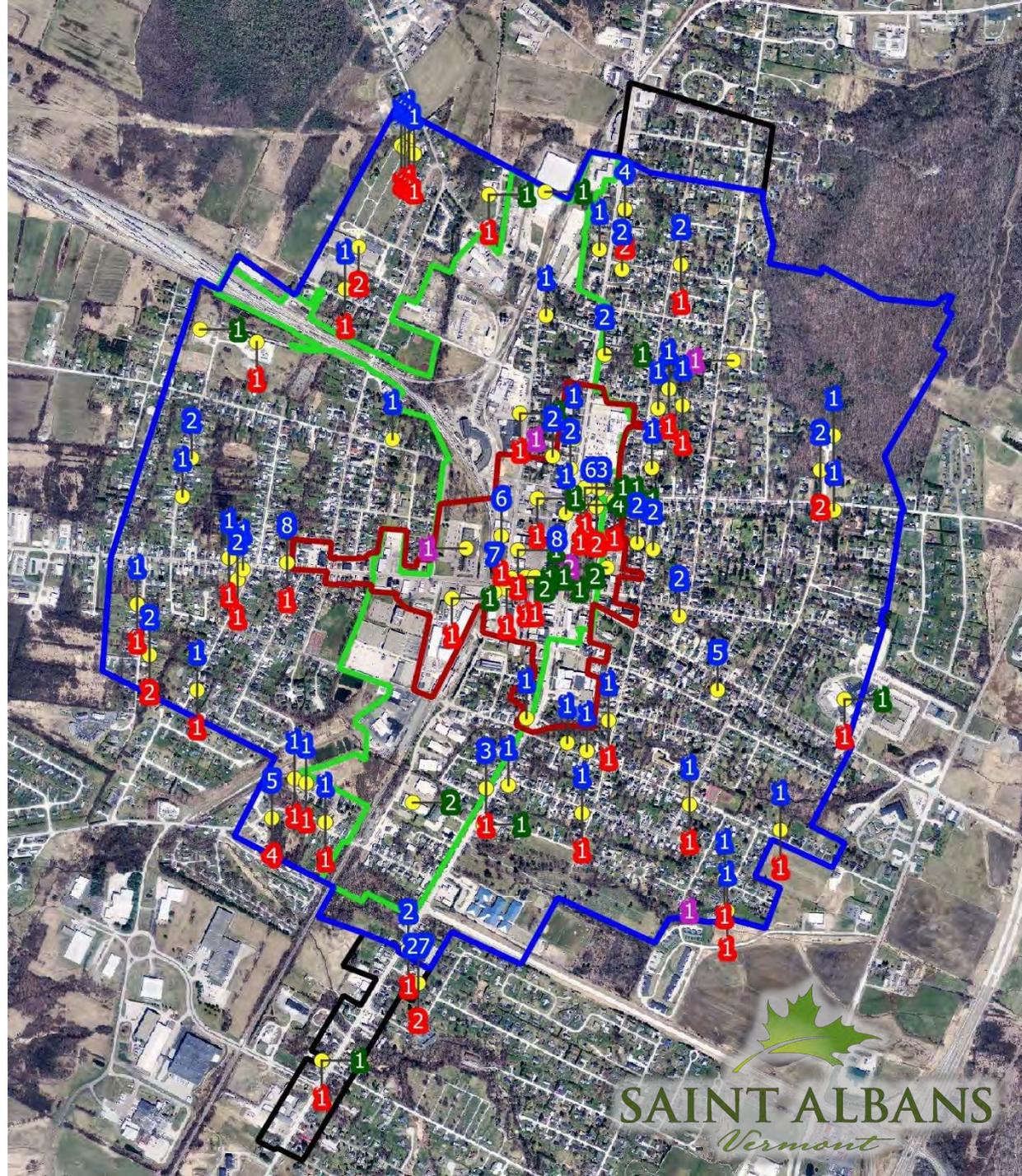
For a water system, once the capacity of the treatment and distribution systems approach 90% of capacity, then planning shall commence to increase capacity. With a full treatment capacity of 4,500,000 gpd, the 90% threshold is 4,050,000 gpd. Given the calculated maximum day demand of 2,985,269 gpd from 2019, and historical values beginning in 2003. Once the distribution storage capacity limitation is addressed, the available capacity should be more than adequate to meet the future growth needs of both St. Albans City and Town for at least the next 20 years.

# City of St. Albans Growth Center Designation 2020 Five-Year Review

## Location of Permitted Development, 2010-2020

### Legend

-  City Boundary outside Growth Center
-  Growth Center Boundary
-  Designated Downtown Boundary
-  TIF District Boundary
-  Permitted Site
-  # Permitted Dwelling Units
-  # Permitted Structures
-  # Permitted Enterprises
-  # Permitted Subdivisions



## City of St. Albans Capital Plan

Planned Projects - Funds at Implementation						
Neighborhood Sidewalks/Curbs Final Phase						
This completes the remaining sidewalks and curbs that were not addressed as part of the City's initial sidewalk bond						
Project Financing (in millions of dollars)						
	FY20	FY21	FY22	FY23	FY24	FY25
General Fund Bonds		1.5				
Loans						
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>			86,142			
<b>Percent Impact on Tax Rate</b>			N/A. Debt will be serviced by local option tax			

Fonda Site Remediation and Site Preparation						
Eliminate the polluted slab at Fonda to allow for redevelopment project						
Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	FY20	FY21	FY22	FY23	FY24	FY25
TIF Bonds		1.0				
Enterprise Fund Contributions		0.25				
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>			57,428			
<b>Percent Impact on Tax Rate</b>			N/A. Debt funded by TIF Increment			

Kingman Street Streetscape						
Build a new year round pool at Hardack site.						
Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	FY20	FY21	FY22	FY23	FY24	FY25
TIF Bonds			0.90			
Clean Water State Revolving Loan Fund			0.50			
Vtrans Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>			51,685			
<b>Percent Impact on Tax Rate</b>			N/A. Debt funded by TIF Increment			
<b>Estimated Impact on Water/Wastewater Rates</b>			0.9%			

Community Pool at Hardack						
Build a new year round pool at Hardack site.						
Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	FY20	FY21	FY22	FY23	FY24	FY25
General Fund Bonds			2.5			
Town Contribution						
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>			143,570			
<b>Percent Impact on Tax Rate</b>			N/A. Debt will be serviced by local option tax			

**St. Albans State Highway/Nason Street Gravel Wetland**

This completes the remaining sidewalks and curbs that were not addressed as part of the City's initial sidewalk bond

Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
Stormwater Fund Bonds			0.375			
Loans						
Grant			0.375			
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>21,535</b>		
<b>Percent Impact on Stormwater Fee</b>				<b>36.0%</b>		

**Federal Street Sidewalks and Curb**

Build a new year round pool at Hardack site.

Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
TIF Bonds			1.00			
Enterprise Fund Contributions						
Grant			0.70			
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>57,428</b>		
<b>Percent Impact on Tax Rate</b>				<b>N/A. Debt funded by TIF Increment</b>		

**Aldis Hill Water Tank Improvements**

Build a new one-million gallon water tank.

Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
Drinking Water SRF			1.00			
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>57,428</b>		
<b>Estimated Impact on Water/Wastewater Rates</b>				<b>1.0%</b>		

**Stebbins Street Combined Sewer Separation**

Build a new year round pool at Hardack site.

Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
Clean Water SRF			0.75			
Enterprise Fund Contributions						
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>43,071</b>		
<b>Estimated Impact on Water/Wastewater Rates</b>				<b>0.8%</b>		

**Federal Street Combined Sewer Separation**

Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
Clean Water SRF				1.00		
Enterprise Fund Contributions						
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>57,428</b>		
<b>Estimated Impact on Water/Wastewater Rates</b>				<b>1.0%</b>		

**Police Department Renovations and Relocation**

Build a new year round pool at Hardack site.						
Date for Voter Approval (if needed)						
Project Financing (in millions of dollars)						
	<b>FY20</b>	<b>FY21</b>	<b>FY22</b>	<b>FY23</b>	<b>FY24</b>	<b>FY25</b>
Enterprise Fund Loan			1.00			
Grant						
<b>Estimated Debt Service @ 3.0% for 25-years</b>				<b>57,428</b>		
<b>Estimated Impact on Tax Rate</b>				<b>1.2%</b>		





## City of St. Albans Capital Plan

### Debt Service

General Fund	FY49	FY50
<i>Existing Debt Service</i>		
Renovation of City Hall		
Fairfield Street Roadway		
Lake & Main Sidewalk Reconstruction		
Neighborhood Sidewalks, Phases 1-3		
<i>Subtotal, Existing Projects</i>		
<i>New Debt Service</i>		
Police State Renovations Enterprise Loan		
<b>Total - General Fund</b>		

Local Option Tax	FY49	FY50
<i>New Debt Service</i>		
Neighborhood Sidewalks, Final Phase		
Community Pool at Hard'ack		
<b>Total - Local Option Tax</b>		

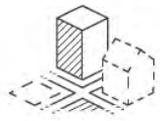
Tax Increment Financing	FY49	FY50
<i>Existing Debt Service</i>		
First Bond, including Ace & Streetscapes		
Second Bond, including Core and Streetscapes		
Main & Congress		
<i>Subtotal, Existing Projects</i>		
<i>New Debt Service</i>		
Fonda Site Remediation and Site Preparation		
Kingman Street Streetscape		
Federal Street Sidewalks and Curb		
<i>Subtotal, New Projects</i>		
<b>Total - Tax Increment Financing</b>		

Water/Wastewater Funds	FY49	FY50
<i>Existing Debt Service</i>		
USDA Water System Bond		
Fairfax Reservoir Dam Rehabilitation		
Streetscape Water System Improvements		
Fairfield Street Water System Improvements		
Fairfax Reservoir Treatment Filter		
Fairfield Street Wastewater System Improvements		
Streetscape Wastewater System Improvements		
USDA Wastewater Plant Renovation Bond	343,321	
Wastewater Plant Renovation SRF Bond		
Wastewater Improvement Bonds		
<i>Subtotal, Existing Projects</i>	343,321	
<i>New Debt Service</i>		
Kingman Street Wastewater Improvements		
Fonda Site Utilities		
Aldis Hill Water Tank Improvements		
Stebbins Street Combined Sewer Separation		
Federal Street Combined Sewer Separation		
<i>Subtotal, New Projects</i>		
<b>Total - Water/Wastewater Funds</b>	343,321	

Stormwater Utility	FY49	FY50
<i>New Debt Service</i>		
St. Albans State Hwy/Nason St. Gravel Wetland		
<b>Total - Stormwater Utility</b>		

# Growth Center Designation Program





# Growth Center Designation Program

## 6 Growth Centers

Designated Growth Centers encompass areas beyond the civic and commercial core to **shape a community's development over 20 years**. Once designated, infrastructure and building investments (both public and private) combined with a local framework of policies and regulations, ensure that future development will enhance the vitality of the designated center, while protecting farm and forest land outside the Growth Center.



© Designated Growth Centers



# Growth Center Designation Program

## Requirements

	DOWNTOWN VILLAGE CENTER	NEW TOWN CENTER	GROWTH CENTER	NEIGHBORHOOD DEVELOPMENT AREA
<b>AUTHORITY</b>				
Statute Section (24 V.S.A. Chapter 76A)	2793	2793a	2793b	2793c 2793e
Date Established	1998	2002	2002	2006 2013
<b>ADMINISTRATIVE REQUIREMENTS</b>				
Pre-application meeting with DHCD staff	√	√	√	√
Complete application submitted by the legislative body of a municipality*	√	√	√	√
Notice sent to RPC and RDC of intent to apply	√	√	√	√
Notice of application published in local newspaper	√			
Notice of application sent to adjoining towns and interested parties				√
Map of proposed designation**	√	√	√	√
Preliminary application required				√
Number of days to a designation decision after application received	45	45	45	90
Number of years the designation remains in effect (renewal required to maintain designation)	8	8	8	20 ***
Interim review required (interval of years) ***	4		4	5 ***
<b>LOCAL CAPACITY AND CHARACTERISTICS</b>				
Area listed or eligible for National Register of Historic Places	√			
Community reinvestment agreement - signed by municipality & others	√		√	
Source of funding for necessary improvements	√			
An organizational structure for long-term revitalization	√			
Meet requirements for sewage and water systems	√		√	√
Existing or planned multi-modal transport options including transit			√	√
Existing or planned mix of uses				√
Existing or planned civic and public buildings			√	
Existing or planned public spaces				√
Existing or planned pedestrian friendly features				√
Right to use household energy conserving devices				√
<b>PLANNING STATUS</b>				
Confirmed Planning Process (Municipal Plan approved by RPC)	√	√	√	√
Plan addresses intention to apply for designation and support for goals****	√	√	√	√
20 year plan for growth with local and regional growth projections				√
Adopted Zoning and Subdivision Regulations				√
Bylaw provisions that support the goals of designation	√		√	√
Non-regulatory programs that support the designation				√
Capital budget and program for public infrastructure	√		√	√
Municipal center plan			√	
Concept plan showing vision for the area				√
Official Map (optional for Growth Centers)			√	√
Maps showing resources and development constraints				√
Maps showing existing and planned public facilities				√
Justification for designation location and boundaries			√	√
Plan for mixed income housing			√	
Impacts on natural resources avoided				√
Compatibility with cultural and historic resources				√
Regional Planning Commission (RPC) description of regional context				√
RPC confirms that designation is in conformance with regional plan				√

\* For Neighborhoods, landowners may apply directly. \*\* Growth Center map requirements differ from others.

\*\*\* Neighborhood review and renewal is concurrent with the underlying designation. \*\*\*\* Growth Center plan requirements differ from others.

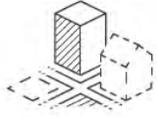
## Benefits

	DOWNTOWN VILLAGE CENTER	NEW TOWN CENTER	GROWTH CENTER	NEIGHBORHOOD DEVELOPMENT AREA
<b>AUTHORITY</b>				
Statute Section (24 V.S.A. Chapter 76A)	2793	2793a	2793b	2793c 2793e
Date Established	1998	2002	2002	2006 2013
<b>PURPOSE</b>				
Historic Preservation*	√	√		√
Economic Revitalization*	√	√		√
Smart Growth	√	√	√	√
Economic Development	√	√	√	√
<b>BENEFITS</b>				
10% State Historic Rehabilitation Tax Credit	√	√		
25% Façade Improvement Tax Credit	√	√		
50% Code Improvement Tax Credit	√	√		
50% Technology Tax Credits	√	√		
Downtown Transportation Fund	√			
Sprinkler System Rebate	√			
Special Assessment District	√	√	√	
Reallocation of Sales Tax on Construction Materials	√			
Traffic Calming Options	√			
Signage Options	√			
No appeal of decision on character of neighborhood for housing	√			√
Act 250 Threshold and Exemption for "Priority Housing Projects"	√		√	√
Act 250 Limited Review & Criteria - "Downtown Findings" Act	√			
250 Findings and Conclusions for Growth Centers				√
Act 250 Master Plan Permit Application				√
Act 250 Mitigation for Loss of Primary Agricultural Soils** Act	√		√	√
250 fee reduction				√
Act 250 Existing Settlement under criterion 9(L)	√	√	√	√
Exemption from land gains tax				√
ANR Wastewater fee capped at \$50/application				√
<b>PRIORITY CONSIDERATION***</b>				
All State Agencies and Funding Programs - first priority Specific	√	√		
State Agencies and Funding Programs:				
Municipal Planning Grants	√	√		√
Bike/Ped and Transportation Alternatives Grants	√	√		√
Property Assessment Fund (Contaminated Sites / Brownfields)	√	√		√
Community Development Block Grants	√	√		√
ANR Wastewater funding	√	√		√
State affordable housing funds	√	√		√
Locating State Buildings	√	√	√	√

\*May not apply to all growth centers.

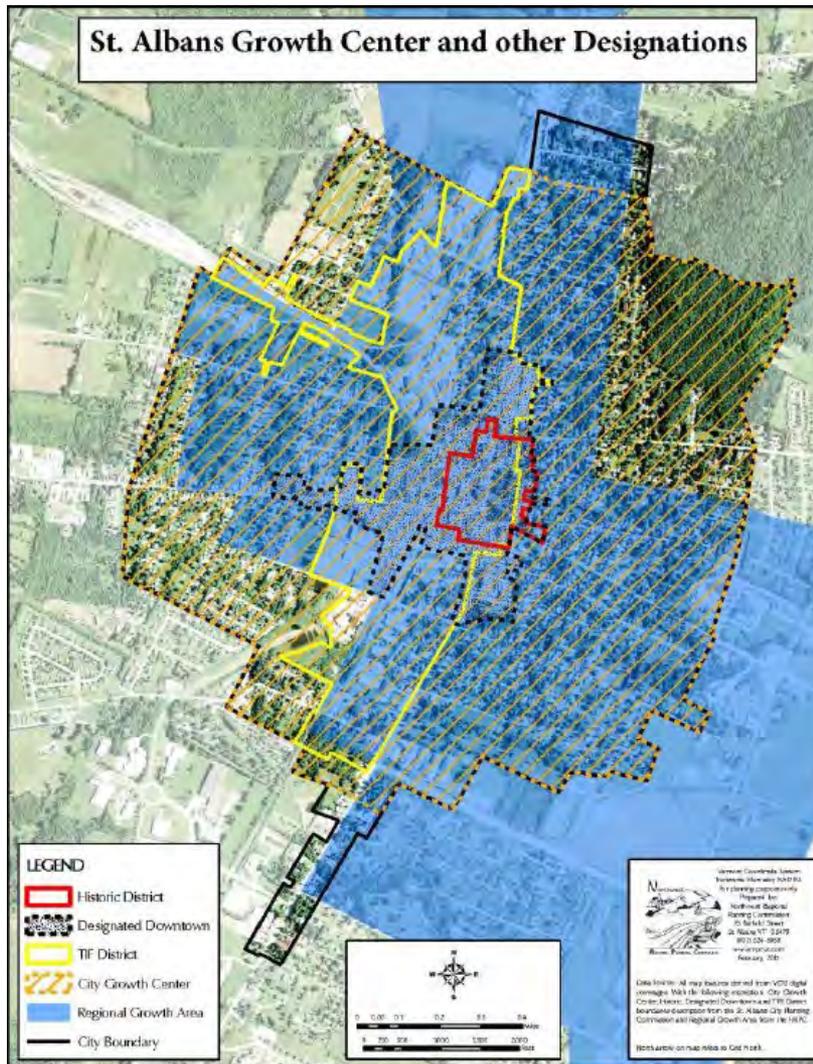
\*\*Agricultural soil mitigation benefits apply to designated neighborhood development areas only when they are associated with a designated downtown and applies only to new town centers created before 1/1/14.

\*\*\*Statute establishes that designated downtowns and village centers should have greater priority for state funding and programs than new town centers and growth centers. (24 V.S.A. §2790(d) and 24 V.S.A. §2793c(j)(2)(A))



# Growth Center Designation Program

## 20-Year Designation with 5-Year Reviews



## Second Round of Five-Year Reviews

Williston – 2017

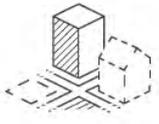
Bennington – 2018

Colchester – 2019

Montpelier – 2019

Hartford – 2020

**St. Albans - 2020**



# St. Albans Growth Center

## Second, Five-Year Review

**Complete Submission. All Requirements Met.**

- ✓ Cover Letter/Memo
- ✓ Growth Center Boundary Map
- ✓ Annotated Findings of Fact
- ✓ Water Capacity Memo
- ✓ Capital Plan
- ✓ Development Activity Summary
- ✓ Development Activity Location Maps

\*\*\*

- Municipal Plan (confirmed & approved by RPC)
- Downtown Designation (valid through 2025)
- No Outstanding Conditions
- Notice Issued 6/24

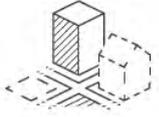


# St. Albans Growth Center

## Second, Five-Year Review

### Findings

- ✓ The vast majority of development has been permitted within the City's growth center as required for the designation.
- ✓ Redevelopment activities over the past five years have shown that the growth center's location and size meet the goal of helping the City find new ways to attract and concentrate commercial and residential development within our historic urban center. It has also directly benefitted the designated downtown with the qualitative bulk of redevelopment activity.
- ✓ The City has ample water and wastewater treatment supply and continues to work toward maintaining the capacity of our plants and dealing with the combined sewer overflow.
- ✓ The City has made substantial improvements in water quality with new stormwater treatment plans, a stormwater utility, and stream corridor regulations.
- ✓ The City has created a Historic Preservation Commission to pursue Certified Local Government status and secure funding to update historic structure inventories.



# St. Albans Growth Center

## Second, Five-Year Review

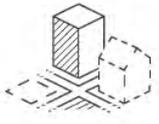
### Overall Compliance: Summary Table

Table 5: Types and Location of Development Permits 2010-2020

Period	Permit Type	In Growth Center				Outside Growth Center	Total in City
		In Downtown	Outside Downtown	Growth Ctr. Subtotal	% in Growth Ctr.		
2010 through May 2015	Structures	8	13	21	95.5%	1	22
	Enterprises	9	8	17	94.4%	1	18
	Dwelling Units	12	30	42	100.0%	0	42
	Subdivisions	3	2	5	100.0%	0	5
June 2015 through March 2020	Structures	5	28	33	94.3%	2	35
	Enterprises	9	2	11	100.0%	0	11
	Dwelling Units	80	51	131	82.9%	27	158
	Subdivisions	0	1	1	100.0%	0	1
Total	Structures	13	41	54	94.7%	3	57
	Enterprises	18	10	28	96.6%	1	29
	Dwelling Units	92	81	173	86.5%	27	200
	Subdivisions	3	3	6	100.0%	0	6

Including new enterprises and dwelling units that were developed within existing structures.

Data Source: St. Albans City permitting logs



# St. Albans Growth Center

## Second, Five-Year Review

### Overall Compliance: Residential Development

#### Development Permitted in Growth Center:

##### 2010-2015

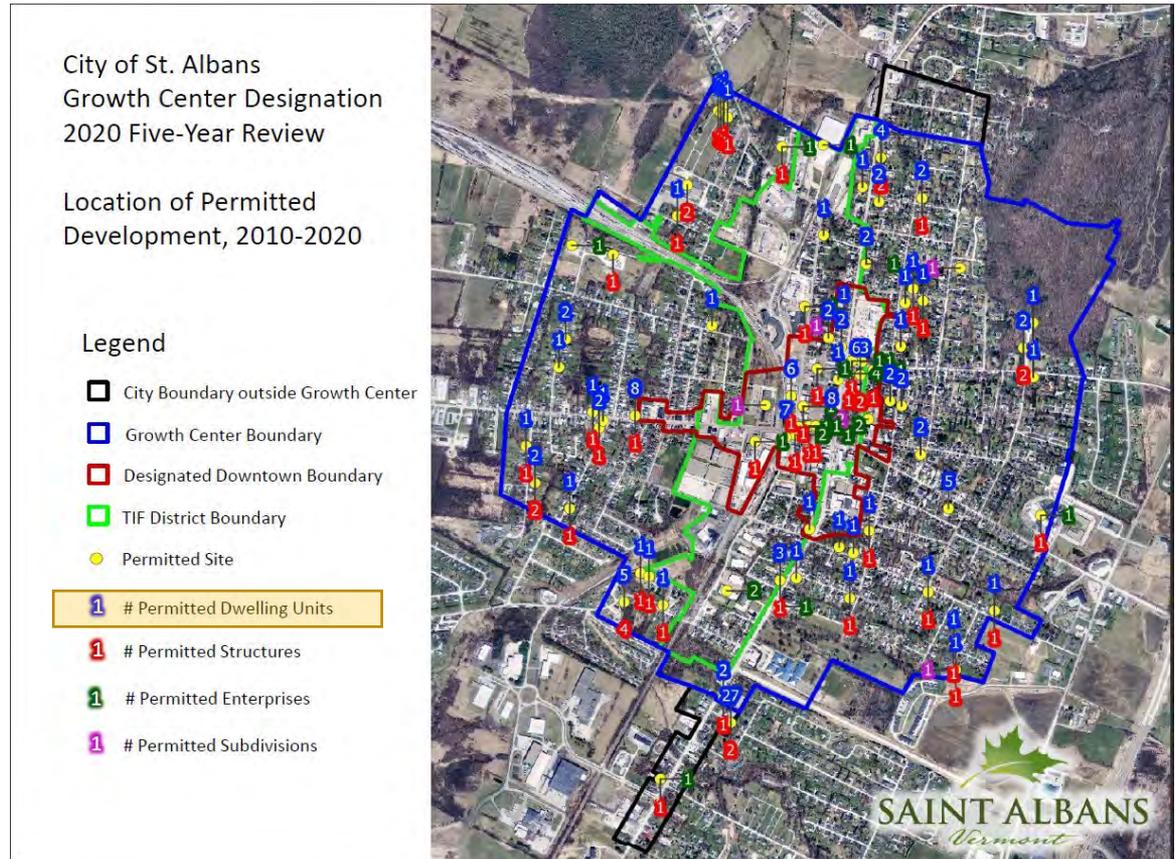
- 100%

##### 2015-2020

- 82.9%

##### 2010-2020

- 86.5%



*Meets primary goal to accommodate a majority of the projected population and development over a 20-year period.*



# St. Albans Growth Center

## Second, Five-Year Review

### Overall Compliance: Enterprise Development

#### Development Permitted in Growth Center:

##### 2010-2015

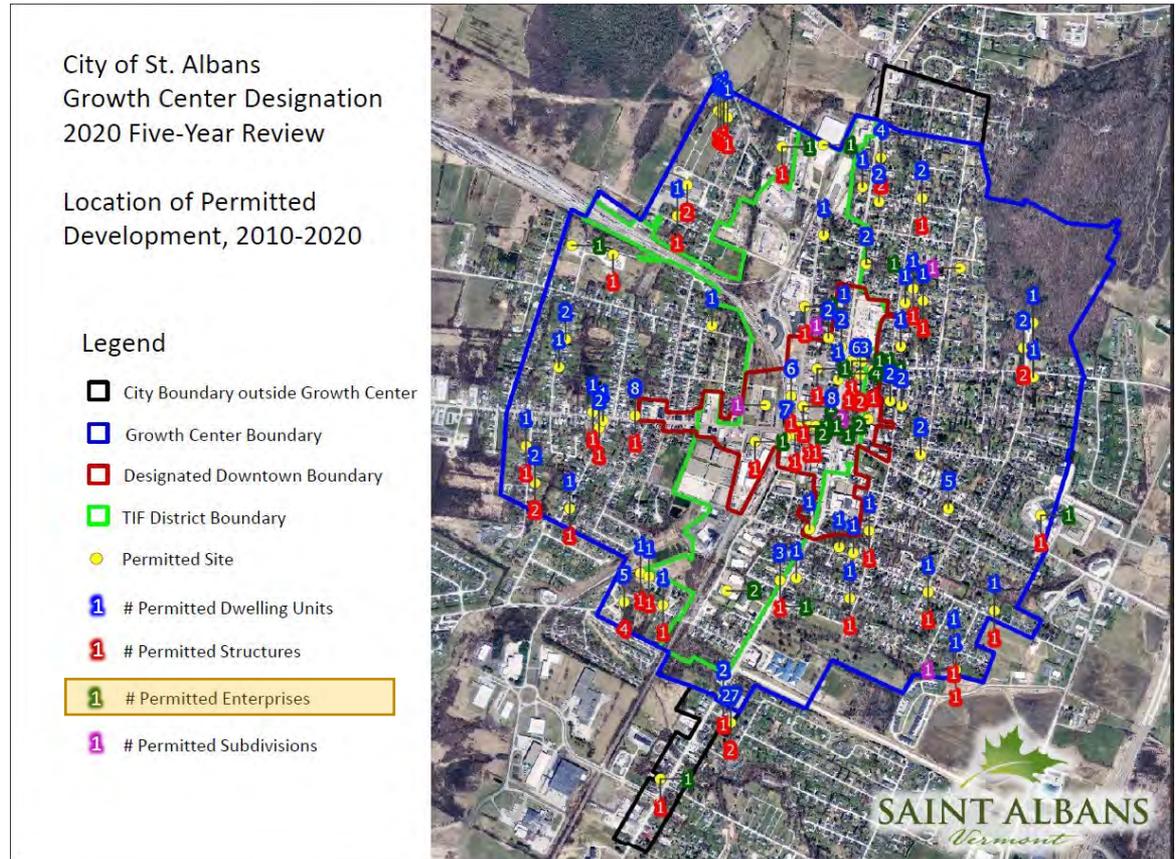
- 94%

##### 2015-2020

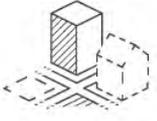
- 100%

##### 2010-2020

- 96.6%



*Meets primary goal to accommodate a majority of the projected population and development over a 20-year period.*



# St. Albans Growth Center

## Second, Five-Year Review

### Overall Compliance: Subdivision Development

#### Development Permitted in Growth Center:

##### 2010-2015

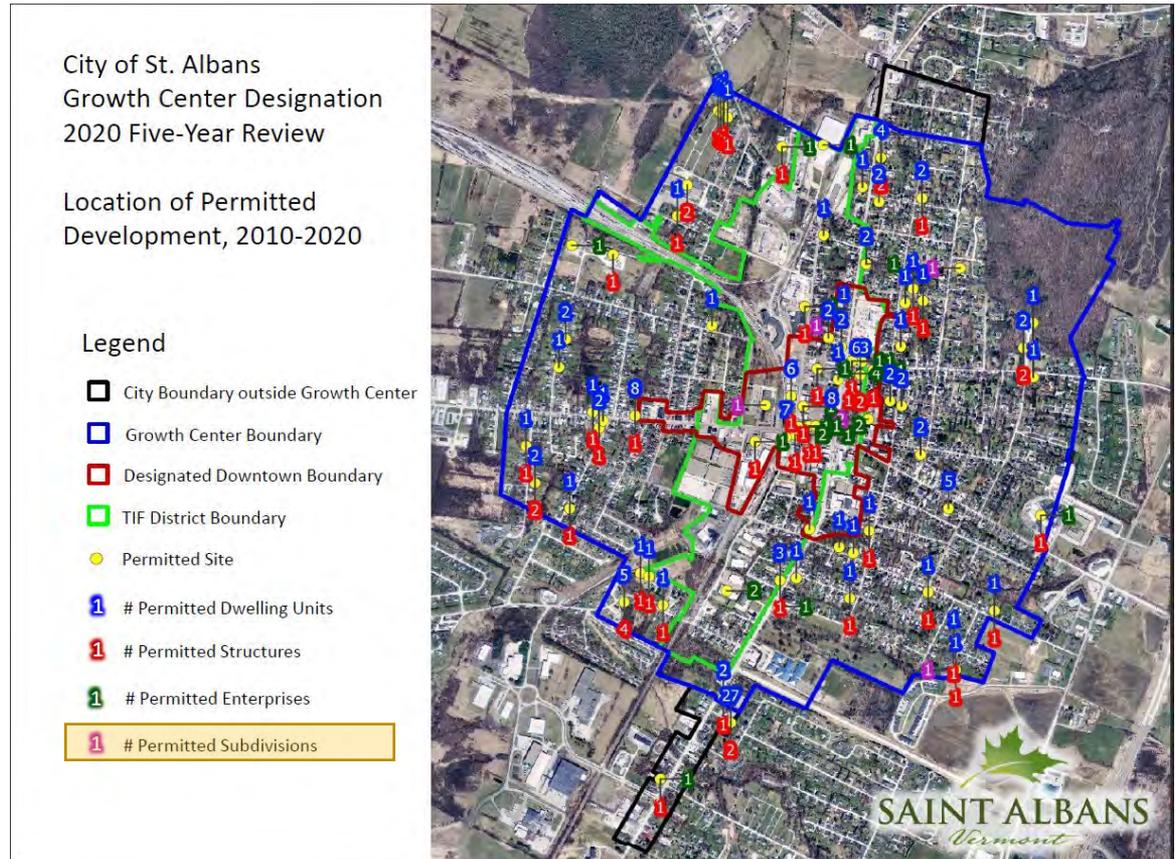
- 100%

##### 2015-2020

- 100%

##### 2010-2020

- 100%



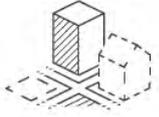
*Meets primary goal to accommodate a majority of the projected population and development over a 20-year period.*



# St. Albans Growth Center

## Key Accomplishments

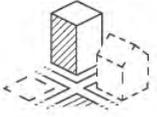
- \$50M in private investment
- \$20M in public infrastructure investment
- Nearly \$7M in State-funded or administered grants for capital and planning projects in which designated growth centers are more competitive.
- Reconstruction of the Downtown Main Street and Lake Street streetscape projects.
- Construction of a new Downtown Ace Hardware store, including brownfields site remediation.
- Expansion of the Mylan Technologies pharmaceutical plant, including an increase of 100's of jobs in the City.
- Construction of the City's first parking garage, 4-5 stories and 365 spaces, including brownfields site remediation.
- Construction of a new 4-story office building to bring State workers closer to downtown, also including brownfields site remediation.
- A public-private partnership to bring Downtown St. Albans its first nationally-branded hotel. The new Hampton Inn opened in 2017.



# St. Albans Growth Center

## Key Accomplishments (continued)

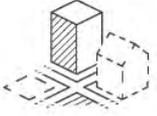
- The massive Congress & Main project, with brownfield remediation and construction currently underway, which includes :
  - a new 25,000 sq.ft. commercial building on Main Street to house CCV, offices for Northwestern Medical Center and retail spaces;
  - 30 new units of subsidized housing owned by Champlain Housing Trust; and
  - 33 new units of market rate and workforce housing owned by a private developer.
- Continued planning and work toward the redevelopment of the entire former Fonda Manufacturing brownfield site. The City is currently working on subdividing the property and working with a developer to put a railroad dispatching center on the first lot.



# St. Albans Growth Center

## For the Next Five Years...

- Complete the Congress-Main-Maiden Lane project in 2021
  - Including relocation of police station
- Achieve Certified Local Government status
  - Update historic surveys and inventories
- Continue water quality planning and treatment
  - Phosphorous plans
  - Stormwater treatment facilities
  - Combined sewer separation and treatment
- Redevelop the former Fonda Manufacturing brownfield site
- Continue modernization of Land Development Regulations
  - E.g. dwelling unit density bonus program for blighted homes
- Water system tank project
- Kingman Street streetscape project
- Federal Street sidewalk project



# St. Albans Growth Center

## It's About Partnerships...

- Resources and incentives
- Public-private collaboration
- Each party plays to their strengths
- Level the playing field
- Local solutions to meet statewide goals



# **St. Albans Growth Center**

## **Discussion/Questions and Motion**

### **Staff Recommended Motion**

*Determine the St. Albans's Growth Center continues to meet the standards for designation in effect at the time it was originally designated.*