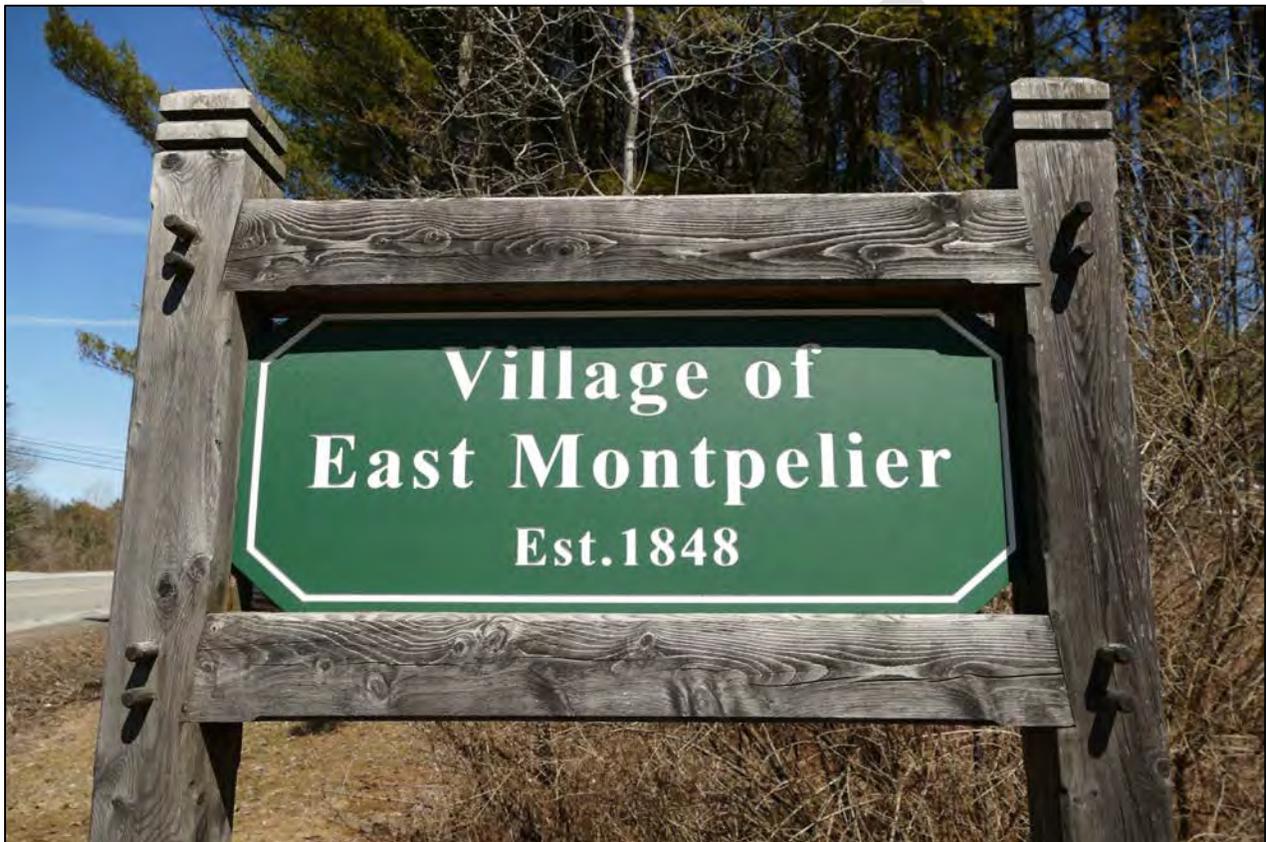


**June 1, 2017 Review Draft**

# **EAST MONTPELIER VILLAGE MASTER PLAN**



**Approved Month ##, 2017**

**East Montpelier Planning Commission**

**With assistance from  
Central Vermont Regional Planning Commission**

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East Montpelier Village Master Plan  
June 1, 2017 Review Draft

The East Montpelier Village Master Plan is dedicated to the memory of Dave Coburn  
(1934-2017).



Dave's knowledge of the history of East Montpelier enriched town and village events. He brought history alive and showed the relevance of its lessons to the present day. When he took the microphone the crowd quietened. In addition to creating several brochures on Village history, Dave contributed to Chapter 3 of the Village Master Plan. He was one of our town's first planning commissioners, and throughout his life he combined his vision for the future of our town with an appreciation for its past. The link he provided between the two sets the example for thoughtful and caring governance. The Planning Commission thanks him for his tremendous service to the town and his contributions to this plan. His wisdom and kind spirit will be greatly missed.

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## ACKNOWLEDGEMENTS

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The East Montpelier Planning Commission would like to acknowledge and thank the many individuals and organizations that have provided assistance and input on this Village Master Plan.

The plan was developed with funding assistance from a Municipal Planning Grant (MP-2016-EastMontp-00043), awarded to the town by the **Vermont Department of Housing and Community Development**, Vermont Agency of Commerce and Community Development.

**Julie Potter**, Planning Commission Vice-Chair, served as project coordinator and principal writer for this plan. The **Central Vermont Regional Planning Commission** provided technical assistance. Special thanks to **Eric Vorwald**, CVRPC Senior Planner, and **Bonnie Waninger**, CVRPC Executive Director. **Bruce Johnson**, Town Administrator, provided substantial assistance as an information resource and in maintaining the East Montpelier Village page on the town website as a repository for studies, maps, discussion notes and working documents related to this plan.

The Planning Commission recognizes the **Village Committee's** successful work over the years in improving East Montpelier Village, and the Village Committee's encouragement and ongoing participation in the development of this plan.

In gathering information for the Village Plan, the Planning Commission asked numerous organizations to share their knowledge with us. We would particularly like to thank:

- Town Administrator
- East Montpelier Selectboard
- East Montpelier Fire District #1
- former Wastewater Study Committee
- Stone Environmental
- Central Vermont Economic Development Corporation
- Village businesses responding to our business survey
- Downstreet Housing and Community Development
- East Montpelier Trails, Inc.
- East Montpelier Recreation Board
- Cross Vermont Trail Association
- Vermont Department of Housing and Community Development

The **East Montpelier Elementary School** Board and Principal supported our outreach efforts by making the school available for the October 2016 Open House. EMES teachers and students developed creative projects related to East Montpelier Village's future.

Several individuals and organizations contributed to the successful Rally for the Village, sponsored by the Planning Commission in September 2016 to raise community interest in East Montpelier Village. The Planning Commission thanks these organizations for their contributions to this event:

- Dave Coburn
- East Montpelier Historical Society
- Old Brick Church
- rbTechnologies
- Center Farm
- Cross Vermont Trail Association
- Capitol Grounds
- Templeton Farm
- Bragg Farm
- Pink Shutter Flower Shop
- Colin McCaffrey
- Adamant Coop

# EAST MONTPELIER VILLAGE MASTER PLAN

## EXECUTIVE SUMMARY

East Montpelier Village is the historic heart and the business, retail and governmental hub of the town. Despite its historic and ongoing importance to the town, East Montpelier Village currently lacks a defined identity. Chapter 1 discusses why this Village Master Plan has been developed.

Over the past decade and a half, the Town of East Montpelier has undertaken a variety of planning efforts and projects focusing on East Montpelier Village. Building on these activities, the Town obtained a state Municipal Planning Grant to develop this Village Master Plan. With assistance from the Central Vermont Regional Planning Commission, the Planning Commission worked with the Village Committee and numerous other boards and organizations to understand the context and issues facing East Montpelier Village. Chapter 2 discusses how this Village Master Plan has been developed, while Chapter 3 describes the village's history and current status. Chapter 4 summarizes the issues that affect planning for the village.

Chapter 5 presents the vision and plan for East Montpelier Village. The plan presents 14 goals for East Montpelier Village:

- **Goal 1: Compact Village Form** – The village will become more dense and compact, with distinctive mixed-use and residential areas.
- **Goal 2: Housing Opportunities** – A range of housing opportunities will be available throughout the village, including single-family, multi-family, affordable and senior housing.
- **Goal 3: Village-Scale Businesses** – Village-scale businesses that serve the village and/or provide employment opportunities will be located in mixed-use areas.
- **Goal 4: Historic Village Patterns** – Development will be designed to reflect historic village patterns. Buildings will be oriented parallel or perpendicular to the street and to other buildings. Businesses will be located close to streets and sidewalks and compatible with neighboring residential uses. Building scales will be appropriate to neighboring uses.
- **Goal 5: Sidewalks, Bicycle Paths and Trails** – Development will accommodate pedestrians and bicycles. Sidewalks and bicycle paths will be encouraged along all streets in the village. Buildings and parking lots will be located to encourage connections to sidewalks and bicycle paths. Trails will link village locations and connect with trail networks.
- **Goal 6: Parking** – Parking will not dominate the site. Parking lots will be located behind or on the side of buildings, unless infeasible. Parking spaces will be based on the minimum needs of the use. Shared parking will be encouraged. When visible from the street, parking lots will be landscaped.
- **Goal 7: Street Trees** – Street trees will be planted along major connecting roads and pedestrian spaces.
- **Goal 8: Shared Infrastructure** – Development will be designed to efficiently share roads, pedestrian and bicycle facilities, wastewater and utility infrastructure.

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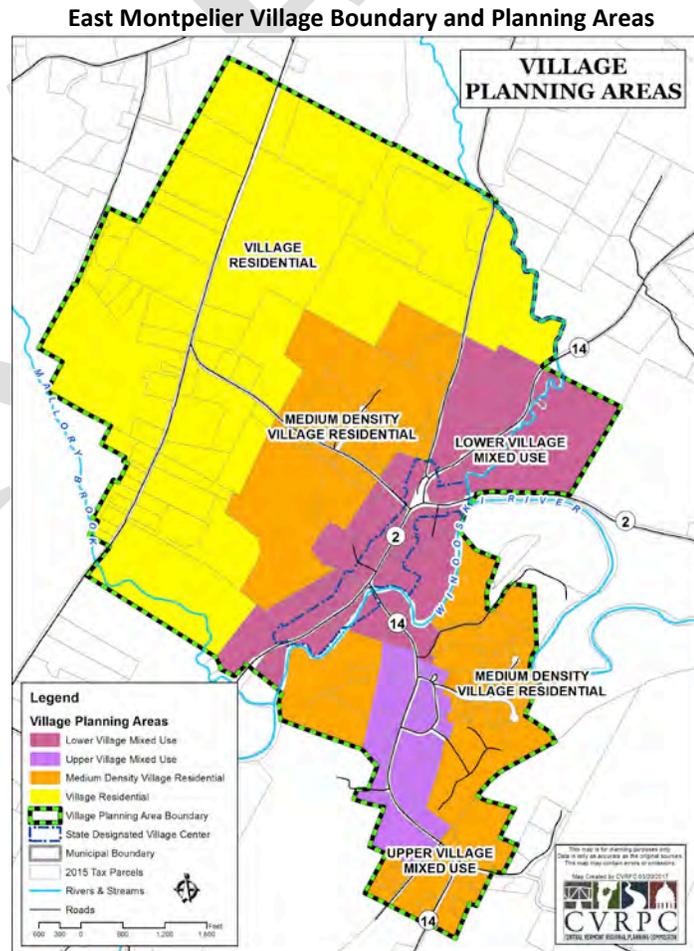
- 1 ➤ **Goal 9: Water Supply** – The water supply system will be able to adequately serve current  
2 and future village residential, business, public sector and fire-fighting needs.
- 3 ➤ **Goal 10: Wastewater Treatment** – Wastewater treatment opportunities that support  
4 village-scale development will be sought and encouraged.
- 5 ➤ **Goal 11: Traffic Calming** – Traffic calming opportunities, including infrastructure and  
6 design elements, will be identified and sought for US 2 and VT 14.
- 7 ➤ **Goal 12: Public Transit** – The Town will support the current US 2 public transit route and a  
8 potential future VT 14 public transit route, in order to provide transportation alternatives.
- 9 ➤ **Goal 13: Energy Goals** – Energy goals will be encouraged through energy-efficient design  
10 and construction, weatherization retrofits, availability of pedestrian and bicycle  
11 infrastructure, availability of public transportation, and renewable energy generation for on-  
12 site use.
- 13 ➤ **Goal 14: Grandfathered Uses** – Existing uses may continue, regardless of new zoning that  
14 may be enacted in the village.

15 Building on these goals, this plan  
16 proposes a defined village boundary  
17 and four distinct planning areas,  
18 which are discussed in Chapter 5.

19 The Lower Village Mixed Use and  
20 Upper Village Mixed Use areas form  
21 a mixed residential and commercial  
22 core for the village. The Medium  
23 Density Village Residential area  
24 surrounds the mixed-use core, and  
25 provides for a variety of housing  
26 options at a reasonable village  
27 density. The Lower Village Mixed  
28 Use, Upper Village Mixed Use and  
29 Medium Density Village Residential  
30 areas are envisioned to have a ½ acre  
31 minimum lot size. The Village  
32 Residential area links the village to  
33 the elementary school and  
34 recreational fields, and provides less  
35 dense housing opportunities with a  
36 minimum lot size of one acre.

37 A buildout analysis was conducted to  
38 determine the development potential  
39 under this plan. With existing  
40 zoning, there is potential for a 17%  
41 increase in new buildable parcels.

42 Under this Village Master Plan, there is a 74% potential increase in buildable parcels.



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- 1 Residential parcels account for 90% of this potential increase. Buildout analysis does not predict
- 2 the timeframe when full buildout will occur. The actual pace of development is determined by
- 3 market forces and is influenced by the economy and population growth. Additionally, property
- 4 owners may choose not to subdivide their properties, limiting new development.
- 5 Chapter 6 presents actions to implement this plan, which are summarized in the table below.

<b>Actions and Implementation Summary</b>			
<b>Action</b>	<b>Priority</b>	<b>Responsibility*</b>	<b>Timeline</b>
<u>Action 1</u> – The vision, goals and approaches presented in this Village Master Plan will be incorporated into the East Montpelier Town Plan.	High	PC, SB	2017/2018
<u>Action 2</u> – Adopt village-specific land development regulations for the village planning areas identified in this plan.	High	PC, SB	2017/2018
<u>Action 3</u> – Pursue opportunities to construct sidewalks, crosswalks, bicycle lanes, and trails that provide safe pedestrian and bicycle transportation throughout the village.	Moderate	VC, TA, CIC, SB	Ongoing
<u>Action 4</u> – Pursue opportunities to ensure that the water supply system acquires sufficient capacity to serve current and future customers in the village.	High	CIC, SB	2017/2018 & ongoing
<u>Action 5</u> – Pursue opportunities to provide wastewater treatment infrastructure that supports development in the village.	High	PC, CIC, SB	2017/2018 & ongoing
<u>Action 6</u> – Pursue opportunities to increase the amount and variety of housing opportunities in the village.	High	PC, SB	2017/2018 & ongoing
<u>Action 7</u> – Encourage business retention and expansion, esp. new village-scaled businesses, in village mixed-use areas.	Moderate	TA, SB, VC	Ongoing
<u>Action 8</u> – Maintain Village Center Designation for the historic village core and promote the associated benefits.	Moderate	PC, SB, TA, VC	2018 & ongoing
<u>Action 9</u> – Explore and evaluate forming a non-profit entity to acquire and redevelop properties in the village as a way preserve historic properties and spur economic development.	Moderate	PC, VC, SB	2018 & ongoing
<u>Action 10</u> : Ensure that village properties under town control are developed in a manner consistent with the goals of this Village Master Plan and the Town Plan.	High	VC, OLFPC, SB, DRB	2017/2018 & ongoing
<u>Action 11</u> – Identify and implement traffic-calming opportunities along US 2 and VT 14.	Moderate	PC, SB	2017/2018 & ongoing
<u>Action 12</u> – Review and update site plan review, parking and design standards in the land development regulations.	High	PC, SB, DRB	2018 & ongoing
<u>Action 13</u> – Support public transit service in East Montpelier Village.	Moderate	SB, Voters	Ongoing
<u>Action 14</u> – Implement strategies for energy efficiency in heating, electricity and transportation. Encourage renewable energy generation scaled for on-site energy demand in the village. Energy generation scaled for off-site energy consumption should not be located in the village.	Moderate	ZA, EC, PC	2017/2018 & ongoing
<p style="text-align: center;">*<b>KEY</b> PC: Planning Commission SB: Selectboard TA: Town Administrator CIC: Capitol Improvement Committee VC: Village Committee OLFPC: Old LaPerle Farm Property Committee DRB: Development Review Board ZA: Zoning Administrator EC: Energy Committee</p>			

# 1 WHY CREATE A VILLAGE MASTER PLAN?

## 1.1 East Montpelier Village is an Important Part of the Town

East Montpelier Village is the business, retail and governmental hub of the town, and one of the oldest settled areas in town. It is the home of the Town Office, the Post Office, the Emergency Services Facility, and the Old Brick Church. At the heart of the village is the historic Dudley's Store, a focus of village activity. The East Montpelier Elementary School is nearby.

Residential areas are located in the village, on both sides of the Winooski River. Sandy Pines Mobile Home Park is located off of VT 14, near the historic village center. East Montpelier Senior Living seeks to develop senior housing in the village.

Despite its historic and ongoing importance to the town, East Montpelier Village lacks a defined identity. Where does the village start? Where does it end? What can you do there? What would make it an inviting place to live and conduct business?

## 1.2 Municipal Commitment to East Montpelier Village

Over the past decade and a half, the Town of East Montpelier has undertaken a variety of planning efforts and projects focusing on East Montpelier Village (see box). The sidewalks, signalized crosswalk, and village green next to the Old Brick Church are all a result of these efforts.

Village projects underway include the reconstruction of the VT 14S bridge over the Winooski, new sidewalks along US 2 and construction by the state of a new Park & Ride facility. The town's purchase of the Old LaPerle Farm property is an opportunity to direct the development of a key village parcel.

### Over a Decade of Village Planning Activities

- Formation of the Village Committee (2004)
- Wastewater engineering studies (2007, 2008)
- Village Center Designation (2008, 2013)
- Village identified as a growth area in Town Plan (2008, 2013)
- Formation of East Montpelier Fire District (2010)
- Village Study Report (2011)
- State funding for village sidewalks (2012)
- Updated village zoning identified as action item in Town Plan (2013)
- Town purchases Old LaPerle Farm property (2015) and forms study committee to develop property options (2016)
- Town awarded Municipal Planning Grant to develop a Village Master Plan (2016)

## 1.3 How Does a Master Plan Help the Village and the Town?

Planning for East Montpelier Village isn't just about the village: it affects the entire town and what the community says it values.

In surveys, and at town forums and Town Meeting, people say that they would like the village to have more retail businesses and services – to be an interesting place to go to. *A Village Master Plan creates a vision for a vibrant village and a blueprint for how the village should develop.*

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1 Town residents want to protect the forests, farms and views that contribute to the town’s rural  
2 character. *A Village Master Plan encourages future development in the village, and helps*  
3 *preserve the overall rural character of the town.*

4 The community values the high quality of East Montpelier Elementary School, but worries about  
5 below-capacity enrollment and high property taxes. Two ways to manage school taxes are to  
6 increase the town tax base and to have strong school enrollment. *A Village Master Plan*  
7 *identifies where new housing and commercial development should occur within the village.*

8 Living in East Montpelier is unaffordable for many families with school-age children. Land  
9 prices are a major contributor to housing costs. Allowing homes to be built on smaller lots – on  
10 village-scale lots – is key to encouraging more affordable housing choices in town. *A Village*  
11 *Master Plan encourages a variety of more affordable residential options.*

12 This East Montpelier Village Master Plan:

- 13 • Reflects the support of Town residents for a vibrant village;
- 14 • Defines a vision for East Montpelier Village;
- 15 • Encourages revitalization of village properties;
- 16 • Promotes development of new residential and business uses; and
- 17 • Identifies strategies to implement the plan, including changes to zoning.

18

## 2 DEVELOPING THIS VILLAGE MASTER PLAN

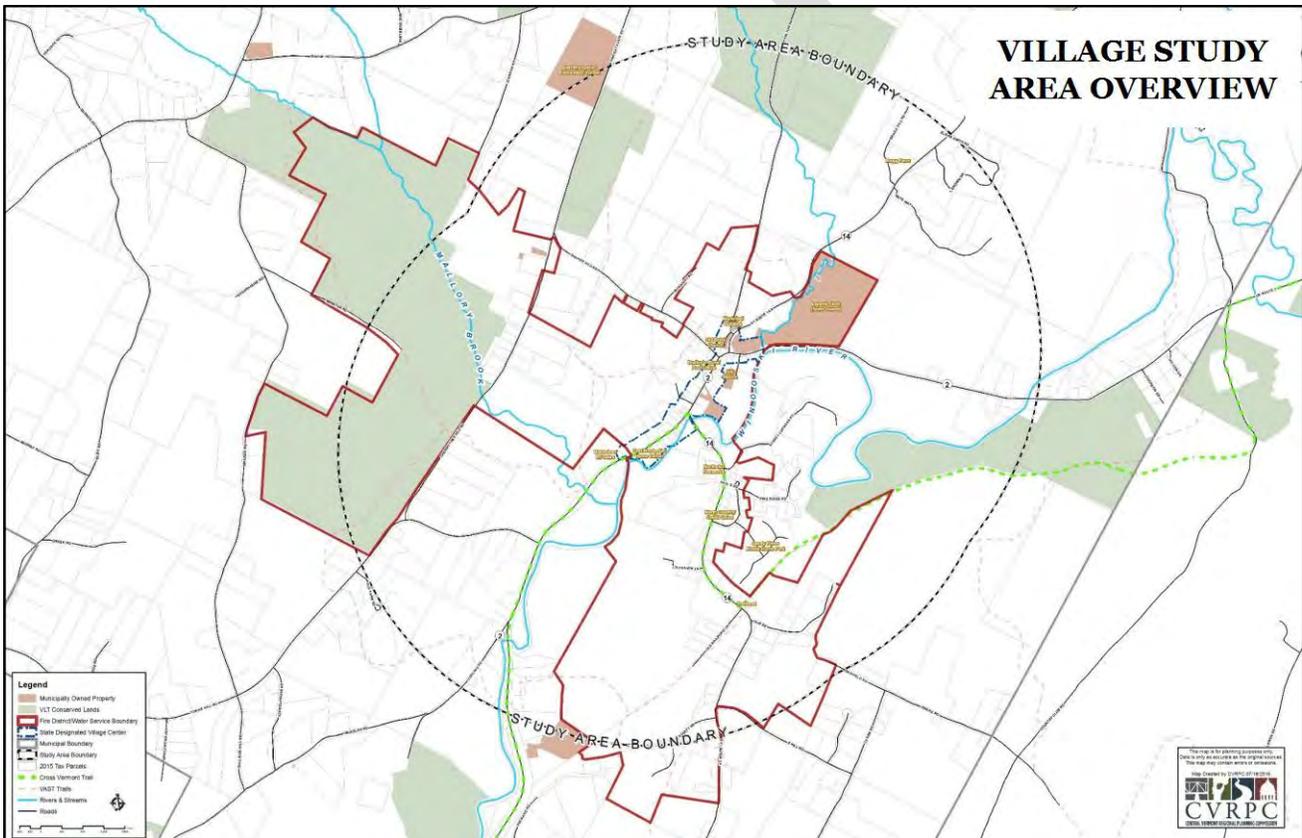
### 2.1 The Planning Process

Developing this Village Master Plan has required many steps. First, the Planning Commission gathered information about existing conditions and future potential. Second, we asked the public to provide input on what the village should be: its purpose, its physical size, and the kinds of uses and character the village should have. Third, we identified the goals for the plan – what we want to achieve in planning for the village. Finally we developed the Village Master Plan document, describing the vision for the village and how to achieve it.

### 2.2 Gathering Information

#### 2.2.1 Establish a Study Area and Inventory Current Uses

To launch the Village Master Plan, the Planning Commission decided to focus on an area within walking distance (roughly one mile) from the designated Village Center. This created a boundary for subsequent data gathering. The village study area is shown in the map below.



The Central Vermont Regional Planning Commission conducted a field inventory of the village study area in May 2016. The results of this survey were mapped using Geographic Information Systems (GIS). Existing conditions are summarized in Section 3.2, with a detailed discussion in the Existing Conditions Profile in Appendix B-2.

1 **2.2.2 Village Planning Discussions**

2 Many issues affect East Montpelier Village and planning for its future. To learn about these  
3 issues, the Planning Commission scheduled a series of Village Planning Discussions. Topics  
4 were identified (see box) and knowledgeable  
5 individuals and representatives from committees and  
6 organizations were invited to talk with the Planning  
7 Commission.

8 The discussions were held as part of regularly  
9 scheduled Planning Commission meetings. In addition  
10 to posted warnings of the meetings, each Village  
11 Planning Discussion topic was announced on Front  
12 Porch Forum, with an invitation to anyone who was  
13 interested in the topic.

14 Chapter 4 contains a summary of the key issues  
15 identified during the Planning Discussions. A more  
16 detailed analysis is included in the Existing Conditions  
17 Profile in Appendix B.2.

**Village Planning Discussion Topics**

- Village Water Supply
- Wastewater Studies
- Future Wastewater Options
- Economic Development
- Housing
- Public Facilities
- Trails & Recreation
- VT Neighborhood Development Program
- VT Designated Village Center Program

18 **2.2.3 Business Survey**

19 In order to determine the needs and opinions of businesses located in the village, the Planning  
20 Commission identified and mailed a brief survey to village businesses. Thirty-seven (37)  
21 surveys were sent out. Nine surveys were returned, for a 24% return rate. Most of the returned  
22 surveys were from businesses located on or near VT 14S in the Upper Village. The major  
23 business concerns identified by the survey related to adequate water supply, wastewater  
24 treatment, and high traffic speeds. A summary of the business survey returns is included in the  
25 Appendix A.2.

26 **2.3 Public Engagement and Participation**

27 The Planning Commission used several approaches to inform the community during  
28 development of the Village Master Plan. Some approaches targeted local committees, boards  
29 and non-profit organizations, while others sought input from individual citizens.

30 **2.3.1 Staying in Touch with Other Boards and Committees**

31 From the start, the Planning Commission recognized the important contributions and successes  
32 of the Village Committee. Village Committee members were invited to participate as partners  
33 throughout the planning process, and many did so at key points in the process.

34 The Planning Commission also recognized that the Selectboard and LaPerle Farm Study  
35 Committee were engaged in activities that directly impact, and are impacted by, the development  
36 of this Village Master Plan. Both boards were kept informed of the Planning Commission's  
37 activities and invited to participate at all village planning discussions and events.

38

1 **2.3.2 Public Awareness and Outreach**

2 The Planning Commission used multiple approaches to inform the community during the  
3 development of this Village Master Plan:

- 4 • Articles and updates in the *East Montpelier Signpost*;
- 5 • Announcements at town-wide meetings and forums (e.g., Town Meeting and Land  
6 Conservation Summit);
- 7 • Announcements on Front Porch Forum;
- 8 • Announcements included with the tax bill; and
- 9 • Materials posted on the town website.

10 The Planning Commission also implemented creative approaches to engaging the community  
with the Village.



In September 2016, the Planning Commission organized a Rally for the Village event to showcase the village’s features and potential. Morning activities focused on the Upper Village, with a guided bicycle ride on the Cross Vermont Trail, a history talk on the Fairmont Flying Service and the

26 Montpelier Wells River Railroad, and children’s games. Events moved to the Lower Village in  
27 the afternoon, with a cookout and ice cream on the village green, a talk about East Montpelier  
28 Village’s history, a sheep shearing demonstration, and a tour through the Lower Village.

29 **2.3.3 Open Houses for Public Feedback**

30 The Planning Commission held two open houses to seek public feedback that would help guide  
31 the direction of the planning process.

32 The first open house was held in July 2016. This open house had several objectives:

- 33 • Identify likes and dislikes within the existing village;
- 34 • Identify desired uses in a future village;
- 35 • Establish a vision for the village;
- 36 • Identify public preferences for village density;
- 37 • Identify public preferences for a village boundary; and
- 38 • Determine continued public support for recommendations in the 2011 Village Study.

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**EAST MONTPELIER VILLAGE MASTER PLAN  
OCTOBER 20<sup>TH</sup> OPEN HOUSE  
WHAT DOES DENSITY LOOK LIKE?**

1/4 ACRE LOTS = 4 units per acre



1 ACRE LOTS = 1 unit per acre



1/2 ACRE LOTS = 2 units per acre



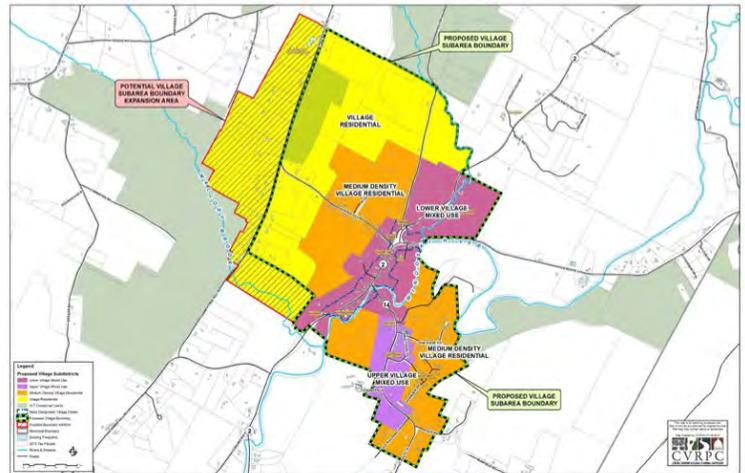
3 ACRE LOTS = 1/3 unit per acre



1 Responses pointed to clear preferences  
2 for a more distinctive village center,  
3 rehabilitation or redevelopment of  
4 several buildings in the village core,  
more businesses and housing in the  
village, slower traffic speeds and safer  
streets for pedestrians. Participants  
wanted the village to include an  
eating/gathering place, recreational  
opportunities, and a variety of housing  
opportunities. People preferred a  
compact and denser village, with  
boundaries that extend to the East

14 Montpelier Elementary School.  
15 The second open house was held in October  
16 2016, in conjunction with the elementary  
17 school's open house. This dual event,  
18 accompanied by student village planning  
19 projects (see Section 2.3.4), was well  
20 attended. The objectives of this open house  
21 were to obtain public feedback on:

- Including an additional area into the overall village boundary; and
- The proposed purpose, size and lot sizes of four village subareas.



26 Respondents supported the expanded village  
27 boundary, and the concept of the proposed village subareas: Lower Village Mixed Use, Upper  
28 Village Mixed Use, Medium Density Residential and Village Residential. Respondents  
29 generally supported the idea of lot sizes as small as 1/4 acre in the two Mixed Use and the  
30 Medium Density Residential subareas, and as low as one acre in the Village Residential subarea.  
31 General concerns were expressed about whether existing (or lack of) water and wastewater could  
32 support the proposed densities and the need for clarity in describing the details of the subareas.

33 A summary of the Open House results is included in Appendix A.3.

34 **2.3.4 Student Projects**

35 The East Montpelier Elementary School regularly engages students with the community. The  
36 Planning Commission coordinated with the school to invite students to imagine what East  
37 Montpelier should look like in the future, and what would make it an interesting place.

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1 The kindergarten through third grade classes each took on the challenge. Kindergarteners drew  
2 pictures of the types of businesses or entertainment they would like to see in the village. The



3 first grade class created a 3-dimensional map  
4 of the village showing where students live, and  
5 drew a map of what they would like to see in  
6 the village in the future.

7 Grades 2 and 3 envisioned community assets  
8 that will be important to East Montpelier  
9 Village when they are adults. Their projects  
10 included illustrated descriptions of desired  
11 community assets, maps showing preferred  
12 locations, a compilation booklet with audio  
13 narration. The Grades 2 and 3 projects are  
14 included in Appendix A.1.

15 Student desires reflected themes in common  
16 with the Village Master Plan: interesting  
17 stores and places to meet, places for recreation and to access nature, and sidewalks to make it  
18 safer to walk in the village.

### 19 2.3.5 Public Meetings on the Village Master Plan

20 A public meeting was held on June 15, 2017 to present the draft Village Master Plan to the  
21 community and receive comments. Comments were <describe level of support>. Public  
22 meeting comments are summarized in Appendix A.4. The Planning Commission reviewed and  
23 considered these comments in finalizing the Village Master Plan.

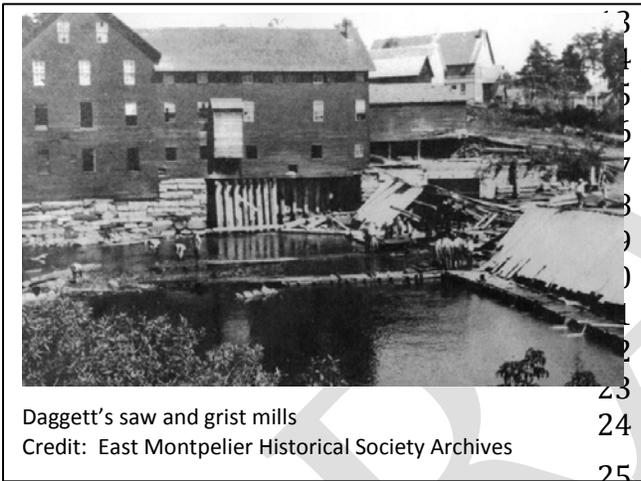
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### 3 EAST MONTPELIER VILLAGE: THEN AND NOW

#### 3.1 A Brief Village History\*

Although they left some evidence of their prior presence, Native Abenaki people had departed the area by the arrival of the first European settlers in the 1790s. Many of the early settlers in the village were Quakers and the settlement became known as Quaker Village. The Quakers built their first meeting house on Cherry Tree Hill Road in 1793, replacing it in 1802 with a new meeting house nearby. The Quaker community died out or moved away by the mid-1800s. The meeting house is gone, but a Quaker cemetery remains.

Originally part of the Town of Montpelier, Quaker Village had its roots as a farming settlement. Places of worship and stores serving the settlement were gradually joined by other businesses serving local farms and creating a self-sufficient community.



Daggett's saw and grist mills  
Credit: East Montpelier Historical Society Archives

Arthur Daggett arrived in 1797 and constructed a dam and sluiceway on the Winooski River to provide waterpower. Daggett built a sawmill in 1802, followed by a gristmill in 1804. The waterpower provided a foundation for the growth of the village. In entrepreneurial fashion, Daggett leased rights to waterpower for a distillery, and contracted to grind all the grain for the distiller. Five industries used waterpower from the river. In 1822, the town Selectmen designated the village Daggetts Mills.

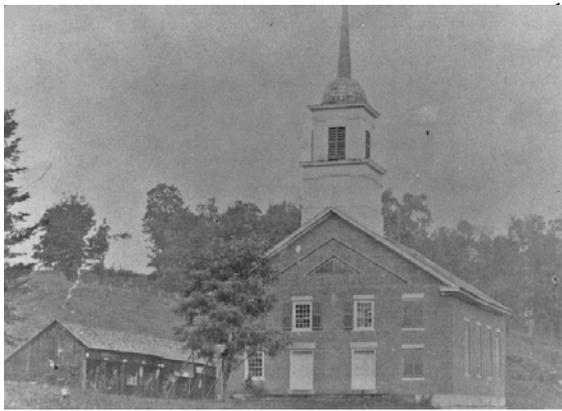
The first village school was constructed in 1814 to serve over 30 students. A new school was built on Kelton Road in 1852. Originally a one-room school, a second classroom was added in 1912. Today, the Town Office is located in this former village school. The meeting room still has the slanted floor that gave students a better view of the blackboard.



Village School  
Credit: East Montpelier Historical Society Archives

\* Sources for this section include: *Across the Onion* (1983) by Ellen C. Hill and Marilyn S. Blackwell; *Historic Sites of East Montpelier Vermont* (2011) by East Montpelier Historical Society; *A Walk Back In Time Through East Montpelier Village* by East Montpelier Historical Society; *An Airfield of Dreams in East Montpelier* by East Montpelier Historical Society.

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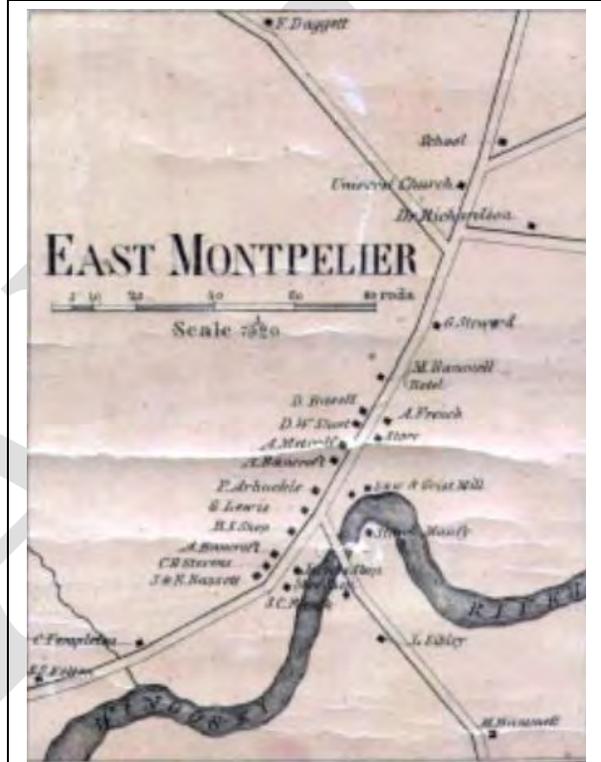
Old Brick Church  
 Credit: East Montpelier Historical Society Archives

The handsome Old Brick Church was built in 1833-34 from locally made brick. Originally a Universalist congregation, the Old Brick Church has also served Methodists, Baptists and Congregationalists.

The village had many fires between 1817 and 1874, destroying several historic homes and barns, stores, mills and a tavern.

9 Over time, the village became known as East  
 10 Village. This was to distinguish it from the  
 11 other villages in town: Village of Montpelier  
 12 (now the City of Montpelier), North Montpelier  
 13 and West Montpelier (partially destroyed by the  
 14 construction of the Wrightsville Dam).

15 The Village of Montpelier had different needs  
 16 than the mostly rural town, and in 1848  
 17 successfully petitioned the state legislature to  
 18 become an independent town. The rest of the  
 19 town was renamed East Montpelier, with East  
 20 Village and North Montpelier now the economic  
 21 hubs of the mostly agricultural town.



H. F. Walling 1858 Map of Washington County  
 Credit: East Montpelier Historical Society Archives



Fairmont railroad station  
 Credit: East Montpelier Historical Society Archives

The Montpelier and Wells River Railroad arrived in 1872, greatly improving transportation. Passengers could board the train at the Fairmont railroad depot, about a mile from the village center. The railroad made it easy to travel to Montpelier for shopping and cultural events. The village became more prosperous. Farm products could be shipped to distant markets, increasing

30 farmer's wealth. Factory-made goods became more available. The station building burned in  
 31 1898.

32

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1 A tavern and hotel opened in 1820s with a post  
2 office and a small store, but burned in 1874.  
3 Another store was built on the site in 1888.  
4 Clarence (Clare) P. Dudley bought the store in  
5 1920. The Dudley family ran the store until  
6 1971, when it was sold. Dudley's Store is still a  
7 focal point for the village.

8 A creamery was built in 1907, buying local  
9 cream to make butter and cheese. This  
10 creamery was replaced in 1945 with a brick  
11 creamery building that now houses the East  
12 Montpelier Home Center.



Dudley's Store  
Credit: East Montpelier Historical Society Archives



East Montpelier Village circa 1908  
Granite shed in foreground  
Credit: East Montpelier Historical Society

A granite shed was built in 1890 and operated until 1932. Most of the granite was quarried in Adamant. The Wheelock House served as a boarding house for mill workers and the small houses on US 2, next to the bridge, were mill worker's houses.

19 A Town Hall was built in 1890. The Town  
20 Hall was used for Town Meeting, dances,  
21 theater productions and school graduations.  
22 From 1989 to the mid-1930s the Town Hall  
23 housed the Dudley Music Convention, which  
24 was advertised as far away as Boston. People  
25 coming to the music convention would arrive by train and stay with local families. The Town  
26 Hall was demolished in 1966.



Town Hall  
Credit: East Montpelier Historical Society Archives

28 Although electricity came to the settled part of  
town around 1915, the power companies did  
not think it was profitable to serve the rural  
areas. After the Rural Electrification Act in the  
mid-1930s, rural cooperatives formed to extend  
power to farms and residences outside the  
villages. The Washington Electric Coop was  
formed in 1938 and purchased a former auto  
garage in the village for its offices.



Washington Electric Cooperative  
Credit: East Montpelier Historical Society Archives

38

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1 In 1946, Gordon Robinson and Peter Lemieux  
2 purchased 80 acres of the former Washington  
3 County fairground on VT 14. They built a  
4 landing strip and an airplane hangar and  
5 founded Fairmont Flying Service, taking the  
6 name from the former railroad station. The  
7 flight service provided flying lessons to World  
8 War II veterans, offered airplane rides and had  
9 a franchise to sell airplanes. After a few  
10 years, the flying business fell off and the  
11 property was used for a racecar track, a tractor  
12 dealership, and furniture shop. The property  
13 was subdivided for homes, other businesses and the Sandy Pines Mobile Home Park. The  
14 hangar building remains today, home to rbTechnologies.

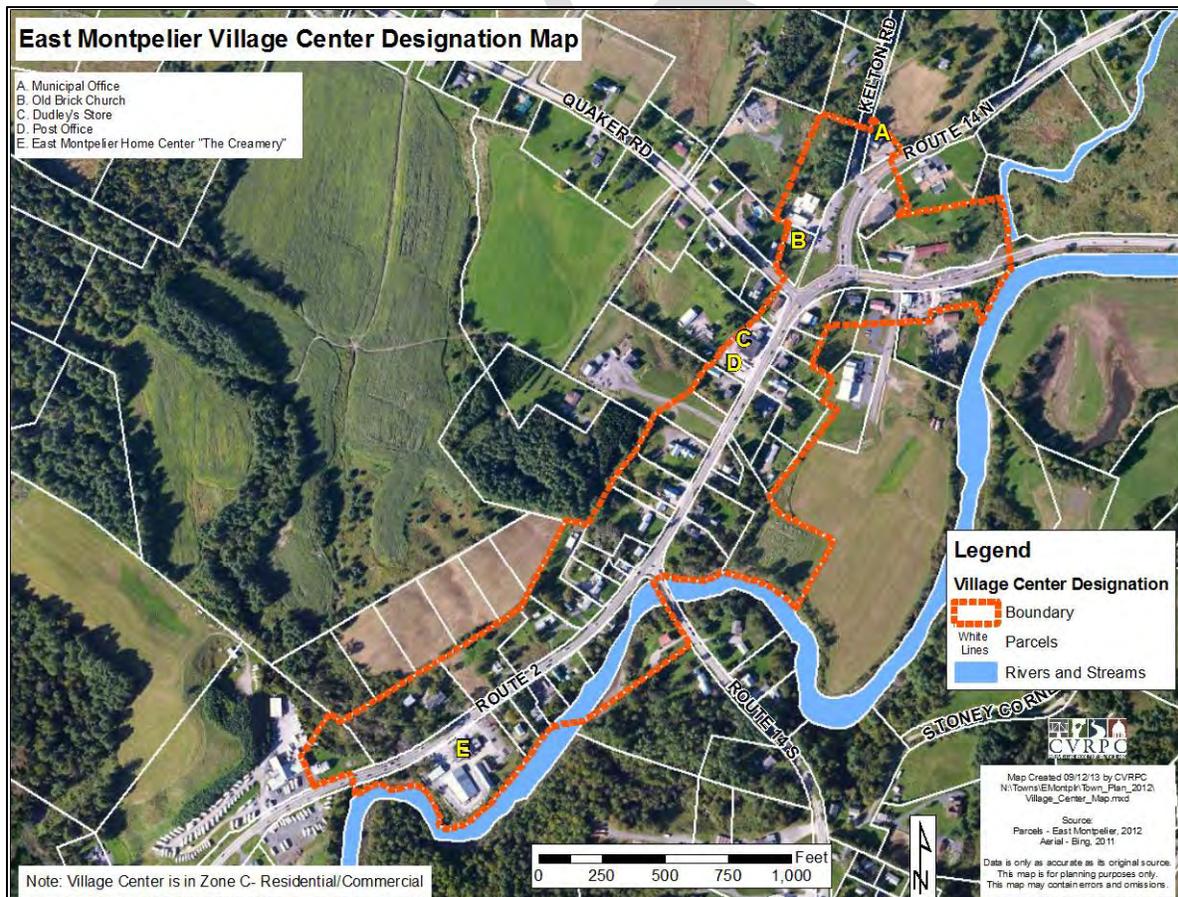


15 Some historic buildings have been lost over the years to fires or demolition, but the historic  
16 buildings that remain add character to the village and remind us of its past.

### 17 3.2 East Montpelier Village Today

#### 18 3.2.1 Designated Village Center

19 In 2008, the historic core area of East Montpelier Village was awarded Village Center  
20 designation from the Vermont Downtown Program. This designation was renewed in 2013.



1 Village Center designation is a state community revitalization program. Only the historic centers  
2 of villages are eligible for this program. Owners of historic buildings in a designated Village  
3 Center are eligible for tax credits if they invest in façade improvements, building rehabilitation  
4 or code improvements. Additionally, towns with a Village Center receive priority for state  
5 Municipal Planning Grant program and for Community Development Block Grant funding.

6 The designated Village Center includes the historic core of the Lower Village, extending roughly  
7 from the Mekkelsen’s homestead on the southwest to the Town Office to the northeast (see map  
8 on previous page). The Upper Village, across the Winooski River, was not included in the  
9 designated Village Center because of the predominance of newer homes and businesses in this  
10 area.

11 **3.2.2 Lower Village and West to Vincent Flats Road**

12 The 2011 Village Study described two components of the village: the Lower Village on the  
13 northwest side of the Winooski River (primarily along US 2 and VT 14N) and the Upper Village  
14 on the southeast side of the river (primarily along VT 14S).

15 The Lower Village extends from Mekklesen’s RV Sales on US 2 to the Old LaPerle Farm  
16 property on US 2 and VT 14N. The historic village core (see Section 3.2.1) is contained in the  
17 Lower Village.



The Lower Village contains several community focal points: Dudley’s Store, the Old Brick Church, the Post Office, the Town Office, the Emergency Services Facility and a cemetery. Other businesses in the Lower Village include a home building supplies store, a coffee roaster, a flower shop, Washington Electric Coop, an insurance company, an antique store, and offices for professional services. Two large vacant buildings, at the intersection of US 2 and Quaker Road, present opportunities for rehabilitation or redevelopment. Many residential properties are also within the Lower Village.



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31 The Old LaPerle Farm property, which was acquired by the town, is  
32 located at the intersection of US 2 and VT 14N. This 48-acre parcel  
33 includes a vacant home, but is otherwise undeveloped.

34 A village green is located in front of the Old Brick Church.  
35 Sidewalks extend from Quaker Road, through the Green, crossing  
36 the US 2/VT 14N intersection with a signalized crosswalk and  
37 continuing to Village Acres (where the Fire Department is located.)  
38 A new Park & Ride facility will be constructed by the state at the  
39 intersection of US 2 and VT 14N.

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1 West of the lots that front on US2, land uses are predominantly agriculture and undeveloped  
2 land. Numerous residential lots are located along Quaker Road, Cherry Tree Hill Road and  
3 Vincent Flats Road. Almost 20% of parcels along Quaker Road are under ½ acre in size, with  
4 over 30% between ½ to 1 acre in size. Most of the  
5 parcels along Vincent Flats and Cherry Tree Hill  
6 Roads are 1 acre or larger.

7 East Montpelier Elementary School and the town  
8 recreation fields, on Vincent Flats Road, are about a  
9 mile from the core of the Lower Village.

10 Approximately 61 acres of conserved farmland is  
11 on the east side of Vincent Flats Road. Additional  
12 conserved land is located on Cherry Tree Hill Road  
13 and between Vincent Flats and Kelton Roads.



14 **3.2.3 Upper Village and East of the Winooski River**

15 The Upper Village lies on a rise above the Winooski River, with steep slopes extending down to  
16 the river. Extending along VT 14S and its side streets towards Barre, the Upper Village  
17 combines residential areas with a mix of commercial and light industrial uses.



18

Residential neighborhoods are nestled on the side streets. Sandy Pines Mobile Home Park, with 56 units, is located on Sandy Pines Road, off of Carleton Boulevard. Homes are interspersed along VT 14S with business uses, including: a fireworks retailer, a credit union, a computer technology firm, a car dealer, a bridal design business, a propane products distributor, a landscape materials supplier, a beauty salon, a jewelry designer, a church, a wholesale grocer, equipment sales, the Humane Society shelter, self-storage units, a modular home manufacturer and an archery club.

30

31 The former Lylehaven Farm, now owned by  
32 Fairmont Farm, is in the Upper Village.  
33 Additional agricultural uses are located on  
34 the southeast side of the Winooski River.

35 Almost 25% of parcels along VT 14S are less  
36 than ½ acre in size; another 21% are between  
37 ½ and 1 acre in size.

38 There are no sidewalks or crosswalks along  
39 VT 14S. The Cross Vermont Trail passes  
40 through the Upper Village, along the old  
41 Montpelier Wells River Railroad bed.



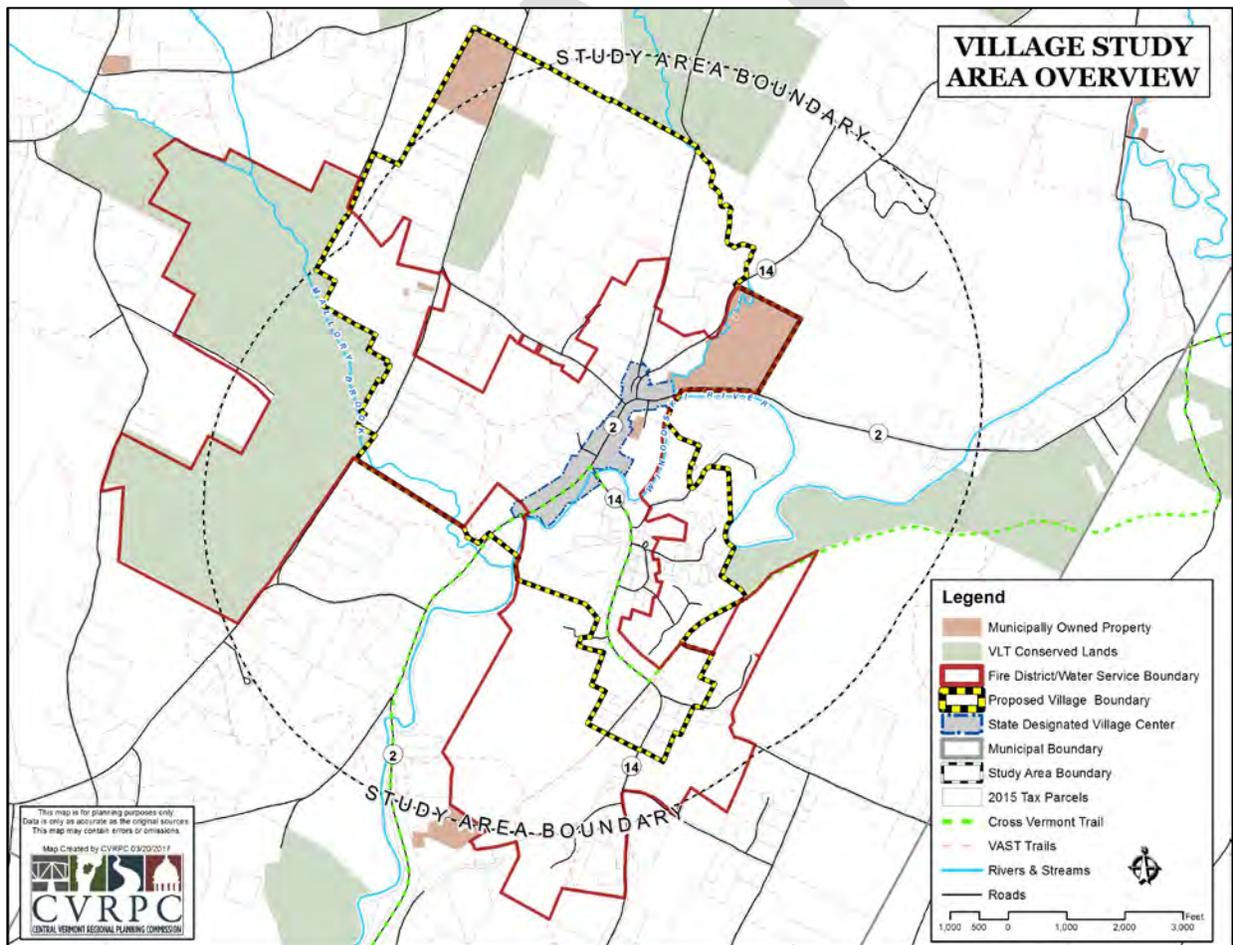
## 4 ISSUES AFFECTING VILLAGE PLANNING

This chapter highlights the key issues affecting planning for the village. A more detailed discussion can be found in the Existing Conditions Profile in Appendix B.2.

### 4.1 Village Study Area and Proposed Village Boundaries

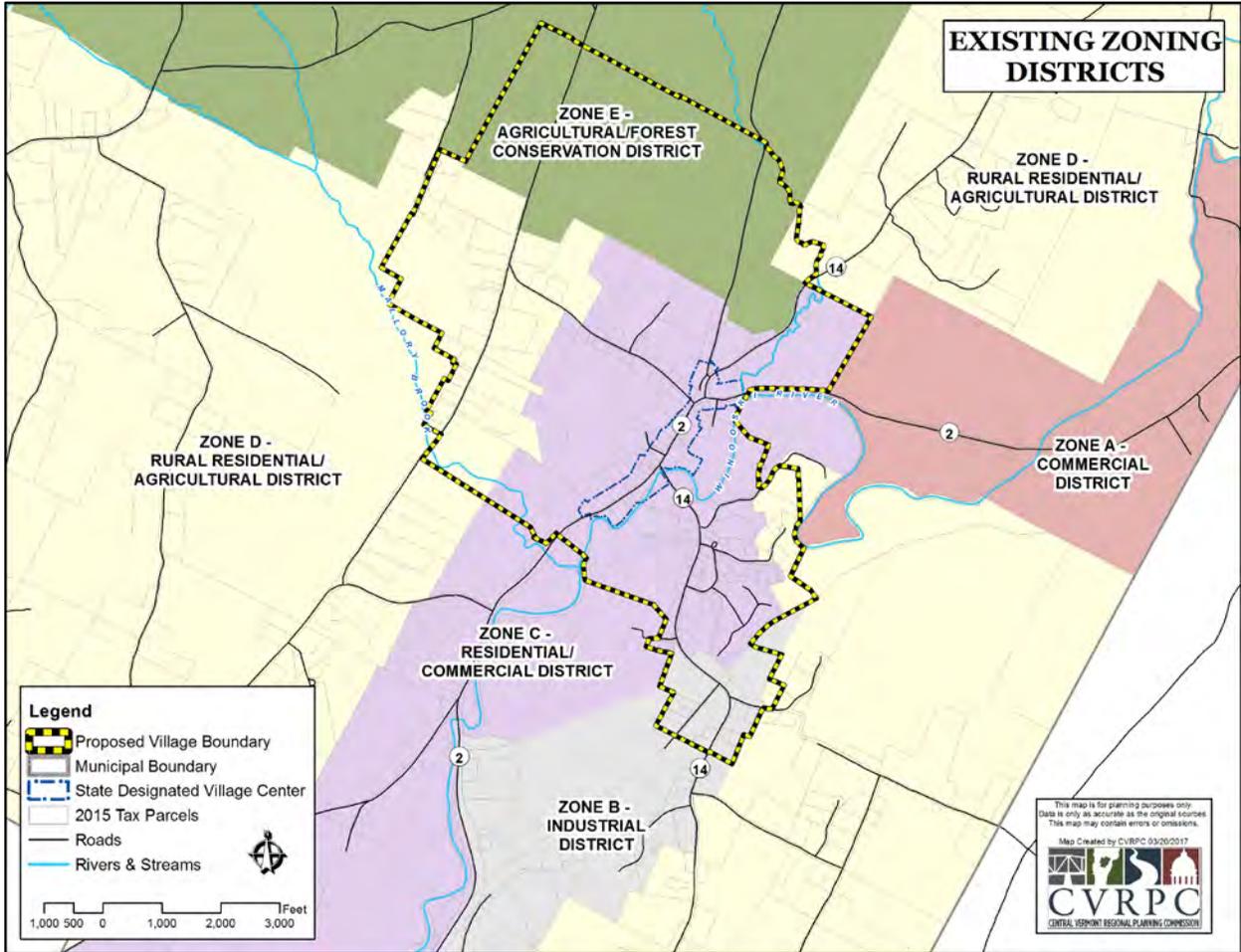
The Planning Commission focused its planning efforts on an area extending roughly one mile from the Designated Village Center. This area is large enough to allow flexibility, yet small enough to be a village. Ideally, the village core should be a walkable distance (15 minutes) from anywhere in the village.

After reviewing the Crystal Springs water service area and existing land uses, and obtaining public feedback on possible village boundaries alternatives, the Planning Commission proposed village boundaries that extend to include the East Montpelier Elementary School to the northwest, the LaPerle Farm property to the northeast, Central Vermont Humane Society to the southeast, and Mekklesen's RV to the southwest. This boundary includes all of the designated Village Center, the area between the village gateway signs on US 2 and VT 14, the elementary school, and areas west of US 2 that offer opportunities for village growth. The village study area and proposed village boundaries are shown in the map below.



## 4.2 Existing Development and Current Zoning

The village area includes portions of several zoning districts that provide no context for what is village and what is not. The 2011 Village Study and 2013 Town Plan both recommend creating village-specific zoning. The map below shows existing zoning.



Each existing zoning district contains areas with non-conforming lots that are smaller than the minimum lot size for that district. This is particularly true along US 2 in the Lower Village, along Cherry Tree Hill Road, and along VT 14S and the side streets in the Upper Village. The presence of smaller non-conforming lots provides an existing framework that justifies proposing smaller lot sizes in the village area. Large undeveloped parcels within the village area offer areas for future development, and currently developed lots with extra acreage might be subdivided for infill development.

Several current zoning districts contain areas where the predominant use doesn't match the purpose of the zoning district. Some streets in the Industrial District in the Upper Village are entirely single-family homes. Residential areas on side streets off of US 2 and VT 14S are entirely residential, but are zoned Residential-Commercial.

The Planning Commission believes that new zoning for the distinctive subareas within the proposed village boundaries can better reflect the uses characteristic for those areas, reduce the

1 number of non-conforming lots, and encourage new development consistent with the existing  
2 village neighborhoods.

### 3 **4.3 Transportation Infrastructure**

4 East Montpelier Village is oriented along two major state-owned roadways: US 2 and VT 14.  
5 The 2010 reconstruction of the US 2 and VT 14N intersection included a traffic signal, turning  
6 lane, crosswalk, and sidewalks from Village Acres to Quaker Road. Reconstruction of the VT  
7 14S bridge in 2018 will include a signalized turning lane, a crosswalk, and a sidewalk on the  
8 bridge.

9 A state grant will allow construction of sidewalks connecting the bridge to the existing  
10 sidewalks, along with marked bike lanes along the combined section of US 2 and VT 14. These  
11 improvements will better support pedestrian and bicyclists in the designated Village Center.  
12 Currently, there are no sidewalks or bike lanes elsewhere in the village. The lack of a pedestrian  
13 connection between the Upper and Lower Village is a concern.

14 Quaker Road and Vincent Flats Road are paved town roadways. All other town-owned roads in  
15 the village are gravel roads.

16 Information gathered from the business survey, planning discussions and open houses identify  
17 public concerns about traffic volumes and speeds on US 2, VT 14 and Vincent Flats Road. The  
18 state determines speed limits on state highways. Posted speeds on US 2 and VT 14 are 35 mph  
19 in most of the village, increasing to 40 mph at the village edges. 2015 traffic count data found an  
20 average westbound speed of 32 mph on US 2 in the village. No data on traffic speeds on VT 14  
21 is available. The posted speed on town roads in the village is 35 mph. 2016 traffic counts on  
22 Vincent Flats Road averaged about 36 mph, with about 65% of vehicles exceeding the posted  
23 limit.

24 State road access permits are required for driveways onto US 2 and VT 14. The state is  
25 increasingly requiring shared driveways or access roads to limit the number of highway access  
26 points. These requirements can be difficult for residences and small businesses to meet.

27 The town has received a grant from VTrans to construct a new Park & Ride and bus stop facility  
28 near the intersection of US 2 and VT 14N. Construction is anticipated to occur in 2017. The  
29 Park & Ride property is already being used as a bus stop for US 2 commuter bus between  
30 Montpelier and St. Johnsbury.

### 31 **4.4 Water and Wastewater**

32 The privately-owned Crystal Springs Water System provides drinking water to 115 connections  
33 in East Montpelier Village. The service area covers most of the village. Crystal Springs is  
34 supplied by three springs at the northwest edge of the village. Crystal Springs does not have  
35 sufficient capacity to meet the peak demands of the system, nor to meet firefighting needs. The  
36 state has placed a moratorium on new connections because the current system lacks capacity to  
37 serve more connections. The East Montpelier Fire District #1 was formed in 2010 to explore  
38 purchasing Crystal Springs. The Fire District was unsuccessful and voted in November 2016 to  
39 disband. Under state law, this can only be done through merger with the town. This merger was  
40 approved at Town Meeting in March 2017, and must be also be approved by the state legislature.

1 Smaller well-fed water systems include the Sandy Pines Mobile Home Park and the East  
2 Montpelier Elementary School. Approximately 70 village properties are served by individual  
3 private wells.

4 East Montpelier has no municipal wastewater treatment system. Wastewater treatment is handled  
5 by private septic systems, typically on-site. Generally, about one acre is needed for a building  
6 lot to safely accommodate both a well and a septic system on-site. This effectively limits small  
7 lots in the village. Smaller lots are possible with either a community water system and/or a  
8 community wastewater treatment system. **The Emergency Services Facility system and the  
9 Sandy Pines community system may have excess capacity.**

10 The town has previously conducted engineering studies of village wastewater options. Costs for  
11 centralized systems to treat wastewater, or to build infrastructure to connect to Montpelier's  
12 system, were considered prohibitive. Decentralized septic systems serving clusters of users may  
13 be a more cost-effective approach to increasing density in the village.

#### 14 **4.5 Public Facilities**

15 East Montpelier Village is home to the town's primary  
16 public facilities: the Town Office, Emergency Services  
17 Facility housing the fire department, and the Post Office are  
18 all in the designated Village Center. The Village Green in  
19 front of the Old Brick Church provides green space and a  
20 place for outdoor gatherings. The Park & Ride facility is  
21 also owned by the town. **The Town Office building is  
22 becoming too small for current space demands. Several  
23 other village locations have been considered, but never  
24 studied in detail.**



25 The town recreation fields and East Montpelier Elementary School are nearby. These facilities  
26 are important to providing the village a sense of place.

#### 27 **4.6 Historic and Community Assets**



Most of the historic village buildings are located in the Designated Village Center in the Lower Village. Historic buildings include the East Village Schoolhouse (now the Town Office), the Old Brick Church, Dudley's Store and the former village creamery (now the East Montpelier Home Center). Although not as old, the Hangar Building in the Upper Village (now home to rbTechnologies) is historically and architecturally interesting. The Lower Village has three historic cemeteries.

The Cross Vermont Trail runs along portions of the old Montpelier and Wells River Railroad line, with trailhead parking on VT 14S in the Upper Village.

39 East Montpelier Trails' Mallory Brook Trail connects Johnson Road and Cherry Tree Hill Road  
40 on the west side of the village. There are currently no trails that connect into the heart of East  
41 Montpelier Village.

1 Although the Winooski River is a defining feature of the village, there is no public access to the  
2 river. The 2011 Village Study identified a potential Riverwalk and river access point near the  
3 Emergency Services Facility.

#### 4 **4.7 Economic Development**

5 East Montpelier Village is home to a diverse array of businesses, making it the economic hub of  
6 town. Businesses include retailers, wholesalers, personal and professional services, electric  
7 utility, warehousing and modular home manufacturing. The majority of businesses are located  
8 along VT 14S in the Upper Village and US 2 in the Lower Village.

9 Agriculture remains an important economic presence in the village. The former Lylehaven Farm  
10 on VT 14S continues operation under Fairmont Farms ownership. Fairmont Farms and  
11 McKnight Farm own or lease other agricultural parcels in the village, some of which are  
12 conserved.

13 Business survey respondents reported satisfaction with their village location. Business concerns  
14 included traffic speeds, unpaved roads and water supply limitations. Respondents felt the village  
15 would benefit from more small, non-manufacturing businesses.

16 Public input from the open houses raised concerns about a few vacant and unmaintained  
17 commercial properties; renovation or redevelopment of these properties would contribute to the  
18 sense of the village as a lively place and enhance the aesthetic appeal of the village. Businesses  
19 and public input identified the desire for the village to include a gathering place, such as a  
20 restaurant, bakery/café or brewpub.

#### 21 **4.8 Housing and Housing Affordability**

22 The majority of housing in East Montpelier Village are single-family homes. There are a few  
23 small apartment buildings and no condominiums. The Lower Village includes a mix of larger  
24 historic homes, smaller homes built for mill workers, and mid-20<sup>th</sup> century homes of various  
25 sizes. Homes in the designated Village Center are interspersed with commercial businesses.  
26 Along VT 14S in the Upper Village, some single-family homes are interspersed among  
27 commercial businesses. Streets off of US 2 and VT 14 are largely residential neighborhoods.  
28 The Sandy Pines Mobile Home Park, in the Upper Village, has 56 units.

29 Town residents have repeatedly identified the lack of affordable housing as a significant concern.  
30 Data from the Vermont Housing and Finance Agency support this concern. A median income  
31 household in town can afford a home costing \$207,000. Households making 80% of median  
32 income can afford a home costing \$165,000. The median home price in East Montpelier,  
33 however, is \$237,000.

34 Because East Montpelier's property values are high, it is difficult to build affordable single-  
35 family housing. Smaller lot sizes would help make single-family housing more affordable.  
36 Affordable multi-family housing requires municipal water and wastewater treatment to be viable.

37 The East Montpelier Senior Living Initiative has long sought to develop senior housing in town.  
38 A village location, with access to public transportation and a variety of services, would make  
39 sense for senior housing.

40

1 **4.9 Natural Resources**

2 The Winooski River is a hidden village asset. Currently there is no formal public access to the  
3 river, although the 2011 Village Study identified a conceptual Riverwalk between the East  
4 Village Cemetery and the Emergency Services Facility.

5 The river is also a potential source of flooding. Much of the designated Village Center and other  
6 portions of the Lower Village lie within the 100-year floodplain and mapped river corridor. The  
7 town has adopted flood hazard regulations that limit new development in the flood hazard area  
8 and river corridor.

9 Small wetland areas can be found near the river and its tributary streams. Wetlands benefit water  
10 quality, flood reduction and wildlife habitats.

11 Groundwater is an important resource for East Montpelier Village. The surficial geology  
12 underlying most of East Montpelier provides high yields of groundwater and excellent water  
13 quality. Groundwater supplies the springs for the Crystal Springs Water System, as well as  
14 individual groundwater wells.

15 With the lack of municipal sewer in the village, soils are an important resource for septic systems  
16 to treat wastewater. Soil maps for the village range show that soils range from well-suited to  
17 not-suited for septic systems. Soil maps are coarse indicators of actual conditions, however and  
18 test pits on individual properties may find areas of soils sufficiently suited to septic systems.

19 Steep slopes on both sides of the river provide practical development limitations. Steep slopes  
20 are difficult to build on and are not suitable for most septic systems.

21 Although East Montpelier Village is not heavily forested, there are forested areas in both the  
22 Lower Village and the Upper Village. Deer yards have been mapped in some of these forested  
23 areas.

24 **4.10 Issues and Opportunities**

25 This review of existing conditions has identified several major themes related to the potential  
26 growth and development of East Montpelier Village. Understanding these issues and  
27 opportunities is important to developing and implementing this Village Master Plan.

28 **4.10.1 Issues**

- 29 • Portions of the Lower Village are in the river floodplain and river corridor, limiting new  
30 development.
- 31 • Areas of steep slopes on either side of the river valley constrain development.
- 32 • There is no municipal sewer in the area, limiting denser development.
- 33 • Costs for constructing a centralized village wastewater treatment plant, or for connecting  
34 the village to Montpelier’s system are likely prohibitive.
- 35 • The Crystal Springs water supply system currently lacks capacity for new users and has a  
36 moratorium on new connections.
- 37 • Businesses and residents expressed strong concerns about traffic volume and speed on  
38 US 2 and VT 14.

- 1 • State highway access permits can be difficult to obtain.
- 2 • New sidewalks and bicycle lanes on US 2 in the Lower Village will increase pedestrian  
3 and bicycle opportunities. The Upper Village lacks bicycle and pedestrian infrastructure.  
4 There are no pedestrian connections between the Upper and Lower Village, nor between  
5 the Lower Village and East Montpelier Elementary School.
- 6 • The Lower Village lacks interconnected streets that could provide access to developable  
7 properties and alternative routes through the village.
- 8 • Current town zoning does not allow for the density of development typical for small  
9 villages in Vermont.
- 10 • There is no public access to the Winooski River.

#### 11 **4.10.2 Opportunities**

- 12 • Both the Lower Village and Upper Village have large areas of open and undeveloped  
13 land, with potential for development under new zoning.
- 14 • The designated Village Center defines the historic core of East Montpelier Village.  
15 Designation allows owners of historic buildings to get tax credits for renovations and  
16 improvements. It also provides the town better access to grants that support the village.
- 17 • East Montpelier Village is home to the town's major public facilities, including the Town  
18 Office, Post Office, Emergency Services Facility and Park & Ride facility. The  
19 elementary school is close by.
- 20 • East Montpelier Village is home to many of the town's commercial businesses.
- 21 • East Montpelier Elementary School and the town's recreation fields are located within  
22 one mile of the Designated Village Center. Future development offers the opportunity to  
23 better integrate the school and recreation fields with the village and provide more  
24 residents easier access to these community assets.
- 25 • The VT 14S bridge reconstruction will improve traffic flow and add a signalized  
26 pedestrian crosswalk.
- 27 • The sidewalk construction project will connect sidewalks and add bicycle lanes between  
28 the US 2/VT 14S and US 2/VT 14N intersections in the Lower Village.
- 29 • Public input indicates community support for a livelier, more coherent village with  
30 services and community gathering places.
- 31 • Public input indicates community support for housing options that are affordable for  
32 working families and seniors in the village.
- 33 • The town purchased the 48-acre LaPerle Farm property at the intersection of US 2 and  
34 VT 14N. A study committee is exploring development opportunities for this property.
- 35 • The Lower Village has areas with potential access to the Winooski River, with the  
36 possibility of developing a Riverwalk.
- 37 • The town has engaged boards and committees able to undertake activities and strategies  
38 to implement this plan.

## 5 EAST MONTPELIER VILLAGE VISION AND PLAN

### 5.1 Themes from Public Input

At the July 2016 open house, the public was asked to identify what they liked and disliked about East Montpelier Village today and what they wanted the village to have in the future.

People like that East Montpelier Village has a small, compact village feel. They appreciate its proximity to Montpelier and Barre. They like the mix of homes, businesses and public services. But they feel that East Montpelier can be better.

Significant concerns were raised about traffic volumes and speeds in the village. Citizens want sidewalks and bicycle/pedestrian paths. They think the village needs more businesses and housing. They want public access to the river.

Several themes emerged for what people would like East Montpelier to be in the future.

➤ ***Higher density mixed uses in a compact village.***

Residents and business leaders want the village to continue to be the town's center for government services, businesses and places to live. They want more housing options in the village, including affordable housing. They would also like to see more businesses, especially those that serve local needs. Development should be pedestrian friendly, with buildings close to the street and parking to the side or rear.

➤ ***Vibrant local economy.***

Community members want thriving village-scale businesses that provide local employment, services to the local community, and places to gather with others. Most especially, people want village businesses to draw residents and the broader community into the village. Cited examples include: a café/restaurant/bakery/coffee shop; a brew pub; a maker space; and industry that might develop at the edge of the village.

➤ ***Businesses, facilities and activities that foster a sense of place.***

People want the village to have distinctive places for people to play, gather and have activities. Cited examples include: a Riverwalk; green space/gazebo by the river; a community center; playground/recreational facilities; and community garden space.

➤ ***Safe streets with more opportunities for walking and bicycling.***

Citizens, especially those living or working in the village, would like to see less traffic and slower traffic speeds. They want safe pedestrian and bicycle connections within and between the Upper Village, Lower Village and the school. They also want connections between the village and the Cross Vermont Trail and East Montpelier Trails.

➤ ***Infrastructure that supports housing and business growth.***

People recognize that housing and business growth requires supportive infrastructure. Specifically, an adequate water supply system is critical to near-term residential and business growth. Wastewater treatment is important for existing and future development. Sidewalks allowing safe pedestrian travel in the village are also important.

1 **5.2 Vision Statement**

2 The Village of East Montpelier will be centered on a compact and vibrant core with a mix of  
3 residences, businesses and government services in a traditional village pattern. The village core  
4 includes areas on both sides of the Winooski River. Residential areas will surround and support  
5 the mixed-use village core. Street trees, small parks and open space, along with strong visual  
6 and physical connection to the Winooski River, will enhance the village setting.

7 The historic Lower Village will provide a mix of civic and traditional village center uses, such as  
8 town offices, emergency services, a post office and general store, as well as residential uses and  
9 village-scaled businesses.

10 The Upper Village will function as a traditional village with mixed residential and business uses,  
11 but will incorporate a wider mix of businesses, such as tech-friendly businesses, light industry  
12 and warehousing that is compatible with residential uses.

13 The village core and surrounding residential areas will provide a range of housing opportunities,  
14 including affordable and senior housing, multi-family and single family dwellings. Village-  
15 scaled lots will be integrated with sidewalks. Residential areas will extend to the elementary  
16 school, integrating the school with the village and providing housing opportunities for families  
17 with children to live close to the school. Well-planned residential clusters that integrate greater  
18 density, shared infrastructure and open space will be encouraged.

19 Sidewalks, bicycle lanes and signalized crosswalks will provide safe connections between  
20 residences, businesses and open spaces throughout the village. Pedestrian and bicycle routes and  
21 pathways between the Upper and Lower Village, the elementary school, and the Cross Vermont  
22 Trail will connect the different village areas and provide links to other town trail systems.  
23 Pedestrian and bicycle linkages also connect to, and encourage use of, public transportation  
24 facilities. Traffic-calming measures will help manage traffic speeds in the village.

25 Village homes and businesses will be built, renovated and operated to be energy efficient.  
26 Renewable energy generation for on-site consumption will be encouraged; energy generation  
27 facilities for off-site consumption will not be sited in the village.

28 Infrastructure will support a revitalized and growing village. A public water supply system will  
29 provide high-quality water, with sufficient capacity to support homes, businesses and fire-  
30 protection needs in the village. Residences and businesses will take advantage of new and  
31 innovative wastewater technologies, including small, shared community wastewater systems.

32

### 1 **5.3 Goals for East Montpelier Village**

2 The vision statement provides a basis for establishing planning goals for the village.

- 3 ➤ **Goal 1: Compact Village Form** – The village will become more dense and compact,  
4 with distinctive mixed-use and residential areas.
- 5 ➤ **Goal 2: Housing Opportunities** – A range of housing opportunities will be available  
6 throughout the village, including single-family, multi-family, affordable and senior  
7 housing.
- 8 ➤ **Goal 3: Village-Scale Businesses** – Village-scale businesses that serve the village and  
9 provide employment opportunities will be located in mixed-use areas.
- 10 ➤ **Goal 4: Historic Village Patterns** – Development will be designed to reflect historic  
11 village patterns. Buildings will be oriented parallel or perpendicular to the street and to  
12 other buildings. Businesses will be located close to streets and sidewalks and compatible  
13 with neighboring residential uses. Building scales will be appropriate to neighboring  
14 uses.
- 15 ➤ **Goal 5: Sidewalks, Bicycle Paths and Trails** – Development will accommodate  
16 pedestrians and bicycles. Sidewalks and bicycle paths will be encouraged along all  
17 streets in the village. Buildings and parking lots will be located to encourage connections  
18 to sidewalks and bicycle paths. Trails will link village locations and connect with trail  
19 networks.
- 20 ➤ **Goal 6: Parking** – Parking will not dominate the site. Parking lots will be located  
21 behind or to the side of buildings, unless infeasible. Parking spaces will be based on the  
22 minimum needs of the use. Shared parking will be encouraged. When visible from the  
23 street, parking lots will be landscaped.
- 24 ➤ **Goal 7: Street Trees** – Street trees will be planted along major connecting roads and  
25 pedestrian spaces.
- 26 ➤ **Goal 8: Shared Infrastructure** – Development will be designed to efficiently share  
27 roads, pedestrian and bicycle facilities, wastewater and utility infrastructure.
- 28 ➤ **Goal 9: Water Supply** – The water supply system will be able to adequately serve  
29 current and future village residential, business, public sector and fire-fighting needs.
- 30 ➤ **Goal 10: Wastewater Treatment** – Wastewater treatment opportunities that support  
31 village-scale development will be sought and encouraged.
- 32 ➤ **Goal 11: Traffic Calming** – Traffic calming opportunities, including infrastructure and  
33 design elements, will be identified and sought for US 2 and VT 14.
- 34 ➤ **Goal 12: Public Transit** – The Town will support the current US 2 public transit route  
35 and a potential future VT 14 public transit route, in order to provide transportation  
36 alternatives.
- 37 ➤ **Goal 13: Energy Goals** – Energy goals will be encouraged through energy-efficient  
38 design and construction, weatherization retrofits, availability of pedestrian and bicycle

1 infrastructure, availability of public transportation, and renewable energy generation for  
2 on-site use.

3 ➤ **Goal 14: Grandfathered Uses** – Existing uses may continue, regardless of new zoning  
4 that may be enacted in the village.

## 5 **5.4 Village Planning Areas**

6 The vision for East Montpelier Village recognizes that the village has different areas with  
7 distinct characteristics, and these areas should remain distinctive as the village grows and  
8 becomes better interconnected. Four village planning areas accommodate this objective.

9

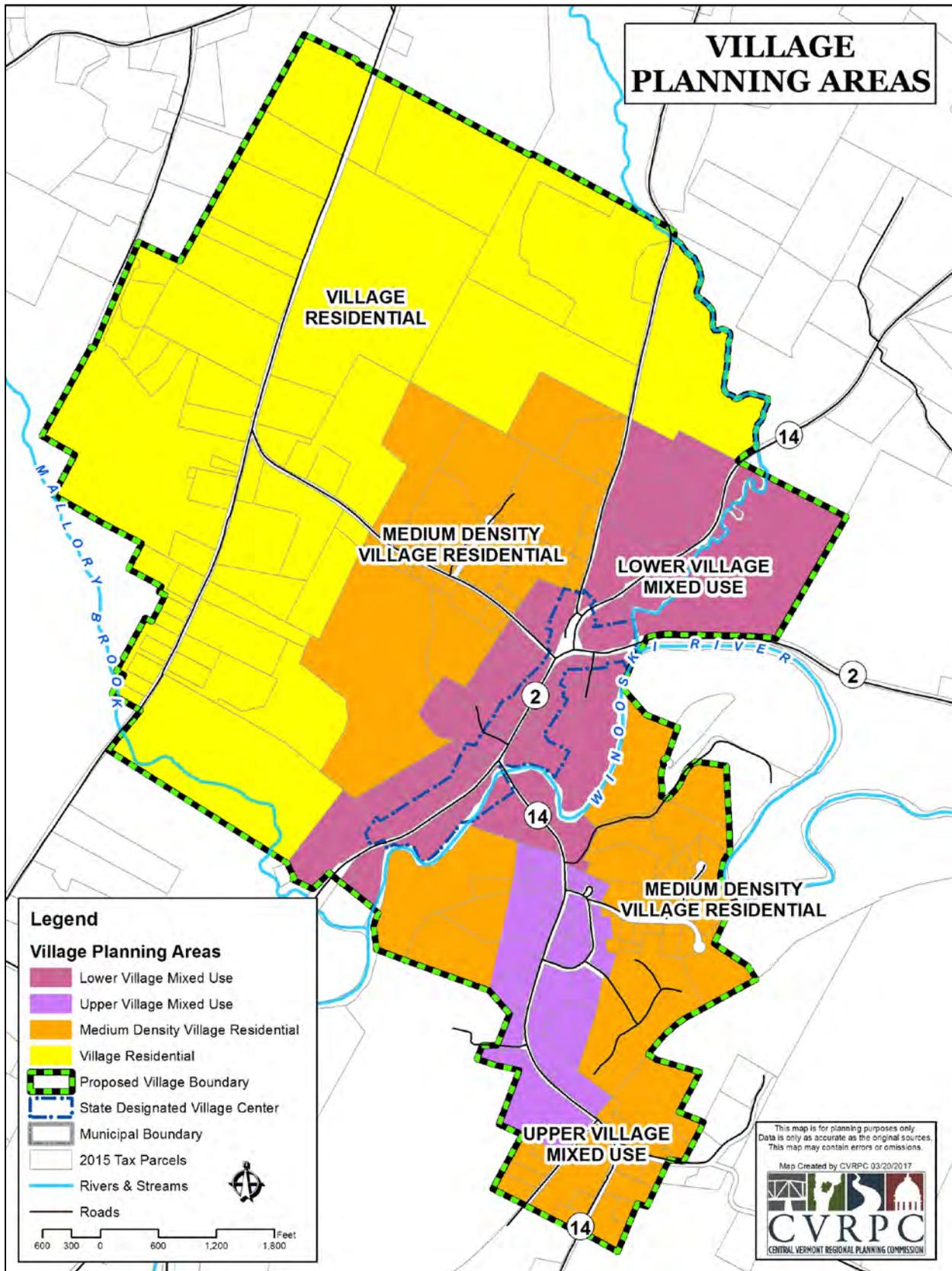
- 10 • **Lower Village Mixed Use Area**
- 11 • **Upper Village Mixed Use Area**
- 12 • **Medium Density Village Residential Area**
- 13 • **Village Residential Area**

14

15 Each village planning area has a distinct purpose, with associated allowable uses, lot sizes  
16 and setbacks. Allowable lot sizes will be smaller than permitted under the existing 2015  
17 zoning, and setbacks will be smaller to encourage a more compact pattern of development  
18 and a strong relationship to the street.

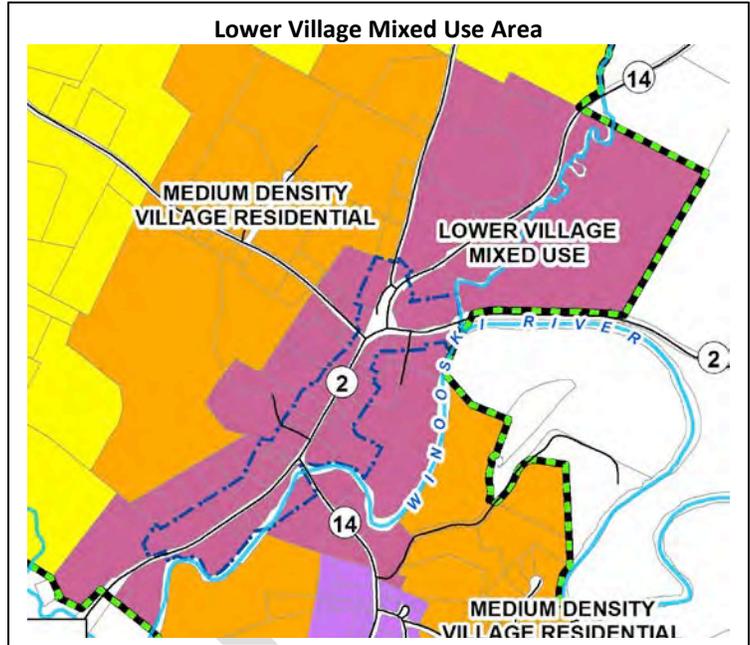
19 Building heights will remain at 35 feet, consistent with the rest of the town. This ensures that  
20 the East Montpelier Fire Department can continue to provide fire protection with existing  
21 equipment.

22 Planned Unit Development (PUD) and Planned Residential Development (PRD) are  
23 encouraged in all planning areas. PUDs and PRDs can provide shared infrastructure and an  
24 efficient pattern of development. Density bonuses provide an incentive for PUDs and PRDs.



1 **5.4.1 Lower Village Mixed Use Area**

2 The Lower Village Mixed Use area is  
3 located along US 2 and VT 14N. This  
4 area includes the historic Designated  
5 Village Center. The Town Office,  
6 Emergency Services Facility, Post  
7 Office, Old Brick Church and LaPerle  
8 Farm property are in this area. The area  
9 currently has a mix of residences and  
10 businesses, including Dudley’s Store.  
11 The Winooski River is a prominent, but  
12 currently underutilized, feature of this  
13 area. This is the only part of the village  
14 that currently has traffic signals,  
15 crosswalks and sidewalks.



16 **Purpose:** The Lower Village Mixed  
17 Use Area will have small-to-moderate  
18 scale residential and non-residential uses  
19 integrated into a compact village pattern  
20 at moderate densities. Residential uses will be complimented by commercial, civic, religious and  
21 office uses on adjacent properties or within the same building. Small parks, playgrounds, green  
22 spaces and paths will enhance the area’s character and livability. Future development will be  
23 oriented to promote a walkable village that is consistent with the character and pattern of  
24 development expressed in the East Montpelier Town Plan. Parking lots will be located behind or  
25 to the side of businesses, to reinforce pedestrian accessibility.

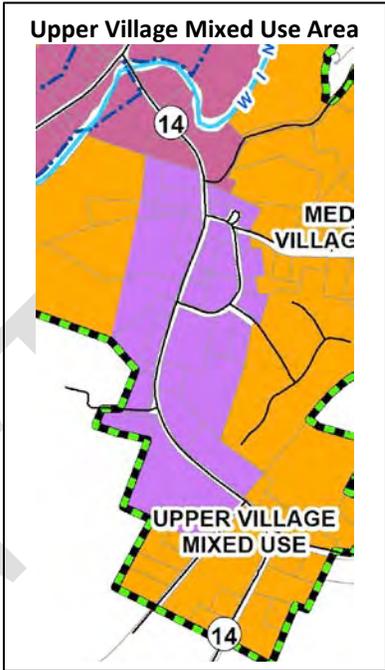
26 **Desired Elements:**

- 27 • New residential development;
- 28 • New restaurant/café/bakery/coffee shop;
- 29 • Shops and offices serving village residents;
- 30 • Buildings close to streets and sidewalks;
- 31 • Continued presence of civic services, such as the Town Office, Emergency Services  
32 Facility and Post Office;
- 33 • Sidewalks and bicycle lanes;
- 34 • Trails between village locations and connections to elementary school, recreation fields  
35 and trail networks;
- 36 • Riverwalk/green space/gazebo along the Winooski River.

37 **Minimum Lot Size:** ½ acre. Greater density (4 units/acre) may be allowed for Planned Unit  
38 Developments and Planned Residential Developments.

1 **5.4.2 Upper Village Mixed Use Area**

2 The Upper Village Mixed Use area is located along VT 14S.  
3 Currently, residential areas are mixed with commercial and light  
4 industrial uses. The area currently has no traffic signals,  
5 sidewalks or crosswalks. The Cross Vermont Trail borders the  
6 southern edge of this planning area.



7 **Purpose:** The Upper Village Mixed Use Area will have small-  
8 to-moderate scale residential and non-residential uses integrated  
9 into a compact village pattern at moderate densities. Residential  
10 uses will be complimented by commercial, civic, religious and  
11 office uses on adjacent properties or within the same building.  
12 The Upper Village Mixed Use Area is intended to include a  
13 broader range of businesses than the Lower Village Mixed Use  
14 Area, including some light industrial uses that are compatible in  
15 a residential area. Small parks, playgrounds, green spaces and  
16 paths enhance the area’s character and liveability. Future  
17 development will be oriented to promote a walkable village that  
18 is consistent with the character and pattern of development  
19 expressed in the East Montpelier Town Plan. Parking lots will  
20 be located behind or to the side of businesses, to reinforce  
21 pedestrian accessibility.

22 **Desired Elements:**

- 23 • New residential development;
- 24 • Shops, restaurants and offices serving village residents;
- 25 • Maker space or other technology business;
- 26 • Buildings close to streets and sidewalks;
- 27 • Sidewalks and bicycle lanes, particularly pedestrian connections to the Lower Village;
- 28 • Trails between village locations and connections to trail networks.

29 **Minimum Lot Size:** ½ acre. Greater density (4 units/acre) may be allowed for Planned Unit  
30 Developments and Planned Residential Developments.

31

1 **5.4.3 Medium Density Village Residential Area**

2 The Medium Density Village Residential Area adjoins  
3 both the Lower Village Mixed Use Area and the Upper  
4 Village Mixed Use Area. Currently, this area is  
5 predominantly residential with some large undeveloped  
6 areas. The Medium Density Village Residential Area is  
7 envisioned to develop as compact residential  
8 neighborhoods within easy walking distance to Lower  
9 Village and Upper Village Mixed Use businesses and  
10 services.

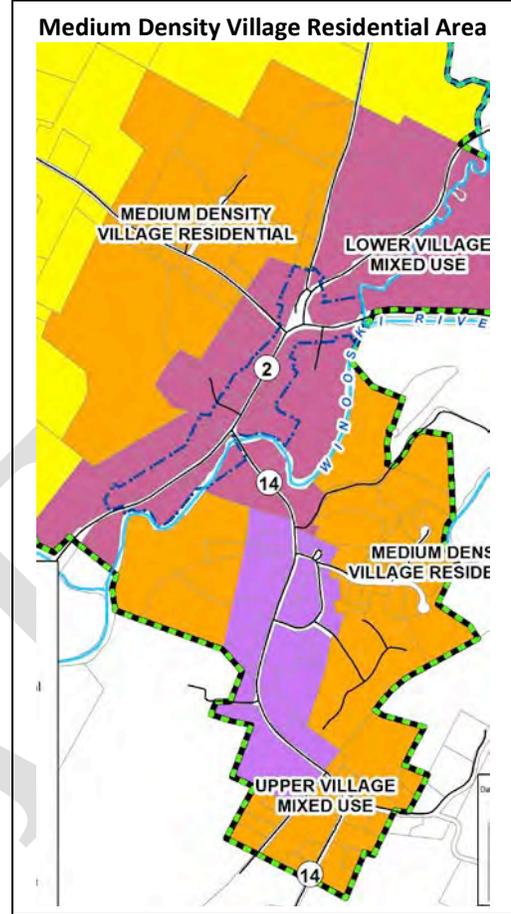
11 **Purpose:** The Medium Density Village Residential  
12 District will provide a variety of housing types that  
13 support nearby businesses. Single family, two-family  
14 and multi-family uses will be developed in a compact  
15 village pattern at moderate densities. Housing will be  
16 integrated with green space, parks and paths.

17 **Desired Elements:**

- 18 • New residential development with a range of  
19 housing options;
- 20 • Buildings close to streets and sidewalks;
- 21 • Sidewalks and bicycle lanes connecting with  
22 other village areas;
- 23 • Trails between village locations and connections  
24 to trail networks.

25 **Minimum Lot Size:** ½ acre. Greater density (4 units/acre) may be allowed for Planned Unit  
26 Developments and Planned Residential Developments.

27  
28



1 **5.4.4 Village Residential Area**

2 The Village Residential Area adjoins the north  
3 and west side of the Medium Density Village  
4 Residential area. This area includes the  
5 elementary school and town recreation fields,  
6 and has residential uses, undeveloped  
7 properties and conserved agricultural land.  
8 The Village Residential Area is envisioned as  
9 providing less dense residential housing  
10 opportunities close to the Lower Village and  
11 elementary school. Existing agricultural uses  
12 will continue to be an important element of  
13 this planning area.

14 **Purpose:** The Village Residential District will  
15 provide residential neighborhoods in close  
16 proximity to core village areas, schools and  
17 parks, while maintaining a compact  
18 development pattern that is integrated with  
19 open space, recreational facilities and trails.

20 **Desired Elements:**

- 21 • New residential development with a  
22 range of housing options;
- 23 • Sidewalks and bicycle lanes connecting with other village areas;
- 24 • Trails between village locations and connections to elementary school, recreation fields  
25 and trail networks.

26 **Minimum Lot Size:** 1 acre. Greater density (2 units/acre) may be allowed for Planned Unit  
27 Developments and Planned Residential Developments.

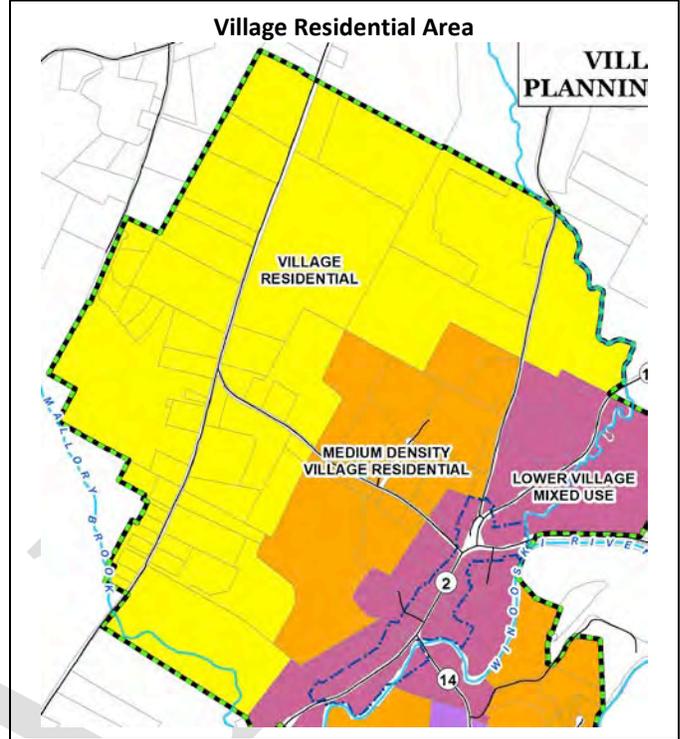
28

29 **5.5 Development Potential: How Much Growth Could Occur?**

30 Planners use a tool, called buildout analysis, to calculate development potential under current  
31 and future land development regulations. Changes to land development parameters, such as  
32 minimum lot size, will impact future development potential. A buildout analysis was conducted  
33 to determine the amount of development that could occur in East Montpelier Village under  
34 current zoning and under the changes proposed in this plan. This section summarizes the  
35 highlights of the buildout analysis. The full buildout analysis report is included in Appendix C.

36 The major factor that is unknown in a buildout analysis is the amount of time that will be needed  
37 for full buildout to occur. The actual pace of development is determined by market forces, and is  
38 influenced by the economy and population growth. Additionally, property owners may choose  
39 not to subdivide their properties, limiting new development.

40



East Montpelier Village Master Plan  
June 1, 2017 Review Draft

1 Development can be constrained or encouraged by various factors, including:

- 2 • Environmental factors: Generally, wetlands, floodplains, river corridors and buffer areas  
3 cannot be developed. Lands that have been conserved also typically cannot be  
4 developed. Steep slopes are difficult, and therefore unlikely, to be developed. A buildout  
5 analysis removes these types of constraints from development calculations.
- 6 • Existing development: Developed properties might be able to be subdivided, depending  
7 on where buildings are located on the property. Existing developed parcels might also be  
8 redeveloped, either by renovating an existing building or by tearing down and building a  
9 new structure.

10 There are currently 252 parcels within the proposed village boundaries. Under existing zoning  
11 development potential is very limited: only 31 new residential parcels and 12 new non-  
12 residential parcels could be developed – a 17% increase over the current number of buildable  
13 parcels.

14 Under this Village Master Plan, total potential parcels increase 74.2%. This development  
15 potential is comprised of 169 new residential parcels and 18 new non-residential parcels. 27% of  
16 the new residential parcels would be in the two mixed-use planning areas; 35% would be in the  
17 Medium Density Residential planning area, and 38% would be in the Village Residential  
18 planning area. New non-residential parcels would be located in the mixed use planning areas:  
19 28% in the Lower Village and 72% in the Upper Village.

Village Master Plan Development Potential				
Planning Area	Minimum Lot Size	New Parcels		
		Residential	Non-Residential	Total
Lower Village Mixed Use	½ acre	22	5	27
Upper Village Mixed Use	½ acre	23	13	36
Medium Density Residential	½ acre	60	0	60
Village Residential	1 acre	64	0	64
<b>TOTAL</b>		<b>169</b>	<b>18</b>	<b>187</b>

20 Only 34% of the total development potential is located in the two mixed-use planning areas. In  
21 part, this is because these areas are already developed. The flood plain and river corridor also  
22 limit development in the Lower Village Mixed Use area. Changing the zoning in these planning  
23 areas will help these areas develop but will not be sufficient for these areas to meet their full  
24 potential. Renovation and redevelopment of existing properties in the mixed use planning areas  
25 would also help revitalize these areas.

## 6 ACTIONS AND IMPLEMENTATION

The underlying goal of the East Montpelier Village Master Plan is to offer opportunities for future development and to create an attractive and vibrant community center. This plan presents a vision and goals for a compact and denser village, with two moderate-density mixed-use core areas surrounded by moderate-density residential areas and a less dense residential area that tie the village to the East Montpelier Elementary School.

The actions to implement this plan use a variety of techniques, from planning and zoning, to public investment, to community development initiatives. Each action implements one or more of the goals detailed in Chapter 5. Specific actions are discussed below.

➤ **Action 1 – The vision, goals and approaches presented in this Village Master Plan will be incorporated into the East Montpelier Town Plan.**

The Town Plan has a special status prescribed under state statute, serving as the overall town vision, the basis for land development regulation, and an action plan for the town. This Village Master Plan can be incorporated into the Town Plan either through town plan amendment, or through incorporation into the 2018 town plan update.

This action helps implement:

*Goal 1: Compact Village Form*

Priority: High

Responsible entity: The Planning Commission develops the Town Plan. The Selectboard is responsible for adopting it.

Timeline: 2017/2018

➤ **Action 2 – Adopt village-specific land development regulations for the village planning areas identified in this plan.**

Land development regulations (zoning) establish the rules for land subdivision and land development. The land development regulations specify the types of land uses, the minimum lot sizes, dimensional standards and other standards for new development in each zoning district. Adoption of zoning for the village planning areas is fundamental to implementing this Village Master Plan.

This action helps implement:

*Goal 1: Compact Village Form*

*Goal 2: Housing Opportunities*

*Goal 3: Village-Scale Businesses*

*Goal 4: Historic Village Patterns.*

*Goal 14: Grandfathered Uses*

1 Priority: High

2 Responsible entity: The Planning Commission develops land development regulations. The  
3 Selectboard is responsible for adopting them.

4 Timeline: 2017/2018  
5

6 ➤ **Action 3 – Pursue opportunities to construct sidewalks, crosswalks, bicycle lanes,  
7 and trails that provide safe pedestrian and bicycle transportation throughout the  
8 village.**

9 The Town has been successful in advocating for pedestrian facilities in state-led  
10 transportation projects, and in obtaining state grants to construct sidewalks and bicycle lanes  
11 along US 2. Continued efforts are needed to identify and pursue opportunities to construct  
12 pedestrian and bicycle facilities in the village. Priorities should be along US 2, VT 14, and  
13 connections between US 2 and East Montpelier Elementary School and recreation fields.  
14 New pedestrian and bicycle facilities that require municipal capital expenditure by the Town  
15 should be included in the Town’s Capital Planning Budget.

16 This action helps implement:

17 *Goal 5: Sidewalks, Bicycle Paths and Trails*

18 *Goal 11: Traffic Calming*

19 *Goal 13: Energy Goals*

20 Priority: Moderate

21 Responsible entity: The Village Committee promotes projects in the village. The Town  
22 Administrator monitors grant opportunities and is the Town’s point of contact for the Agency  
23 of Transportation. The Capital Improvement Committee develops the Capital Planning  
24 Budget, which incorporates identified and approved projects. The Selectboard approves  
25 grant applications, and approves and implements the Capital Planning Budget.

26 Timeline: Ongoing  
27

28 ➤ **Action 4 – Pursue opportunities to ensure that the water supply system acquires  
29 sufficient capacity to serve current and future customers in the village.**

30 A water supply system is critical to implementing this Village Master Plan. The state  
31 Department of Environmental Conservation, which regulates water supply systems, has  
32 imposed a moratorium on new connections to the Crystal Springs Water System because of  
33 insufficient capacity to meet current water demands. The Town should pursue opportunities  
34 to ensure that the Village has an adequate water supply. If the Town makes an investment in  
35 a water supply system, it should be included in the town’s Capital Planning Budget.

36 This action helps implement:

37 *Goal 9: Water Supply*

38 Priority: High

1 Responsible entity: With the merger of the Fire District with the Town, the Town becomes  
2 the governmental entity to implement this action. The Selectboard is the appropriate board to  
3 work with Crystal Springs. The Capital Improvement Committee develops the Capital  
4 Planning Budget, which incorporates identified and approved projects. The Selectboard  
5 approves and implements the Capital Planning Budget.

6 Timeline: 2017/2018 and ongoing  
7

8 ➤ **Action 5 – Pursue opportunities to provide wastewater treatment infrastructure**  
9 **that supports development in the village.**

10 The Town has previously studied possible options for providing wastewater treatment for the  
11 village, although these studies were focused more towards replacing failing septic systems  
12 than for providing infrastructure to support village growth. The Town should continue to  
13 seek opportunities to provide centralized or decentralized wastewater treatment facilities for  
14 the village. The Town is currently evaluating the possibility of wastewater treatment  
15 capacity at the Old LaPerle Farm property. New wastewater facilities that require municipal  
16 capital expenditure by the Town should be included in the town’s Planning Budget.

17 In the interim, the Town should encourage the development of shared wastewater treatment  
18 infrastructure. One way to do this is to provide increased density bonuses to developers of  
19 planned cluster developments (PUDs/PRDs) that install shared wastewater treatment  
20 systems. Owners of existing properties with aging or failing septic systems should be  
21 encouraged to work with neighboring property owners to install shared replacement septic  
22 facilities that benefit multiple properties and reduce individual costs.

23 This action helps implement:

24 *Goal 10: Wastewater Treatment*

25 Priority: High

26 Responsible entity: The Planning Commission develops land development regulations,  
27 including PUD/PRD requirements. The Capital Improvement Committee develops the  
28 Capital Planning Budget, which incorporates identified and approved projects. The  
29 Selectboard authorizes studies, and approves and implements the Capital Planning Budget.

30 Timeline: 2017/2018 and ongoing  
31

32 ➤ **Action 6 – Pursue opportunities to increase the amount and variety of housing**  
33 **opportunities in the village.**

34 Several steps are available to implement this housing action item.

- 35 A. Adopting land development regulations for the village planning areas will enable  
36 properties to be developed (or redeveloped) at higher densities than currently allowed.  
37 New residential development will increase the housing supply. Smaller lot sizes will  
38 help reduce the land component of housing costs. Density bonuses for Planned  
39 Residential Development in the village will also help to increase housing supply and  
40 decrease housing costs.

- 1 B. The Town should continue to explore opportunities to work with affordable housing  
2 agencies, such as Downstreet and the Vermont Housing and Conservation Board, to  
3 build affordable and/or senior housing in the village or to provide down-payment  
4 assistance for first-time homeowners.
- 5 C. The Town should evaluate expanding the purpose of the Conservation Fund to also  
6 include affordable housing, following the model of the Vermont Housing and  
7 Conservation Board.
- 8 D. Current land development regulations related to multi-family housing should be  
9 reviewed, and updated as necessary, to ensure that they do not create unnecessary  
10 barriers to development of multi-family housing such as apartments or  
11 condominiums.

12 This action helps implement:

13 *Goal 2: Housing Opportunities*

14 Priority: High

15 Responsible entity: The Planning Commission develops land development regulations. The  
16 Selectboard is responsible for adopting them. The Selectboard establishes partnerships with  
17 external agencies. The Selectboard establishes the charge to Town committees, such as the  
18 Conservation Fund Advisory Committee.

19 Timeline: 2017/2018 and ongoing  
20

21 ➤ **Action 7 – Encourage business retention and expansion, and the location of new  
22 village-scaled businesses, in village mixed-use areas.**

23 The Town should work cooperatively with existing property owners to encourage their  
24 retention and possible expansion in village mixed-use areas. Specific steps depend on the  
25 needs of each business. The Town should similarly work cooperatively with prospective  
26 businesses, and the Central Vermont Economic Development Corporation, to help new  
27 village-scaled businesses locate in the village. The Town should provide guidance to  
28 businesses in obtaining information and understanding options for complying with state  
29 highway road access requirements.

30 This action helps implement:

31 *Goal 3: Village-Scale Businesses*

32 Priority: Moderate

33 Responsible entity: The Town Administrator, Selectboard, and possibly Village Committee,  
34 are best positioned to work with local property owners, businesses and economic  
35 development agencies.

36 Timeline: Ongoing  
37  
38

1 ➤ **Action 8: Maintain Village Center Designation for the historic village core and**  
2 **promote the associated benefits.**

3 Village center designation must be renewed every five years, through application to the state  
4 Department of Housing and Community Development. The designation needs to be renewed  
5 in 2018. Village center designation benefits include priority consideration for state grants,  
6 and availability of tax credits for improvements to historic buildings in the designated village  
7 center.

8 The Town should look into possibly expanding the boundary of the designated village center.

9 The Town should promote state tax credits available for income-producing properties, built  
10 before 1983, in the designated village center. These benefits are available for: interior and  
11 exterior improvements, code compliance, plumbing and electrical upgrades, façade  
12 improvements, data and network technology installations and associated HVAC  
13 improvements. These tax credits are beneficial for the economic reuse of older buildings.

14 This action helps implement:

15 *Goal 3: Village-Scale Businesses*

16 Priority: Moderate

17 Responsible entity: The Planning Commission sponsors the Village Center Designation  
18 renewal application. The Town Administrator, Selectboard, and possibly Village Committee,  
19 are best positioned to work with local property owners, businesses and economic  
20 development agencies.

21 Timeline: 2018 and ongoing

22

23 ➤ **Action 9 – Evaluate the level of interest in, and benefits of, forming a non-profit**  
24 **entity to acquire and redevelop properties in the village as a way to preserve**  
25 **historic properties and spur economic development.**

26 Non-profit community organizations are sometimes better suited than municipal  
27 governments to acquire and redevelop key properties in downtowns and village centers. The  
28 Friends of Algiers Village, in the town of Guilford, VT, is a successful model for how a  
29 community non-profit can work with municipal government and local land trusts to acquire  
30 and redevelop historic properties, including the village general store and multi-family  
31 residential properties.

32 The Town should research examples of non-profit community organizations, such as the  
33 Friends of Algiers Village, to understand how they were formed, what they can do, and what  
34 it takes for such organizations to be successful. The Town should work with individuals and  
35 organizations in the community to determine the level of interest in forming a non-profit  
36 community organization to promote preservation and economic development in East  
37 Montpelier Village. If sufficient interest exists, the Town should support the creation of and  
38 work with such an organization to further the goals of this Village Master Plan.

39 This action helps implement:

40 *Goal 2: Housing Opportunities*

1           **Goal 3: Village-Scale Businesses**

2           Priority: Moderate

3           Responsible entity: The Planning Commission and/or Village Committee, are the  
4 appropriate bodies to research, gauge support for, and recommend the formation of a non-  
5 profit organization to promote preservation and economic development in East Montpelier  
6 Village. The Selectboard, Planning Commission and Village Committee are best positioned  
7 to work with such an organization.

8           Timeline: 2018 and ongoing

9  
10 ➤ **Action 10: Ensure that village properties under town control are developed in a**  
11 **manner consistent with the goals of this Village Master Plan.**

12           The Town owns the Old LaPerle Farm property and property next to the Emergency Services  
13 Facility. These properties have the potential for new housing, businesses and open space.  
14 The Town should be proactive in the planning and development of these properties consistent  
15 with the goals of this plan.

16           This action helps implement:

17           **Goal 1: Compact Village Form**

18           **Goal 2: Housing Opportunities**

19           **Goal 3: Village-Scale Businesses**

20           **Goal 4: Historic Village Patterns**

21           **Goal 5: Sidewalks, Bicycle Paths and Trails**

22           **Goal 6: Parking**

23           **Goal 7: Street Trees**

24           **Goal 8: Shared Infrastructure.**

25           Priority: High

26           Responsible entity: The Village Committee promotes projects in the village. The Old  
27 LaPerle Farm Property Committee is investigating possible development options for this  
28 town property. The Selectboard is responsible for approving town projects and project  
29 financing. The Development Review Board is responsible for approving subdivision, site  
30 plan and conditional use permits.

31           Timeline: 2017/2018 and ongoing

32  
33 ➤ **Action 11 – Identify and implement traffic-calming opportunities along US 2 and**  
34 **VT 14.**

35           Village businesses and residents have expressed concern about traffic and traffic speeds in  
36 the village, particularly along US 2 and VT 14. The Town has been effective in working  
37 with the state to implement sidewalks and signalized crosswalks along US 2 and the VT 14S

1 bridge. The Town should work with the Central Vermont Regional Planning Commission  
2 and the Agency of Transportation to obtain traffic count and speed data in both directions for  
3 US 2 and VT 14 and to pursue possible reduction of the state speed limit within the village.  
4 The town should also work with the Central Vermont Regional Planning Commission and  
5 the Agency of Transportation to identify traffic calming design elements and facilities  
6 appropriate for the village. These might range from traffic signals to crosswalk bump outs,  
7 to street trees. The Town should continue to advocate for traffic calming opportunities as the  
8 state implements highway projects in the village. The Town should also identify and seek  
9 grants to implement non-highway design elements, such as street trees, throughout the  
10 village.

11 This action helps implement:

12 *Goal 11: Traffic Calming*

13 *Goal 7: Street Trees*

14 Priority: Moderate

15 Responsible entity: The Planning Commission and Selectboard can work with external  
16 agencies to identify appropriate traffic calming measures and possible funding. The  
17 Selectboard authorizes Town expenditures.

18 Timeline: 2017/2018 and ongoing

19  
20 ➤ **Action 12 – Review and update site plan review, parking and design standards in**  
21 **the land development regulations.**

22 This Plan envisions not only new village development, but also development in a traditional  
23 village form. Standards for site plan and conditional use review provide guidance to the  
24 developer and the Development Review Board on the desired design and form  
25 characteristics. The Town's land development regulations should be reviewed, and site plan  
26 review, parking and design standards updated as needed.

27 This action helps implement:

28 *Goal 4: Historic Village Patterns*

29 *Goal 5: Sidewalks, Bicycle Paths and Trails*

30 *Goal 6: Parking*

31 *Goal 7: Street Trees*

32 *Goal 8: Shared Infrastructure.*

33 Priority: High

34 Responsible entity: The Planning Commission develops land development regulations. The  
35 Selectboard approves them. The Development Review Board implements the regulations  
36 during subdivision, site plan and conditional review.

37 Timeline: 2018 and ongoing

38

1 ➤ **Action 13 – Support public transit service in East Montpelier Village.**

2 The US 2 Commuter bus between Montpelier and St. Johnsbury stops at the Park & Ride in  
3 East Montpelier Village. The towns of Calais and Woodbury have been discussing the  
4 possibility of new bus service on VT 14 with Green Mountain Transit; such service, if  
5 implemented, would probably also stop in East Montpelier. The Town should support the  
6 current US 2 bus route and potential VT 14 service.

7 This action helps implement:

8 *Goal 12: Public Transit*

9 Priority: Moderate

10 Responsible entity: The Selectboard is the point of contact between the Town and Green  
11 Mountain Transit. Town residents vote on annual appropriations to Green Mountain Transit.

12 Timeline: Ongoing

13

14 ➤ **Action 14 – Implement strategies for energy efficiency in heating, electricity and  
15 transportation. Encourage renewable energy generation scaled for onsite energy  
16 demand in the village. Energy generation scaled for off-site energy consumption  
17 should not be located in the village.**

18 Compact village development promotes transportation energy efficiency by encouraging  
19 walking and bicycling, and reducing driving distances to village services. Availability of  
20 public transit in the village encourages its use.

21 The Town should promote Efficiency Vermont and Washington Electric Coop home and  
22 business energy efficiency retrofit programs. Information about the state energy standards  
23 should be made available for new development.

24 Homes and businesses in the village should be encouraged to install renewable energy  
25 generation equipment for on-site energy use. To preserve lots for village uses, renewable  
26 energy generation for off-site consumption should not be located in the village.

27 This action helps implement:

28 *Goal 13: Energy Goals*

29 Priority: Moderate

30 Responsible entity: The Zoning Administrator can obtain brochures or other information for  
31 distribution about energy efficiency programs and standards. The Energy Committee and  
32 Planning Commission should include energy siting policies in the municipal energy plan and  
33 Town Plan.

34 Timeline: 2017/2018 and ongoing

35

36

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# APPENDICES

## APPENDIX A: PUBLIC PARTICIPATION DOCUMENTS

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	Wastewater Studies Notes and Discussion Q&A	
	Neighborhood Development Areas Discussion Q&A	
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1  
2  
3  
4

## APPENDIX A.1 – East Montpelier Elementary School Community Planning Project

### Community Planning Project

Communities are places where people gather, live, play and work. Communities are not frozen in time. Even though they change, communities stay important by continuing to provide gathering places and services to the people who live there. Understanding what makes a community valuable to its people requires looking at and considering assets over time.

The village of East Montpelier received a grant to help with the planning for the future of the village. The planning group asked for student input. The East Montpelier Elementary School (EMES) 2<sup>nd</sup> and 3<sup>rd</sup> graders considered how community assets have changed over time. Students then focused on a particular asset they would like to see in the future. The future for this project was defined as when the students are at the age that their parents are now. Students explored their asset through art and writing. The culminating project included a narrated electronic book, a detailed illustration, and writing piece. Classes also created maps to show where these assets could be located in East Montpelier.

This project integrated social studies, art, technology and literacy.

### Future Assets of East Montpelier Village



by EMES 2nd Grade  
Oct. 2016

### Martial Arts

I think our village should have a dojo because people would be safe. A dojo is a building that you train in for martial arts. People would have fun. Also if people took martial arts the village would get more money. It also would mean that people would be able to break boards and fight bad guys. That is why we should have a dojo in East Montpelier in the future.



# East Montpelier Village Master Plan June 1, 2017 Review Draft

## A Path

Have you ever wanted another path in East Montpelier? I think we need a path so people can get more exercise and so people can ride their bikes. Also we could put in some benches so people can chat and have fun. I hope we have some paths in the future.



## A Library

I think that East Montpelier should have a library because then people could read books. People could also play a couple of games there. Also people could borrow books to read at home. I think you would have fun if we had a library in East Montpelier.



## A Pool

I think East Montpelier needs a pool because people can play ball, swim, and splash each other. They can play and have fun. Families will use it. People will swim in it. I hope East Montpelier gets a pool.



# East Montpelier Village Master Plan June 1, 2017 Review Draft

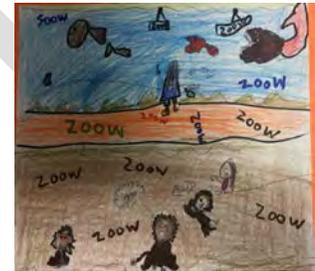
## A Poem Store

Have you ever thought of a poem store in East Montpelier? You could read more poems. You could sell poems. You could also pick up poem books. That's why I want a poem store in East Montpelier.



## Martial Arts Studio

I want to have a martial arts studio in East Montpelier because people would have fun. It is cool to learn how to break wood and fight. Kids would go there and my friends and I would go there too. I hope we get a martial arts studio in East Montpelier.



## Candy Factory

I would really like a candy factory in East Montpelier because you can have more candy. You can have more chocolate and more lollipops. It would be good for kids because most kids like candy. You could try to convince your mom or dad to eat candy. I hope we get a candy factory in East Montpelier.



# East Montpelier Village Master Plan June 1, 2017 Review Draft

## A Pond

Have you ever wondered what it would be like to have a pond in East Montpelier? A pond would be an asset to many people because people could go fishing, swimming, and have fun. It would also be good for kayaking and paddle boarding. I hope we get a pond in East Montpelier.



1  
2  
3

## Future Assets of East Montpelier Village

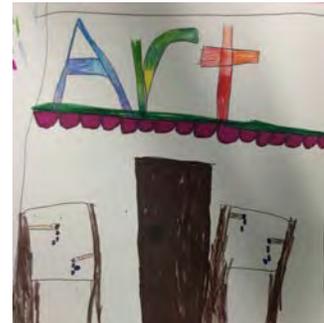


By 3rd Grade W  
October 2016



## New Laser Tag

"Welcome to the new outdoor laser tag." Imagine one day you are walking down the street and you stumble upon a building with no roof. So you go inside and you see loads of people with laser guns, you're confused. So you find a gun and you got a Sniper-rifle Laser gun and you go in the battle. You know that if you are hit once you will be out. You try to survive and you win with 1 laser left. Finally got to go to the gift shop. You were sad that you couldn't do it anymore. And then you go to the laser tag diner. Laser tag would be a good asset to the Village of East Montpelier because it would allow a place to play and have fun with friends.



# East Montpelier Village Master Plan June 1, 2017 Review Draft

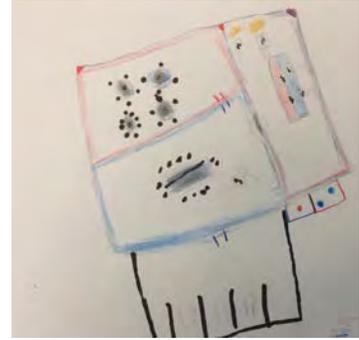
## Water Park

I want a water park. When you walk into a water park it is humid, hot and loud. I go to water parks because I want to splash in the water and go down the slides. It would be on the hilltop near the bank. I think that we should build a Jay Peak-style water park, on the hilltop. Also I think it would be an important asset because if you need a swim you can go to the Jay Peak-style water park.



## Domino's Pizza

"I'm soooooo hungry I want pizza!!! But there are no pizza places. I know let's put a Domino's Pizza where the old auto parts place is." So on the way to school or a game we could get a pizza, also the delivery would be faster. And they would have music playing. We need a Domino's pizza because there are no places to eat in the town of East Montpelier Village. How do you like my idea?



## Bookstore

"Welcome to Bob's Book Store!" At Bob's Book Store there are pillow chairs, and tons of books. I want it to be where that old house is across from the old auto parts place, in the "y" between Rte. 14 and Rte. 2. I think it should be blue. I think there should be a book store because right now there are no places to get books.



## Arcade

"Mom, can I go to the arcade?"  
"Why?"  
"They have good games. They make the games and buy them."  
In the future in East Montpelier I want an arcade because I can go there with my friends and my family. I think lots of other kids in town would like it too. I want it in the old barn across from the school.



East Montpelier Village Master Plan  
June 1, 2017 Review Draft



**Jurassic Park**

There needs to be a Jurassic Park. People can learn about dinosaurs and see the T-rex paddock, ride in the tour car and see the goat being eaten by the T-rex. You could also see the Dilophosaurus. And you can be happy, looking at the model dinosaurs.



**New Arcade**

"Welcome to the new arcade." Imagine if one day you walked down the street in East Montpelier and you saw a brand new arcade. You walk in and see all these new games you have not seen before and then you reminded yourself that there hasn't been an arcade in town for years! Not long after that you start playing in the arcade and you got a burger. A long, long, loooooong time after that it becomes a place people know and love.



**Future Assets of East Montpelier Village**



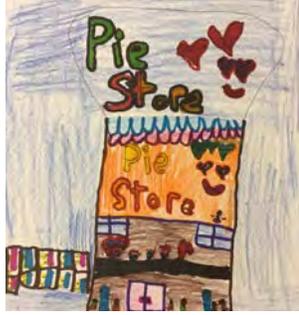
By 3rd Grade Class C  
October 2016



# East Montpelier Village Master Plan June 1, 2017 Review Draft

## A Pie Store

Yum, yum, yum. Do you know what that is? It is a person eating pie! I think in East Montpelier, we should have a pie store, because in most of the stores they do not sell pies. They do sell cake, but no pie. You have to go a very long way to get pie and pie is so good and delicious. So, that is why, we should have a pie store in East Montpelier.



## A Public Pool

Have you imagined a public pool in East Montpelier village? Well, I have. One reason we need one, is if it is hot out, then people could go to the pool and they can get cooled off in the pool. The pool would also be free. That is why I think there should be a public pool in East Montpelier village!



## A Storage Place

Have you ever needed more room to put your stuff? Well, imagine having a storage place to store all your winter stuff in the summer, and your summer stuff in the winter. If you had only summer or only winter things in your house, then you could find your things easier. Your closets would not be so full. That is why I think we should have a storage place in East Montpelier village!



## A Picnic Ground

I think we need a picnic ground in East Montpelier by the river, by the bridge. If we had a picnic ground, we could see a beautiful view and we could swim in the water. The last reason is because you could go fishing and boating. That is why I want a picnic ground in East Montpelier.



East Montpelier Village Master Plan  
June 1, 2017 Review Draft



**A Cafe**

We need a cafe in East Montpelier right now! If you are tired and you need to cook supper you can just go through the drive through! If you do not really have food at your house you can just go to the drive through. If you can't go to the store at night, a cafe could have fast food, fruits and vegetables and a whole bunch of other healthy food. That is why I think we should have a cafe in East Montpelier village!



**A Hotel**

Would you be happy if we had a hotel in East Montpelier village? If people were traveling, they could stay at a beautiful place and would not have to drive in the night. Everyone could get exercise in the pool. If you have friends coming they would have a place to stay. That is why I think there should be a hotel in East Montpelier village!



**A Tower**

If there was a tower in East Montpelier village, you could look at the view of the Winooski River. It would make people happy to have a tower where they could see beautiful trees, bald eagles, and the whole village! East Montpelier needs a tower!



East Montpelier Village Master Plan  
 June 1, 2017 Review Draft  
**APPENDIX A.2**  
**VILLAGE BUSINESS SURVEY SUMMARY**

The East Montpelier Planning Commission is developing a Village Master Plan and new zoning for East Montpelier Village. We are sending this brief survey to the business community in and near the village to better understand what your business needs to thrive. Please take a few minutes to fill out the survey and return it to us by June 3, 2016. A stamped envelope is enclosed for your convenience. Thank you for your input!

1. Business name: *9 out of 37 surveys returned (24%)*
2. Business street address: *1 in village center; 5 on VT 14 S; 2 off of VT 14 S*
3. Contact name: \_\_\_\_\_
4. Contact email address (if we need to follow up): \_\_\_\_\_
5. Number of employees: *1 employee = 3; 5-10 employees = 3; 11-20 employees = 1; 35-40 employees = 2*

6. Does your current location meet your business needs?  Yes = 9  No = 0

If yes, can your current location accommodate an expansion if necessary?

- Yes = 4  No = 3  Unknown = 2

7. Does your business need room to expand?  Yes = 0  No = 5 *Maybe = 1*

If yes, would you prefer to stay in your current location or move to a space that can better accommodate your future needs?  Yes (*stay*) = 5  No  Unsure

8. What infrastructure does your business need? (Check as appropriate)

	Necessary	Helpful	Not necessary
Sidewalks		<i>2</i>	<i>4</i>
Water supply	<i>3</i>	<i>4</i>	
Wastewater	<i>2</i>	<i>3</i>	<i>2</i>
High speed Internet	<i>5</i>	<i>1</i>	<i>1</i>
Added parking	<i>1</i>	<i>1</i>	<i>4</i>
Improved access (curb cuts, traffic control devices, etc.)	<i>1</i>	<i>2</i>	<i>4</i>
Other (Please list)			
<i>Paved entrance road off of VT2</i>	<i>1</i>		
<i>Pave Sandy Pines Road</i>	<i>1</i>		
<i>Slower speed limit</i>	<i>1</i>		

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9. How well does existing infrastructure meet your business needs?

	Meets needs	Needs improvement	Not applicable
Sidewalks	<i>1</i>	<i>2</i>	<i>5</i>
Water supply	<i>6</i>	<i>3</i>	
Wastewater	<i>4</i>	<i>1</i>	<i>1</i>
High speed Internet	<i>5</i>	<i>1</i>	
Added parking	<i>3</i>	<i>2</i>	<i>2</i>
Improved access (curb cuts, traffic control devices, etc.)	<i>3</i>	<i>2</i>	<i>1</i>
Other (Please list) <i>Paved road</i>	<i>1</i>		

10. Which of the following would benefit your business? (Check all that apply)

	Check all that apply
Pedestrian traffic	
Designated commercial business area	<i>1</i>
More housing in the village	<i>1</i>
More commercial businesses in the village	<i>2</i>
Higher density mixed uses in the village center	<i>2</i>
Community sponsored events	<i>3</i>
Other (Please list) <i>Slower traffic</i>	<i>1</i>

11. What kinds of other businesses or services in the village would benefit your business?

*Any kind*

12. We will be defining boundaries for East Montpelier Village. Would you like your business to be located within the village boundaries?

Yes = 2     No = 2     Would need to know more = 4

13. Please add any additional comments you have below.

Additional Comments:

*Need more village feel*

*Small, non-manufacturing businesses*

*Farmers market, Coffee/bakery shop, Brewery*

**Thank you for your input!**

## APPENDIX A.3 – VILLAGE PLANNING OPEN HOUSE SUMMARIES



### MEMORANDUM

**TO:** East Montpelier Planning Commission  
**FROM:** Eric Vorwald, AICP  
**DATE:** August 10, 2016  
**RE:** **Summary Report on Public Engagement Session #1 – July 21, 2016 - Update**

As per the Agreement of Services between the Town of East Montpelier and the Central Vermont Regional Planning Commission, the following is a summary report of the activities conducted at the first public engagement session to discuss the East Montpelier Village Master Plan.

On July 21, 2016 a public engagement session was held at the East Montpelier Village Municipal Offices. Originally, the public engagement session was scheduled to be held at the East Montpelier Emergency Services Facility, however due to a scheduling conflict it was relocated to the municipal offices. Approximately ten citizens and seven planning commission members attended this session. This was the first public engagement session and will help guide the future direction of the planning process for the East Montpelier Village Master Plan.

The format for the meeting was a true open house whereby the community was encouraged to stop in any time between 6:00pm and 8:00pm to provide their opinions. Six stations were set up with varying topics and participants were asked provide their opinions relative to the information being presented. The six stations included:

1. Preferences on density
2. Preferences on a village boundary
3. Identification of likes and dislikes within the existing village
4. Identification of what uses should be included in a future village
5. Establishing a vision for the village
6. Support for recommendations from the 2011 village study

Initial results from this session indicate that attendees felt density in the village should be between two and seven units per acre depending on the height of the building. They also preferred the village boundary that included the most land area. Some of their likes include the small town atmosphere and the future park & ride facility; while they dislike the traffic on U.S. Route 2, the lack of a geographic center for the community, and the lack of gathering spots. Future uses for the village that were noted include places to gather such as a park, café, or bakery; and they would like a river walk to be developed. In general, there was support for a vision that includes a compact center with open space, mixed uses, and pedestrian scale amenities. Finally, people typically support the recommendations that were identified in the 2011 village study.

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There were several residents who knew they would not be able to attend this session and provided input in advance of the meeting. Based on the attendance at the public open house, it was decided that a web- based version of the information would be made available to allow people that were unable to attend the session an opportunity to provide their opinions. It was requested that on-line responses to the various input categories be provided to the Town by August 9, 2016.

Below is the information that was collected via the public open house and includes responses that were provided in advance of the open house and after the open house. In some instances, multiple people provided the same response. These items are noted with an asterisk. This is most commonly found under the first two sections of the information.

**Likes**

Size

East Montpelier Elementary School and Recreation Department

Future Park & Ride space

Small town atmosphere

Dudley's

Mix of residential, commercial, and public services

Traditional New England architecture

Variety of services (post office, hardware store, church, bank, etc.)\*

Improved Route 2 & 14 intersection

Fairly compact development along Route 2 and parcels are within walking distances

Well maintained properties

**Dislikes**

No reason to visit East Montpelier Village if you live closer to Montpelier

Traffic on Route 2

No walking opportunities

Traffic is too fast\*

Not enough businesses or housing\*

No sidewalks or crosswalks\*

No gathering spots

No access to river

Improved walking & biking

Proposed nature of the village

Lack of one village center\*

Lack of bicycle/pedestrian paths\*

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School is too far from the village  
Several rundown or trashy buildings\*  
Unattained potential as a crossroads  
Traffic volumes in town\*

**Wants/Needs**

Café/restaurant/bakery/coffee shop\*  
Cyber lounge/Wi-Fi in town\*  
Brew pub, great playground, recreation for all ages\*  
River walk\*  
Varied housing density, small lots at core, larger lots as you move away from center; any industry that might develop at the edge of the village  
Senior housing; Affordable housing\*  
Community activities and places\*  
Community gathering place or business with space for gathering/bakery\*  
A business route to reduce truck traffic through the village  
Slower traffic and less of it, but more bikes  
Foster the Cross Vermont Trail and the East Montpelier Trails  
Multi-use housing  
Maker space  
Green space/gazebo by the river  
Sidewalks/paths\*  
Higher density in the village center  
Route 14 bridge with sidewalks connected to the credit union  
Water and sewer systems\*  
Access to public transportation  
Mix of residential and businesses  
Center for community events, classes, etc.  
Space for community gardens  
Access to recreational trails

**Vision**

Vision 1 – Compact Village - 11 votes  
Vision 2 – Medium Density Village - 5 votes

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Vision 3 – Limited Change Village - 2 votes

**Boundary**

1. Small Boundary - 3 votes
2. Medium Boundary - 3 votes
3. Large Boundary - 10 votes

**Density**

- |                 |                                                                    |
|-----------------|--------------------------------------------------------------------|
| 2 units/acre-   | 4                                                                  |
| 3 units/acre-   | 5                                                                  |
| 4-5 units/acre- | 2                                                                  |
| 5 units/acre-   | 1                                                                  |
| 7 units/acre-   | 3 (one noting okay if this meant taller buildings in a small area) |

**2011 Study**

	<u>Yes</u>	<u>No</u>	<u>Unsure/Neutral</u>
1. Mixed Use	12	0	2
2. Interconnected Roads	9	1	1
3. Expanded Development	11	0	1
4. Defined Boundary	6	0	6
5. Bike/Ped Connections	9	0	2
6. Reduced Setbacks	12	0	1

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**EAST MONTPELIER VILLAGE MASTER PLAN**  
**OCTOBER 20, 2016 OPEN HOUSE QUESTIONS**

**SUMMARY OF RESPONSES**

Additional information, including this questionnaire, can be found on the Town of East Montpelier Website at: <http://eastmontpeliervt.org/community/east-montpelier-village/>

**A. VILLAGE BOUNDARY**

1. Do you support EXPANDING THE VILLAGE BOUNDARY to include the property along Vincent Flats Road and Cherry Tree Hill Road?

Yes \_\_17\_\_ No \_\_4\_\_

- *Not sure how it would affect homeowners.*

**B. LOWER VILLAGE MIXED USE SUBAREA**

1. Do you agree with the PURPOSE STATEMENT for the Lower Village Mixed Use Subarea?

Yes \_\_20\_\_ No \_\_2\_\_

If not, what do you think the purpose should be?

- *There is no room for the Master Plan. 1/4 acre lot size would cause major traffic concerns.*
- *Yes except concerned about the 1/4 acre minimum and too much density. Sidewalks definitely needed.*
- *But include multi-family dwellings*
- *Please include a statement about slower traffic patterns*

2. Do you think the SIZE of the Lower Village Mixed Use Subarea is:

Just Right \_\_16\_\_ Too Big \_\_1\_\_ Too Small \_\_4\_\_

3. Do you think the proposed LOT SIZE of the Lower Village Mixed Use Subarea is:

Just Right \_\_15\_\_ Too Big \_\_1\_\_ Too Small \_\_3\_\_

COMMENTS on the Lower Village Mixed Use Subarea:

- *Too small as is! Jamming more housing in is not a good idea.*

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- *I'm concerned about overdeveloping the LaPerle Farm. The concept is okay; don't want to see too much packed in there. Maybe 1/2 acre would be better.*
- *Assuming this allows for commercial/residential buildings that have multiple units – would be nice to see some affordable rental units*
- *“Lot Size” only is useful for single family homes. Multi-family dwellings are useful too.*
- *Water & wastewater?*
- *Not sure of the lot size.*
- *Does 1/4 acre include future denser potential planned developments?*
- *Needs access to municipal water and sewer*
- *The village area always feels “too tight to the road” with very little setback of business.*
- *High density & clustered – not cul-de-sac “ticky tacky” land as pictured in your sample photos! – include townhomes and multi-unit*
- *It is too spread out – it is not a village*

**C. UPPER VILLAGE MIXED USE SUBAREA**

1. Do you agree with the PURPOSE STATEMENT for the Upper Village Mixed Use Subarea?

Yes \_\_17\_\_ No \_\_3\_\_

If not, what do you think the purpose should be?

- *Many people moved here because of existing zoning – I think the fall out of having sales will increase as people relocate to find what the[y] currently have. I think lot size should increase to keep rural setting.*
- *But include multi-family dwellings.*
- *It is unclear how it is different from Lower Village Mixed Use. It almost sounds like there might be heavy industry and no restaurants.*
- *I think there is more opportunity for commercial & mixed use in the upper village.*
- *Why have two separate villages? – rather, concentrate on lower village which already has the beginning of a village.*

2. Do you think the SIZE of the Upper Village Mixed Use Subarea is:

Just Right \_\_16\_\_ Too Big \_\_1\_\_ Too Small \_\_2\_\_

3. Do you think the proposed LOT SIZE of the Upper Village Mixed Use Subarea is:

Just Right \_\_10\_\_ Too Big \_\_1\_\_ Too Small \_\_5\_\_

COMMENTS on the Upper Village Mixed Use Subarea:

- *This master plan is not realistic at all. Keep lot sizes the way they are!*

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- *There doesn't seem to be much room for more development. Prefer 1/2 acre lots and the size is slightly too big. It should end closer to Lyle Young Road*
- *"Lot Size" only is useful for single family homes. Multi-family dwellings are useful too.*
- *Wastewater?*
- *Does 1/4 acre include future denser potential planned developments?*
- *Proposed boundary includes mobile home park – would any improvements be included there?*
- *I'm not clear on the reason for upper village having similar density to lower – could it be light industry focused?*

**D. MEDIUM DENSITY VILLAGE RESIDENTIAL SUBAREA – Lower Village**

1. Do you agree with the PURPOSE STATEMENT for the Medium Density Village Mixed Use Subarea – Lower Village?

Yes \_\_\_14\_\_\_ No \_\_\_3\_\_\_

If not, what do you think the purpose should be?

- *Keep 1 acre minimum. Do not want to see this area intentionally developed especially do not want apartment houses.*
- *If you enumerate "single family, duplex, multi-family is encouraged" in the purpose it certainly should be in the upper village and lower village mixed use.*
- *I don't think commercial and office use works in the "orange" areas.*

2. Do you think the SIZE of the Medium Density Village Mixed Use Subarea – Lower Village is:

Just Right \_\_\_12\_\_\_ Too Big \_\_\_1\_\_\_ Too Small \_\_\_2\_\_\_

3. Do you think the proposed LOT SIZE of the Medium Density Village Mixed Use Subarea – Lower Village is:

Just Right \_\_\_10\_\_\_ Too Big \_\_\_1\_\_\_ Too Small \_\_\_4\_\_\_

COMMENTS on the Medium Density Village Mixed Use Subarea – Lower Village:

- *All the designated village areas should have high density building options.*
- *I like this area the way it is.*
- *Would be nice to encourage clustered development so we can keep some of that pretty view.*
- *Maybe it continues too far south?*
- *I am leaning towards too small of lot size because without stipulating which areas are optimally developable, I think 1/4 acre is too small for certain parts of it.*
- *Great potential for housing here. Incentives here for PRDs*

**E. MEDIUM DENSITY VILLAGE RESIDENTIAL SUBAREA – Upper Village**

1. Do you agree with the PURPOSE STATEMENT for the Medium Density Village Mixed Use Subarea – Upper Village?

Yes \_\_16\_\_ No \_\_2\_\_

If not, what do you think the purpose should be?

- *I think it is fine as is.*
- *But I think a statement should be added about the speed of traffic reduced to promote a walkable village!*

2. Do you think the SIZE of the Medium Density Village Mixed Use Subarea – Upper Village is:

Just Right \_\_14\_\_ Too Big \_\_1\_\_ Too Small \_\_2\_\_

3. Do you think the proposed LOT SIZE of the Medium Density Village Mixed Use Subarea – Upper Village is:

Just Right \_\_11\_\_ Too Big \_\_0\_\_ Too Small \_\_5\_\_

COMMENTS on the Medium Density Village Mixed Use Subarea – Upper Village:

- *High density along rail/bike path sounds interesting. Could be a great spot for say, innovative solutions.*
- *Keep 1 acre minor at most 1/2 acre minimum.*
- *Maybe it continues too far south?*
- *Like the variety of housing types and greenspace.*
- *Is there any actual sense of community in this area? Do people interact or just live there?*
- *I think it would be better to focus residential in a tighter way – would this area be good for agriculture?*

**F. VILLAGE RESIDENTIAL SUBAREA**

1. Do you agree with the PURPOSE STATEMENT for the Village Residential Subarea?

Yes \_\_17\_\_ No \_\_3\_\_

If not, what do you think the purpose should be?

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- *I don't want to see this area developed intentionally*
  - *I think the village size is probably a little big – many soils in this area will not support septic systems.*
2. Do you think the SIZE of the Village Residential Subarea is:
- Just Right \_\_13\_\_      Too Big \_\_4\_\_      Too Small \_\_2\_\_
3. Do you think the proposed LOT SIZE of the Village Residential Subarea is:
- Just Right \_\_14\_\_      Too Big \_\_1\_\_      Too Small \_\_1\_\_

COMMENTS on the Village Residential Subarea:

- *People move to 7 acre minimums for a reason. Paid lots of [money] for that land and privacy – devaluing their investment and creating unwanted development is a bad idea.*
- *I think there's room for a little development without hurting the rural character but not a lot of room.*
- *Would like to keep existing Zone E on west side of Vincent Flats to preserve the view – ok otherwise.*
- *Keep the existing Zone E on the west side of Vincent Flats open.*
- *Go with the bigger boundary.*
- *Not sure what the lot size is.*
- *Some more potential here for rural housing with good access to both East Montpelier Village and Montpelier (jobs!)*
- *I think some of this area should be designated for affordable housing near the school – not sure about lot size.*
- *I think existing agricultural land should stay as is.*

**G. QUESTIONS/COMMENTS**

Please provide any additional questions or comments below:

- *If you want neighborhoods, move to Montpelier or Barre or wherever you think has characteristics you seek. Don't change a good thing because you're bored on a Friday night.*
- *We need an organized township. Things are getting out of hand.*
- *Formal letter submitted from Jayne Parker – Cherry Tree Hill Road*
- *Connect village to both XVT Trail and EM Trails' Mallory Brook Trail! A great goal worth working toward.*
- *No sewer no expansion.*
- *Zero your affordable housing efforts in the village where septic, water, site work, electric could be shared by a number of homes. Zoning sizes should be more flexible to promote affordable housing and land conservation.*

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- *Looking forward to a café!*
- *Clustered instead of spread out residential*
- *Concept of high density, multi-unit clustered development in lower, upper, and medium density village areas.*
- *That's a big enough area*
- *¼ to ½ acre residential zoning to encourage clusters and with planned open space for communal recreation/gardening etc. – yes near school & recreation field*
- *Lower village – walkable mixed use multi-unit easy accessible parking lot to walk to shops/restaurants*
- *Upper village multi-use – no Dollar Store but more car-necessary businesses.*

22 Surveys were returned in full or in part.

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**APPENDIX B.1 – VILLAGE PLANNING DISCUSSIONS**

**EAST MONTPELIER PLANNING COMMISSION**  
**VILLAGE WATER SUPPLY NOTES AND DISCUSSION Q&A**  
**East Montpelier Fire District #1 Prudential Committee**  
March 17, 2016

**NOTES FROM AVAILABLE DOCUMENTS**

**East Montpelier Fire District**

- East Montpelier Fire District #1 was formed in 2010 as a municipality, governed by a prudential committee.
- The Fire District is exploring purchasing the privately-owned and operated Crystal Springs Water Company.

**Water Source**

- The water system is currently supplied by 3 springs with a combined yield of 50 gallons per minute.
- The 3 operating springs flow into a 40,000-gallon concrete reservoir. The well house for Spring #1 stores another 18,000 gallons. The system is pressurized by gravity. Water is distributed through 24,900 linear feet of water main.
- Crystal Springs had deeded water rights on the Pratt property: 495 feet around each spring. Land use within 200 feet of the sources is undeveloped forest land. The water system has a Source Protection Plan for assessing vulnerabilities from land uses within the source protection areas.

**Distribution System**

- The water distribution system begins at the springs. The transmission main runs cross-country to Cherry Tree Hill Road, continuing cross-country to Route 2.
- The distribution system services the majority of residents along Route 2 and Route 14 South.
- 5 hydrants exist, but cannot be used for fire fighting. The water system would need to have 500 gpm for a 2 hour duration, or an equivalent 60,000 gallons of storage for use for fire flow.
- The system does not have meters at user connections.

**Water Usage**

- System serves approximately 300 people through 115 connections.
- Average daily demand is 39,000 gpd (2010 source readings), with a maximum day demand of approximately 74,100 gpd. The combined yield of the springs exceeds the average day demand, but not the maximum day demand.
- During droughts, the springs are only capable of producing a combined yield of 36,000 gpd.
- Crystal Springs has an emergency back-up well located off Route 14, with a yield of over 50 gpm, that is approved to be used under emergency scenarios. This well does not have an adequate source protection area of 200ft radius around the well, which would be needed for source approval.

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- Two test wells were drilled and tested in 1992 at the site of the existing springs. One of these wells yielded 350 gpm, which would provide adequate flow for both the existing connected users and potential expansion of the distribution for both new users and fire flow protection. No application for source approval was submitted and both test wells were abandoned.

### Users

- 93 residential customers; 19 commercial customers. (Huntington Homes replaced Lylehaven Farm)
- The system is not metered; users pay a flat unmetered rate.
- Rates have been flat for several years. The evaluation report notes that current rates would not be sufficient to cover O&M expenses if the Fire District were to run and operate the system.

### Permitting and Compliance

- Regulated by Vermont Drinking Water and Groundwater Protection Division under WSID#5264. Permit to Operate issued in April 2015. This permit does not have an expiration date.
- The permit identifies 8 violations of the Vermont Water Supply Rule and gives a July 2015 compliance deadline.
- The state issued a Notice of Alleged Violation (NOAV) in December 2015 with 9 alleged violations. The NOAV set January 2016 as new compliance deadlines.
- A sanitary survey by ANR in January 2016 identified that 2 permit requirements were not being met, as well as 2 significant operational deficiencies and 1 minor deficiency related to the O&M Manual. Three minor operational deficiencies were confirmed corrected after the sanitary survey. ANR required a written response by March 12, 2016.
- The permit is not transferable or assignable without ANR approval.
- Crystal Springs is not permitted to add new service connections or expand the existing water demand requirements without first demonstrating adequate reserve capacity. This was done in 2015 for Huntington Homes, based on unused capacity from Fairview Farms.
- Expanding the system would require an evaluation of the consistent yield of the springs or permitting a well in the vicinity of the springs.

### QUESTIONS FOR DISCUSSION

1. What is a fire district? What is the relationship between the Fire District and the town?  
*The Fire District is really a water district. Under state law, it is its own municipality. Seven years ago, the state approached the town about possibly taking over the Crystal Springs system. A core group of residents met with state officials about different options to do this. The group's main interest is to maintain the water source and to provide an asset to the town. The group decided that organizing as a fire district (as opposed to an association or a cooperative) made the most sense for moving business along. The Town created the Fire District. The Fire District has bylaws and a regulation, which are on the Fire District website.*

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2. How were the Fire District's boundaries determined? Could they be changed?  
*Boundaries were based on where the distribution lines go. The district could not have holes, so 170 properties were located within the boundaries. Of these, 117 properties had active lines; 135 properties could be served by the system.*
3. What is the status of the Fire District's efforts to acquire Crystal Springs?  
*The Fire District borrowed \$9,700 to hire Aldrich & Elliott to do an Engineering Feasibility Study: what the system included, what condition it was in, and what was needed to get into compliance. Dean Hedges, the current owner, has corrected some of these items. The Fire District did a business analysis to determine a fair acquisition price. This study determined that a price of about \$200,000 is sustainable for the Fire District; the owner is asking for \$500,000. The parties are at an impasse.*
4. How would the Fire District finance acquisition of Crystal Springs?  
*The Fire District would have to borrow money for the acquisition. The district would need to float a bond to repay the loan. There are government sources of low-interest (and some negative-interest) loans available to fire districts. An appraisal of the Crystal Springs system would need to be done to justify a loan amount to the lender.*
5. What roles do the Public Service Board and ANR's Drinking Water and Groundwater Protection Division play?  
*ANR's Drinking Water and Groundwater Protection Division regulates water supply permitting and water quality. The Public Service Board regulates utility rates, quality of service and overall financial management. The Department of Public Service represents the public interest in utility cases before the Public Service Board, federal regulatory agencies, and state and federal courts. In the past few years, ANR has stopped copying the Fire District on correspondence with Crystal Springs. ANR has been reluctant to take enforcement action over significant non-compliance issues. The Fire District believes that more enforcement pressure might encourage a sale at a reasonable price.*
6. The Planning Commission is interested in adopting village zoning that would enable more residential and commercial development in the village. What challenges and opportunities would this create for the Fire District?  
*A new water source well would be needed to serve new residential and commercial connections. This is needed anyway to provide sufficient supply to existing customers.*
7. What kinds of infrastructure improvements are needed?  
*The system needs another water source (well) with a higher yield, a larger reservoir, and metering. The Fire District estimates that at least \$100K of improvements are needed.*
8. Are there areas where additional fire protection (hydrants, etc.) is needed or desired?  
*Hydrants exist now but can't be used because there is not enough water volume. Hydrants are not an initial goal of the Fire District.*
9. How interested would the Fire District be interested in adding a source well to serve additional connections?  
*A new water source is needed to provide adequate yield and water pressure to existing customers.*

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10. What types of land use restrictions, if any, are needed to protect the water source?  
*Not addressed.*
11. What is the best scenario outcome for the future of the water system? Worst scenario outcome?  
*Not addressed.*
12. Are there similar situations in other towns? How have they been addressed?  
*Berlin took over Hedge's water system there. Some small water systems have worse problems and these are the systems that ANR's compliance efforts are focused on.*
13. Could the Fire District recreate a new system at a reasonable price?  
*The cost would be high. It costs about \$1million for each mile of piping.*
14. What would the Fire District need to do if it acquired Crystal Springs?  
*The Fire District would need to increase water volume, improve infrastructure (e.g., meters and backflow preventers) and improve documentation. The Fire District would need to hire an operator.*

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**EAST MONTPELIER VILLAGE MASTER PLAN**  
**WASTEWATER STUDIES SUMMARY AND DISCUSSION Q&A**  
**Former Wastewater Advisory Committee**  
**April 7, 2016**

A study was completed in **2007** by Forcier Aldrich & Associates and was subsequently updated in **2008**, analyzing wastewater needs and options for service for the Town of East Montpelier.

The **2007** report looked at study areas in East Montpelier Village and North Montpelier, and eight alternatives for managing wastewater. These alternatives were mostly focused on soil-based treatment methods, and were limited to options that would be located within the Town of East Montpelier.

The eight alternatives include on-site remedies, off-site remedies, or some combination of both to address failing septic systems or areas where failures were expected. A few alternatives also considered clustering of wastewater disposal systems.

The **2007** report contains details regarding alternatives and information on various types of wastewater alternatives that could be feasible for the Town of East Montpelier including low flow plumbing fixtures, gray water separation, composting toilets, holding tanks, and similar techniques. The report also provides information on community based systems such as gravity flow sewer, grinder pumps, and low pressure systems, however all of the alternatives identified in the 2007 report still rely on soil-based disposal as the final treatment method.

The **2007** report also included information related to a community survey and a buildout analysis that was done in conjunction with the CVRPC. The buildout analysis noted that in both study areas (East Montpelier Village and North Montpelier Village), the parcels that had existing development were essentially fully built out based on existing zoning. However, East Montpelier Village had undeveloped with significant development potential. North Montpelier had few undeveloped parcels and therefore limited future development potential. The projected buildout for both areas was estimated between 400 and 450 new equivalent residential units (estimated at 210 gallons per day per unit).

**Based on cost effectiveness, the 2007 report recommended implementing Alternative 2 – Manage existing systems with individual solutions for failed and marginal sites.** This alternative addressed failed systems and marginal sites, but does not allow for growth with increased density. The **2007** report also recommended that the Town educate property owners about the transition from town regulation of septic systems to state regulation of these systems. Additionally, the report recommended a Wastewater Management Action Plan to track existing and failed systems, and to educate property owners about failed system replacement options and funding sources.

The **2008** update provided information on centralized options for treatment of wastewater in the Village of East Montpelier through a possible connection to the City of Montpelier or the Town of Plainfield. The 2008 update concluded that connection to Plainfield was unlikely because Plainfield wanted to reserve their wastewater treatment capacity for their own growth. Connection to Montpelier was a potential option, under terms similar to those for the Town of Berlin's sewer connection to Montpelier.

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The **2008** update recommended that the East Montpelier Village potential sewer service area be expanded to include the Route 14 S corridor and the Packard Industrial Park. Increasing the service area would maximize potential customers and help distribute the costs.

The **2008** update evaluated the potential and costs for two sewer routes to connect to Montpelier's system. The first route follows Route 2 west to connect to a Montpelier manhole at Gallison Hill Road. The second route follows Wheeler and Gallison Hill Roads to connect to a Montpelier manhole at U-32. Detailed cost estimates include all the necessary infrastructure to make the connections including gravity lines, force mains, manholes, pump stations, and construction costs. The cost estimates do not include connections to private property or deactivation of existing on-lot disposal systems.

Here is a selection of alternatives and total project costs from both reports:

- 2007 Alternative 2 – Manage existing systems with individual solutions for failed and marginal sites. Total project cost varies, but ranges from \$7,500 to \$38,000 depending on individual site conditions (2009 dollars)
- 2007 Alternative 4 – Onsite management plus small clusters for individual marginal and failed sites. Total project cost is \$4 million (2009 dollars).
- 2007 Alternative 5 – Onsite management plus large clusters for marginal and failed sites. Total project cost is \$4.4 million (2009 dollars).
- 2007 Alternative 6 – Offsite management with large cluster for all sites. Total project cost is \$9.5 million (2009 dollars).
- 2008 Sewer route #1 – Connect to Montpelier sewer via Route 2. Total project cost is \$9.25 million (2010 dollars).
- 2008 Sewer route #2 – Connect to Montpelier sewer via Wheeler and Gallison Hill Roads. Total project cost is \$8.08 million (2010 dollars).

Only Alternative 6 and the Montpelier sewer connection alternatives are identified as enabling higher density growth.

The **2008** report confirms the recommendation of the **2007** report which is to follow Alternative 2 – Manage existing systems with individual solutions for failed and marginal sites. This recommendation from both reports is based on the overall cost of the identified alternatives. This recommendation is reinforced by detailed cost estimates for the alternatives that include connections to the centralized treatment by the City of Montpelier.

**Additional Information**

Advancements in technology have increased options and decreased the overall costs of wastewater treatment. These technologies include membrane bioreactors, sequential batch reactors, and reverse osmosis technologies. Most advanced wastewater treatment options utilized for small communities or service areas are self-contained, require minimal maintenance, and are expandable to accommodate future growth.

The State of Vermont recognizes multiple options for advanced or innovative treatment technologies and considers options on a case-by-case basis.

Construction costs have increased which may still be prohibitive when additional wastewater options are evaluated.

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**DISCUSSION QUESTIONS & ANSWERS**

1. Is there still an active Wastewater Advisory Committee?

*The committee still exists but has been inactive for a number of years.*

2. What were the original concerns and objectives that resulted in the wastewater studies being conducted? (e.g., failing septic systems, Winooski River water quality, desire for village growth, etc.)

*The Selectboard began discussing wastewater issues in 2005 due to failing systems in the Village. The Planning Commission wanted to discuss future growth potential and noted that wastewater and three phase power were going to be the primary constraints to future development in the Village.*

3. How were the two wastewater studies funded? Do any of the study costs need to be repaid if a system is constructed?

*The studies received funding with money from the State (approximately \$25,000 and \$10,000) with the expectation that if further funding or loans were applied for through the state, this money would need to be paid back in conjunction with the new loans.*

4. Did the studies assume that all capital, operating and administrative costs would be borne by the serviced properties? (i.e., no costs borne by the entire town)

*This question wasn't addressed.*

5. The build-out analysis assumes zoning goes from 1 acre to  $\frac{3}{4}$  acre. Why did the Planning Commission recommend this density?

*There was no specific reason to assume  $\frac{3}{4}$  acre lot sizes other than it would increase density but still have large enough lots to accommodate wells and septic systems in most locations. There was no science involved, it was just a compromise between too big and too small.*

6. What action, if any, was taken based on these reports?

*No official action or follow-up occurred from the Selectboard, Planning Commission, or Wastewater Advisory Committee based on the reports.*

7. Does the town know, or have a sense of, the number of current systems that are failing or may be in jeopardy of failing in the future?

*There are/were maybe around 12 systems that are known to be failing or anticipated to be failing in the near future. These systems are on small lots and it was determined that enough of a concern existed to begin studying the problem.*

8. What, if anything, do you think has changed since the two studies that create new needs/opportunities/challenges today? (e.g., more failing septic systems, new technologies, lower-cost financing, public support, etc.)

*Work on identifying possible septic sites on the Old Laperle Farm site have continued based on work done on behalf of the East Montpelier Senior Living Initiative (EMSLI). A wastewater site was identified in 2010 that could accommodate approximately 24 beds worth of new development. While not necessarily a change, questions related to "who will benefit from increased density or who will end up paying for services or where will new services go" might need to be addressed in advance of further actions being taken.*

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**EAST MONTPELIER PLANNING COMMISSION**  
**NEIGHBORHOOD DEVELOPMENT AREAS DISCUSSION Q&A**  
**John Adams, VT Dept. of Housing and Community Development**  
**April 21, 2016**

1. What is the purpose of the Neighborhood Development Area program?

*The state has 5 designation programs: the 3 core designation programs (Downtowns, Village Centers and New Town Centers) and 2 add-on programs (Growth Centers and Neighborhood Development Areas). The Neighborhood Development Area program is intended to incentivize housing development close to designated Downtowns or Village Centers*

2. What areas are eligible for this program?

*Areas applying for the Neighborhood Development Area program must be adjacent or within ¼ mile of a designated Village Center; the distance is larger for a designated Downtown.*

3. What are the benefits of the program?

*Under the Neighborhood Development program, a developer can increase the number of units built without being subject to Act 250. If Act 250 applies anyway, there are fee reductions, ANR water and wastewater fees are capped, land gains tax is avoided, as is the 5 mile/5 units rule, and prime agricultural soils do not need to be mitigated. These benefits can save time and money for developers.*

4. What are the requirements of the program?

*Either a municipality or a developer can apply. The area needs to be adjacent or within ¼ mile of the Village Center. The area must be zoned to allow at least 4 dwelling units/acre. For all practical purposes, this means that the area must have a community wastewater system. The area must meet a number of pedestrian-oriented design standards, such as small lots, small setbacks and frontages, front entrances facing the street, minimized garages (not the dominant feature facing the street), and minimized parking requirements. The area also needs to have complete streets,*

5. East Montpelier is looking to grow our village. How could this program help us accomplish this goal?

*If the density requirements could be met, the incentives might encourage a developer to build mixed-income housing in the designated area.*

6. How can we use the design guidelines for the Neighborhood Development Area Program, even if we are not eligible for the program (yet)?

7. What Neighborhood Development Areas have been approved by the Downtown Development Board?

*Since the program was established in 2003, 6 Neighborhood Development Areas have been designated: Burlington, Essex Junction, Hinesburg, Shelburne, South Burlington and Winooski.*

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8. How successful have the Neighborhood Development Areas been in accomplishing the town's objectives?

*Not addressed.*

9. Can the ¼ mile boundary around a Designated Village Center be extended or modified if parts of the village are in a flood hazard area or have steep slopes?

*If there are natural features limiting growth, the applicant can apply for a greater distance, however, a supermajority of the Downtown Board must approve. Burlington was approved for a greater distance from their Downtown because of Lake Champlain.*

10. Have Neighborhood Development Areas been approved in villages without existing infrastructure such as public water or wastewater?

*Not yet.*

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**EAST MONTPELIER PLANNING COMMISSION**  
**VILLAGE WASTEWATER: POTENTIAL OPTIONS FOR THE FUTURE**  
**DISCUSSION Q&A**  
**Amy Macrellis, Stone Environmental**  
**May 5, 2016**

1. What kinds of village wastewater treatment opportunities exist now that were not available when the 2007 and 2008 Forcier & Aldrich wastewater studies were done?

*Generally the same opportunities exist, there is just better technology. East Montpelier is still most likely going to need to explore multiple community on-site disposal systems or some other alternative that incorporates soil based remediation.*

2. What examples exist of small villages implementing different types of wastewater treatment?
  - a. Multiple small shared septic systems
  - b. Larger shared septic systems
  - c. Sewer system and community treatment unit/package plants
  - d. Other

*Three communities were discussed. These include Warren, Peacham, and Westford. All three examples were slightly different and ranged in size from 70+ connections (Warren Village) to one connection (Peacham café). In all cases, however, soil based remediation was utilized as the ultimate solution to address wastewater needs.*

3. Which approaches seem to work best for villages seeking to grow?
  - a. Which approaches seem to work best for keeping user fees manageable for the served properties?
  - b. What types of administration and management arrangements have been used?
  - c. How were the examples financed?
  - d. Have towns (not just the service area) helped pay for the capital improvements for village systems?

*The key in this instance is to ensure there is future capacity allocated within the identified solution. Growth may be slow, however expanding a system or getting permits for a new system may be difficult to obtain in the future. Building in capacity at the on-set will allow a community to react quicker when an identified use comes along that needs wastewater service.*

4. What are the advantages and disadvantages between decentralized and centralized treatment systems?

*None were specifically noted however it was indicated that no one currently works at the state that has gone through the permitting process for a new centralized system as none have been permitted in recent years.*

5. What is the general scale (number of units, gallons per day, etc.) that are optimum for decentralized and centralized wastewater systems?

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*There is no real ideal size for decentralized and no real economies of scale that make it more economical to do a centralized or decentralized system. The primary factor for decentralized is having enough land to develop the system. The primary factor for centralized systems is getting permits for discharge. In either case, the upfront costs may be prohibitive to a community looking to serve a large area.*

6. Can soil maps indicating suitability for septic be meaningfully used for planning purposes?
  - a. How often are they significantly in error?
  - b. What is the cost range of more accurate studies?
  - c. Do unsuitable or marginal soils mean that wastewater disposal is impossible or just more expensive?

*Soil maps can give you a place to start, but ultimately soil testing is the best way to ensure you have soils that can support the necessary wastewater infrastructure. In general, testing would cost approximately \$80-\$100 per hour for a backhoe and operator to dig the pits and then approximately \$50-\$100 per hour to have the testing done.*

7. What types of advanced treatment systems have been permitted or can be permitted in Vermont (e.g., membrane bioreactors, sequential batch reactors, etc.)?

*Limited direct discharge systems have been established in the past fifteen or so years. Cabot might be the newest system to be permitted. There have been limitations on funding available to design and construct such systems and the phosphorus and nitrogen limits from the Lake Champlain TMDL (Total Maximum Daily Load)*

8. Is there a standard cost estimate that could be used for planning purposes to estimate the per foot costs of collection and conveyance infrastructure (including pump stations, manholes, rights-of-way, etc.)?
  - a. Does the cost differ for decentralized versus centralized systems?
  - b. Are there different collection and conveyance infrastructure standards for decentralized versus centralized systems (e.g., pipe sizes, pump capacities, etc.)?

*Generally the costs that are outlined in the 2007 and 2008 studies are fairly consistent with today's dollars for the cost of infrastructure. It's important to note that the costs of right-of-way or other land costs are not typically included in these estimates therefore current land values may inflate cost estimates.*

9. For planning purposes, how many gallons per day are used to estimate an equivalent housing unit?

*The 2007 and 2008 study indicate a need for approximately 31,000 gallons per day to serve the existing village area. The State of Vermont has a manual that is used for wastewater estimates based on specific uses. As an example, a restaurant or café is estimated at 45 gallons per day per seat.*

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**TOWN OF EAST MONTPELIER PLANNING COMMISSION**  
**ECONOMIC DEVELOPMENT DISCUSSION Q&A**  
**Sam Andersen, Central Vermont Economic Development Corporation**  
**June 16, 2016**

1. Based on your knowledge of East Montpelier Village, what economic development opportunities do you see for the Lower Village (along US2)? Upper Village (along VT14S)? How might we pursue these opportunities?

*Dudley's store is an anchor in the Lower Village, but otherwise there is a void of economic activity in the Lower Village. Get owners on board.*

*Look at vacant/derelict buildings in the village; they send a negative message about the village. Consider a combination of carrots (incentives) and sticks (regulations) to accomplish economic goals. Goal: return vacant properties to active use. Carrot: publicize availability of historic preservation renovation funds in village centers. Stick: Include requirements in zoning: ZA and FD inspect derelict buildings for safety and security at owner's cost.*

*A café like Red Hen in Middlesex would be a plus. Remember that cafés need high speed WiFi. CVEDC worked with Cloud Alliance to improve WISP infrastructure in this area. There is a revolving loan fund to help provide competition to major internet providers.*

*Concentrate in village center, where state incentives are available to help implement. Residential, commercial and light business (light manufacturing). Consider ways to make village attractive to "makers." Village is probably too small for a co-working hub.*

2. What are the key economic development messages that you think our village business survey identifies?

*Respondents to business survey are not particularly interested in sidewalks. Sidewalks may be more important for residents than businesses. Sidewalks become more important with more traffic and higher speeds.*

*Get back in touch with respondents. Acknowledge responses and follow up.*

3. How important is it to create a sense of connection (or physical connection) between the Upper Village and Lower Village?

*Not addressed.*

4. The 2011 Village Study identified water supply as an "opportunity" for cultivating a vibrant local economy. The DEC currently has a moratorium on new connections to the Crystal Springs water system because of capacity issues. Based on your experience, how important is a public water supply to economic development? Do you have any suggestions on how to deal with this issue?

*Infrastructure is important to economic development. Water and wastewater are huge issues. CVEDC can help identify funding sources to finance water/wastewater infrastructure. State Comprehensive Economic Development Strategy (CEDS) has leeway to help fund money for infrastructure.*

*Breweries, distilleries and wineries are a fast growing sector in Vermont. But all need wastewater infrastructure.*

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5. The 2011 Village Study identified poor soils for onsite septic and lack of public wastewater as “dislikes.” Based on your experience, how important is public wastewater to economic development? Do you have any suggestions on how to deal with this issue?

*See comments for #4.*

6. Are there any examples that you are aware of where a similar community facing similar constraints was able to attract businesses into the community?

*Waitsfield struggles with water and wastewater issues and has been creative in dealing with them.*

7. What would be a realistic economic development “success” for East Montpelier Village?

*See comments for #1.*

*Stay focused. What the community wants is what matters.*

*CVEDC priorities for economic development: 1. Retain businesses. 2. Expand existing businesses. 3. Recruit new businesses.*

*Think about funding to help encourage new small business. VSECU funding. Vermont Sustainable Jobs Fund flex capital fund. Fresh Tracks Capital.*

8. Could any of the identified constraints for East Montpelier be considered an asset?

*Not addressed.*

9. How important is more housing to economic development for a village like East Montpelier?

*Think about East Montpelier as a community that entrepreneurs want to live in. Desirability can help recruit new businesses.*

10. VTrans will be constructing a new park and ride facility at the corner of US2 and VT14N. Does a low-use park and ride provide any economic development opportunities that we should consider?

*Park and ride may not stay low use. Opportunities to have commuters shop/eat before leaving.*

11. Most of East Montpelier Village is in the Residential and Commercial District. Portions of the Lower Village are in the Agricultural and Forest Conservation District, Rural Residential and Agricultural District, and the Commercial District. Portions of the Upper Village are in the Rural Residential and Agricultural District and the Industrial District. As we think about developing a village-specific zoning district(s), what should we be considering from an economic development perspective?

*See comments for #1.*

12. What would be the most important investment the Town could make to attract and support businesses in our village?

*Not specifically addressed, but see comments for #1 and #4.*

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**TOWN OF EAST MONTPELIER PLANNING COMMISSION**  
**HOUSING DISCUSSION Q&A**  
**Alison Friedkin, Downstreet Housing and Community Development**  
**August 4, 2016**

1. Briefly, what is Downstreet Housing and Community Development and what does it do?

*Downstreet Housing and Community Development (formerly Central Vermont Community Land Trust) is a non-profit organization dedicated to helping provide safe, decent and affordable housing in Central Vermont. Downstreet develops, owns and manages affordable multi-family and senior rental housing projects, as well as owning a few mobile home parks. Downstreet also has programs to help first-time homebuyers.*

*In the developer role, Downstreet makes the connection between the community and available funding sources (e.g., Community Development Block Grants). Downstreet puts together the project budget (pro forma) and helps apply for grants. The budget includes a development fee for Downstreet. Downstreet helps the town through the process of bidding for a general contractor. Projects tend to take 3-5 years to complete, often longer. All of Downstreet's housing projects are for-profit, which adds to the town's grand list.*

*Downstreet focuses on multi-family projects (20-30 units); over the past several decades Downstreet has learned that this scale is needed to have sustainable operating budgets over time. Downstreet has not figured out how to do single family homes affordably; the cost of land drives up the costs.*

2. Generally in Central Vermont villages, where are the greatest housing needs: owner-occupied housing, rental housing, senior housing, other?

*There is no "typical" village, but generally towns and villages need all of these housing types.*

3. How important is housing to energizing small villages?

*Housing can be very important. Housing and village revitalization tend to go hand in hand. Examples are Barre, Waterbury and Northfield. From a revitalization point of view, you want people to live in the village.*

4. What amenities are important to locate in conjunction with or near housing?

*Sewer, water, transportation, schools, recreation, groceries are key amenities. Sewer, water and transportation are necessary to make development costs work for affordable housing. Funding for affordable housing is very competitive, so affordable housing projects with existing infrastructure are more likely to be funded.*

5. What are the current trends in village housing in Central Vermont? (lot size, square footage, number of bedrooms, etc.)

*Not discussed.*

6. Is there an optimal mix of single family and multi-family housing for Vermont villages?

*Not discussed.*

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7. With the infrastructure that is currently in place (roads, transit, etc.), is East Montpelier geographically located to absorb or address housing needs for adjacent activity centers such as Barre City, the City of Montpelier, or the Town of Berlin?

*Not discussed.*

8. East Montpelier residents have expressed interest in encouraging more families with children to settle in the community. Does the village's proximity to the elementary school make the village a desirable location for family housing?

*See #4.*

9. Which are more financially viable as development projects: stand-alone senior housing developments or mixed-use developments with a senior housing component? Why?

*Not discussed.*

10. What zoning changes are most effective in encouraging new and infill housing development in villages?

*Does zoning allow for the types of projects desired? Do density, setbacks and height limits allow for the project to maximize smaller infill lots (and keep costs/unit down)?*

*Mike Miller (Montpelier Planning and Zoning Director) and Janet Shatney (Barre Planning and Zoning Director) might provide some additional zoning perspectives.*

11. What other types of municipal actions are effective in encouraging new and infill housing development in villages?

*Try to create a community sense of place, through a beloved store, event, or something to focus on. Identify the community strength and use that as a focus, so you know when you are in the community. Take a look at how other communities have done this.*

12. What municipal regulatory incentives are most effective in promoting affordable and moderate-income housing in small villages? How effective are these incentives in villages without municipal sewer?

*Not discussed.*

13. How could a housing needs assessment assist the town in planning for housing in the village and town-wide?

*Housing needs assessments help the community understand what types and how much housing is needed. Downstreet plans to prepare a regional housing needs assessment. It may be possible to the town to contribute to this project and obtain town-level information.*

14. Are there programs available to help develop housing and if so, what are the eligibility requirements?

*Downstreet can help identify funding sources. Not discussed further.*

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**TOWN OF EAST MONTPELIER PLANNING COMMISSION**  
**PUBLIC FACILITIES & INFRASTRUCTURE DISCUSSION Q&A**  
**Selectboard Members and Town Administrator**  
**September 1, 2016**

1. What are the Town's needs for the Town Office facility in the next 20 years? (More space, expansion of current building, new facility, location, etc)

*The vault is full, but land records are moving to a digital format. Offices are currently crowded. Meeting space is limited. There is no near-term plan to address Town Office needs.*

2. If the Town Office moves, is there a plan for the current building?

*There is no plan for the building. However, the Historical Society needs a place to store and display material and is interested in the building. It is not known whether this is the best use of the building.*

3. What is known about the Post Office's needs for their East Montpelier facility in the next 20 years?

*In the 1990s the Post Office was interested in upgrading their facility, however the landlord was not interested in updating the building. The Town's understanding is that the Post Office would be interested in being a tenant if a private developer constructed a new facility in the village.*

4. What is known about the Fire Department's needs for the Emergency Services Facility in the next 20 years?

*The Emergency Services Facility is one bay short, needed to accommodate ambulance services. The ambulance service continues to grow. The ESF building can be expanded forward, but not to the side. The ESF building has reserve septic capacity.*

5. When is the anticipated construction of the Park and Ride facility, and who will own and maintain it when completed?

*The Park and Ride facility will be constructed by VTrans, but will be owned and maintained by the Town when completed.*

6. Who owns and maintains the sidewalks and crosswalks in the village?

*The Town owns and has responsibility for maintaining the sidewalks. Sidewalks are not currently being plowed in the winter, but are cleaned in the spring. The new village sidewalk project requires more active sidewalk maintenance.*

7. Who sets speed limits on US 2 and US 14 in the village? Who sets speed limits on other public and private roads in the village?

*The State Traffic Board is responsible for setting speeds on US 2 and VT 14. The Traffic Board is not interested in reducing the speed limit in the village. However, more density in the village might be a more persuasive argument. The current speed limit is 35 mph; this is not the actual speed of traffic. When speed monitors were used, they were effective in slowing traffic. The Selectboard is responsible for setting speed limits on other town roads.*

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8. Has the Town had any discussions with GMTA or other towns about future expansion of public bus service along US 2 or US 14?

*Calais, Woodbury and Hardwick have been talking with GMTA about possibly developing connector service on VT 14. If service is implemented, it might stop in East Montpelier.*

9. New development in the village may require new roads, preferably with connections between two existing streets. What is involved in developing new roads? Whose responsibility is it?

*The Town has a process for adopting new roads that has been in place for many years.*

*If new roads are to be constructed, the Selectboard wants them to be built by a private developer. The Town would assume ownership under existing ordinances. This process includes road standards that must be met for roads to be adopted by the Town.*

*The Selectboard doesn't want to lead the charge in developing new roads in the Village, but will be supportive for others helping develop the village.*

10. Please discuss the financial and political issues, opportunities and challenges with having the town make capital investments to support public roads, water and sewer in the village.

*The Selectboard recognizes that water and wastewater are the "elephant in the room" for developing the Village. An advocate who will stand up and push the issue is needed for the Town to address Village water and wastewater.*

11. What is the Selectboard's level of interest in investing town funds (including borrowing) for water/sewer facilities and improvements?

*A town bond would be needed for the Town to develop a wastewater system (of any kind) for the village.*

*The Selectboard has discussed the situation with the Crystal Springs water system. The Fire District, which was established to acquire the system, has been unsuccessful and has indicated that it wants to disband. The Selectboard would be interested in acquiring the system, however the ask/offer spread is too great. The finances need to work for the Town to agree to purchase the system.*

12. What is the Selectboard's level of interest in acquiring property for use as wastewater treatment areas, or should this be left to private developers to establish smaller shared wastewater systems?

*Given the high cost of a centralized system, a decentralized septic approach may be more realistic. Community septic, such as the system serving 7 homes on Towne Hill Rd or the system serving Sandy Pines, may serve as a model for the Village.*

13. Should the development of new roads in the village require the inclusion of additional infrastructure (such as water/sewer lines, sidewalks, etc) as part of the construction?

*See #9 above.*

14. What is the Selectboard's level of interest in developing and maintaining parks or recreation areas in the village?

*The Selectboard supports the idea of open space/parkland that is owned and maintained by a private developer, and support the idea of providing a density bonus for a planned*

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*residential development willing to do so. The Selectboard also supports the idea of a Riverwalk, as proposed in the Village Study.*

15. What is the Selectboard's opinion on requiring a parkland dedication (or fee-in-lieu option) for developments of certain size? What would be an appropriate size development for requiring a parkland dedication/fee?

*See # 14 above.*

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**TOWN OF EAST MONTPELIER PLANNING COMMISSION**  
**TRAILS & RECREATION DISCUSSION Q&A**  
**EM Trails, Cross Vermont Trail and EM Recreation Board**  
**November 3, 2016**

## **Trails**

1. Briefly describe your organization and its mission. (East Montpelier Trails, Cross Vermont Trails)

*East Montpelier Trails, Inc. is a non-profit volunteer organization working to responsibly build and maintain a local network of trails in East Montpelier. EM Trails has a long-term plan for a loop trail through town. About 12 miles of trails currently exist, with about 8 miles of trails planned.*

*EM Trails partners with other organizations. Working with Cross Vermont Trail has been especially important for construction work. Other partners have included The Gully Jumpers, Montpelier Area Mountain Bike Association and U32 Bicycles.*

*Cross Vermont Trail Association is a non-profit member-based, volunteer-driven organization with two part-time staff. Cross Vermont Trail Association's mission is to assist municipalities, recreation groups and land owners in the creation and management of a four-season, multi-use trail across the state of Vermont for public recreation, alternative transportation, and awareness of our natural and cultural heritage. The Cross Vermont Trail is the organization's signature project. However, the organization also works to create community paths (not wilderness paths) that connect villages and schools with other paths.*

*CVTA is currently raising funds for a bridge across the Winooski River on the old railroad bridge abutments in East Montpelier. This bridge would move the trail off of the VT 2 shoulder onto a new, off-road trail on conserved land in the woods. The bridge would help Cross Vermont Trail accomplish a complete, off-road route from Montpelier to Groton. CVTA has raised \$1.3 million in federal grant funds, and another \$100,000 in local money. CVTA needs to raise another \$99,000 for the bridge project.*

2. Do you own the trails, or do you have an easement? Are easements permanent or for a term period?

*EM Trails co-holds permanent easements for the trails with Vermont Land Trust and Vermont Housing and Conservation Board. A few properties have been purchased for trail access.*

*Cross Vermont Trails also uses trail easements.*

3. Briefly describe existing trails in or near East Montpelier Village.

*EM Trails does not currently have any trails that connect into the village, although the Mallory Brook Trail crosses the proposed village boundary between Johnson Road and Cherry Tree Hill Road.*

*The Cross Vermont Trail, running along the old Montpelier to Wells River rail line, crosses VT14 in the upper village.*

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4. Do you have plans for trails in or near East Montpelier Village?

*EM Trails is focusing its efforts on completing the trail loop through town and is not currently planning new trails in or near the village, although it supports having such trails.*

*CVTA continues to work with landowners to obtain easements to complete the Cross Vermont Trail corridor, including in East Montpelier.*

5. What needs/opportunities do you see for trails in East Montpelier Village?

*There is considerable potential for a nice trail through the Old LaPerle Farm property purchased by the town. There is potential for a spur trail from the Cross Vermont Trail in the Sandy Pines area to the Winooski River (the “old East Montpelier swimming hole”).*

*A trail between the village, near Dudley’s Store, up to the East Montpelier Elementary School would be nice. There used to be a snowmobile trail between the store and Cherry Tree Hill Road, which might be a possible trail route. Contacting the snowmobile clubs would be appropriate.*

*In conducting trail inventories, CVTA has noticed informal connector trails. If people are already using these trails, then these are good candidates for new, more formal trails.*

*It is important to have village residents engaged in creating new trails in/near the village. Local residents know the informal trails and connections and can help advocate for creating a more formal trail.*

6. Is a trail bridge connecting the Upper Village (near Sandy Pines) to the Lower Village (near the Emergency Services Facility) realistic? Why or why not? Is there a more appropriate or realistic location for a connection between the Upper and Lower Villages that you would recommend?

*There are high costs to design, permit and engineer bridges across the river. See costs for the Cross Vermont bridge project.*

*In CVTA’s experience, it would make more sense to try to accomplish continuous sidewalks in the upper village that connect to the VT 14 bridge into the lower village.*

7. How could trails in the village connect to your existing or planned trails?

*See discussion above.*

## **Recreation**

8. Briefly describe your organization and its mission. (East Montpelier Recreation Board)

*The Recreation Board organizes children’s sports programs, sponsors activities to town residents and maintains the recreation field on Vincent Flats Road, next to the Elementary School. The Recreation Board is currently a town committee, appointed by the Selectboard. The Recreation Board is currently in the process of becoming a non-profit organization that receives town funding. The Recreation Board’s mission will not change much, although the Recreation Board is considering adding adult recreation programs.*

9. What is the status of your proposal to convert to a non-profit organization?

*The paperwork has been signed. Obtaining non-profit status is a slow process.*

10. What facilities does the Rec Board use? Are they owned by the Rec Board or the Town? Would ownership change if the Rec Board becomes a non-profit?

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*The Recreation Board uses and maintains the town-owned recreation field property. The 12-acre property has about two acres of open land used for two baseball fields and two soccer fields. Much of the rest of the property has a Class 2 wetland with two streams running through it. Once the Recreation Board obtains non-profit status, the Recreation Board will enter into a land use management plan with the town for continued use of the property.*

*The Recreation Board also uses the elementary school gym.*

11. Does the Rec Board need additional recreational facilities? Why? What type? Where?

*Recently, the Recreation Board has been working on thinning and cleaning up the hedgerow between the recreation field and the school.*

*The Recreation Board has been looking to additional ways to use the recreation fields. A groomed cross-country ski loop was set up last winter, but there wasn't enough snow to use it.*

*Lighting on the soccer field would extend the field's usefulness.*

*Future plans include construction of an amphitheater/stage, observation space next to the wetlands, and a trail connection to the Mallory Brook Trail.*

*Another idea is to have a history walk between the school and the recreation field. The history walk would have markers on the trees, showing the age of the tree and with historical facts for that date.*

*The school gym is booked a lot, especially in winter. The Recreation Board would like to have indoor space, near the fields or in the village, for basketball and volley ball courts.*

12. Do you see a need for new recreational facilities (other than ball fields) in East Montpelier Village?

*See #11.*

**Other discussion points:**

*Cars speeding on Vincent Flats Road next to the recreation field are a problem. A speed hump or something that slows cars would make access and use of the fields safer.*

*It is helpful for trail developers to have potential trails included in the Town Plan. This gives the trail developers more points, and hence more competitive, when applying to grant funding. Mapping proposed trails in the Town Plan can be controversial, for perceived taking reasons. EM Trails has been successful in identifying future trails with dotted lines ("proposed trail, route unknown.") Alternatively, a plan can identify key points to be connected, without identifying the actual route..*

*CVTA has found that landowners are sometimes concerned that agreeing to a trail easement, or a subdivision for a trail corridor, would create a non-conforming lot. This is a potential hurdle to trail creation. Some kind of zoning language that encourages trail development would be helpful.*

*It would be helpful to have a town survey that asked about opinions on housing, conservation trails and recreation*

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**TOWN OF EAST MONTPELIER PLANNING COMMISSION**  
**VILLAGE CENTER DESIGNATION PROGRAM DISCUSSION Q&A**  
**Richard Amore, VT Dept. Housing and Community Development**  
**January 19, 2017**

**Note:** Caitlyn Corkins substituted for Richard Amore.

1. What is the state definition of a village center?

*Vermont law defines a village center as “the core of a traditional settlement, typically comprised of a cohesive mix of residential, civic, religious, commercial, and mixed use buildings, arranged along a main street and intersecting streets that are within walking distance for residents who live within and surrounding the core.” (24 (V.S.A. § 2793a)*

2. What is the purpose of the state Village Center Designation program?

*Village Center Designation is intended to recognize a community’s historic core and development pattern. Additionally it can be used to support the State’s planning goals related to land use and development patterns.*

3. What is the process for village centers to become designated?

*The process is generally as follows: meeting with Vermont Department of Housing & Community Development; build local support; begin application process; complete the application checklist; submit the application; application is reviewed by the Department of Housing & Community Development; the application is reviewed by the Downtown Board for possible action and official designation.*

4. How often do village center designations need to be renewed?

*Renewals are done every five years and a renewal application is required to be reviewed by the Downtown Board for consideration of renewal.*

5. How many designated village centers are in Vermont, and what is their typical size?

*Currently there are 124 communities with Village Center Designation. These vary in size depending on the community. Some have only a few properties while others have many.*

6. How are designated Village Center boundaries determined?

*Boundaries are determined by a survey of the properties within an area that may have a historical context in the community or other properties that could contribute to the historic context of a community’s village or core area.*

7. What are the benefits of the Village Center Designation program?

*Community’s with Village Center Designation receive technical assistance from ACHD; priority in state grant funding; priority for locating state buildings; downtown and village tax credits; and neighborhood development area designation.*

8. Who is eligible to access the available tax credits for buildings in a designated village center?

*Property owners or business owners can apply for tax credits. The applicant for the tax credits is typically the person that will do the improvements which doesn’t need to be the property or building owner.*

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9. Has anyone applied to use the tax credits in East Montpelier Village?

*Tax credits have not been applied for however historic preservation grants have been used for the Four Corners School and the Old Meeting House.*

10. How might East Montpelier better utilize its village designation to revitalize both the designated village center and the surrounding village?

*Properties in the village can take advantage of the tax credits and technical assistance to identify programs for revitalization; Neighborhood Development Area designation can help properties surrounding the Designated Village Center; and federal tax credits can be used in conjunction with state tax credits if applicable.*

DRAFT

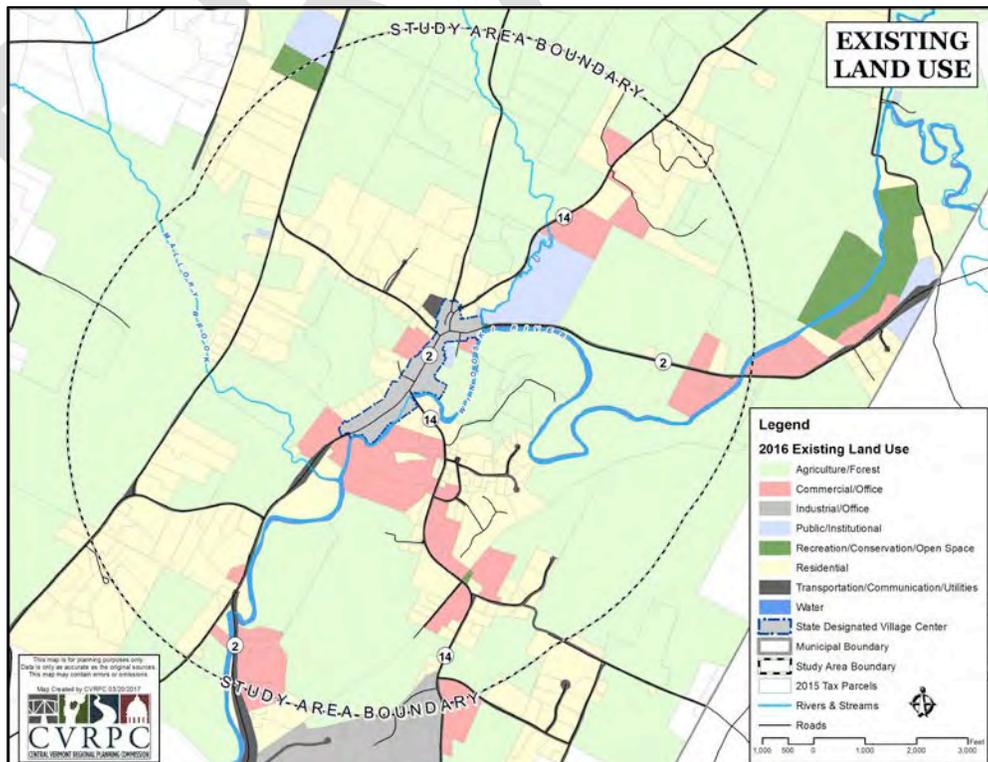
1 **APPENDIX B.2**  
2 **EAST MONTPELIER VILLAGE MASTER PLAN**  
3 **EXISTING CONDITIONS PROFILE**  
4

5 This profile documents the information gathered about existing conditions. Information was  
6 obtained through research by the Central Vermont Regional Planning Commission and during  
7 the Planning Discussions. Topics profiled include:

- 8 • Current land uses and densities;
- 9 • Current zoning;
- 10 • Transportation infrastructure;
- 11 • Drinking water;
- 12 • Wastewater;
- 13 • Public facilities;
- 14 • Historic and community assets;
- 15 • Economic development;
- 16 • Housing and housing affordability;
- 17 • Natural resources; and
- 18 • Issues and opportunities.

19 **CURRENT LAND USES AND DENSITIES**

20 The Central Vermont Regional Planning Commission conducted a field inventory of the village  
21 study area in May 2016. The results of this survey were mapped using Geographic Information  
22 Systems (GIS).



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1 Table B-1 summarizes the existing land uses.

**Table B-1: VILLAGE STUDY AREA LAND USES**

Land Use	% Land Area	% of Parcels	Avg. Parcel Size
Agriculture/Forest	62.5%	16.3%	45.9 acres
Residential	18.4%	59.3%	3.7 acres
Commercial	4.1%	12.5%	12.1 acres
Industrial	2.5%	4.1%	7.4 acres
Transportation/Utilities	7.0%	1.6%	54.1 acres
Public/Institutional	2.3%	3.3%	8.2 acres
Parks/Recreation/Open Space	1.4%	0.7%	21.6 acres
Water	1.8%	2.15%	9.9 acres

2 The study area includes a large amount of agricultural and forest lands. As might be expected  
3 for a small village, the amount of residential uses is greater than commercial and industrial uses  
4 combined.

5 Table B-2 shows the size of parcels in the study area. Over 2/3 of the study area consists of  
6 parcels greater than 20 acres, indicating potential for future development. Parcels one acre or  
7 less are over 20% of the total, with an average size of slightly more than a half acre. These  
8 smaller parcels are the framework for village-scale density.

**Table B-2: VILLAGE STUDY AREA PARCELS AND ACREAGE**

Acreage Range	% of Acres	% of Parcels	Avg. Parcel Size
≤ 1	1	20.8	0.6
1 ≤ 2	2.4	19.6	1.3
2 ≤ 3	2.5	11.0	2.6
3 ≤ 4	3.3	10.8	3.4
4 ≤ 5	1.3	3.3	4.5
5 ≤ 10	7.2	11.2	7.2
10 ≤ 20	14.6	12.4	13.2
> 20	67.6	11.0	68.7

9

10 **CURRENT ZONING**

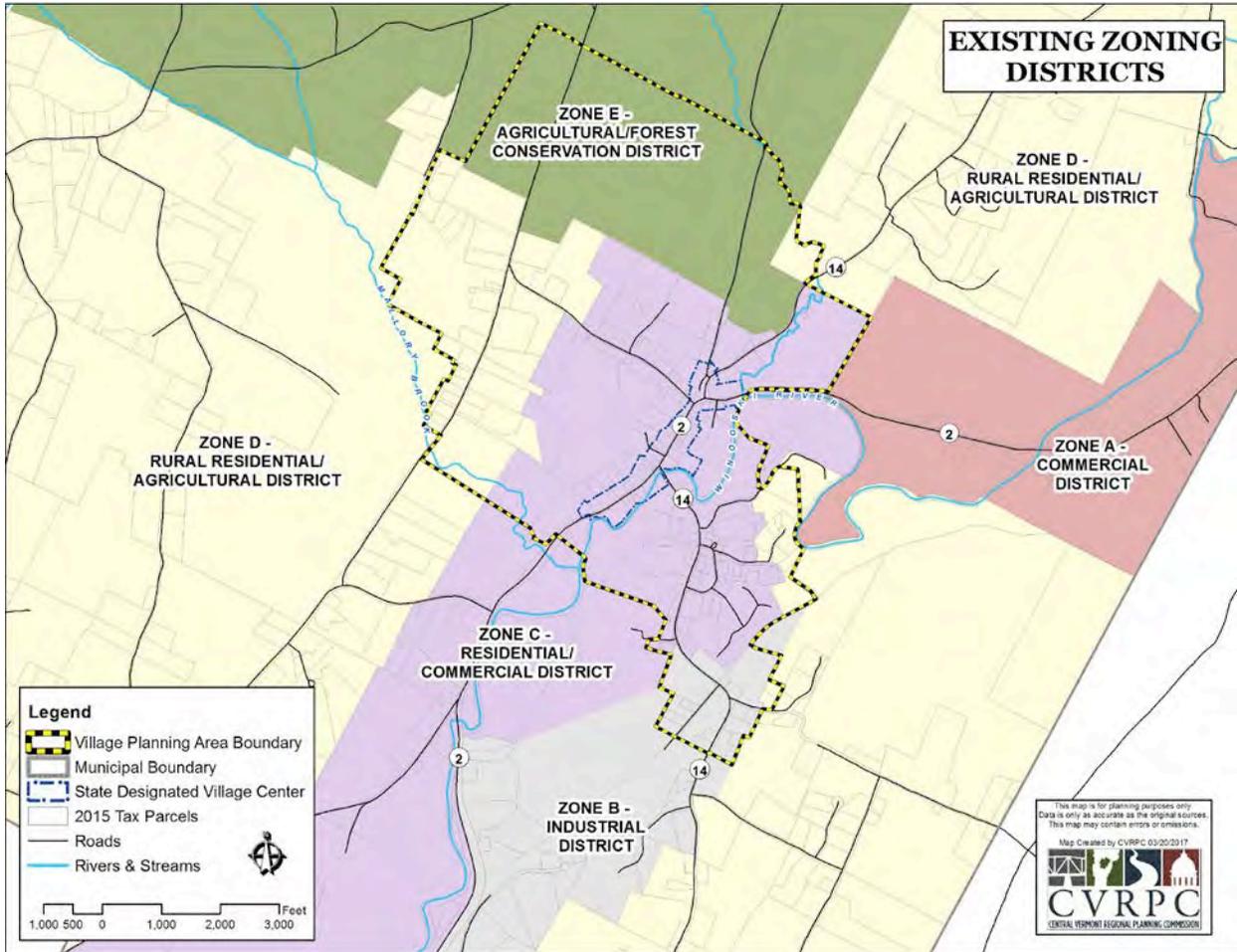
11 East Montpelier Village currently lacks village-specific zoning. The proposed village boundaries  
12 contain portions of four of the town's existing zoning districts:

- 13 • Zone B: Industrial District
- 14 • Zone C: Residential and Commercial District
- 15 • Zone D: Rural Residential and Agricultural District
- 16 • Zone E: Agricultural and Forest Conservation District

17

18

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1  
2  
3  
4  
5

Table B-3 summarizes minimum lot sizes and representative land uses that are permitted or conditional in each existing zoning district.

**TABLE B-3 – SUMMARY OF EXISTING ZONING DISTRICTS**

Zoning District	Minimum Lot Size	Representative Permitted Uses	Representative Conditional Uses
Zone B - Industrial	1 acre	Agriculture Forestry Light Industry Manufacturing Offices Retail Sales Warehouse Storage Motor Vehicle Sales & Service	Contractor's Yard Single Family Dwelling Mixed Use Sanitary Landfill Transfer Station

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1

Zoning District	Minimum Lot Size	Representative Permitted Uses	Representative Conditional Uses
Zone C – Residential & Commercial	1 acre	Agriculture Bank Bed & Breakfast Boarding House Forestry Single & Two Family Dwelling Offices Place of Worship Restaurant Retail Sales	Cultural Facility Multi Family Dwelling Gas Station Mixed Use Drive-through Restaurant
Zone D – Rural Residential & Agricultural	3 acres	Agriculture Bed & Breakfast Community Center Single & Two Family Dwelling Forestry	Multi Family Dwelling Kennel Light Industry Mixed Use Mobile Home Park Neighborhood Business
Zone E – Agricultural & Forest Conservation	7 acres	Agriculture Bed & Breakfast Single & Two Family Dwelling Forestry Outdoor Recreation Facility	Multi Family Dwelling Mixed Uses

2

3 Single-family dwellings are permitted uses in Zones C, D and E, but are conditional uses in Zone  
4 B. Multi-family dwellings are conditional uses in all districts except Zone B. Zone C allows  
5 most typical village-type businesses as permitted uses. Mixed uses (two principal uses in one  
6 structure) are conditional uses in all zones, as are agriculture and forestry.

7 Because of the village’s location on the Winooski River, the town’s Flood Hazard Area  
8 Regulations (Article 9 of the East Montpelier Land Use & Development Regulations) also apply  
9 in portions of the study area. The Floodway, Special Flood Hazard Area and River Corridor are  
10 overlay zoning districts. New development is strictly controlled in the flood hazard area because  
11 of the hazards from flooding or erosion. New structures are not allowed in the floodway. Within  
12 the Designated Village Center, new structures are allowed as conditional uses.

13 **TRANSPORTATION INFRASTRUCTURE**

14 US 2 and VT 14 are the two major roadways that form the transportation framework for East  
15 Montpelier Village. US 2 runs generally east/west from St. Johnsbury to Burlington. VT 14  
16 runs generally north/south from Hardwick to Barre. The two highways intersect in East  
17 Montpelier Village, running together for about 2/10 of a mile between the VT 14S bridge over  
18 the Winooski River and the Old Brick Church, at which point they split again.

19 The US 2/VT 14N intersection was reconstructed in 2010 and is a signalized T-intersection with  
20 left turn lanes.

21 Currently, the VT Department of Transportation (VTTrans) is doing construction at the US 2 VT  
22 14S bridge intersection in preparation for the bridge to be reconstructed in 2018. The new bridge  
23 will be wider, with a third lane and traffic signal added to make it easier to make left turns onto  
24 US 2 as well as onto the bridge from US 2.

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1 Within the village study area, Towne Hill Road serves as a collector road for residential areas, as  
2 well as being a major access route to U-32 High School and an alternate route between  
3 Montpelier and East Montpelier Village.

4 Quaker Road and Vincent Flats Road are paved roads that connect the village with East  
5 Montpelier Elementary School. Most other roads in the village study area are gravel residential  
6 roads.

7 During public outreach, village residents and businesses expressed concerns about traffic  
8 volumes and speeds on US 2 and VT 14. VTrans measures traffic volumes on US 2 and VT 14.  
9 Table B-4 shows the most current traffic data for these highways in the study area.

10

**Table B-4 – 2015 AVERAGE ANNUAL DAILY TRAFFIC VOLUMES (AADT) IN STUDY AREA**

Highway Route	Vehicle Trips <sup>1</sup>	Start of Segment	End of Segment	Segment Length
US 2	9,700	Barre Town Line	Towne Hill Road	2.00 miles
US 2	10,500	Towne Hill Road	VT 14S	.73 miles
US 2	13,100	VT 14S	VT 14N/Quaker Road	.21 miles
US 2	8,400	VT 14N/Quaker Road	Plainfield Town Line	1.98 miles
VT 14	3,900	Barre Town Line	US 2	2.47 miles <sup>2</sup>
VT 14	3,400	US2/Quaker Road	VT 214 (N. Montpelier)	3.13 miles

Source: VTrans  
<sup>1</sup> Estimated trips based on actual traffic data in adjacent traffic sections  
<sup>2</sup> Joins .21 miles of US 2

11 The state determines the speed limits on state highways. The posted speeds on US 2 and VT 14  
12 are 35 mph in most of the village, increasing to 40 mph at the village edges. 2015 traffic counts  
13 conducted by VTrans found an average westbound speed of 32 mph on US 2 in the village.  
14 Eastbound speeds are not available.

15 The posted speed on town roads in the village is 35 mph. 2016 traffic counts on Vincent Flats  
16 Road northbound averaged 37 mph, with 68.7% of vehicles exceeding the posted limit.  
17 Southbound traffic averaged 36 mph, with 64% of vehicles exceeding the posted limit.

18 Traffic counts and speeds on VT 14 within the village are not available.

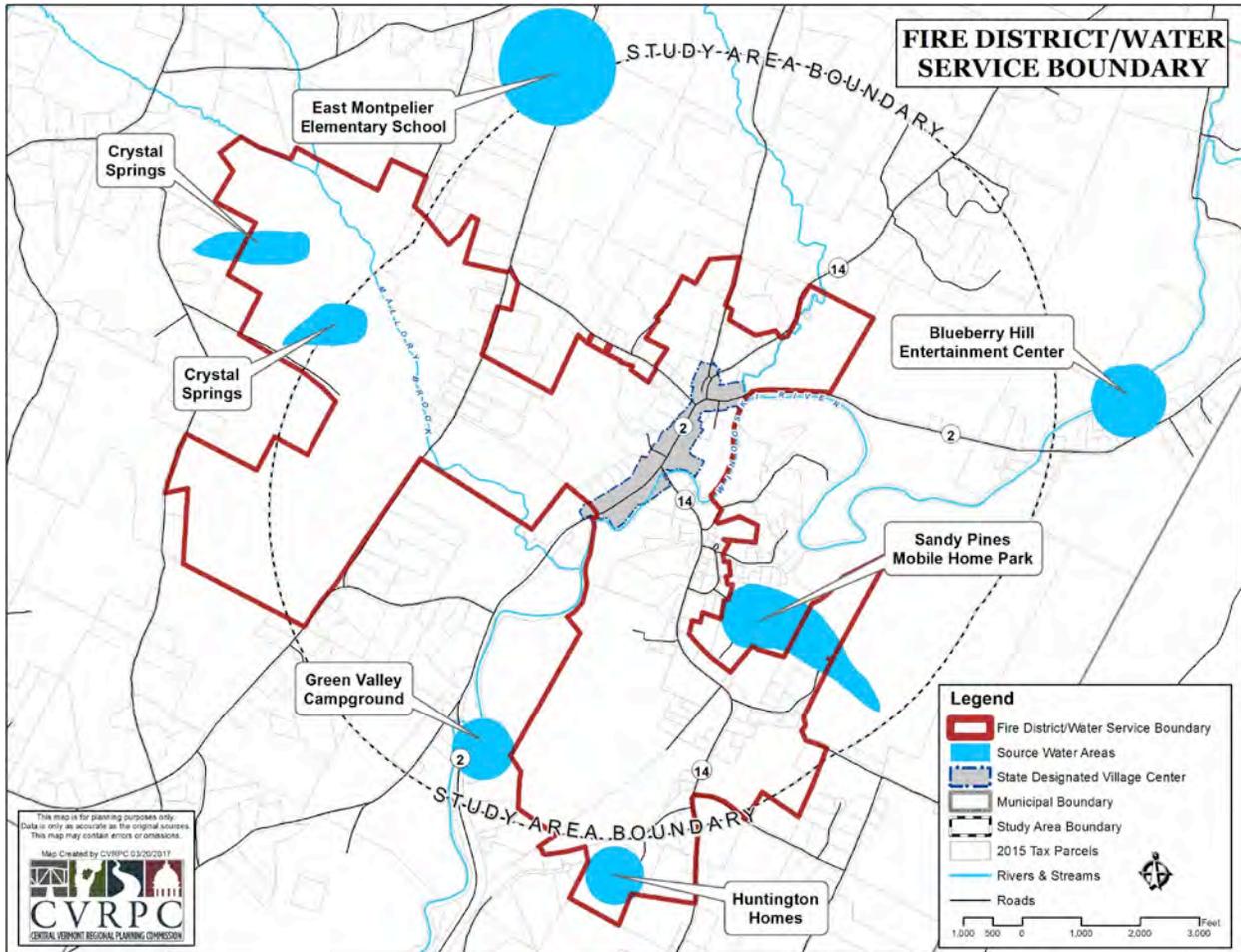
19 In areas without sidewalks, bicycle lanes and crosswalks, traffic volumes and speeds make it  
20 difficult for pedestrians and bicycles to safely use these roadways. Sidewalks and currently exist  
21 along US 2 from Village Acres Lane to Quaker Road, with signalized pedestrian crosswalks at  
22 the northern intersection of US 2 and VT 14N. The VT 14S bridge reconstruction project  
23 includes a sidewalk on the bridge and a signalized crosswalk. In conjunction with the bridge  
24 reconstruction, the town has obtained grant funding to construct sidewalks connecting the bridge  
25 to the existing sidewalks. At the same time, travel lanes on the combined section of US 2 and  
26 VT 14 will be narrowed slightly to provide for a marked bicycle lane.

27 The town has received a grant from VTrans to construct a new park-and-ride and bus stop  
28 facility at the site of the former Washington Electric Cooperative garage parcel on VT 14N.  
29 Construction is anticipated to occur in 2017. The facility is expected to include electric vehicle  
30 charging stations.

31 The park-and-ride property is already being used as a bus stop for US 2 commuter bus between  
32 Montpelier and St. Johnsbury. This bus route is operated jointly by Green Mountain Transit and  
33 Rural Community Transit, with five buses in each direction on weekdays.

1 **DRINKING WATER**

- 2 Much of the village study area is served by the privately-owned Crystal Springs Water System.  
3 Crystal Springs is an active community water system, with 115 connections serving 300 persons.



4 The Sandy Pines Mobile Home Park also has a community water system, with 56 connections  
5 and serving 100 persons. East Montpelier Elementary School has its own well serving the school  
6 population. (Data are from VT Agency of Natural Resources Department of Environmental  
7 Conservation, 2016.)  
8

9 Approximately 100 private wells are located in the village study area, serving approximately 70  
10 properties. Some properties have multiple wells.

11 Crystal Springs Water System is supplied by three springs located on the conserved Pratt  
12 (Mallory Brook) property at the northwest edge of the village study area. The total capacity of  
13 the springs is approximately 50 gallons per day (gpd) and the system has a storage capacity of  
14 58,000 gallons. Crystal Springs has deeded rights to both surface and groundwater within 500  
15 feet of each spring. Test wells drilled near the springs in 1992 had high yields, indicating that  
16 groundwater sources could be used to increase system capacity. The system also has a well,  
17 which is only permitted for emergency use because of high metal concentrations.

18 The existing capacity of the Crystal Springs Water System does not meet the peak demands of  
19 the system, which has been rated at over 74,000 gpd. Additionally, the existing capacity is

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1 inadequate to meet firefighting needs, so the five existing hydrants in the village cannot be used.  
2 The state Department of Environmental Conservation, which regulates drinking water systems,  
3 has placed a moratorium on new connections to Crystal Springs because the current system lacks  
4 capacity to serve more connections.

5 In 2010, the East Montpelier Fire District #1 was created to explore the purchase of Crystal  
6 Springs. (In Vermont, Fire Districts are special purpose governments that own and operate  
7 public water supply systems.) The Fire District has been unsuccessful in acquiring Crystal  
8 Springs. In November 2016, the Fire District voted to disband. Under state law, this can only be  
9 done through merger with the town. The merger was approved by on Town Meeting Day in  
10 2017. The merger also needs to be approved by the state legislature. Upon merger, the Fire  
11 District will no longer exist.

## 12 **WASTEWATER**

13 East Montpelier has no municipal wastewater treatment system. Wastewater treatment is  
14 managed by private septic systems, typically on-site. Individual properties are responsible for  
15 the operation and maintenance of their own disposal systems.

16 Since 2007, the state Department of Environmental Conservation is responsible for permitting of  
17 all wastewater treatment and disposal systems. Generally, about one acre is needed for a  
18 building lot to safely accommodate both a well and a septic system on-site. This effectively  
19 limits how small lots can be in a village, unless municipal or shared community wastewater  
20 treatment is provided.

21 Concerned about possible failing on-site septic systems in the village, the Selectboard formed a  
22 Wastewater Advisory Committee to study village wastewater options. State funding was  
23 obtained to conduct an engineering feasibility study in 2007. A follow-up study was conducted  
24 in 2008. The wastewater studies identified possible alternatives for addressing failing septic  
25 systems, including public education and maintenance of on-site septic systems, alternative on-  
26 site wastewater treatment technologies, shared septic systems serving housing clusters, and  
27 building or connecting to conventional sewage treatment plants. Although the studies considered  
28 options that would enable development and increased density in the village, the  
29 recommendations of the wastewater studies were focused on the cost-effectiveness of addressing  
30 failing village septic systems.

## 31 **PUBLIC FACILITIES**

32 East Montpelier Village is home to the town's primary public facilities.

33 The Town Office is located on Kelton Road, near the US 2 and VT 14N intersection. The Town  
34 Office is located in the former East Village Schoolhouse. The town vault is full, however land  
35 records are being transferred to a digital format to save space. Offices are crowded and meeting  
36 space is limited. There is no near-term plan to address Town Office space needs.

37 The Post Office is located on US 2, next to Dudley's Store. The Post Office leases this facility.  
38 In the 1990s, the Post Office was interested in upgrading the building, but the landlord was not  
39 interested in updating the facility. The Town's understanding is that the Post Office would be  
40 interested in being a tenant if a developer constructed a new facility in the building.

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1 The town-owned Emergency Services Facility on Village Acres opened in 2010 to house the  
2 East Montpelier Volunteer Fire Department. The building includes a meeting room that is used  
3 fire department training and for public meetings.

4 The town owns 12 acres on Vincent Flats Road. Approximately two acres are open land used for  
5 two baseball fields and two soccer fields. The East Montpelier Recreation Board manages the  
6 recreation field and offers recreation programs to town residents.

7 The East Montpelier Elementary School is located on Vincent Flats Road, adjacent to the  
8 recreation field. The school houses grades pre-K through 6, and has 213 students. A major  
9 addition and renovation of the school was completed in 2013.

10 **HISTORIC AND COMMUNITY ASSETS**

11 The majority of the historic village buildings are located in the Designated Village Center in the  
12 Lower Village. Historic buildings include the East Village Schoolhouse (now the Town Office),  
13 the Old Brick Church, Dudley’s Store and the former village creamery (now the East Montpelier  
14 Home Center). Owners of historic buildings in the Designated Village Center are eligible for tax  
15 credits for building rehabilitation, façade improvements and code improvements.

16 Although not as old, the Hangar Building in the Upper Village (now home to rbTechnologies) is  
17 historically interesting.

18 The Lower Village has three historic cemeteries. The Quaker Cemetery and Tinkham Cemetery  
19 are both located on Cherry Tree Hill Road. The East Village Cemetery is located off of US 2,  
20 near the Emergency Services Facility.

21 The Cross Vermont Trail runs along portions of the old Montpelier and Wells River Railroad  
22 line, with trailhead parking on VT 14S near the former Fairmont Station in the Upper Village.  
23 The Cross Vermont Trail is a project to build a four season, multi-use path across Vermont,  
24 connecting communities, schools and natural areas.

25 East Montpelier Trails, Inc. is working to build and maintain a network of trails throughout the  
26 Town of East Montpelier. Although East Montpelier Trails does not have trails that connect into  
27 the heart of East Montpelier Village, the Mallory Brook Trail connects Johnson Road and Cherry  
28 Tree Hill Road on the west side of the village.

29 **ECONOMIC DEVELOPMENT**

30 East Montpelier Village is home to many businesses, making it the economic hub of town. The  
31 majority of businesses are focused on VT 14S in the Upper Village and US 2 in the Lower  
32 Village.

33 The array of existing businesses is diverse. Some businesses, such as Dudley’s Store, East  
34 Montpelier Home Center, Pink Shutter Flower Shop and North Country Credit Union, primarily  
35 serve the local community. Other businesses, such as Shaline Bridal, Washington Electric Coop,  
36 North Star Fireworks, rb Technologies, and Mekklesen RV serve a more regional area. Personal  
37 and professional service businesses include an insurance company, a holistic health practitioner  
38 and a hair salon.

39 The Upper Village is home to several industrial businesses. Huntington Homes manufactures  
40 custom modular homes. Black Rock Coal sells coal and landscaping stones. Pine State Trading  
41 is a grocery wholesaler. Alco Energy is a propane supplier. The Salvation Army operates a

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1 warehouse. The Central Vermont Humane Society operates an animal shelter and pet adoption  
2 service. Capitol Grounds roasts its coffee in the Lower Village.

3 Fairmont Farms now owns the former Lylehaven Farm on VT 14S, continuing the dairy farming  
4 tradition. Fairmont Farms and McKnight Farm own or lease other agricultural parcels in the  
5 village, some of which are conserved.

6 Most of the commercial uses in the village are oriented towards automobile drivers, rather than  
7 pedestrians. The expansion of sidewalks in the Lower Village offers the opportunity for more  
8 pedestrian-oriented businesses.

9 Public input from the open houses raised concerns that a few vacant and unmaintained  
10 commercial properties detract visually from the village. Public input also identified the desire  
11 for the village to include a livelier mix of businesses, including a gathering place such as a  
12 restaurant, bakery/café or brewpub.

13 Businesses responding to the village business survey indicated satisfaction with their location in  
14 the village. Business concerns included traffic speeds, unpaved roads, and water supply  
15 limitations. Survey respondents felt the village needed more of a “village feel” and would  
16 benefit from more small, non-manufacturing businesses. Business responders also felt that the  
17 village could use a farmers market, a coffee/bakery shop and a brewery to draw people to the  
18 village.

19 The Central Vermont Economic Development Corporation, in one of the village planning  
20 discussions, noted that it may be useful to focus initial economic development efforts in the  
21 Lower Village. The Lower Village includes the designated Village Center, which may make it  
22 eligible for state funding or incentives. Owners of historic properties in the Village Center are  
23 eligible for tax credits to rehabilitate these structures.

24 The Central Vermont Economic Development Corporation also noted that supporting existing  
25 businesses is potentially more important than trying to recruit new businesses. Existing  
26 businesses may want to expand in place. Addressing the concerns of existing businesses shows a  
27 commitment to the business community as a whole and may encourage other businesses to  
28 consider locating in the village.

29 A diverse economic base is an integral part of maintaining, expanding and revitalizing a  
30 community. Economic development can take on many forms, including: funding for improving  
31 buildings or site development; upgrades to infrastructure such as roads, water supply or  
32 wastewater treatment; expanding or incorporating utilities such as high-speed internet and three-  
33 phase power; or amending development regulations to permit diversity and mixing of land use.  
34 A commitment to supporting economic development activities is important to ensuring the  
35 community’s vision is realized.

36 **HOUSING AND HOUSING AFFORDABILITY**

37 The majority of housing in East Montpelier Village are single-family homes. There are only a  
38 couple apartment buildings and no condominiums.

39 Along US 2 in the Lower Village, these homes include a mix of larger historic homes, smaller  
40 homes originally built as housing for mill workers, and mid-20<sup>th</sup> century homes of varying sizes.  
41 Commercial businesses are interspersed among these homes. Homes along Quaker Road, Cherry  
42 Tree Hill Road, Vincent Flats Road and Kelton Road have a range of ages and sizes.

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1 Along VT 14S in the Upper Village, some single-family homes are interspersed among the  
2 commercial businesses. Side streets off VT 14S are largely residential in character, with  
3 relatively dense neighborhoods of homes having a range of ages and sizes.

4 The Sandy Pines Mobile Home Park has 56 units and is located on Sandy Pines Road, off of  
5 Carleton Boulevard in the Upper Village. Sandy Pines residents own their home and pay a fee to  
6 rent the lot and pay for water, septic, trash and snow removal.

7 The village has only two buildings that have three or more rental apartment units each. Most  
8 rental homes are rented single-family homes, rental accessory apartments, former single-family  
9 homes that have been divided into two apartments, or commercial businesses with one or two  
10 accessory apartments.

11 In Town Forums and Town Plan Surveys, town residents have repeatedly identified the lack of  
12 affordable housing as a significant problem. Housing is considered affordable if housing costs  
13 (including mortgage, taxes and insurance) that consume no more than 30% of annual gross  
14 income. The median value of owner-occupied housing in the town (2009-2013 data) was  
15 \$237,600. Using data and the mortgage affordability calculator from the Vermont Housing and  
16 Finance Agency, a household with the town median income of \$60,868 (2009-2013 data) can  
17 afford a house costing \$207,000. This means that the median income household in town cannot  
18 afford a median priced home.

19 By definition, half of the town's households have incomes less than the median value.  
20 Frequently these are young adults, working families and seniors for whom finding affordable  
21 housing is a challenge. Federal housing programs typically focus on households making up to  
22 80% of the median income. In East Montpelier, households at the 80% of town median income  
23 (i.e., \$48,865, 2009-2013 data) can afford a house costing up to \$165,000. This is much less  
24 than the median value house in town.

25 Because East Montpelier's property values are high, with building lots costing \$50,000 and up, it  
26 is difficult to build affordable single-family housing.

27 As part of the Village Planning Discussions, the Planning Commission met with Downstreet  
28 Housing and Community Development (formerly Central Vermont Housing Trust). Downstreet  
29 develops, owns and manages affordable rental housing in the region. Downstreet representatives  
30 noted that infrastructure, such as municipal water and wastewater treatment, is critical in order to  
31 achieve the density that makes affordable housing viable.

32 Another housing need that has been identified for East Montpelier is senior housing. The East  
33 Montpelier Senior Living Initiative (EMSLI) was formed in 2004 to promote the preservation  
34 and creation of safe and affordable housing opportunities for the town's senior citizens. EMSLI  
35 conducted grant-funded studies in 2007 to study the need and feasibility for dedicated senior  
36 housing in town. At that time the market analysis supported the development of at least 21  
37 affordable units, with additional market-rate units also feasible. The most likely location for a  
38 senior housing facility is in East Montpelier Village. In recent years, EMSLI investigated and  
39 proposed two different building sites in the Lower Village, but was unable to secure the property.  
40 EMSLI is currently interested in the possibility of developing senior housing at the Old LaPerle  
41 Farm property acquired by the town.

42 **NATURAL RESOURCES**

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1 East Montpelier Village evolved along the Winooski River. Several tributaries in the village  
2 flow into the Winooski River, including Sodom Pond Brook and Mallory Brook. Like many  
3 historic villages in Vermont, East Montpelier Village does not showcase its greatest natural  
4 feature. The river can be seen from the VT 14S bridge and when driving on US 2. Currently,  
5 there is no formal public access to the river, although the 2011 Village Study identified a  
6 conceptual Riverwalk running between the East Village Cemetery and the Emergency Services  
7 Facility.

8 In 2011, heavy spring rains and Tropical Storm Irene reminded Vermonters that flooding and  
9 stream erosion can be destructive. The town's Hazard Mitigation Plan identifies flooding/flash  
10 flooding/fluviol erosion as East Montpelier's most commonly recurring hazard. With its location  
11 along the Winooski River, much of the Designated Village Center and other portions of the  
12 Lower Village lie within the 100-year floodplain and mapped river corridor. The town  
13 participates in the National Flood Insurance Program and has adopted flood hazard regulations  
14 that limit new development in the flood hazard area and river corridor.

15 There are few major mapped wetlands in East Montpelier Village, however, wetland areas can be  
16 found near the river and its tributary streams. Wetlands are important for improving water  
17 quality, reducing flooding, providing wildlife habitats and for recreation and education.

18 The hillsides along the Winooski River valley create areas of steep slopes in both the Lower  
19 Village and Upper Village. Steep slopes are difficult to build on and are not suitable for most  
20 septic systems. Additionally, steep slopes can be prone to stream erosion.

21 With the lack of municipal sewer in the village, soils are an important natural resource when  
22 considering future development. The northern half of the Designated Village Center and its  
23 surrounding properties have soils that are well-suited for septic systems. Other areas in the  
24 Lower Village with mapped soils well-suited for septic systems include areas on the LaPerle  
25 Farm property, areas along Cherry Tree Hill Road and areas between Vincent Flats Road and  
26 Kelton Road. A few areas of moderately-suited soils are found on Cherry Tree Hill Road. Soil  
27 maps indicated that most of the rest of the Lower Village has soils that are considered  
28 marginally- or not suited for septic systems. The Upper Village has larger areas of mapped soils  
29 considered well-suited for septic systems, particularly along VT 14S, Pine Ridge Road and  
30 Sandy Pines. Soil maps are very coarse indicators of actual conditions, however, and test pits on  
31 individual properties may find areas of soils more- (or less-) suited to septic systems.

32 East Montpelier Village is not heavily forested. Forested areas in the Lower Village include  
33 areas between Vincent Flats Road and Kelton Road, and smaller areas between Cherry Tree Hill  
34 Road and US 2. In the Upper Village, the largest forested area is located on the slopes between  
35 the Winooski River and VT 14S. Deer yards have been mapped in many of these forested areas.  
36 Forests also provide timber and firewood, wildlife habitat, soil stabilization and aquifer  
37 protection.

38 Groundwater is an important resource for East Montpelier Village. The surficial geologic  
39 deposits underlying most of East Montpelier Village provide high-yields of groundwater and  
40 excellent water quality. Groundwater supplies the springs that are the water source for the  
41 Crystal Springs water supply system. Homes and businesses not served by Crystal Springs rely  
42 on individual groundwater wells.

43 **ISSUES AND OPPORTUNITIES**

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1 This review of existing conditions has identified several major themes related to the potential  
2 growth and development of East Montpelier Village. Understanding these issues and  
3 opportunities is important to developing and implementing this Village Master Plan.

4 **Issues**

- 5 • Portions of the Lower Village are in the river floodplain and river corridor, limiting new  
6 development.
- 7 • Areas of steep slopes on either side of the river valley constrain development.
- 8 • There is no municipal sewer in the area, limiting denser development.
- 9 • Costs for constructing a centralized village wastewater treatment plant, or for connecting the  
10 village to Montpelier's system are likely prohibitive.
- 11 • The Crystal Springs water supply system currently lacks capacity for new users and has a  
12 moratorium on new connections.
- 13 • New sidewalks and bicycle lanes on US 2 in the Lower Village will increase pedestrian and  
14 bicycle opportunities. The Upper Village lacks bicycle and pedestrian infrastructure. There  
15 are no pedestrian connections between the Upper and Lower Village, nor between the Lower  
16 Village and East Montpelier Elementary School.
- 17 • The Lower Village lacks interconnected streets that could provide access to developable  
18 properties and alternative routes through the village.
- 19 • Businesses and residents are concerned with traffic volume and speed on US 2 and VT 14.
- 20 • Current town zoning does not allow for the density of development typical for small villages  
21 in Vermont.

22 **Opportunities**

- 23 • Both the Lower Village and Upper Village have large areas of open and undeveloped land.
- 24 • The Designated Village Center defines the historic core of East Montpelier Village.  
25 Designation allows owners of historic buildings to get tax credits for renovations and  
26 improvements. It also provides the town better access to grants that support the village.
- 27 • East Montpelier Village is home to the town's major public facilities, including the town  
28 office, post office, emergency services facility and park and ride facility. The elementary  
29 school is close by.
- 30 • East Montpelier Village is home to many of the town's commercial businesses.
- 31 • Public input indicates community support for a livelier, more coherent village with services  
32 and community gathering places.
- 33 • Public input indicates community support for housing options that are affordable for working  
34 families and seniors in the village.
- 35 • The VT 14S bridge reconstruction will improve traffic flow and add a signalized pedestrian  
36 crosswalk.
- 37 • The sidewalk construction project will connect sidewalks and add bicycle lanes between the  
38 US 2/VT 14S and US 2/VT 14N intersections in the Lower Village.
- 39 • The Lower Village has areas with feasible access to the Winooski River, with the possibility  
40 of developing a Riverwalk.
- 41 • The town purchased the 48-acre LaPerle Farm property at the intersection of US 2 and VT  
42 14N. A study committee is exploring development opportunities for this property.

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- 1 • East Montpelier Elementary School and the town’s recreation fields are located within one  
2 mile of the Designated Village Center. Future development in the Lower Village offers the  
3 opportunity to better integrate the school and recreation fields with the village and provide  
4 more residents easier access to these community assets.
- 5 • The town has engaged boards and committees able to undertake activities and strategies to  
6 implement this plan.
- 7

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**APPENDIX C**  
**EAST MONTPELIER VILLAGE MASTER PLAN**  
**FINAL BUILDOUT REPORT**  
**April 2017**

**PURPOSE**

As part of the development of the East Montpelier Village Master Plan, the East Montpelier Planning Commission (EMPC) contracted with the Central Vermont Regional Planning Commission (CVRPC) to conduct a buildout analysis to evaluate the potential for development in the village. As part of the planning process, EMPC defined boundaries for East Montpelier Village. Within these boundaries, EMPC also identified four planning areas, each with specific uses and densities. This report examines the potential for development under existing zoning and under two zoning alternatives.

Buildout is generally defined as the maximum amount of development that could occur in a given geography based on specific land development regulations. A buildout analysis will determine the maximum amount of development that is possible under identified land development regulations and may include residential, non-residential, or mixed use development. Changes to the land development data (such as minimum lot size) will impact the future development potential. In addition to land development regulations, other factors can influence where development can occur, such as water bodies, wetlands, steep slopes and conserved lands. Buildout analysis typically takes these development constraints into consideration.

The primary factor that is unknown in a buildout analysis is the amount of time that will be needed for the full buildout to occur. The pace of development depends on economic forces, population growth and the decisions of individual property owners. Buildout analysis alone cannot tell us how quickly full buildout will be achieved, or indeed, whether full buildout will be reached.

This report describes the methodology used to conduct the buildout analysis, examines development potential under existing zoning, examines development potential under two zoning alternatives, and identifies conclusions from these analyses.

**METHODOLOGY**

The following methodology was used to perform the buildout analysis for the East Montpelier Village Master Plan.

**Assumptions**

1. Buildout will primarily consider three use categories, residential, non-residential and mixed-use, rather than looking at specific use types (such as veterinary office, pharmacy, or grocery store).
2. Based on a land use analysis completed in 2016 for an area approximately one mile from the existing Designated Village Center, it was determined that the existing land uses consist of

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approximately 80% residential and 20% non-residential. These percentages will be used going forward to establish the mix of future development.

3. Zoning changes will occur based on the new sub-districts that have been proposed. For sub-districts that are strictly residential, a land suitability of 70% will be used. That is to say, if the minimum lot size is one acre and there is a 100 acre parcel, only 70 units would be built based on the 70% land suitability factor.
4. Minimum lot size is the starting point to determine what parcels have the ability to be further developed. If the parent property cannot be subdivided so that each new lot meets the minimum lot size requirements, the property will be deemed to be fully developed.
5. Buildout will only include properties that have the ability to be further subdivided based on the minimum lot size established for each new sub-district. Redevelopment potential will not be considered for any lots within the proposed village boundary.
6. For consistency of lot size and configuration, the buildout analysis will assume the minimum lot size can be met regardless of the availability of water and wastewater infrastructure.
7. Existing property lines will not be a constraining factor when adjacent properties have development potential for the same land uses.

### **Constraints**

Constraints remain consistent throughout all the buildout scenarios that are developed. Specific constraints were discussed with the Planning Commission to determine the limits of development potential. The following is a list of constraints that were used in the buildout analysis.

- Wetlands
- Floodplains
- State Designated River Corridors
- Hydrologic features such as rivers, lakes, and ponds
- Slopes greater than 20%
- Conserved Lands (through the Vermont Land Trust or other programs)
- Lands Currently Enrolled in Use Value Appraisal Program (Current Use)

These constraints are overlaid on the properties before any buildout analysis occurs to identify the true development potential and ensure environmental factors or other limits are accounted for that may impact development potential.

There are approximately 1,200 acres of land within the proposed village boundary. Of those 1,200 acres, almost half of the land, 593 acres were constrained. This includes:

- 161 acres of land on slopes greater than 20%
- 270 acres of wetlands, floodplains, state designated river corridors, conserved lands, and hydrologic features

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- 232<sup>1</sup> acres of land in the Use Value Appraisal program

Map 1 shows the development constraints.

**Process**

In each scenario, a GIS analysis was completed to remove any properties that were not at least twice the minimum lot size. For example, if the minimum lot size is set at ¼ acre, then any properties with less than ½ an acre of land were removed since non-conforming lots will not be created.

Next, the parcels that meet the minimum acreage are further evaluated using aerial photography to verify any development that currently exists on the property. Based on existing development, if no new lot could be reasonably created, the property is removed. A situation where this may occur would be if the property is developed with a structure placed in the middle of the parcel thereby limiting the ability to reasonably subdivide.

Finally, if the property passes the first two screenings, the other dimensional requirements will be used to evaluate if the property can be further subdivided. Setbacks, road frontage, and impervious coverage (if applicable) will all be considered for future development potential on a property. If any one of these dimensional standards cannot be met, the property is removed from the list.

After all of the screening has been done, the remaining properties will be individually evaluated to determine the most appropriate location and possible uses for new structures. This analysis will first be done using professional judgment for development and then be further evaluated using local knowledge to determine if situations exist that would further remove properties from future development potential. An example of this may be that a property owner may be currently negotiating for a conservation easement that has not yet been established or development rights have been conveyed to a third party to hold in perpetuity. Other locally known factors may be identified to further limit development potential. In general, what is remaining will be considered the final buildout analysis and will determine future potential for development.

**BUILDOUT ANALYSIS FOR EXISTING ZONING**

Currently, the area within the proposed village boundary consists of 252 parcels totaling 1,200 acres of land. At present the area includes four zoning districts:

- Zone B – Industrial District
- Zone C – Residential-Commercial District
- Zone D – Rural Residential-Agricultural District
- Zone E – Agricultural-Forest Conservation District

Table 1 identifies the buildout potential of new residential and non-residential parcels under the existing zoning for the proposed village boundary.

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<sup>1</sup> 70 acres of land within the Use Value Appraisal program are also included in another constraint category.

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<b>TABLE 1</b>			
<b>EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>			
<b>NUMBER OF NEW PARCELS UNDER EXISTING ZONING</b>			
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>TOTAL</b>
ZONE B – Industrial District 1 acre minimum lot size	0	5	5
ZONE C – Residential-Commercial District 1 acre minimum lot size	18	7	25
ZONE D – Rural Residential-Agricultural District 3 acre minimum lot size	11	0	11
ZONE E – Agricultural-Forest Conservation District 7 acre minimum lot size	2	0	2
<b>TOTALS</b>	<b>31</b>	<b>12</b>	<b>43</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

The 43 potential new parcels under existing zoning represents a 17.1% increase over the current number of parcels.

### **BUILDOUT ANALYSIS FOR PROPOSED ZONING ALTERNATIVES**

As part of the planning process, the EMPC identified four planning areas in the village and considered two possible zoning alternatives:

- Lower Village Mixed Use
- Upper Village Mixed Use:
- Medium Density Residential:
- Village Residential:

Two alternative zoning scenarios were considered. In the first scenario, the minimum lot size was ½ acre for the Lower Village Mixed Use, Upper Village Mixed Use and Medium Density Residential areas. The second scenario used ¼ acre zoning for these areas. Minimum lot size for the Village Residential Area is 1 acre under both alternatives. Table 2 shows the number of new parcels under the ½ acre development scenario, while Table 3 shows the number of new parcels under the ¼ acre development scenario.

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<b>TABLE 2</b>			
<b>EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>			
<b>NUMBER OF NEW PARCELS UNDER ½ ACRE DEVELOPMENT SCENARIO</b>			
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>TOTAL</b>
LOWER VILLAGE MIXED USE ½ acre minimum lot size	22	5	27
UPPER VILLAGE MIXED USE ½ acre minimum lot size	23	13	36
MEDIUM DENSITY RESIDENTIAL ½ acre minimum lot size	60	0	60
VILLAGE RESIDENTIAL 1 acre minimum lot size	64	0	64
<b>TOTALS</b>	<b>169</b>	<b>18</b>	<b>187</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

In the ½ acre minimum lot size alternative, there would be 187 potential new parcels at full buildout, or a 74.2% increase over current conditions.

<b>TABLE 3</b>			
<b>EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>			
<b>NUMBER OF NEW PARCELS UNDER ¼ ACRE DEVELOPMENT SCENARIO</b>			
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>TOTAL</b>
LOWER VILLAGE MIXED USE ¼ acre minimum lot size	41	9	50
UPPER VILLAGE MIXED USE ¼ acre minimum lot size	38	16	54
MEDIUM DENSITY RESIDENTIAL ¼ acre minimum lot size	100	0	100
VILLAGE RESIDENTIAL ¼ acre minimum lot size	64	0	64
<b>TOTALS</b>	<b>243</b>	<b>25</b>	<b>268</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

The ¼ acre minimum lot size alternative results in 268 potential new parcels, or a 106.3% increase over current conditions.

In addition to identifying the number of new parcels that could be developed under the proposed zoning, an analysis was done to determine the number of new structures that could reasonably result from the new parcels.

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Table 4 shows the number and type of structures that currently exist in each of the proposed zoning districts.

<b>TABLE 4 EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>			
<b>EXISTING STRUCTURES INFORMATION</b>			
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>TOTAL</b>
LOWER VILLAGE MIXED USE	51	15	66
UPPER VILLAGE MIXED USE	45	12	57
MEDIUM DENSITY RESIDENTIAL	95	0	95
VILLAGE RESIDENTIAL	39	1	40
<b>TOTAL</b>	<b>230</b>	<b>28</b>	<b>258</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

Table 5 shows the number of new structures that would be associated with the ½ acre development scenario.

<b>TABLE 5 EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>				
<b>NUMBER OF NEW STRUCTURES UNDER ½ ACRE DEVELOPMENT SCENARIO</b>				
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>MIXED USE</b>	<b>TOTAL</b>
LOWER VILLAGE MIXED USE ½ acre minimum lot size	27	3	10	40
UPPER VILLAGE MIXED USE ½ acre minimum lot size	23	10	4	37
MEDIUM DENSITY RESIDENTIAL ½ acre minimum lot size	75	0	0	75
VILLAGE RESIDENTIAL 1 acre minimum lot size	64	0	0	64
<b>TOTAL</b>	<b>189<sup>1</sup></b>	<b>13</b>	<b>14</b>	<b>216</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

Notes:

1. Includes 24 multi-family structures: 5 in the Lower Village Mixed Use; 1 in the Upper Village Mixed Use; and 18 in the Medium Density Residential District.

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The total of 216 new structures in the ½ acre development scenario is an 83.7% increase over the current number of structures.

Table 6 shows the number of new structures that would be associated with the ¼ acre development scenario.

<b>TABLE 6 EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>				
<b>NUMBER OF NEW STRUCTURES UNDER ¼ ACRE DEVELOPMENT SCENARIO</b>				
<b>ZONING DISTRICT</b>	<b>RESIDENTIAL</b>	<b>NON-RESIDENTIAL</b>	<b>MIXED USE</b>	<b>TOTAL</b>
LOWER VILLAGE MIXED USE ¼ acre minimum lot size	45	3	12	60
UPPER VILLAGE MIXED USE ¼ acre minimum lot size	38	12	5	55
MEDIUM DENSITY RESIDENTIAL ¼ acre minimum lot size	115	0	0	115
VILLAGE RESIDENTIAL 1 acre minimum lot size	64	0	0	64
<b>TOTAL</b>	<b>262<sup>1</sup></b>	<b>15</b>	<b>17</b>	<b>294</b>

Source: Central Vermont Regional Planning Commission GIS Analysis, 2017

Notes:

1. Includes 24 multi-family structures: 5 in the Lower Village Mixed Use; 1 in the Upper Village Mixed Use; and 18 in the Medium Density Residential District.

The total of 294 new structures under the ¼ acre development scenario is a 113.9% increase over the current number of structures.

CVRPC developed concept maps to assist with visualizing new parcels and structures under each of the proposed zoning alternatives. Map 2 shows possible development under the ½ acre development scenario. Map 3 shows possible development under the ¼ acre development scenario. Note that these maps are intended to show how development **might** occur, not how it will occur.

## CONCLUSIONS

The 17% increase in new parcels at full buildout under existing zoning will not be adequate to accommodate new development that will revitalize the village, as envisioned in the East Montpelier Village Master Plan.

Both of the evaluated development scenarios would provide significant increases in potential development density over existing conditions. At full buildout, the ½ acre minimum lot size scenario provides for a 74% increase in parcels and 84% increase in structures. The ¼ acre

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minimum lot size scenario provides for a 106% increase in new parcels and a 114% increase in new structures.

For either scenario, as shown in Table 7, under 40% of new parcels would be located in the two mixed use areas and over 60% would be located in the two residential areas. This is due to the size of the areas, existing development, and environmental constraints.

<b>TABLE 7 EAST MONTPELIER VILLAGE BUILDOUT ANALYSIS</b>		
<b>% OF NEW PARCELS AT FULL BUILDOUT FOR ALTERNATIVE SCENARIOS</b>		
<b>ZONING DISTRICT</b>	<b>½ ACRE SCENARIO</b>	<b>¼ ACRE SCENARIO</b>
LOWER VILLAGE MIXED USE	14.4%	18.7%
UPPER VILLAGE MIXED USE	19.3%	20.1%
MEDIUM DENSITY RESIDENTIAL	32.1%	37.3%
VILLAGE RESIDENTIAL	34.2%	23.5%
<b>TOTALS</b>	<b>100%</b>	<b>100%</b>

*Source: Central Vermont Regional Planning Commission GIS Analysis, 2017*

The amount of residential development potential in either scenario provides for increased housing opportunities and a population better able to support businesses in the mixed use areas.

Currently, East Montpelier Village, like the rest of the town, relies on on-site disposal options for treating wastewater. Additionally, there is a private water system that serves village properties but has limited capacity for new connections. These infrastructure issues directly affect development potential and lot sizes. Full buildout assumes that water and wastewater are available. Therefore, maximum buildout potential is unlikely to occur in East Montpelier Village.

With this in mind, it may be appropriate to provide incentives through tools such as Planned Residential Developments that would allow for a greater development density if certain conditions are met. This would allow for greater development density in areas where it may be more appropriate given specific conditions while striking a balance between existing development patterns and a desired future vision for the community.

The current natural, physical, and infrastructural constraints that exist within the Village of East Montpelier mean that the majority of the future development will occur on undeveloped sites that are outside the Designated Village Center. It will be important to provide connections and links between the new developments to ensure existing and future development is integrated and accessible to the entire community. Additionally, future development should be arranged and sited to be integrated as much as possible with existing development.

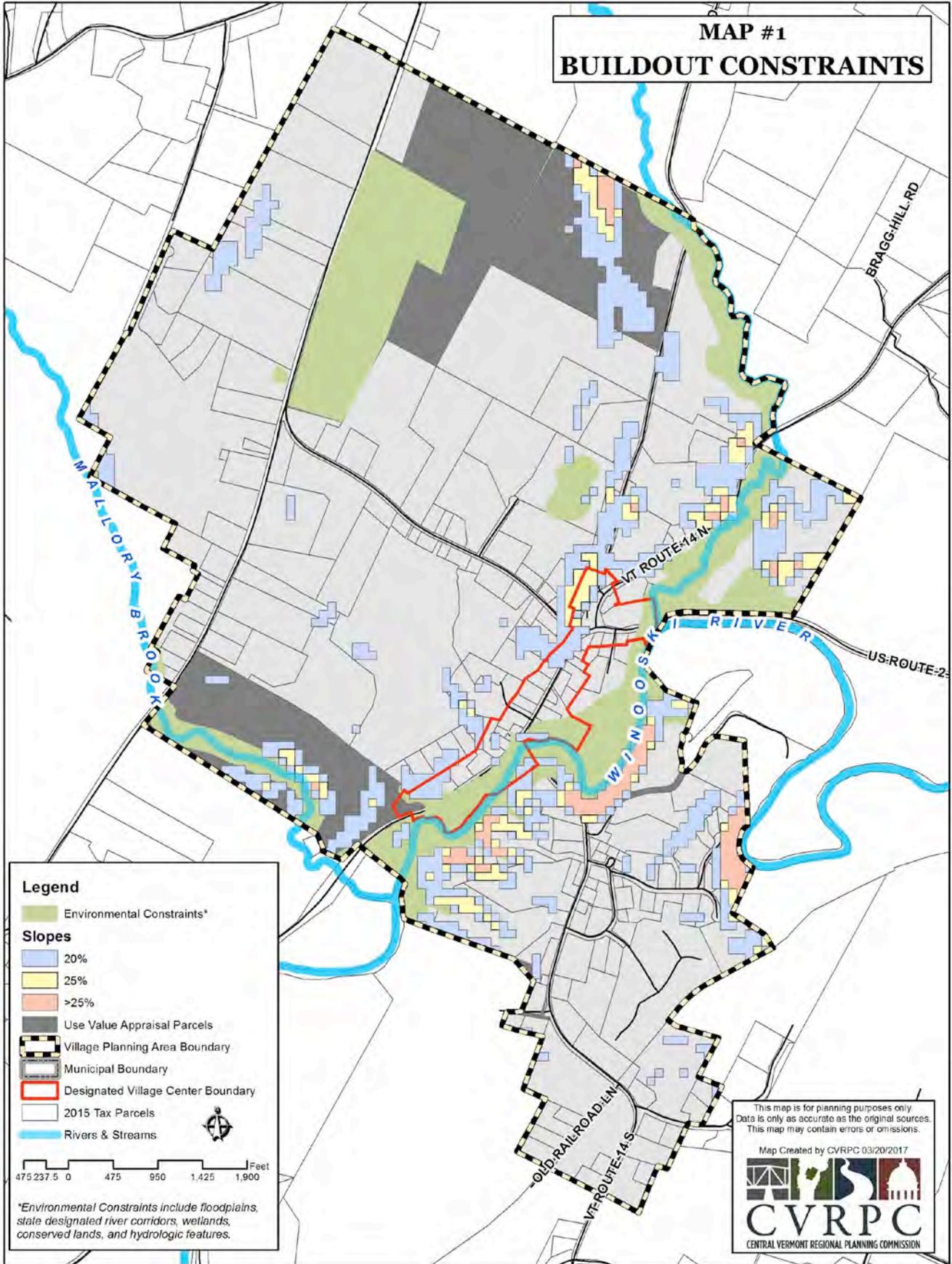
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With any buildout analysis it is important to recognize that all the information being presented amounts to assumptions based on identified inputs. These assumptions lead to the ultimate buildout scenarios, however they are still assumptions. A true buildout cannot be predicted as multiple factors including market conditions, available infrastructure, and landowner interest will all impact future development potential.

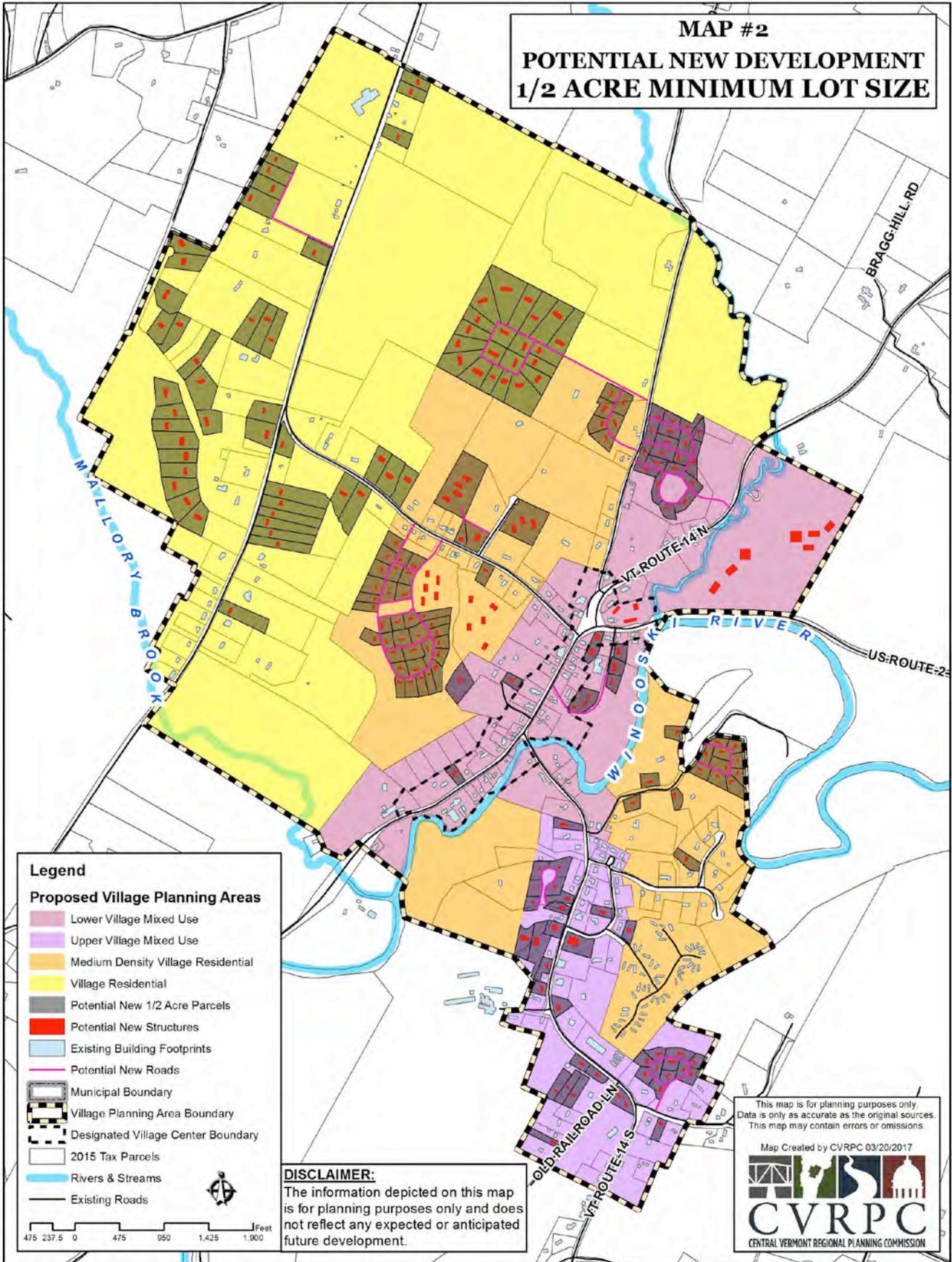
The value of a buildout analysis comes from the identification of how certain changes to land development regulations may impact a given area of the community. As noted above, the changes being proposed through this process could result in modest non-residential development which would complement existing uses and provide opportunities for new non-residential uses that aren't currently found in East Montpelier Village.

Finally, the buildout analysis does not identify the ultimate form that future development may take. The next step in a process such as this is to identify what additional regulations and controls should be implemented to ensure future development will be compatible with existing uses. Elements such as landscaping, lighting, or even parking requirements will further impact how future development will occur within the community. Ultimately, the future buildout of East Montpelier Village will be shaped through discussions, interactions, and inputs from the community, not just a set of assumptions and predictions.

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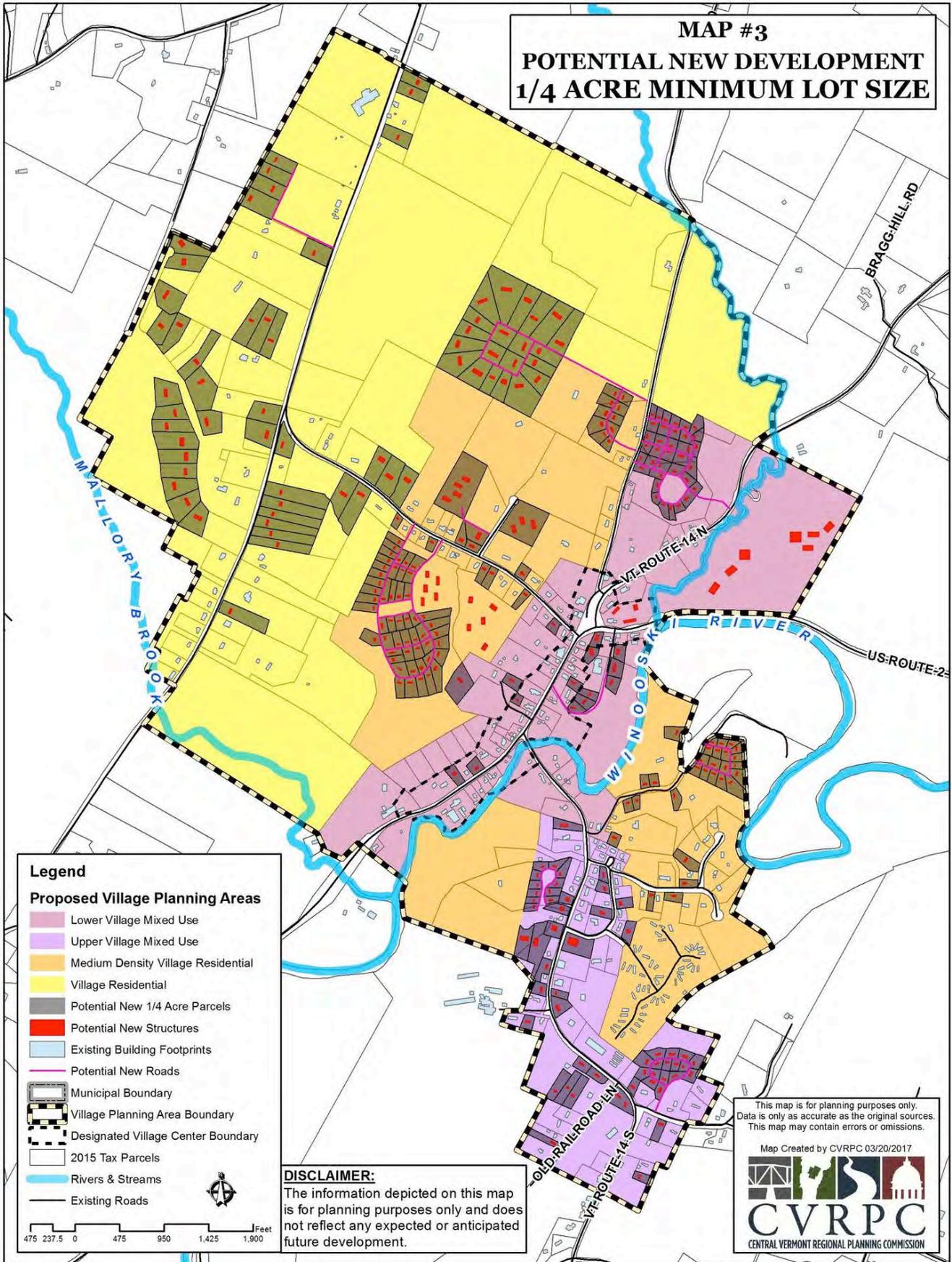


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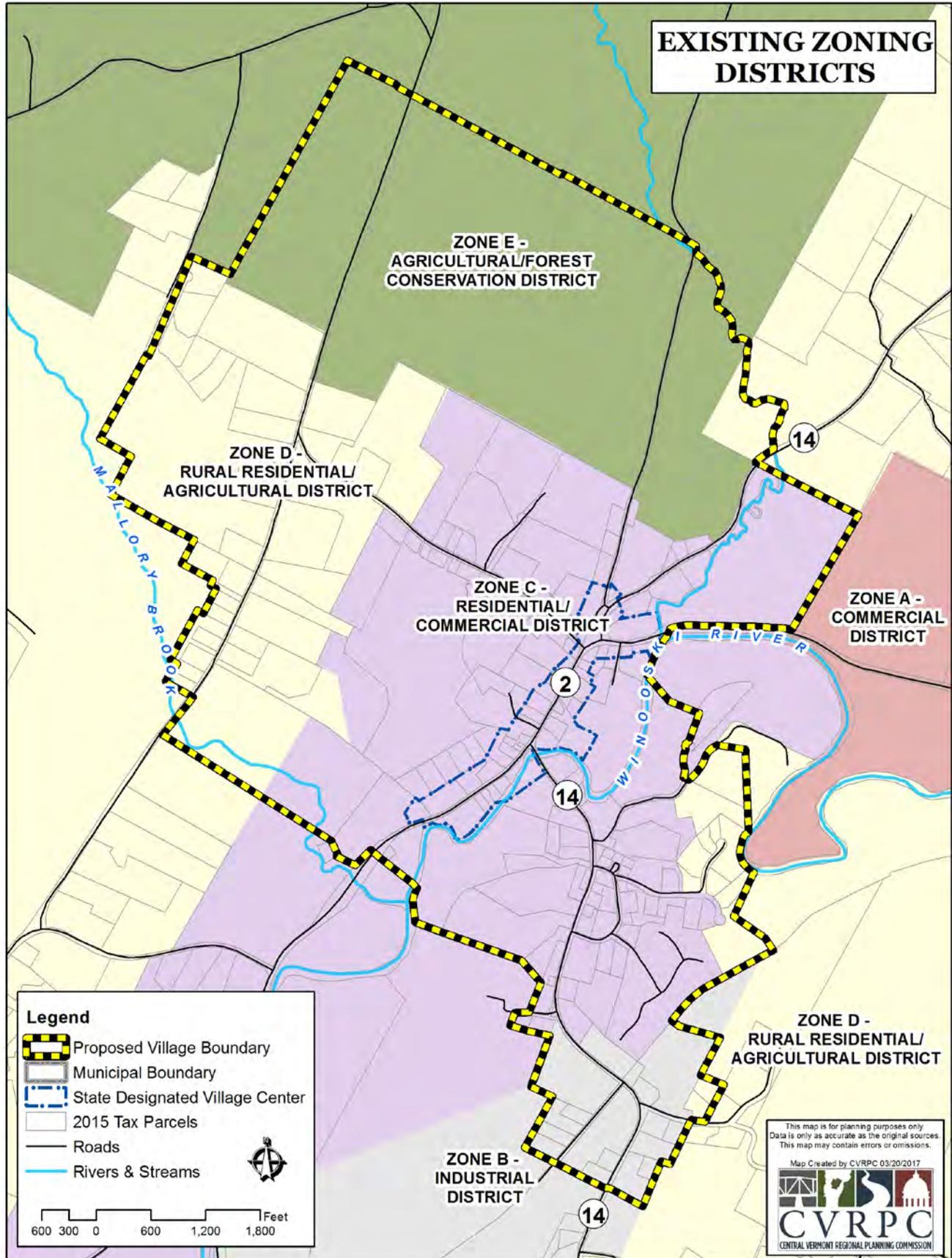
**MAP #3**  
**POTENTIAL NEW DEVELOPMENT**  
**1/4 ACRE MINIMUM LOT SIZE**



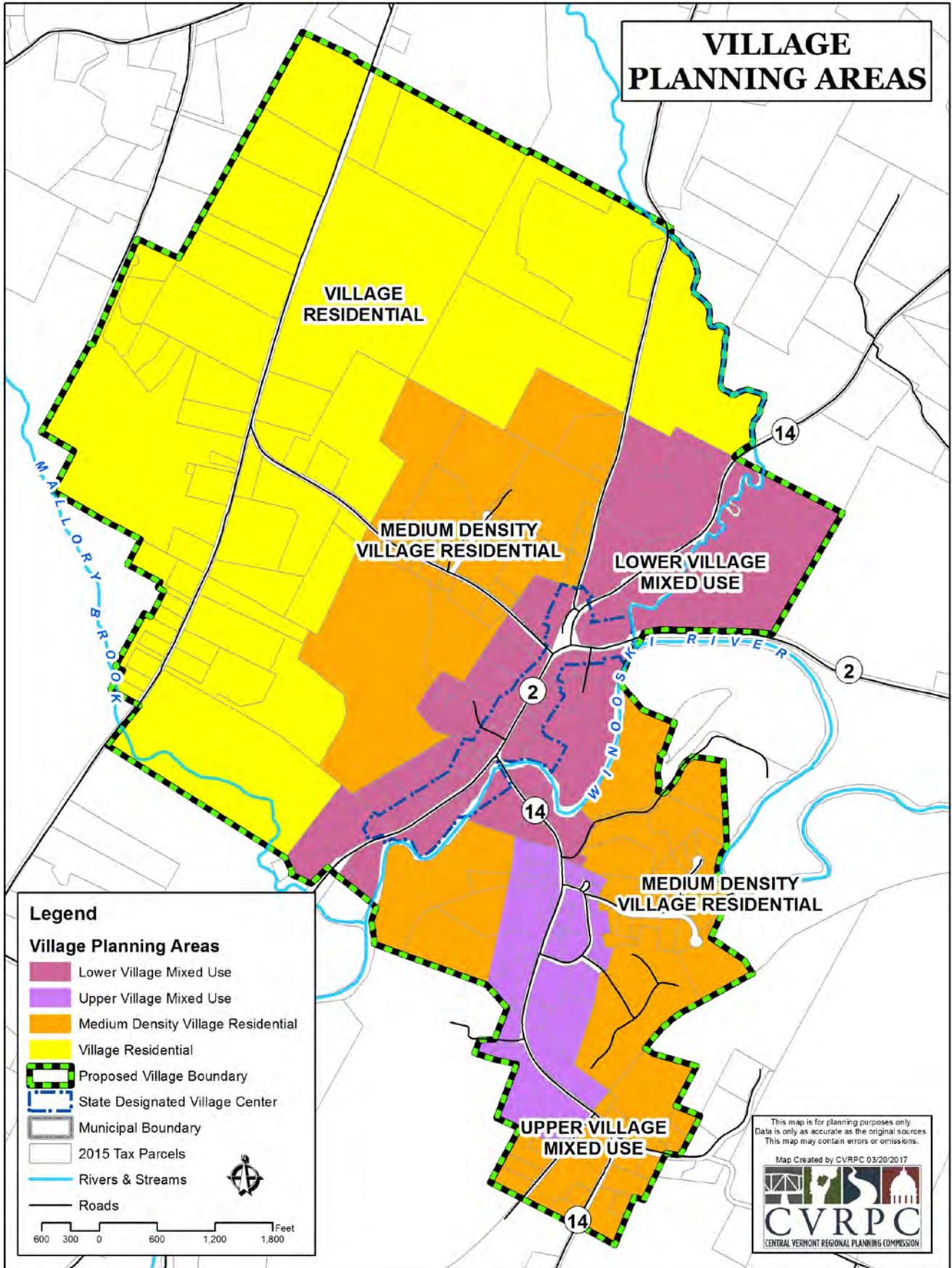
**MAPS**

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*Back Cover*

