

# **2018 EAST MONTPELIER TOWN PLAN, Amended**



East Montpelier Center Pastoral Views (Janet MacLeod)

**Adopted June 4, 2018  
Amended July 11, 2022**



Sibley Road (Rob Ryan)

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**OTHER PLANS INCORPORATED BY REFERENCE**

Available at: <http://eastmontpeliervt.org/documents/planning-zoning-documents/>

East Montpelier Village Master Plan

East Montpelier Hazard Mitigation Plan

# ACKNOWLEDGEMENTS

The East Montpelier Planning Commission would like to acknowledge and thank the many individuals and organizations that have provided assistance and input on the 2018 East Montpelier Town Plan.

**Jean Vissering**, Planning Commission Chair, served as project coordinator and chief editor for this plan. **Julie Potter** contributed additional editing, as well as layout and design. The **Central Vermont Regional Planning Commission** provided technical assistance, data updates, maps and document review. **Kristi Flynn**, Recording Secretary, prepared meeting minutes, including detailed notes as the Planning Commission developed the plan. **Edie Miller** provided a fresh pair of eyes in editing the plan. **Bruce Johnson**, Town Administrator, provided substantial assistance as an information resource and in maintaining the town website as a repository for information and documents related to this plan.

Two other major planning efforts occurred concurrent with the development of the 2018 East Montpelier Town Plan. Special thanks are due the **Energy Committee** for developing the new Energy Plan, and **Bruce Johnson** and the **Selectboard** for updating the Hazard Mitigation Plan.

Many people provided input to the *2018 East Montpelier Town Plan*, in the form of information, data, text, comments and edits. Many attended working meetings or public hearings to discuss specific topics of interest, while others provided comment via letter or email. The Planning Commission would particularly like to thank the following individuals for their contributions:

Lindy Biggs	Sandal Cate	Bruce Howlett	Flor Diaz Smith
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Ginny Burley	Rachael Grossman	Steve Knowlton	Don Welch
Renée Carpenter	Rick Hopkins	Florence Morse	Fred Wiseman

Numerous townspeople submitted photographs for the town plan. Contributors are listed below. Those whose photographs appear in the plan have an asterisk after their name.

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# EXECUTIVE SUMMARY

The *2018 East Montpelier Town Plan* is a policy statement for guiding future land use and community decisions within the town. This plan provides historical context, documents and analyzes present conditions, and identifies goals for the town's future.

The plan presents a long-term (10-20 year) vision of the future, but it is expected that this vision will be re-examined periodically. Vermont's Planning Act requires that municipal plans be reviewed, updated, and re-adopted every eight years (recently increased from a five-year cycle). Municipal planning is an ongoing and continual process as conditions, goals and progress are re-evaluated.

This plan is a revision of the 2013 town plan. Information has been updated and new sections developed as needed. New sections include: Community Health, Hazard Mitigation and Flood Resilience, Air Quality, Forest Integrity, and Implementation. Scenic resources have been specifically identified and mapped. All maps have been updated or created to reflect new data and meet the needs of the plan. The plan was reformatted to incorporate new sections and improve online readability. This plan was amended in 2022 to add a new section relating to the placement of telecommunication towers.

The *2018 East Montpelier Town Plan* identifies town goals and actions to achieve the goals. A number of policies related to the goals have also been developed to ensure that the town plan is considered in state permitting processes (Act 250 land use permits and Section 248 and 248a public utility permitting). Goals, policies and actions are identified at the end of each relevant section and compiled in Chapter 11: Implementation.

Successful plan implementation requires establishing priorities. The seven **top priority actions** identified in this plan are:

- ✓ **Action 6.12.2:** Ensure that the water supply system for East Montpelier Village acquires sufficient capacity to serve current and future customers and meets firefighting needs.
- ✓ **Action 6.13.1:** Complete the East Montpelier Energy Plan and incorporate it into the 2018 Town Plan by amendment.
- ✓ **Action 7.3.1:** Review and update the *East Montpelier Land Use and Development Regulations* to ensure that commercial and industrial areas are appropriate and adequate to encourage appropriate business growth.
- ✓ **Action 10.1.1:** Review and update East Montpelier's zoning districts to ensure that the boundaries, purposes, and standards are appropriate to meet the goals of the town plan.
- ✓ **Action 10.1.2:** Review and update site plan review, parking and design standards in the *East Montpelier Land Use and Development Regulations*.
- ✓ **Action 10.1.3:** Update the *East Montpelier Land Use and Development Regulations* to make it easier to do Planned Unit Developments.
- ✓ **Action 10.2.1:** Adopt village zoning to implement the *East Montpelier Village Master Plan*.

This plan identifies an additional 57 high priority actions and 62 moderate priority actions. Chapter 11 provides information on responsibility, resources, and timeline for each action. As actions are completed, and new issues arise, identified actions may be updated with higher priority.

# Chapter 1

## INTRODUCTION

The *2018 East Montpelier Town Plan* reflects who we are (our values and goals for the future), provides general direction, and recommends actions that will enable residents to realize their expectations for the quality of life in their community. It chronicles a bit of our history, describes our present resources, and envisions our future as a town.

### Purpose of the Town Plan

The *2018 East Montpelier Town Plan* is a policy statement for guiding future land use and community decisions within the town. This plan provides historical context, documents and analyzes present conditions, and identifies goals for the town's future.

Vermont's Planning Act, 24 V.S.A. Chapter 117, authorizes the preparation and adoption of municipal plans. The Act specifies the contents of municipal plans, as well as the process for their development. The *2018 East Montpelier Town Plan* was developed to meet these statutory requirements.

The plan addresses a number of issues that will impact the quality and character of life in the future. Included are discussions of population growth and characteristics, town government and finance, community resources, public services, infrastructure, economic development, housing, transportation, energy, natural and scenic resources, and land use.

The plan presents a long-term (10-20 year) vision of the future, but it is expected that this vision will be re-examined periodically. Vermont's Planning Act requires that municipal plans be reviewed, updated, and re-adopted every eight years (recently increased from a five-year cycle). Municipal planning is an on-going and continual process, as conditions, goals and progress are re-evaluated.

The plan was amended in 2022 to add a section addressing the placement of telecommunications towers and to address related issues in the scenic views section. This amendment does not change the future re-adoption date of the plan (2026).

In addition to the statutory purpose, this plan is intended to serve a number of local purposes, including:

- Providing a comprehensive source of current data about the town for use by town officials, residents, businesses, and potential residents and businesses;
- Serving as a basis for a capital budget and program to guide infrastructure developments in the town;
- Providing a description of the town's development objectives for use in the State's Act 250 land use permitting process and the State Public Utility Commission's Section 248 and 248a permitting process;



- Providing a basis for updating the town's *Land Use and Development Regulations*; and
- Providing a common basis for discussions about the town's future.

## Land Use Planning and Zoning Process

Land use planning in East Montpelier currently involves a number of town officials, as detailed in the Town Government section of this plan. Briefly, the elected Planning Commission develops and periodically updates the town plan and the town's *Land Use and Development Regulations* (zoning bylaws and subdivision regulations). The Planning Commission may also undertake other planning activities, including studies and plans. In recent years, the Planning Commission has obtained several municipal planning grants to undertake zoning bylaw updates and a village master plan.

The Selectboard is empowered to adopt the Town Plan, zoning bylaws, and subdivision regulations. They may also grant tax incentives to encourage business development or the preservation of farms and forests.

The Zoning Administrator's role is to issue zoning permits and enforce the zoning bylaws. The *Land Use and Development Regulations* specify when zoning permits are required, whether the Zoning Administrator can issue a permit administratively, or whether the development application or subdivision must be reviewed by the appointed Development Review Board. The Development Review Board reviews applications for conditional uses, commercial site plans, and planned unit developments. If the Zoning Administrator denies a permit, the applicant can appeal to the Development Review Board.

The Selectboard has appointed other committees to address a range of concerns affecting townspeople, such as the Capital Improvement Committee, Land Conservation Fund Advisory Committee, Forest Committee, East Montpelier Village Committee, and Energy Committee. These and other committees can make recommendations to the Selectboard and/or Planning Commission.

## Major Progress Since the 2013 Town Plan

- ✓ The Planning Commission obtained a municipal planning grant to update the Flood Hazard Regulations in the *Land Use and Development Regulations*. The Flood Hazard Regulations were updated to address river corridors as well as floodplains. The Selectboard adopted the updated Flood Hazard Regulations. Adoption of these regulations made the town eligible for the highest level of state contribution to disaster funding under the state Emergency Relief and Assistance Fund.
- ✓ The Planning Commission updated and the Selectboard approved a variety of other changes to the *Land Use and Development Regulations* recommended by the *2013 Town Plan* and by town officials and committees. Changes included revisions to the conservation overlay districts, revised groundwater withdrawal permit threshold, provisions for administrative amendment of zoning permits, provisions for conceptual

site plan and conditional use review, and revised procedures for Certificate of Compliance.

- ✓ The Planning Commission obtained a municipal planning grant to develop a master plan for East Montpelier Village that provides a basis for village-specific zoning. The Planning Commission, with assistance from the Village Committee and input from many town committees and organizations, prepared the *East Montpelier Village Master Plan*, providing a vision, plan, and proposed zoning changes for the village. The village master plan has been incorporated into the 2018 Town Plan.
- ✓ The Planning Commission was awarded a Municipal Planning Grant to review and update town zoning districts. This work will start in 2018.
- ✓ The Selectboard created the Capital Improvement Committee to inventory and assess town assets and prepare a capital plan and budget.
- ✓ The Selectboard reactivated the Energy Committee which participated in a pilot project with the Central Vermont Regional Planning Commission to develop a municipal energy plan to meet new state requirements for “due consideration” in the state Public Utility Commission’s permitting process.
- ✓ The Town Administrator and Selectboard developed an official town website which has become an important resource for municipal government, town committees, and the community.
- ✓ The Selectboard implemented the voter-supported recommendations of the Farm Contract Study Committee terminating town farm contracts in favor of the state’s Current Use program.
- ✓ Town voters approved annual funding for the *East Montpelier Signpost*, ensuring that it can continue to inform the community.
- ✓ Town voters approved a contribution to Cross Vermont Trails Association to help construct a bicycle and pedestrian bridge across the Winooski River as part of the Cross Vermont Trail.
- ✓ The Charter Committee developed a charter for the town which was approved by town voters and the State legislature.
- ✓ The Park and Ride facility was constructed at the junction of US 2 and VT 14 in East Montpelier Village.
- ✓ Reconstruction work started on the VT 14 bridge over the Winooski River. Grants were obtained to construct sidewalks, a signalized crosswalk, and bicycle lanes in conjunction with this project.
- ✓ The East Montpelier Village Center Designation renewal application was approved by the Vermont Downtown Board.
- ✓ The East Montpelier Elementary School renovation project was completed.
- ✓ The Selectboard reduced the speed limit on Center Road in East Montpelier Center to improve pedestrian safety in this hamlet.

- ✓ The Selectboard held a community forum to discuss the current status and future of land conservation in town.
- ✓ The town acquired the Old LaPerle Farm property (48 acres) in East Montpelier Village and established a study committee to evaluate options for this property. The study committee is coordinating with the East Montpelier Senior Living Initiative for possible development of senior housing.
- ✓ Habitat for Humanity completed construction of an affordable home in East Montpelier.

## Creating the 2018 Town Plan

In preparation for developing the 2018 Town Plan, the Planning Commission met with Central Vermont Regional Planning Commission staff in April 2017 to review the strengths and weaknesses of the 2013 Town Plan, as well as new statutory requirements. The Planning Commission decided to update the 2013 Town Plan, rather than start from scratch developing a new plan.

The Planning Commission reviewed and updated each section of the plan and developed new sections as needed. Numerous knowledgeable individuals, town officials, and members of various committees assisted with information for the updates. The Regional Planning Commission provided census and other data updates as well as new and updated maps. The plan was reformatted to incorporate new sections and improve online readability.

A draft of the 2018 East Montpelier Town Plan was presented for public comment at a public forum in February 2018. At the Planning Commission's request, the Regional Planning Commission provided an informal review of the draft plan.

After incorporating edits based on comments, the Planning Commission held a public hearing on the revised draft plan in March 2018. Comments made at the hearing and those submitted in writing were reviewed, and incorporated into the plan as deemed appropriate by the Planning Commission. The Planning Commission approved submission of the revised plan to the Selectboard in April 2018.

The Selectboard held a first public hearing on May 14, 2018, and several recommended changes were incorporated into the final version of the Town Plan. On June 4, 2018, the Selectboard held a second public hearing and adopted the *2018 East Montpelier Town Plan*. The Selectboard has requested formal approval of the plan by the Central Vermont Regional Planning Commission. The 2018 East Montpelier Town Plan will expire in June 2026.

In November 2020 a telecommunications tower was proposed in town. While the proposed tower was never built, a number of townspeople requested that the Planning Commission amend the town plan to better address the placement of these towers and to fix errors that were discovered in the scenic resources section.

The Planning Commission held a public hearing on the amendments in March 2022, and approved submission of the amended plan to the Selectboard in March 2022. The Selectboard held hearings on the amendments on June 20, 2022 and July 11, 2022 and adopted the amended plan on July 11, 2022. This amendment does not change the plan's expiration date.

# Chapter 2

## ABOUT EAST MONTPELIER

### A. A LOOK AT THE TOWN

#### Town History

For more than a thousand years before European settlers came to the area, Abenaki Native Americans fished the Winooski River with rawhide line and hooks fashioned from wishbones according to Frederick Matthew Wiseman in *The Voice of the Dawn*. Wiseman also writes “...beans were planted in groups of three or four seeds along with the corn and used the corn stalk as a trellis upon which to climb.” Hamilton Child’s *Washington County Gazetteer* tells of the discovery of an Indian fishing and farming village on the banks of the Winooski opposite the mouth of the Kingsbury Branch.

The land that now comprises both Montpelier and East Montpelier was originally chartered to Timothy Bigelow and his associates in 1781. The fledgling legislature of what was then the Independent Republic of Vermont took the following action:

*“In General Assembly” this committee reported, “Saturday, October 21, 1780.” “That, in our opinion the following tract, viz.: Lying east of and adjoining Middlesex, on Onion River, and partly north of Berlin, containing 23,040 acres, be granted by the Assembly, unto Col. Timothy Bigelow and Company by the name of Montpelier. Signed, Paul Spooner, Chairman.”*

*The same date as above the Assembly concurred with the recommendation of the report, and requested the governor and council to fix the price of compensation and issue a charter. This they at once complied with, and “stated the fees at four hundred and eighty pounds for the s’d land,” to be paid by Col. Bigelow or his attorney, in hard money, or its equivalent in Continental currency, on the execution of the charter of incorporation on before the 20th day of January next. Probably because the fees were not paid the first charter was not issued until August 14, 1781. This was the first grant recommended by the committee, and the first authorized by the General Assembly of Vermont.*

*— Washington County Gazetteer, Hamilton Child, 1889*

Parley Davis, one of the first settlers of European descent in the area as part of a team of three headed by his uncle, Col. Jacob Davis, began to survey the town in 1787. Parley built a house that is still standing in East Montpelier Center.

The first half of the nineteenth century saw rapid growth as the population increased from 890 residents in 1800 to 3,725 in 1840 (figures include the population of Montpelier of which East Montpelier was a part). The first settlers established farms on the high fertile plains. Three major settlements—Montpelier Village, East Montpelier Village (also called East Village) and



North Montpelier Village—developed along the Winooski River and its tributary taking advantage of waterpower to operate gristmills, saw mills, and other small industries.

In 1848, residents of the Village of Montpelier became concerned that the subordination of village affairs to rural town government would curtail development in the commercial center and seat of state government. As a result, a group of village residents petitioned the legislature to set off the village and adjoining area into a new town, effectively splitting the town into what is now the City of Montpelier and the Town of East Montpelier. On November 9, 1848, sixteen days after they introduced a bill into the legislature, the Town of East Montpelier was officially created without the consent of the people who would become East Montpelier residents.

By the late 1840s, there were over 3,500 sheep and 1,100 milk cows on more than 150 small farms in town. Colonel Nathaniel Davis built a large woolen mill in North Montpelier in 1838, and by the middle of the 1800s, the villages hosted tanneries (for processing animal skins), brickyards, blacksmith shops, and shoe shops. East Montpelier Village even boasted a distillery and a starch factory. In the early 1890s, Julius Wheelock built a shed to process granite hauled by teams of horse from the quarry in Adamant. The granite shed lasted until around 1930.

In the early 1870s, the Montpelier and Wells River Railroad began to operate passenger and freight trains with a stop at Fairmont Station in East Montpelier. The advent of railroads in the region considerably changed the lives of the town's inhabitants. Farmers could ship their products farther, people could more easily travel to distant cities, and local merchants could import wares from distant markets.

The area that was to become East Montpelier contained eleven school districts, each with its own one-room or two-room school and school board.

Farming dominated the town's economic activity. Subsistence farming during early settlement gradually gave way to commercial farming as farmers specialized first in sheep and then in dairy cows. By the 1880s the town's landscape was dotted with substantial frame farmhouses, dairy barns, and a variety of outbuildings. With increasing specialization in the dairy industry and rail transportation available near the East Village, farmers built larger dairy barns and creamery



East Montpelier Village. c. 1908 (East Montpelier Historical Society Archives)

operations opened in both East and North Villages. Although most of the town's farmhouses date from 1820 to 1880, a new round of barn building began at the end of the nineteenth century and lasted until about 1912.

As western frontiers expanded, more Vermonters left their native state, while others moved to larger cities to find better employment. In the period from 1850-1890, the

population of East Montpelier declined by 34 percent. East Montpelier retained some industries, most notably the woolen mill in North Montpelier Village. In the 1890s, there was a modest

upturn in population as western migration slowed and the mills in North Montpelier experienced a period of prosperity.

The population downtrend resumed after the turn of the century reaching a low point of 918 in 1920. The Great Depression of the 1930s slowed this exodus by boosting the relative attractiveness of rural life. The population experienced modest growth throughout the 1930s and 1940s. After World War II, growth began to accelerate; the population doubled from 1,128 in 1950 to 2,205 in 1980 as new residents, most of whom worked outside of town, sought a rural lifestyle. From 1980 to 1990, growth slowed to two percent for the decade.

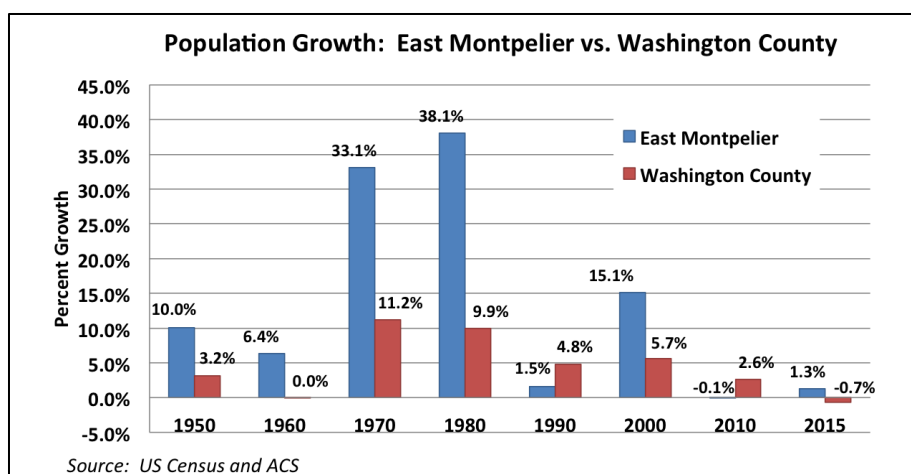
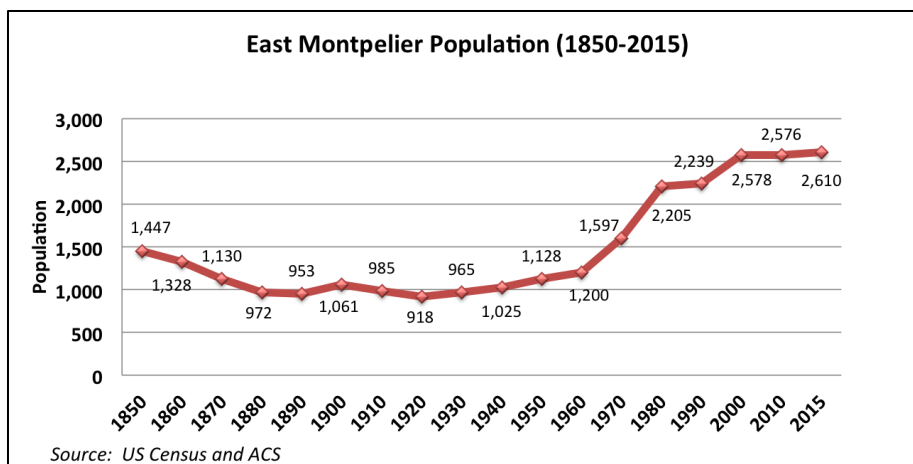
Moderate growth increased the population by another 15 percent in the 1990s, but in the years between 2000 and 2015, only thirty-two people were added. During the latter half of the

twentieth century, development occurred largely outside the village areas, as former farms were divided to accommodate new residences. Mills that had been the focal point of the village areas were all closed by 1970. Although a few stores and businesses remained, most commercial and industrial development occurred outside the village areas on US 2 and VT 14.

## The Town Today

In 2015, the town had an estimated population of 2,610. (Source: ACS 2011-2015).

Washington County's population reflects similar trends, although the town has generally grown faster than the rest of the county. From 2000 to 2015, East Montpelier's population increased by 34 people (or 1.3 percent), while the population of Washington County decreased by 0.7 percent.



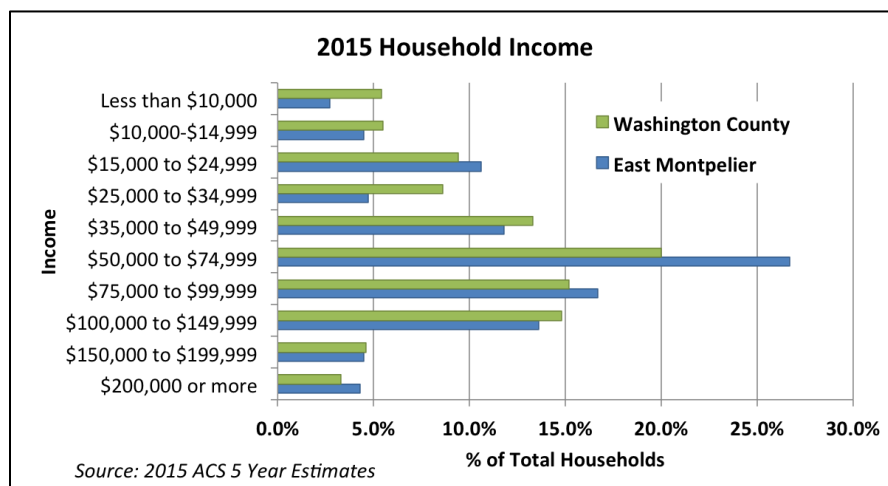
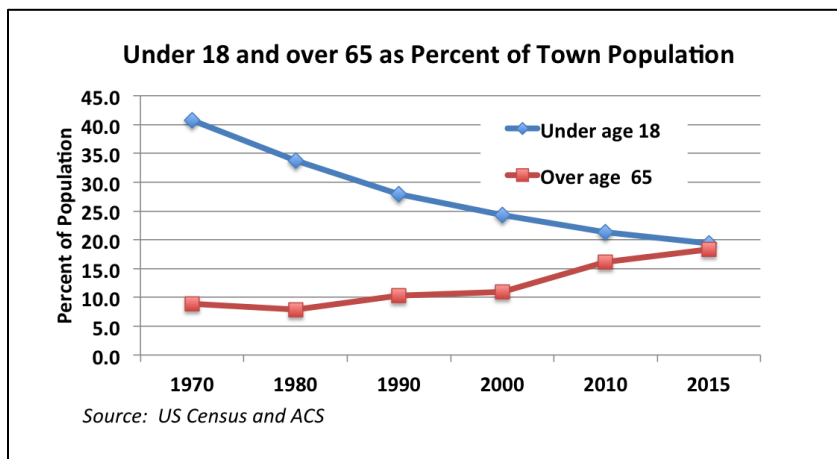
Predictions of future population growth are useful for planners, but the projections rely on a lot of assumptions that may or may not prove accurate. In 2013, the state published population

projections from 2010 to 2030. The projections indicate that East Montpelier would have a population of between 2,613 and 2,718 by 2030. Based on these projections, the town can expect modestly increasing population growth in the next decade.

Like the rest of Vermont, the town's population is becoming older. The percentage of school age children is declining, while the percentage of adults over age 65 is growing. In 1970, the median age was 26.9 years, in 2000 it was 40.8 years, and in 2015 it was 47.8 years. The state's population projections indicate that these trends will continue.

The decrease in school age children creates school enrollment and finance challenges for our educational system. The increase in people over 65 creates challenges in providing senior housing and social services for an aging population.

Located near the two population and employment centers of Barre and Montpelier, East Montpelier provides only about 2.2 percent of the jobs in the region according to data available for 2015. By comparison, Montpelier provides 28.8 percent and Barre City provides 16.0 percent of the region's jobs. (*Source: ACS 2011-2015*)

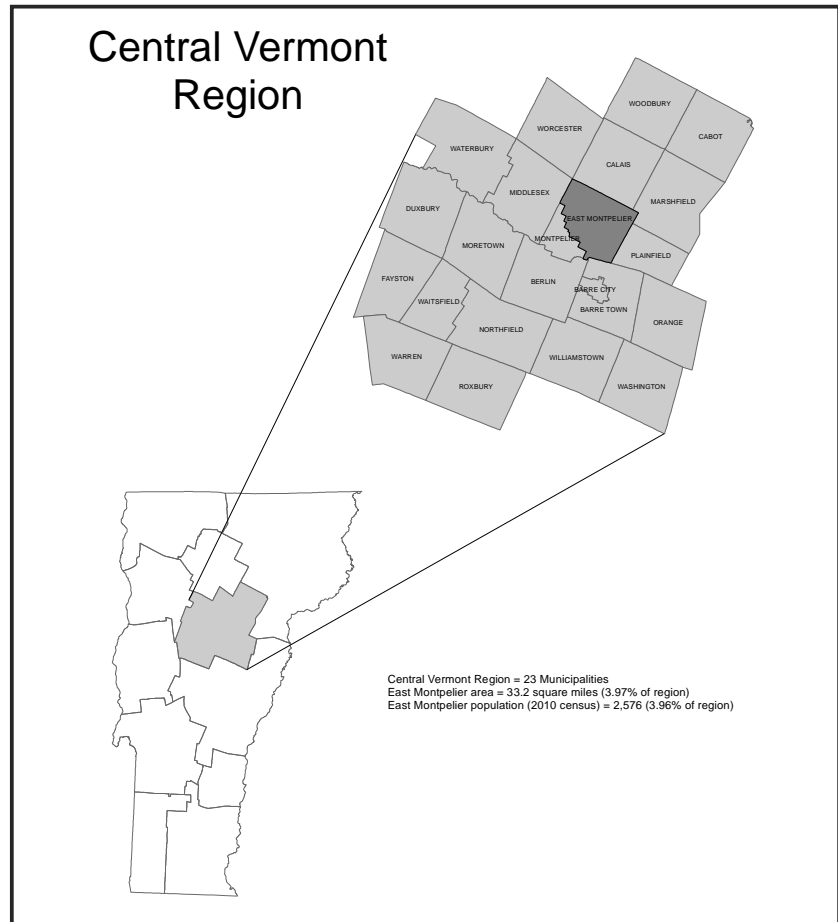


A comparison of income distribution for the town and county are shown in the accompanying graph. For the five-year period 2010-2015, median household income in East Montpelier was \$66,324, compared to \$58,788 for Washington County. For the same period, 156 town residents were living at or below the poverty level.

## B. EAST MONTPELIER & THE REGION

### History

During early settlement, many families in East Montpelier were largely self-sufficient. What they could not raise or make themselves, they purchased at one of the village stores or mills. Contact with other towns was limited, and regional services were virtually nonexistent. Until 1965, East Montpelier, like all towns in Vermont, had its own representative to the state legislature. One of the few areas in which regional interaction did occur was education. In 1910, the town joined a supervisory union with Calais and Woodbury. Today East Montpelier belongs to a five-town school district. County government was and still is largely concerned with legal issues—providing sheriffs and the court system.



### Current Status

East Montpelier recognizes its part in the larger community, made up of neighboring towns, and the State of Vermont. The more urbanized population centers of Montpelier and Barre and the business districts of Berlin provide most of the area's job opportunities, shopping, restaurant, commercial services, sports facilities, health centers, social services, and cultural activities. Town residents also travel to Burlington—the state's largest urban area—for work, shopping, recreation, and other activities. The regional transportation network plays a vital role in the movement of people, goods and services.

Like the other towns outlying these population centers, East Montpelier is primarily a rural residential community contributing its well-educated labor force and an important segment of consumer demand to the surrounding region. With its farms, open spaces, forestlands, and trails,



East Montpelier also serves as a recreational resource for the more urban areas in the region. Along the US 2 and VT 14 corridors, East Montpelier has a significant number of commercial establishments contributing to the region's economy.

East Montpelier Village provides space for a share of the region's residential growth. Undeveloped land in East Montpelier helps maintain the area's agriculture, forests, natural and wildlife resources, and scenic beauty. The open land supports a wide variety of outdoor recreational opportunities for the larger community which include: the town trail system; a section of the Cross Vermont Trail; a network of Nordic ski, mountain bike and snowmobile trails; the town forest; and a pond for swimming.

## Regional Governmental and Service Organizations

A large number of government service organizations and private not-for-profit groups operate on a regional basis, increasing the interdependence of East Montpelier with its neighbors.

Regional governmental and quasi-governmental bodies serving East Montpelier include:

- Central Vermont Economic Development Corporation
- Central Vermont Regional Planning Commission
- Central Vermont Solid Waste Management District
- Washington Central Supervisory Union
- Wrightsville Beach Recreation District

The many non-profit organizations providing services to East Montpelier and the Central Vermont region include:

- |   |  |
|---|--|
| • Capstone Community Action                             | • Good Samaritan Haven                             |
| • Central Vermont Chamber of Commerce                   | • Green Mountain Transit                           |
| • Central Vermont Adult Basic Education                 | • Green Mountain United Way                        |
| • Central Vermont Council on Aging                      | • Home Share Now                                   |
| • Central Vermont Home Health and Hospice               | • Kellogg-Hubbard Library                          |
| • Central Vermont Humane Society                        | • Montpelier Senior Activity Center                |
| • Central Vermont Medical Center                        | • North Branch Nature Center                       |
| • Central Vermont Memorial Civic Center                 | • OUR House of Central Vermont                     |
| • Circle (formerly Battered Women Services and Shelter) | • People's Health & Wellness Clinic                |
| • Community Connections                                 | • Twin Valley Senior Center                        |
| • Downstreet Housing and Community Development          | • T. W. Wood Gallery                               |
| • Family Center of Washington County                    | • Washington County Mental Health Services         |
| • Friends of the Winooski River                         | • Washington County Diversion Program              |
| • Girls/Boyz First Mentoring                            | • Washington County Youth Services                 |
| • Good Beginnings of Central Vermont                    | • Winooski Natural Resources Conservation District |

A list of private groups serving the region that have received some direct support from annual appropriations approved by the town's voters can be found in each of the annual Town Reports. In addition, many town residents support these organizations by volunteering their services and through private donations.

## State Representation

Washington County towns elect three state senators, furthering the mutual interests of the neighboring towns. East Montpelier and Middlesex form a legislative district with one state representative.

## Compatibility with Other Plans

Vermont statute requires that town plans be compatible with approved plans of other municipalities and with the regional plan. For a plan to be compatible with another, it “will not significantly reduce the desired effect of the implementation of the other plan” (24 V.S.A § 4302(f)(2)).

East Montpelier's Planning Commission has reviewed the current Central Vermont Regional Plan and municipal plans of our surrounding communities to assess compatibility of East Montpelier's town plan with these other plans. The results of this review are summarized below.

### Regional Plan

The Central Vermont Regional Planning Commission (CVRPC) amended and readopted the Central Vermont Regional Plan in 2016. This plan is scheduled for update in 2018. The regional plan was developed to be compatible with municipal plans throughout the region.

Our review indicates that this town plan is compatible with the Regional Plan.

### Adjacent Municipal Plans

East Montpelier has eight adjacent communities as neighbors. Each of their adopted plans was reviewed to determine whether this town plan is compatible with our neighbors' plans.

As of this writing, four of the reviewed municipal plans have expired: Berlin, Marshfield, and Worcester, and Montpelier. Available draft plans from these towns were not reviewed for compatibility.

#### Adjacent Municipal Plans

- Barre Town Plan, adopted May 2014
- Berlin Town Plan, adopted March 2012
- Calais Town Plan, adopted February 2016
- Marshfield Town Plan, adopted September 2012
- Middlesex Town Plan, adopted March 2013
- Montpelier Master Plan, adopted September 2015
- Plainfield Town Plan, adopted February 2014
- Worcester Town Plan, adopted November 2007

No major conflicts or adverse impacts were identified that would “significantly reduce the desired effect of the implementation of the other plan.” A draft copy of the *2018 East Montpelier Town Plan* has been provided to the Planning Commissions of each of the adjacent

communities to allow them an opportunity to review this plan and provide comments. Comments received from neighboring communities have been incorporated into this plan.

## Future Challenges and Opportunities

Town residents responding to the 2011 Town Survey identified East Montpelier's proximity to Montpelier and Barre as an asset. Our location allows us access to urban goods, jobs, and services while living in a rural community making East Montpelier a highly desirable place to live. Both Montpelier and Barre have worked hard to become centers of diverse housing opportunities as well as business centers. Increasing density in the village is a way to accommodate our share of growth, including affordable housing, while retaining our rural character.

## Goals and Actions

- **Goal 2.1:** Participate in regional organizations and activities.
  - ✓ **Action 2.1.1:** Maintain active representation and participation on boards and commissions of regional organizations.
- **Goal 2.2:** Cooperate with neighboring communities to ensure plan compatibility and to address mutual opportunities and challenges.
  - ✓ **Action 2.2.1:** Consult with planning officials of adjacent towns to identify and resolve potential conflicts and to address opportunities for cooperation.

# Chapter 3

## TOWN GOVERNMENT AND FINANCE

### A. TOWN GOVERNMENT

#### History

The first Montpelier Town Meeting was held on March 29, 1791. At that meeting, 27 residents elected a moderator, town clerk, three selectmen, a treasurer, a tax collector, listers, and a fence viewer. From that time until 1849, what we now know as East Montpelier was part of the Town of Montpelier. In 1848, the State Legislature approved a division effective on January 1, 1849 and the Town of East Montpelier was incorporated.

#### Current Status

Traditionally, the town conducts a Town Meeting on the first Tuesday in March. A public forum is held in late February/early March to discuss warned items. On the floor at Town Meeting residents hear and discuss reports from various town officers and committees, vote on the school budget, and decide on a standard slate of funding articles from, but not limited to, the Cemetery Commission, Four Corners Schoolhouse Association, and the Funding Request Study Committee. In addition, special articles appear in the town warning on diverse subjects such as buying a fire truck and funding land conservation. On the same day the town budget, funding articles over \$25,000 and the election of town officials are voted by Australian Ballot.

Town offices are located in a former two-room schoolhouse in the East Montpelier Village. The offices were renovated and made handicapped accessible in 1988. The building now includes office space for town employees and provides well-utilized meeting spaces. The Town Office building is becoming too small for current space demands. The basement is currently unusable due to mold, making adequate storage space a significant problem. Several other village locations have been considered for a future town office, but never studied in detail.



Town Office on Kelton Road (Julie Potter)



In 2010, the Selectboard approved the creation of East Montpelier Fire District #1. The fire district encompassed an area roughly based on the location of properties served by the privately-owned Crystal Springs Water Company, including most of East Montpelier Village. The fire district was created with the expectation of purchasing and operating the Crystal Springs system. Negotiations were unsuccessful, however, and the Fire District dissolved by merging with the town in 2017.

In early 2013 the town received a grant from the Vermont Council on Rural Development's Digital Economy Project that helped fund the creation of the town's website. The Selectboard developed, with citizen input, a website policy and privacy statement, and the site was molded into a viable information platform that covers all committees, warnings, minutes of meetings, notices and announcements, along with town documents and the calendar. The website and Front Porch Forum serve as the online notice tools for town government activities. The Town Administrator serves as the webmaster.

## Town Officials

Many talented and committed people have come forward to serve as town officials, almost all volunteers. The town encourages broad participation in government to ensure diverse representation, facilitate quorums and avoid conflicts of interest. Meetings of town boards and committees are open to the public, and minutes of the proceedings are on file at the Town Clerk's Office and on the website.

### Elected Officials

- The **Selectboard** consists of five members, three members serving for three-year terms and two members serving two-year terms. The Selectboard meets soon after Town Meeting each year to select a chair and other officers. The Selectboard is the town's legislative body, enacting ordinances, regulations and policies. It is responsible for overall management of the town including town property and personnel, annual planning for maintenance of town roads, the annual town budget, and for appointing most non-elected local officials. Selectboard members receive an annual stipend.
- Each of three **Listers** serves a three-year term with one term expiring each year. The Listers are responsible for the valuation of all taxable property in town. The Listers are paid on an hourly basis.
- The **Planning Commission** is a board of nine members, each serving a three-year term; three members are elected each year. The Planning Commission is responsible for development of the Town Plan, drafting town zoning bylaws, and effectively guiding East Montpelier's growth patterns. Zoning bylaws conform to our town plan and state land use and development statutes to standardize the permitting process. Since 2012, Planning Commission members receive an annual stipend.
- Three **Auditors** are each elected for three-year terms, one term expiring each year. The auditors review the financial records of the town and report their findings in the form of an annual Town Report, which is distributed to the legal voters of the town at least ten days before the Town Meeting held each year in March. The Auditors are paid on an hourly basis.

- Care and management of the town's cemeteries fall to the **Cemetery Commission** with five members elected to five-year terms, one term expiring each year. Annual activities include the cleaning and repair of broken stones, fence repair, painting, mowing, and signage.
- Voters annually elect both a **School District and Town Moderator** to run the Annual and Special Town/School Meetings.
- Other elected officials include ten **Justices of the Peace**, along with a **First Constable**, and, if the voters so choose, a Second Constable. The Constables receive an annual stipend.
- The **Board of Civil Authority**, made up of the Town Clerk, Selectboard, and Justices of the Peace, is responsible for assisting with elections, the voter checklist, and appeals from property tax assessment grievance decisions,
- The **Town Board for the Abatement of Taxes**, responsible to hear property tax abatement requests, is made up of the Board of Civil Authority, the Listers, and the Town Treasurer.
- Additionally, **School District Officers** are elected on Town Meeting Day. Five representatives serve on the board of the East Montpelier Elementary School (three 3-year terms; two 2-year terms). There are also two School Directors representing the town on the board of U-32 High School (3-year terms), along with representatives of the other four towns in the supervisory union.

### Appointed Officials

- The **Town Administrator** prepares and monitors the annual budget and Capital Plan for the Selectboard; provides grant and loan administration; prepares Articles of Warning, town policies, and ordinances; assists with road issues, risk management, procurement, personnel matters, and system administration.
- The **Town Clerk**, appointed for a one-year term, takes minutes at town meetings; records, preserves, and certifies public records of the town; runs the local elections; issues marriage, dog, hunting and fishing licenses; and maintains the list of registered voters.
- The **Town Treasurer**, appointed for a one-year term, collects current taxes and maintains the accounts for all the financial activity of the town.
- The **Zoning Administrator (ZA)**, recommended by the Planning Commission and appointed by the Selectboard for a one-year term, issues zoning permits and enforces the zoning bylaws. The ZA is the E911 Coordinator. The ZA acts as the town sewage officer, working as a liaison with the State Wastewater Program that issues permits for on-site wastewater treatment.
- The **Collector of Delinquent Taxes**, appointed for a one-year term, handles all aspects of delinquent property tax collection.

- The **Town Services Officer** assists individuals within the town who require emergency food, fuel, or shelter assistance when the Vermont Department of Social Welfare is not available.
- The **Road Foreman** oversees a three-member crew and assists the Selectboard in effectively using town Highway Funds to maintain safe and traversable roads.
- The **Municipal Assistant** provides support to the Selectboard, Town Clerk, Town Treasurer, and Listers with the daily operations of the town.

The Road Foreman and Municipal Assistant are paid on an hourly basis. The other positions are paid by salary. All positions receive benefits under the town's personnel policy.

Other appointed officials include the **Town Tree Warden, Town Services Officer, Town Health Officer, Town Attorney, Forest Fire Warden, Emergency Management Coordinator, Green Up Day Coordinator, Acting Zoning Administrator, Animal Control Officer, and Assistant Animal Control Officer**. The health officer and animal control officers receive annual stipends. The acting Zoning Administrator is paid on an hourly basis.

#### **Appointed Committees and Boards**

- The **East Montpelier Charter Committee** was first discussed at Town Meeting in 2013 when the Selectboard sought volunteers to explore strategies to make the town's government more efficient. After further outreach through Front Porch Forum and other postings, the Selectboard, on April 15, 2013, appointed eleven volunteers to serve on the Charter Committee. The committee was charged with researching specific areas of town government that might benefit from changes that could be accomplished through a charter, such as changing some town officers from being elected to being appointed. Unlike the election process in which an unqualified candidate could be elected, appointments allow for vetting candidates to ensure job proficiency, such as experience in modern electronic accounting procedures for the Treasurer position. A town charter, approved by the town voters and by the legislature, is necessary for a town to deviate from state law which calls for certain positions to be elected. The first Town Charter was approved by the voters and by the legislature in 2014. The charter was amended by the same process in 2017. The charter calls for the Town Clerk, Town Treasurer, and Collector of Delinquent Taxes to be appointed, and abolishes several obsolete offices. Charter Committee documents are available on the town website.
- In 2010, the town formed a **Development Review Board (DRB)** to consolidate onto one board the various permitting activities of the Zoning Board of Adjustment (ZBA) and the Planning Commission. The ZBA was abolished, allowing the Planning Commission to focus on the vision of the future of the town, and leaving the DRB to handle the quasi-judicial aspects of the zoning process. The DRB consists of nine members appointed by the Selectboard each serving staggered three-year terms. Three members of the Planning Commission are appointed to the DRB, and the remaining Planning Commission members serve as alternate members of the DRB, available to fill in when regular DRB members are absent.
- The **Capital Improvement Committee (CIC)** develops a Capital Improvement Plan to ensure that capital expenditures are identified and planned in advance so that associated

costs are predicted for the budget, thereby stabilizing financial impacts on the taxpayers. Annually, the CIC presents a revised capital plan to the Selectboard to assist in budget development and project planning.

- The **Conservation Fund Advisory Committee** reviews proposals to conserve land involving allocations from the Town's Conservation Fund. Such projects may involve local funding to purchase development rights from local landowners in order to preserve our open, scenic, and agricultural land. The Committee reviews project to ensure they are consistent with the conservation and economic interests of the town in mind.
- Each year, a number of organizations and service agencies ask for funding from Vermont towns. Rather than deliberate on individual requests at Town Meeting, East Montpelier established a **Funding Request Study Committee** to review all applications and make recommendations, which are then published in the Town Report and voted on at Town Meeting.
- The **Recreation Board** sponsors activities for town residents, including swimming lessons for children, and maintains the recreation field near the Elementary School.
- The Selectboard created the **Energy Committee** in 2008 to help guide the community in areas of energy use and conservation. In particular, the Committee's directive is to work toward the fulfillment of the energy goals and actions laid out in the Town Plan. The Committee also leads the town's Act 174 energy planning effort.
- The **East Montpelier Village Committee** works to improve East Montpelier Village and was given official standing as a town committee by the Selectboard in June 2013. The Village Committee helped secure state Village Center Designation for the historic center of East Montpelier Village. The committee is currently working on the US 2 and VT 14 corridor sidewalk and shoulder improvements project for which the town received a \$490,000 Bicycle and Pedestrian Program grant from the state.
- The **Revolving Loan Advisory Committee** advises the Selectboard on the use of the proceeds from the repayment of the Vermont Community Development Program's loan to the Vermont Housing Authority (owner of the Sandy Pines Mobile Home Park). Uses of the proceeds are governed by federal and state guidelines with an aim to "principally benefit low and moderate income persons" and are limited to economic development, housing creation and/or improvement, some public facilities, and some types of public assistance.
- The East Montpelier Selectboard created **the Old Laperle Farm Property Committee** in 2016 to develop options for use of the town-owned 48-acre parcel located at 3035 US 2, at the corner of US 2 and VT 14.
- The **Town Forest Committee** oversees the maintenance of the Town Forest and other town-owned forests. It also assists the town with roadside cutting issues and provides guidance to the schools on tree maintenance.

In addition, ad hoc committees are formed to meet specific needs. In 2000, the **Take Part Committee** produced "About East Montpelier," an informational booklet including a street map and a guide to town activities and services and researched ways to increase citizen involvement

in local government. The **Jean Cate Community Fund Committee** produces an updated version of the booklet, available at the town office building and on the town's website.

Local citizens are appointed to represent the town on the **Central Vermont Regional Planning Commission** and its **Transportation Advisory Committee**, **Central Vermont Solid Waste Management District**, **State Police Community Advisory Board**, **Four Corners Schoolhouse Association**, and **Wrightsville Beach Recreation District**.

## Goals and Actions

- **Goal 3.1:** Ensure that town government effectively represents the interests of townspeople.
  - ✓ **Action 3.1.1:** Encourage residents to participate in town government and activities.
  - ✓ **Action 3.1.2:** Maintain regular communication among town officials, committees, and the public.
- **Goal 3.2:** Ensure that town government responds to the increased complexity of the issues it faces.
  - ✓ **Action 3.2.1:** Evaluate the evolving requirements of local government and the most appropriate structure of staffing to meet these needs.
- **Goal 3.3:** Keep the Town Offices in East Montpelier Village.
  - ✓ **Action 3.3.1:** If a new Town Office building is needed, it should be located in East Montpelier Village.



## B. TOWN FINANCE

### History

For more than 250 years East Montpelier has taxed its residents to finance road building and maintenance, public cemeteries, administration and, until 1967, support of the poor. Responsibility for funding the schools rested largely with the town's eleven school districts.

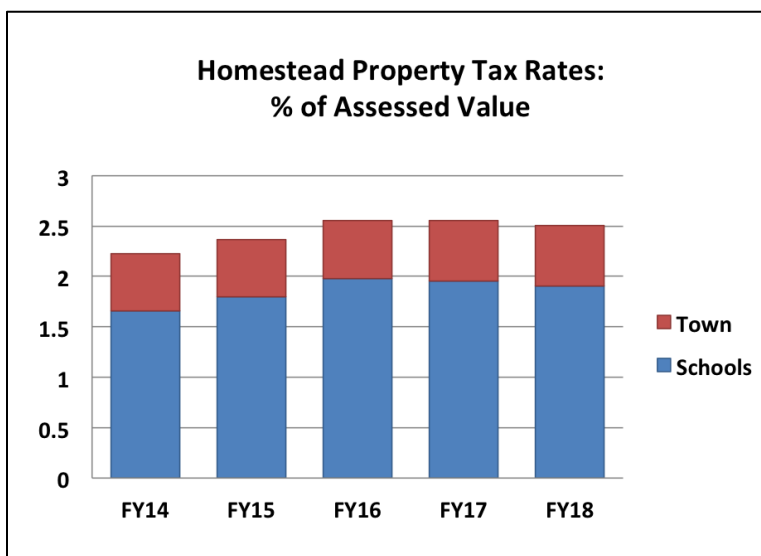
The town initially taxed improved real property and personal property including livestock, watches, and furniture, as well as “polls” (a person's earning capacity), and “faculties” (his or her trade or profession distinct from farming). Highway taxes were paid through labor on the roads; the state required each man to work on the roads four days in the spring and fall of each year or pay the equivalent in cash.

During the nineteenth century, taxes remained relatively stable with “poor expense” the greatest burden except during the Civil War when the town went into debt to pay war bounties. With little increase in population for nearly a century, the town grand list did not grow significantly until 1950, but taxes increased progressively except during the Great Depression of the 1930s. In 1935, a high level of delinquent taxes forced the town to issue bonds to finance its indebtedness.

From 1950-2000 the grand list expanded exponentially as the population more than doubled, increasing 129 percent. In 2009, the town was required by the state to conduct a town-wide reappraisal of property values. To complete the reappraisal, the town contracted with an independent assessor firm in Vermont. The grand list of property for taxation increased 82 percent, growing from \$156,330,100 to \$284,162,550 in 2010, while the homestead tax rate decreased 43 percent, from \$2.94 to \$1.69.

### Current Status

Property taxes continue to be the largest source of revenue to cover the town's municipal and school expenses. For fiscal year 2018 (FY18), the homestead tax rate is \$2.50 or 2.5 percent of assessed value. That means a property valued at \$100,000 will have a tax bill of \$2,500. In FY18, the town tax bills total just over \$7.282 million, 75 percent of which funds our schools. Details of tax income and expenditures are in the annual Town Report.





## School Taxes

Act 60 of 1997, amended several times since then, created a statewide system of school funding. School taxes are collected by the towns, but distributed by the state in a manner that is meant to assure that each school district statewide assesses its citizens the same tax rate for an equal amount of per pupil spending. Part of this process involves a state effort to equalize property values across Vermont's many diverse municipalities. While this system has met the Vermont Supreme Court's mandate for equal access to educational funding, its complexity and many of its provisions have resulted in frequent calls for basic changes. The 2018 legislature is examining new ways of funding schools.

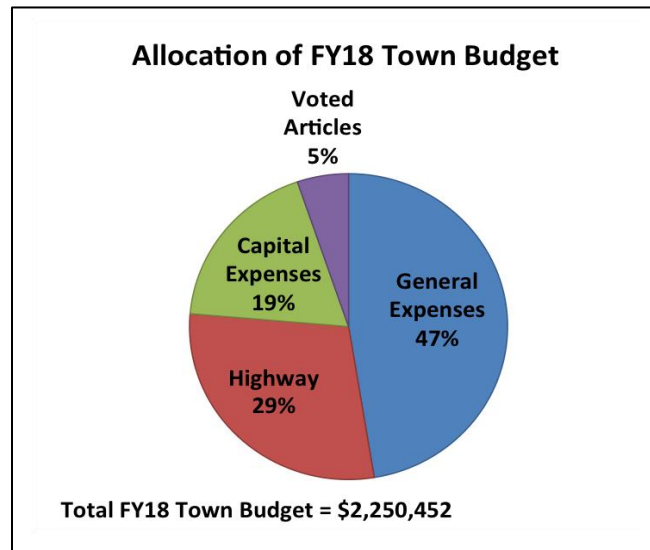
## Town Taxes

Municipal property taxes are assessed and spent locally as they have been traditionally.

## Town Expenses

The town's biggest expense category is the highway budget, including paving (\$922,342 projected for FY18).

General expenses in FY18 are projected to be \$1,045,519 and include payroll and related employee costs, town operating costs, repair and maintenance of the Municipal Building, loans and interest expenses, dues to various state and regional organizations, and budget requests for items such as the Fire Department and Ambulance Service, as well as other items voted as separate articles

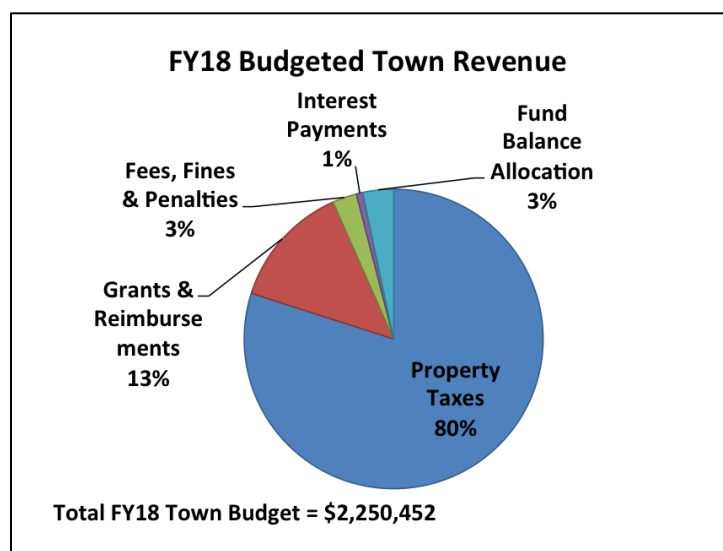


In August 2013, the Capital Improvement Committee (CIC) was created to develop a Capital Improvement Plan (CIP) for the town. The purpose of a CIP is to ensure that capital expenditures are identified and planned in advance so that the associated costs are also planned and budgeted for over the life of the capital item. By planning for capital expenditures, the financial impacts on town taxpayers can be stabilized, and the timing of payments can be flexible. Capital expenses can be paid from accumulated funds (prior taxes), current taxes, loans (future taxes), or any combination of these.

The CIC inventories and evaluates the Town's capital assets, including existing buildings, vehicles, heavy equipment and paved highways. This information is used to establish a schedule of the costs for major maintenance and/or replacement. The CIC continues to solicit information from town residents about capital projects that are envisioned for the future. It is interested in projects at any stage of development from a conceptual idea to a shovel-ready project. There is also a segment of the CIP that covers the town matches for grants and unexpected opportunities.

The CIC continually reviews and revises the CIP and uses it to develop a capital budget amount, which is presented to the Selectboard for inclusion in the next year's town budget. The Selectboard reviews the CIP and capital budget amount developed and recommended by the CIC. The Selectboard then determines the capital contribution to be included in the next year's budget and adopts a CIP that reflects that contribution. The CIP is used by the Selectboard to guide its use of the Capital Reserve Fund.

## Town Revenues



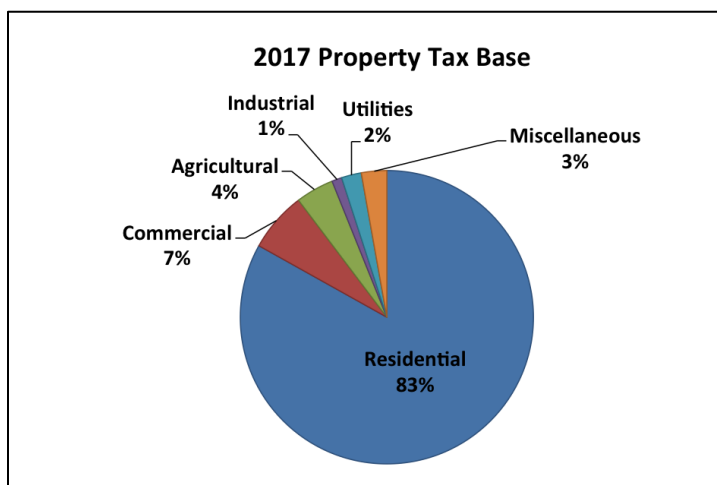
The town operates on an annual budget of approximately \$2.25 million (excluding grants, special projects, and schools). Property taxes make up 80 percent of revenue. The other 20 percent comes from various fees, interest payments, loan repayments, and state funding.

Most of the town revenues is from property taxes. In 2017, nearly 85 percent of the town's total assessed property value was derived from single- and multi-family residential properties. It is important to note that for those townspeople whose income

has not matched tax-rate increases or inflation, especially farmers and those on fixed incomes, property taxes are a substantial burden.

Other sources of town revenues include: grants and reimbursements, fees, fines and penalties, and interest payments.

In order to address the problem of the property-tax burden, the state established tax relief programs including the Current Use Valuation Program, and the Act 60 property-tax rebate. Additionally, in 1989, East Montpelier established a Conservation Fund, which, in combination with various state and federal grants, can be used by the Selectboard, in conjunction with various land preservation organizations, to buy land development rights. These tax relief programs have allowed some farms to remain operational, thereby retaining valuable agricultural and forestlands.



In 2017, there were 109 parcels of qualifying agricultural and managed forest land and farm buildings in the state's Current Use appraisal program, exempting \$17,088,023 of assessed property value. Under the Current Use "hold harmless" system, the state covers the education

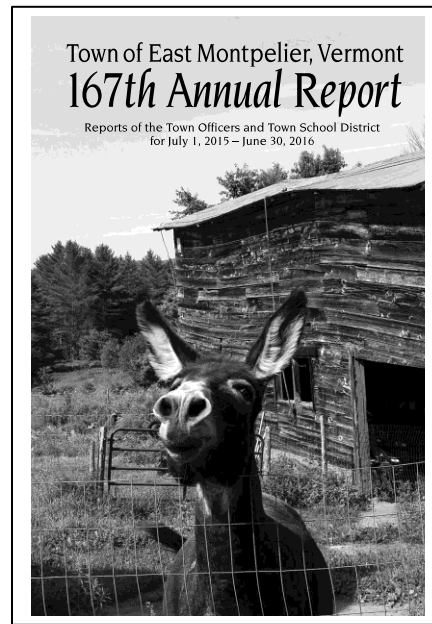
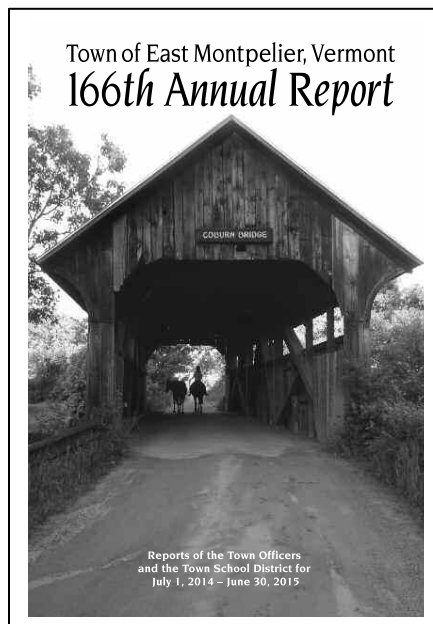


tax portion of the Current Use program's exempted value and reimburses the town for the lost local tax revenue. There are also 33 parcels (3,786 acres) of privately owned land in permanent conservation.

Residents have debated whether or not commercial development relieves the tax burden on residential property as well as the impacts of land conservation on property taxation. Townspeople have empowered the Selectboard both to enter into tax stabilization agreements with new industrial and commercial operators and to spend Conservation Funds to buy the development rights of agricultural parcels. The anticipated effect on property taxes has not been the determining factor in land use planning. A healthy, sustainable community strives for a balance between types of land use.

## Goals and Actions

- **Goal 3.4:** Maintain and improve core municipal facilities and services in a fiscally responsible and sustainable manner.
  - ✓ **Action 3.4.1:** Utilize the capital plan and budget process to ensure that on-going and proposed capital projects are appropriately planned and financed.
  - ✓ **Action 3.4.2:** Pursue relevant grant opportunities to assist with funding needed town projects.



# Chapter 4

## COMMUNITY RESOURCES

### A. TOWNSPEOPLE

#### Neighborliness and Community Assembly

In earlier days, neighborliness was a matter of social intercourse, economic necessity and survival. Farmers within a neighborhood shared or traded equipment and work such as butchering, harvesting, and cutting and hauling ice in the winter. The need to help the sick, the young, the elderly, and the destitute triggered an altruistic response.

Community assembly centered around the town's many school districts and was, therefore, more local than town-wide. People packed their neighborhood schoolhouses to hear scholars speak on Christmas, Memorial Day, and graduation. On occasion, they even returned to school for an afternoon church service conducted by a Montpelier preacher. This pattern of local gathering continued well into the twentieth century until the automobile expanded opportunities.

Today, a strong sense of helping those in need still prevails—victims of fire or tragedy, the bereaved, and, to some extent, the lonely. But as more residents work outside the home and town, and as transportation has become easier, social events are less focused on the near-neighborhood. People move more frequently and sometimes make little effort to get acquainted with new neighbors.

Nevertheless, East Montpelier still carries on a strong tradition of neighborliness, keeping in touch with fellow townspeople and taking care of those facing hardships. Town-wide events such as Town Meeting, school activities, and church suppers are popular, and in some neighborhoods, people get together for potluck suppers or cookouts.

East Montpelier has a rich heritage of community participation and leadership dating from its beginnings as part of the town of Montpelier. After East Montpelier and Montpelier became separate towns in



Dave Coburn History Talk, 2016 (Julie Potter)

1849, the fledgling farm town was quick to establish town government and elect a legislative representative. A rich network of special skills and talents of its citizens was already in place.

## Current Status

Today the structure of town government has expanded, and many townspeople volunteer for positions that require a substantial commitment. From keeping our heritage alive at the Historical Society to volunteering for school programs, townspeople still view the town's business as everyone's responsibility.

Beyond that, an abundance of skills and talents arise among the citizenry. Some individuals are well known for their knowledge of town history, for instance, or because they know where to find rare wildflowers or a fox's den. Some have traveled widely and will share their experiences; others bake bread or knit comforting shawls. People with leadership skills guide the town's organizations.

Asked what people like most about living in East Montpelier, common responses included "neighbors" and "sense of community." These values are manifest in the neighborhood potlucks, community projects, or when neighbors help each other keep an eye on the neighborhood.

## Active Groups in Town

The Four Corners Schoolhouse, the town's only one-room schoolhouse in its original configuration, is a welcoming space for community gatherings. The **Four Corners Schoolhouse Association's** (FCSHA) board of directors maintains the building and manages the schedule of its use for meetings and activities. In addition to providing affordable space for birthday parties and other celebrations, the building hosts a popular exercise class twice a week, the Sunday Singers once a month, and occasional meetings for groups such as the Retired Teachers Association.

**East Montpelier Trails, Inc.** works with the town, landowners, and trail users to create and maintain a network of recreation trails linking many parts of town and connecting with trails in other towns (see <http://emtrails.org/>).

The **East Montpelier Historical Society** meets monthly from February through November and sponsors lectures and activities on local history. It also maintains a revolving display at the Town Office, and participated in the annual Vermont History Expo.



Started in 1990, the **East Montpelier Signpost** is a bimonthly publication that keeps residents informed about people and happenings around town. It includes schedules and abstracts of the meetings of town boards and committees, vital

statistics, and articles about people and businesses in town. The Signpost is mailed to all town residents and has an active website: [www.emsignpost.com](http://www.emsignpost.com).

**Front Porch Forum** now provides an active online opportunity for town residents to announce events, request help or let people know about items for sale.

The official **town web site**, [www.eastmontpeliervt.org](http://www.eastmontpeliervt.org), serves as the face of the town to the outside world. It provides residents as well as outsiders information about the town including links to important town documents like the Town Plan, zoning regulations, ordinances, and meeting minutes.

The **East Montpelier Senior Living Initiative, Inc.** (EMSLI) is dedicated to developing housing for seniors within or near East Montpelier Village so that seniors can remain in town. They are currently working with the Old LaPerle Farm Property Committee to develop senior housing on land in East Montpelier Village that was purchased by the Town in 2015.

The **Jean Cate Community Fund Committee** is dedicated to fostering a sense of community and participation in local government and town activities. They regularly update a booklet explaining Town Meeting and local government called *What You Need to Know about East Montpelier* (available at <http://eastmontpeliervt.org/documents/>).

The **Town Services Officer** assists individuals in town who require emergency food, fuel, or shelter assistance when the Vermont Department of Social Welfare is not available. The Selectboard appoints someone to this position each year.

There are a number of other active committees in town. The **East Montpelier Village Committee** has been active for many years and is dedicated to enhancing our primary village and making it a desirable place to live, work, and do business. The **Forest Committee** is active in maintaining our Town Forest as a productive asset and recreation area. The **Friends of Coburn Pond** are dedicated to protecting Coburn Pond for the enjoyment of the public and for protecting the ecosystems and wildlife of the surrounding area. The **Recreation Board** sponsors sports and activities for town residents of all ages.

## Goals and Actions

- **Goal 4.1:** Promote a sense of community through educational and social opportunities and gathering places.
  - ✓ **Action 4.1.1:** Provide information on town activities and how residents can participate.
  - ✓ **Action 4.1.2:** Support use of the *East Montpelier Signpost* and Front Porch Forum to inform residents about community events, issues, resources and townspeople.
  - ✓ **Action 4.1.3:** Organize periodic community-wide events to provide information and encourage discussion on topics relevant to the town or to showcase community resources.

## B. COMMUNITY HEALTH

Vermont is one of the healthiest states in the nation. Nevertheless, health is becoming an increasing concern at the individual, municipal and state level. Healthcare now represents approximately 20 cents of every dollar spent in Vermont, and one in three Vermont jobs is in the health sector. Health affects all aspects of our lives and communities; it includes physical as well as mental and emotional health.

East Montpelier is a relatively healthy place to live, offering access to a network of safe walking and biking trails, locally-available fresh and healthy food, access to a good school system that fosters a strong sense of respect, high-quality medical care in the region, and a community that is quick to lend a helping hand to those in need.

Many factors contribute to a healthy community. Some considerations include:

- **Exercise:** East Montpelier offers a range of opportunities for physical activity including sports programs for children, exercise classes at Twin Valley and Montpelier Senior Centers and by the Four Corners Schoolhouse Association, and an extensive network of safe trails suitable for walking and/or bicycling. Improvements are needed in both pedestrian and bicycle networks, especially within East Montpelier Village. New sidewalks have improved walkability, but sidewalks, paths and bike routes are needed to link the historic village center with the Upper Village and with the Elementary School.
- **Healthy Food:** Citizens have access to an abundance of healthy fresh food within the community and the region. Our school systems emphasize healthy meals. High quality meals are also served at the Twin Valley Senior Center and in nearby churches. Meals on Wheels programs can bring food to those who are unable to leave their homes.
- **Water Quality:** Safe drinking water is essential to good health. East Montpelier has an abundance of good quality groundwater. Protecting it through land use regulations, improving the Crystal Springs water system and making it available to more homes and businesses, are important goals of this plan.
- **Air Quality:** Generally, Vermont's air quality is high, though there is no specific data for Central Vermont or East Montpelier. Local sources of air pollutants are closely related to energy use, particularly motor vehicles and heating systems. A greater shift to alternative transportation (such as walking, bicycling and public transit), energy conservation and renewable energy use will help protect our air quality.
- **Sense Of Community:** Feeling a sense of belonging and worth is vital to a sense of well-being. East Montpelier has a strong sense of community and is generally welcoming to all. There are strong social networks within many of town's neighborhoods. Improving the diversity of the community and providing local gathering places and community events can help foster the sense of community.
- **Diverse Housing Options:** Having a home is considered important to a sense of personal stability. East Montpelier needs a more diverse range of housing options, especially energy-efficient homes that are affordable for families and seniors and are located near

services and public transportation. The *East Montpelier Village Master Plan* strongly encourages new housing types and facilitates this through proposing smaller lot sizes.

- **Economic Opportunities:** Poverty is strongly linked to poor health. Providing economic growth within the community will help provide employment within easy reach of local residents. The quality of the education system helps ensure that the next generation will be prepared for the economic opportunities of the future.
- **Preventing Smoking and Substance Abuse:** Smoking and substance abuse are significant health problems in Vermont. Some Vermont towns, such as Montpelier, prohibit smoking both in public buildings and outdoor public spaces. East Montpelier prohibits smoking in public buildings. While East Montpelier has very limited outdoor public spaces, these policies should be considered, especially as East Montpelier Village grows.
- **Proximity to Health Care Facilities:** The Central Vermont region is blessed with a broad range of health-care facilities. The Plainfield Health Center and UVM Health Network offer free shuttles to and from many area medical service providers.

## Goals and Actions

- **Goal 4.2:** Maintain and improve the overall health and wellbeing of East Montpelier residents.

This goal cuts across many other areas. See actions for:

- Community Resources (4.1.1, 4.1.2, 4.1.3, 4.4.1, 4.4.2, 4.4.3, 4.5.1, 4.6.2, 4.7.1, 4.10.1);
- Public Services (5.1.1, 5.2.1, 5.3.1, 5.4.1, 5.4.2);
- Infrastructure (6.2.1, 6.2.2, 6.2.3, 6.3.1, 6.12.1, 6.12.2, 6.14.1);
- Economic Development (7.4.1);
- Housing (8.1.1, 8.1.2, 8.1.3); and
- Natural Resources (9.11.1).



## C. RECREATION

### History

Although their workdays were far longer than ours are today, the first settlers of East Montpelier engaged in a variety of recreational activities that included dances, plays, games, singing, music, hiking, and picnicking. All of these served to relieve their heavy work schedules. As in most small towns, group recreation often centered around church and school activities. Suppers and bazaars helped raise church funds, although their greatest benefits probably were social and recreational. School functions served to celebrate holidays and student achievements. In so doing, these activities provided recreation and fostered community spirit.

### Current Status

East Montpelier has many, varied recreational sites and opportunities within the community.

#### Inventory of Recreational Properties within East Montpelier

##### Outdoor Recreational Spaces

- **Town Forest:** 96.4 wooded acres; trail entrance on Haggett Road. There is a network of walking trails, originally cleared in 1989 by Forest Committee and volunteers, which connects with other town trails.
- **Baird property:** 50-acre old-growth forested parcel owned by the town since about 2008; site is traversed by an all-season multi-use recreational trail connecting East Montpelier with the City of Montpelier.
- **Benton property:** 10.4-acre parcel off US 2 owned by the town since 2010; the Cross Vermont Trail has an easement on a portion of the site.
- **Soule property:** 5-acre parcel along Coburn Road owned by the town since 2012; the site, which has about 1,700 feet of frontage along the Kingsbury Branch, includes a small area for parking to allow car-top boat access to the river, picnicking, wildlife viewing, and a snow machine trail.
- **Recreation Field:** 12 acres on Vincent Flats Road adjacent to Elementary School. Approximately two acres are open land used for two baseball fields and two soccer fields. Because the remaining land is a Class 2 wetland with two streams running through it, further development of this space is limited to a hiking trail.
- **Community Playground:** 18 acres located at the Elementary School; about half-wooded, half-open land. Playground equipment was upgraded by a committee of town and school people in the fall of 2008 and the fall of 2011.

- **Wrightsville Beach Recreation Area:** Located off VT 12 in Middlesex; includes a 300-foot sand beach, picnic area, nature trails, grassy play area, and restrooms. This area is managed by a four-town recreation district comprised of East Montpelier, Middlesex, Worcester, and Montpelier; each town appoints a representative to the district.
- **North Montpelier Pond Fish and Wildlife Access Area:** The pond is located in both East Montpelier and Calais. The access area is located on VT 14 near the Calais town line; owned and maintained by the state.
- **Coburn Road Swimming Hole (Coburn Pond):** This six-acre pond located off Coburn Road has been used as a swimming hole for decades. The pond is a former sand and gravel quarry used for swimming, fishing, non-motorized boating, and iceskating. The pond is on a 76-acre property, owned by the Vermont Agency of Transportation, that includes constructed wetlands, meadow, and wooded wildlife habitat including a deeryard. The property around the pond is used for walking, bicycling, horseback riding, skiing, snowshoeing, and snowmobiling on a marked trail. Through the work of concerned citizens and the town, the Act 250 permit for the constructed wetlands provides public recreational access to the site.
- **U-32 Middle and High School Playing Fields and adjacent land:** Gallison Hill Road; facilities include football, softball, baseball, field hockey, two soccer fields, running tracks, four tennis courts, ropes course, and cross-country ski trails. Adjacent land provides hiking and more ski trails. All land is jointly owned by a five-town school district comprising East Montpelier, Berlin, Calais, Middlesex, and Worcester.
- **Pratt (Mallory Brook) Conserved Property:** The conservation easement on this 481-acre property includes trails, the right to roam, and hunting rights through an annual town-administered lottery.

### Indoor Recreational Spaces

- **East Montpelier Elementary School:** Located on Vincent Flats Road, this 16-classroom building with library and gymnasium is available for resident use when not scheduled for school use subject to school policy.
- **U-32 Middle and High School:** Located on Gallison Hill Road, the facility includes classrooms, art studios, library, auditorium, and gymnasiums; available when not scheduled for school use.
- **Four Corners Schoolhouse:** The historic one-room schoolhouse near the Elementary School offers accessible



Kids in Elementary School gym (Terry Allen)



community space and hosts a range of programs and events from slide shows to exercise classes for seniors. It is managed by the Four Corners Schoolhouse Association.

- **Twin Valley Senior Center:** On US 2, the Center provides classes and activities, as well as meals and other services.

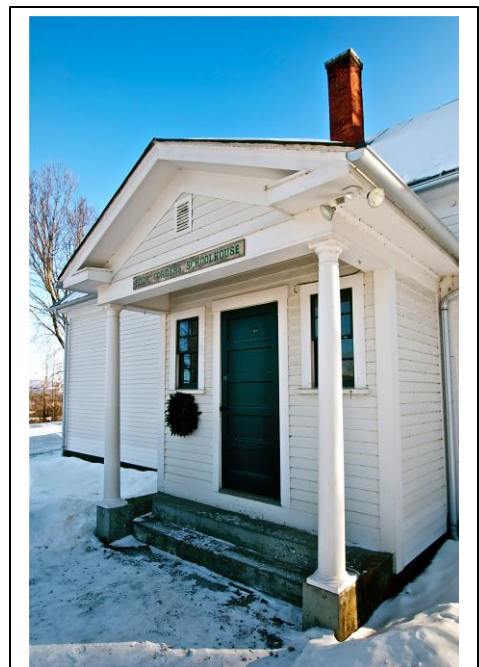
## Organizations Providing Recreational Opportunities

Several groups oversee a variety of recreational opportunities in East Montpelier: the East Montpelier Recreational Board, the Four Corners Schoolhouse, and the Friends of Coburn Pond. In addition the East Montpelier Trails Incorporated (EMTI), the East Montpelier Gully Jumpers, and the Town Forest Committee provide a variety of trails which are discussed in the Trails section.

East Montpelier first established a **Recreation Board** as a formal part of town government in 1965. This nine-member board is appointed by the Selectboard for staggered three-year terms. These volunteers are in charge of maintaining and improving the recreation field next to the Elementary School and offering programs of interest to all citizens of town. Programs currently sponsored by the Recreation Board include a swimming lesson subsidy for participation in the Montpelier Recreation summer swim program, an annual Easter egg hunt and (beginning in the fall of 2007) running the youth soccer and basketball programs for residents in kindergarten through sixth grade. The Recreation Board also has a liaison who works with the local baseball league to offer baseball and softball to town youth each spring. These activities and programs are funded by an annual appropriation in the town budget as well as participation fees for youth sports. Funds are also available from the Carlton Smith Endowment Fund. The Recreation Board maintains a website at: <https://sites.google.com/view/eastmontpelierrecreation>.

In 2012, the Recreation Board surveyed townspeople in an effort to determine what other programs would be of interest to the community (see Appendix C). The survey showed general approval of existing programming, but also a lack of awareness of specific programs; to address this, the Board has worked to do a better job of marketing its programs. There was significant enthusiasm among survey respondents for additional programs directed at the town's general population, not just youth. The Recreation Board has been exploring several additional programs and events that offer recreational opportunities to all residents of East Montpelier and all levels of physical fitness. The Board is considering expanding the uses on the existing 12-acre property adjacent to the school. Ideas include a cross-country ski loop, an amphitheater, and connections to other town trails. The school gymnasium is usually fully booked in winter, and the Board is looking for other possible venues for indoor space for basketball and volleyball.

The **Four Corners Schoolhouse Association** provides an accessible community space and a range of programs in East Montpelier's only one-room schoolhouse that retains



Four Corners Schoolhouse  
(Doug Kievit-Kyler)

its original configuration. Educational presentations, creative events, local committee meetings, social events, concerts, an exercise group, and the like are held at the schoolhouse. The Association posts news of special events on Front Porch Forum.

The Four Corners Schoolhouse Association is a not-for-profit organization and has tax-exempt status. Members of the Association are town residents. East Montpelier groups such as the Historical Society can use the schoolhouse without charge. Individuals can rent the space for a small fee. It is available year round and for day and evening activities.

Located on US 2 in East Montpelier, the **Twin Valley Senior Center** serves seniors 55 years and older living in Cabot, Calais, East Montpelier, Marshfield, Plainfield and Woodbury. It provides meals, classes, activities and many other services to area seniors.

(<http://www.twinvalleyseniors.org/>)

The **Friends of Coburn Pond** is a grass-roots group formed to ensure ongoing access to and protection of the Coburn Pond property. The Friends of Coburn Pond help monitor site management and continue to advocate for permanent public recreational access to the property.

Other organized recreational organizations in East Montpelier include **East Montpelier Trails Inc.** and the **East Montpelier Gully Jumpers**. **Morse Farm Ski Touring Center** on County Road has 15 miles of cross-country ski trails and 2.5 miles of snowshoe trails providing a regional resource for active winter sports enthusiasts. These trails organizations are discussed in the trails section of this plan.

## Hunting and Fishing

The open rural landscape of East Montpelier offers a range of hunting and fishing opportunities for local residents and individuals from around the region. Although there are not vast areas of publicly owned land opened to hunting, trapping and fishing, landowners generally allow these activities to take place on their lands and fields. Additionally, the town administers an annual hunting rights lottery to hunt on the 481-acre conserved Pratt (Mallory Brook) property.

The richness of game in East Montpelier includes healthy populations of white-tailed deer, wild turkey, and both waterfowl and upland birds.

Fishing opportunities also exist for anglers of all levels along the Winooski River, in North Montpelier Pond, and in smaller streams and brooks throughout East Montpelier.

For regulations and rules regarding hunting and fishing hunters and anglers should refer to the Vermont Fish and Wildlife Department ([www.vermontfishandwildlife.com](http://www.vermontfishandwildlife.com)).

## Water Recreation

Rivers, streams, lakes and ponds are commonly enjoyed for recreational purposes. Canoeists use the larger rivers (Winooski River, Kingsbury Branch, and North Branch) as well as lakes and ponds (Wrightsville Reservoir, North Montpelier Pond, and Coburn Pond). With the exception of Wrightsville Reservoir, Coburn Pond, and waterways adjacent to highways the majority of land along waterways in East Montpelier is privately owned. Although access to these public resources is limited, the town's extensive trail system provides numerous encounters with streams and wetlands.

For recreational boating, much of the Winooski River found in East Montpelier is referred to as quick water and could be rated as Class 1. An approximately one mile segment of the river below Winooski #8 dam (located along US 2) is rated as an “intense tight and rocky” Class 3 whitewater run. This Class 3 area is used regularly during a weekend in the spring for kayak competitions known as the Fiddlehead Race.

A **recreational boating access** to the Kingsbury Branch is located on Coburn Road. The site is owned by the town and maintained by the Vermont River Conservancy. A state **Fish & Wildlife boating access** to North Montpelier Pond is located on VT 14 in North Montpelier. **Coburn Pond** is also used for non-motorized boating.

**Wrightsville Beach**, located in Middlesex on the northern shore of Wrightsville Reservoir, is a public swimming area open to and used by East Montpelier residents. A public boat launch area is located on the western shore.

There are no official swimming areas within East Montpelier, although swimming or “dipping” occurs in many of the local waterways and in **Coburn Pond**, a 6-acre pond on land currently owned by the State of Vermont. The Agency of Transportation used the Coburn Pond property as a wetlands mitigation site, however public recreational access to the pond and property were maintained through an Act 250 decision. The Friends of Coburn Pond and the Planning Commission participated in the hearing process and advocated for the pond’s protection. The long-term ownership and continued public access to this property are uncertain; the Town and the Friends of Coburn Pond want permanent public recreational access to the site.

## Future Recreation Potential

- **Old LaPerle Farm Property:** The town owns this 46-acre property at the junction of US 2 and VT 14. A committee is exploring development options. Some of the property is unsuited to development but may have recreation potential, including outdoor recreational use, community space and/or a playground.
- **Winooski River Walk:** Village residents have expressed interest in developing a river walk near the Emergency Services Facility. This site is currently privately owned.
- **East Montpelier Senior Center:** East Montpelier seniors now attend the Twin Valley, Montpelier, or Barre Senior Centers. There has been interest in locating a senior center within East Montpelier Village.

## Goals and Actions

- **Goal 4.3:** Provide year-round programs of varied recreational activities to meet the interests and needs of residents of all ages and skills.
  - ✓ **Action 4.3.1:** Create a plan for meeting the demand for recreational activities for all ages.

- **Goal 4.4:** Protect recreational spaces and develop new recreational areas in various parts of town.
  - ✓ **Action 4.4.1:** Maintain and improve existing recreational facilities near the Elementary School.
  - ✓ **Action 4.4.2:** Develop a trail along the Winooski River in East Montpelier Village.
  - ✓ **Action 4.4.3:** Develop a plan for the Old LaPerle Farm property that includes recreational uses.
  - ✓ **Action 4.4.4:** Support permanent public recreational access to the Coburn Pond property.



Bouncy castle at Rally for the Village 2016 (Julie Potter)



## D. TRAILS

### History

Until the 1790s, trails and waterways were the only means of transportation in East Montpelier. It is only since the 1960s and 1970s that trails have been used increasingly for recreation.

As snowmobiling, walking, cross-country skiing, and bicycling became more popular, the citizens of East Montpelier formed local trail-user groups. Over time, these groups, with private, state and local funds, established a variety of temporary and permanently protected trails with interested landowners.

### Current Status



Trail in woods (Jayne Placey)

East Montpelier is known today as a trail-friendly town and is a statewide model for cooperation between the town, landowners, and user groups representing snowmobilers, skiers, walkers, bicyclists, and others. Many of these trails are permanently protected. In addition, there are countless miles of informal private and neighborhood trails and scenic country roads used for bicycling and walking.

This diversity of trail access continues due to town financial support for trails and active trail groups that work well with landowners. Also essential are trail users who have an absolute respect for landowners' wishes and limits. Good trail design, clearly marked trails, and clarity of boundaries helps protect the privacy of landowners. Good communication among all groups is essential to this balance. As public use of trails grows, more accommodation for off road parking will be needed.

The East Montpelier trail user groups mentioned above include the following:

In 1994, the local trail user group incorporated as **East Montpelier Trails, Inc. (EMTI)**, a non-profit group is composed of local volunteers who represent a range of user groups and interests, including walking, snowmobiling, skiing, and biking. As of 2018, EMTI offers over 13 miles of various-use trails. EMTI has been instrumental in the development, protection, construction, and maintenance of the town trail system. It has nearly completed a large loop through town, connecting to Montpelier's North Branch Park on the east, and to U-32 High School and the Cross Vermont Trail on the west. EMTI provides a forum for landowner questions and concerns and for trail users who want to help. The group holds bi-monthly meetings. Map 2 shows EMTI's trail network. The map, along with updates and contact information, is available at the East Montpelier Trails website: <http://emtrails.org/>.

The **East Montpelier Gully Jumpers Snowmobile Club, Inc.** is a non-profit group established in 1972 to provide and maintain a network of approximately 36 miles of winter-use trails. The

Gully Jumpers are a chapter of the Vermont Association of Snow Travelers (VAST). Through cooperative work with landowners, a groomed network of winter-time use only trails exists around town and is enjoyed by all types of trail users, not just snowmobilers. Skiers, snowshoers, and winter hikers are welcome to join the club to help support the club's efforts. Information is available through the Gully Jumpers' website: <http://www.gullyjumpers.com/>

The **Forest Committee** manages a system of trails on the 96.4-acre Town Forest on Haggett Road. Trails were first cleared in 1989 with the help of volunteers. The primary entrance to the Town Forest is on Haggett Road, but it is also accessible via other town trails.

The **Cross Vermont Trail Association (CVTA)** is a non-profit organization working to create a multi-use, four-season path across the width of Vermont, from Burlington to Wells River. The Cross Vermont Trail passes through East Montpelier, partly as an on-road route for bicyclists but also a multi-use off-road trail along portions of the former Wells River-Montpelier Railroad bed. The CVTA is in the final stretch of fundraising to construct a bicycle and pedestrian bridge across the Winooski River in East Montpelier. East Montpelier Trails connects to the CVTA trail via the Wheeler Road/U-32 section. More information is available at <http://www.crossvermont.org/>.

**Montpelier Area Mountain Biking Association (MAMBA)** advocates for responsible trail use, performs trail building and maintenance, and secures additional riding areas. MAMBA has worked with Morse Farm to develop a mile-long, beginner-level trail. MAMBA also collaborates with EMTI and CVTA.

**Morse Farm Ski Touring Center** is a private cross-country ski and snowshoe center located on County Road. Trails include 15 miles of groomed ski trails and 2.5 miles of back country snowshoe trails. Information is available at <http://skimorsefarm.com/>.

## Goals and Actions

- **Goal 4.5:** Maintain a proactive and supportive relationship between the town, trail-user groups, and landowners.
  - ✓ **Action 4.5.1:** Support efforts to locate off-road segments of the Cross Vermont Trail in East Montpelier.
- **Goal 4.6:** Maintain and expand the existing trail system to create connected loops and links to villages and population centers.
  - ✓ **Action 4.6.1:** Maintain existing trails and support completion of planned trail segments.
  - ✓ **Action 4.6.2:** Consider new trail links to connect villages and East Montpelier Elementary School with the trail system.
- **Goal 4.7:** Provide sufficient access and parking for trail resources in town.
  - ✓ **Action 4.7.1:** Provide sufficient safe parking off the traveled roadway and educate trail users on safe parking practices.

## E. HISTORIC RESOURCES

### History

A brief history of East Montpelier is discussed in Chapter 2, A Look at the Town.

### Current Status

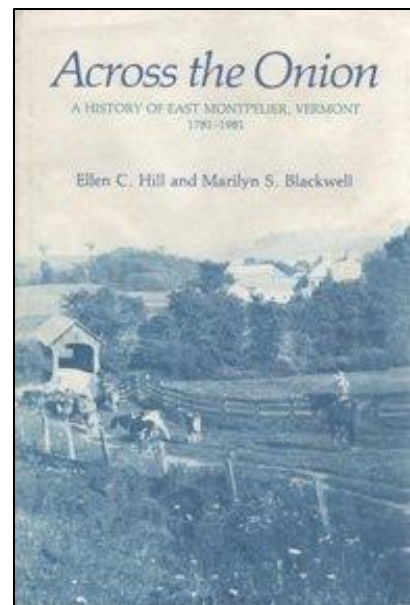
From the earliest Native Americans to present-day residents, the town's inhabitants have changed the natural landscape. The results have become the historic and archaeological resources that contribute to the character and quality of the landscape we experience today. The historic settlement patterns of East Montpelier are still visible and contribute to the character of the landscape. These patterns include a clear distinction between villages and the rural countryside which is dominated by farm and forest land. Buildings tend to be located close to the road and often in a tight complex of house and outbuildings, with buildings oriented perpendicularly to each other and to the road.

Villages, buildings, structures, cemeteries, and archaeological sites are important to understanding the town's history and prehistory. Maintaining the harmony of these features with their surrounding landscapes is critical to the integrity of historic resources. The town's historic sites have been preserved largely through individual efforts.

The East Montpelier Historical Society, a non-profit organization, is involved in raising awareness of the town's history. Activities include creating displays at the Town Offices, preserving historical records and artifacts, and holding regular meetings which feature presentations and discussions of town history. The Society meets monthly from February to November and shares its meetings with the Calais Historical Society.

Beginning in 1976, efforts have been made to identify and preserve historic resources. In that year, the East Montpelier Bicentennial Committee produced a map of the town's historic sites and *East Montpelier: A Bicentennial Souvenir Booklet* about historic homesteads. These helped raise awareness of the importance of historic buildings. Map 3 shows the town's historic sites.

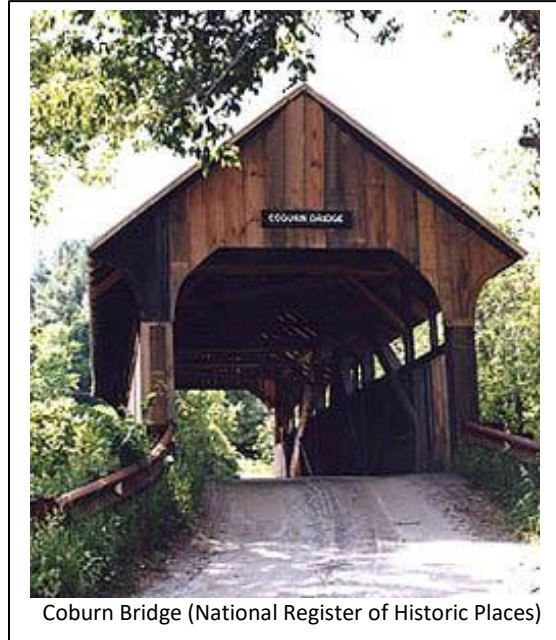
A complete history of the town, authored by Ellen C. Hill and Marilyn S. Blackwell, *Across the Onion: A History of East Montpelier, Vermont, 1781-1981*, was published in 1983 by the Historical Society and includes information about the town's historic houses and barns. *Across the Onion* was reprinted in 2009 and the Society updated and reprinted in booklet form the information from the Bicentennial Committee's map.





## Historic Structures

As part of a statewide effort to inventory historic properties, the Vermont Division for Historic Preservation (VDHP) surveyed the town's historic buildings in 1978 and 1979. The VDHP documented approximately 110 structures and two historic villages in its Historic Sites and Structures Survey of East Montpelier. The East Montpelier Village and North Montpelier were identified as historic districts and Center Road was listed as a historic road. The structures listed in the survey are eligible for listing on the National Register of Historic Places. Historic structures and cemeteries are shown on Map 3.



Coburn Bridge (National Register of Historic Places)

Several structures in East Montpelier have been listed on the National Register of Historic Places, the official list of the nation's cultural resources worthy of preservation. They include the Old Meeting House Church, the Old Brick Church, the Parley Davis house in East Montpelier Center, and the Coburn covered bridge. Listing in the register provides some protection for important buildings and eligibility for certain grants and tax credits.

Identification of archaeological sites in East Montpelier has been informal and based largely on nineteenth-century histories and/or oral history rather than site investigation. The VDHP contains a file of eight sites that have been researched for probable prehistoric or historic remains.

Decay, neglect, and deferred maintenance pose a threat to the town's historic resources. Barns and outbuildings are particularly important to East

Montpelier's agricultural heritage, and some are threatened due to their poor condition. The VDHP encourages towns to make a complete inventory of these structures. East Montpelier has not yet completed such a survey.

In 2011 the Planning Commission amended the zoning regulations to encourage the adaptive reuse of old barns. These regulations expanded the types of permitted uses, including some commercial uses that are consistent with the residential and agricultural character of associated districts.

Since 2008, the historic center of East Montpelier Village has received status as a Designated Village Center by the Vermont Downtown Board. This designation makes historic properties



Ormsby Barn (Jean Vissering)

within the Village Center eligible for tax credits for substantial rehabilitation (10 percent), façade improvements (25 percent), and code improvements (50 percent).

There have been some town-sponsored efforts to encourage preservation of historic resources. The Four Corners Schoolhouse Association has succeeded in keeping the Four Corners Schoolhouse as a community property and maintains the building as the last publicly accessible one-room schoolhouse in East Montpelier. After the Elementary School opened in 1966, the town took over the two-room schoolhouse in East Montpelier Village for the Town Office. Several other old schoolhouses have become private residences.

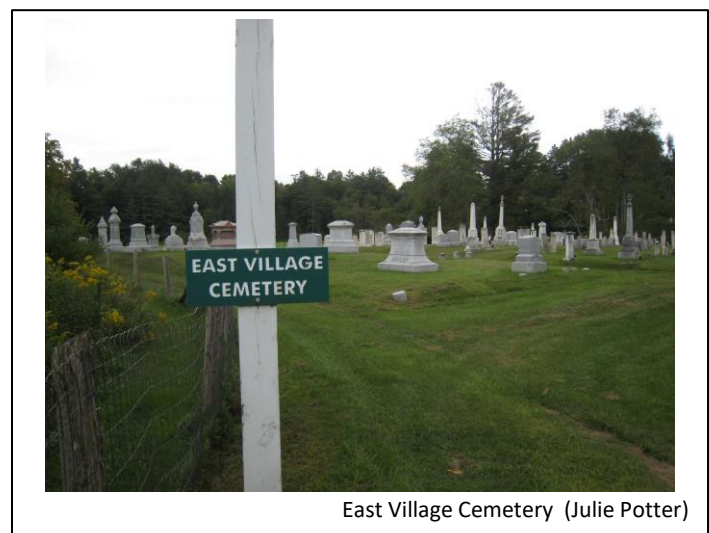
The Town Clerk is responsible for the preservation and restoration of town records. Since 2000 the town has appropriated funds annually for restoration expenses. Town residents can research their historic properties through land records and the VDHP Survey of Historic Sites and Structures, a copy of which is located at the Town Clerk's office. The inventory can also be accessed at the VDHP office in Montpelier. Most of the historical ephemera owned by the Historical Society are kept in the Town Office vault, but some are kept at the homes of Historical Society members due to lack of suitable storage space at the Town Office building.

## Cemeteries

The town's cemeteries provide an important link to the past and a record of its earliest settlers. In 1974, Ellen C. Hill and Bob and Lois Webster published *Cemeteries of East Montpelier, 1794–1973* (revised in 1994), which helped identify neglected family cemeteries. The Cemetery Commission, in conjunction with East Montpelier Historical Society, produced an edition of this booklet with information on the ancient cemeteries and burial grounds and will produce another for the cemeteries that are still active. The Historical Society produced a video photographed and narrated by Elliott Morse entitled *A Photo Trip through the Cemeteries of East Montpelier and Calais*. This is available from the Society.

The first public cemetery deeded to the town in 1794, the Center Burial Ground, was later abandoned. Its tombstones were used to build the surrounding stonewall and then to repair a nearby culvert after the 1927 flood. After a descendant recovered Barnabas Doty's stone and returned it to the cemetery in 1978, it was reopened as the Doty Cemetery.

Public cemeteries include the Doty, Center, Cate, Clark, Wheeler, East Village, and Cutler cemeteries. Historic private family burial grounds include the Tinkham, Quaker, Peck, Gray, Gould, Bennett, Dillon, Willard, and White. Numerous East Montpelier residents were buried in the Plainmont Cemetery on US 2 in East Montpelier. Owned by the Town of Plainfield, the cemetery's lot deeds are recorded at the East Montpelier Town Clerk's Office.



East Village Cemetery (Julie Potter)

Other residents, mostly from the North Montpelier Village area, are buried in the Poplar Hill Cemetery. This is located just north of that village in the Town of Calais. It is a private burial ground operated by an independent commission. Most burial records for the Poplar Hill Cemetery are recorded at the Calais Town Clerk's Office.

The East Montpelier Cemetery Commission is responsible for general maintenance, fencing, and repair of stones. Funded through an annual town appropriation and the interest from a Perpetual Care Fund, the commission's work ensures preservation of these important historic resources. The commission assumes responsibility for maintenance of the private burial grounds as well. Signs have been placed at all cemeteries and most have been cleared of brush and fenced. Casket and cremation burial space is still available at the Cutler and Doty cemeteries. The Cate and East Village cemeteries have space only for cremation remains.

## Goals and Actions

- **Goal 4.8:** Preserve the town's historic structures and cemeteries for future generations to enjoy.
  - ✓ **Action 4.8.1:** Ensure *Land Use and Development Regulations* and other actions by the town protect historic structures and settlement patterns.
  - ✓ **Action 4.8.2:** Consider conducting an inventory of historic barns, outbuildings and other agricultural structures in East Montpelier.
  - ✓ **Action 4.8.3:** Assist property owners who wish to apply for listing on the national or state Register of Historic Places.
  - ✓ **Action 4.8.4:** Encourage property owners within the designated Village Center to take advantage of available tax credits for improvements to historic buildings.
  - ✓ **Action 4.8.5:** Continue to maintain all public cemeteries, along with reasonable maintenance of old family burial grounds.
- **Goal 4.9:** Maintain the town's historic landscape patterns to serve as a model for future development.
 

This goal cuts across other areas. See action for Land Use (10.1.4).
- **Goal 4.10:** Enable residents of all ages to learn about and appreciate the town's history.
  - ✓ **Action 4.10.1:** Provide programs and information about the town's history and historic resources to a range of audiences, including youth and adults.
- **Goal 4.11:** Preserve historical documents and artifacts.
  - ✓ **Action 4.11.1:** Provide appropriate storage space for the preservation of town records and historical collections.

# Chapter 5

## PUBLIC SERVICES

### A. EDUCATION

#### History

The first Vermont school law in 1782 established a district school framework. The law allowed towns the flexibility to set districts. School district boundaries were based on the distribution of persons in the town. Schools typically had one or two schoolrooms with mixed grade levels. Public funds raised by the town were divided among the districts in proportion to the number of students. Each district was an autonomous unit with the power to raise additional funds needed to operate the school. Transportation was the responsibility of the family.



East Village School, now the Town Office building  
(East Montpelier Historical Society Archives)

District schools in town included:

District	School Name	Current Status
District No. 2	Cutler School Originally called Wheeler School	Building is now a residence
District No. 3	East Hill School	No building remains at this site.
District No. 4	North Montpelier School	Building is now a residence.
District No. 5	Four Corners School Originally called Templeton School	Building is now a community building.
District No. 6	Center School	Building is now a residence
District No. 8	Horn of the Moon School.	Building is now a residence
District No. 9	East Village School	Building is now the Town Office
District No. 10	Peck School	Building is now a residence.
District No. 11	Morse School	Building is now a residence.
District No. 12	Cummings School	No building remains at this site.



The East Montpelier Elementary School (EMES) opened its doors in 1966 and housed grades one through eight. Kindergarten students left the Morse School on County Road and joined EMES in 1981 when the district renovated and expanded the building. The renovation included additional classrooms, a new roof and a woodchip heating system. The pre-kindergarten program moved into the building in 2006 after formerly residing in the Four Corners Schoolhouse.

In November 2012, the voters of East Montpelier supported a 20-year bond for an \$8.1 million renovation and expansion at EMES to begin in the spring of 2013. The enlarged building was completed in 2014.

High school students were tuitioned to other school districts until the present Washington Central Supervisory Union (WCSU) was formed. At that time, WCSU included the towns of East Montpelier, Calais, Middlesex, Worcester and Montpelier. Montpelier later withdrew from the Supervisory Union and Berlin joined, forming the Union High School District No. 32. Union 32 School (U-32) opened in 1971 for students in grades 7 through 12 from the five member towns.

In 1998, voters approved a \$12.1 million bond to renovate and expand the U-32 facility. The renovations addressed deferred maintenance, safety, and air quality issues and created a designated middle school space. In 2000, voters approved additional spending of \$2.9 million in state aid for a new academic wing and gymnasium; this addition was completed in 2002.

## Current Status

The locations of East Montpelier Elementary School and U-32 Middle/High School are shown on Map 1.

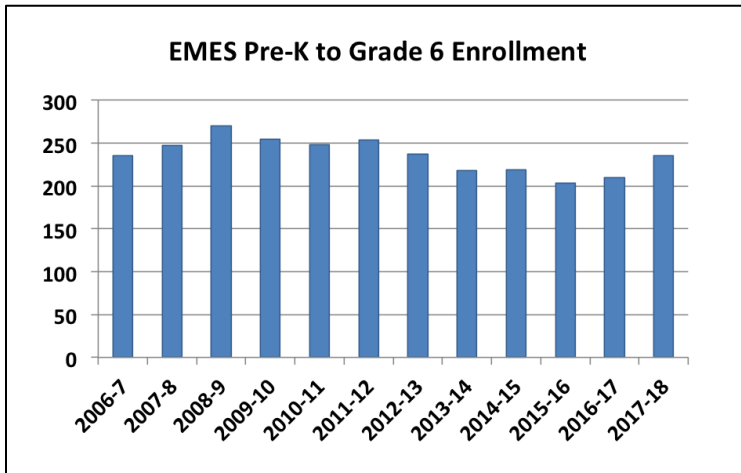
Approximately 75 percent of property taxes raised in East Montpelier support school operations. In FY2018, total education spending approximated \$7.3 million, split almost equally between East Montpelier Elementary School and U-32 Middle/High School. Of this amount, the town paid \$4.4 million from tax revenues, with the remaining \$2.9 million coming from the state.

### East Montpelier Elementary School (EMES)

Education has always been a high priority value to East Montpelier residents. The elementary school is the focal point of the community. It is not only where our children learn; it is also used for many parental, community and recreation activities and events.

EMES enrollment during the 2017-2018 year was 235 students in grades pre-kindergarten through six. The enrollment over the previous year reflects an increase in the size of the kindergarten class.





Generally, there are two classes per grade-level, although this remains flexible, and adjustments are made as grade populations change.

In addition to the academic curriculum, EMES offers physical education, music, art, library/media and guidance. All EMES students receive high quality instruction based on the WCSU Learning Progressions and Common Core State Standards (Tier 1). In addition, EMES provides Tier 2 intervention in academics and

behavior as needed to improve specific skills for those students who fall behind yet do not qualify for more individualized instruction. EMES uses school-wide positive behavioral intervention strategies for creating a positive school environment. These include lessons on expected behaviors, bullying, and mindfulness.

Trails, the playground, gardens, and ballfields near the school are used for outdoor activities. EMES partners with North Branch Nature Center to provide the ECO (Educating Children Outdoors) program for students in grades K-2.

EMES offers its facilities to support the entire community. EMES hosts many activities, some attended by the larger community including “I love East Montpelier Day.” The annual Town Meeting is held at the school, as well as a Green Up Day luncheon. Adults as well as children use the indoor basketball court for games. The Community Connections preschool is a licensed daycare located at EMES; they also run an after school program. Community Connections runs a summer food program providing free meals for children in the Montpelier area; meals are cooked at the EMES kitchen.

EMES publishes a weekly newsletter that contains school and community news, updates, educational information, and celebrations. Schools within the WCSU also publish articles in the Bus Stop Conversations. Front Porch Forum is another venue for disseminating school news.

The five-member East Montpelier School District Board of Directors governs the school and is elected by Australian ballot. School budgets are discussed at the annual School District Meeting in March but voted on by Australian ballot. Administrative supervision is provided by WCSU Central Services, comprised of the superintendent, curriculum, instruction and assessment, student services, early education, human resources, technology services, business/finance management, and administrative assistant support staff.

EMES has a Capital Improvement Plan. Following the completion of major school renovations, the roof was replaced in 2015. No further capital expenditures are planned for the next 5-8 years.

## U-32 Middle/High School

U-32 Middle/High School is a grades 7-12 facility located in East Montpelier. The 2017-2018 student population is 766, including 191 students from East Montpelier. The physical centerpiece of the school is the atrium, with student support services surrounding it. The school has state-of-the-art technology systems, parking facilities, athletic fields, a lighted game field for football, soccer, lacrosse, track, field hockey, and tennis courts. The building is heated by a wood chip-fired system.



U-32 Middle/High School

The school features a unique teacher advisor (TA) system in which each staff member acts as an advocate for approximately fifteen students, and students address faculty members by their first names. Other strengths include: outstanding theater and fine arts programs, incorporation of sports and drama as co-curricular learning experiences, a strong elective course system, a standards-based experiential program for independent study, and the incorporation of multiple pathways. Advanced Placement (AP) courses have been added to the curriculum.

In addition to courses offered at the U-32 building, students are eligible to attend the vocational/technical programs at the Barre Technical Center. There are a variety of educational pathways—including Branching Out, the Alternative Path to a Diploma, The Pilot, and Community Based Learning—that afford opportunities to students who work better in non-classroom-based learning experiences.

The school community is dedicated to excellence in teaching and learning, celebrates the value of all members, and strives to meet the emotional, intellectual, ethical, cultural, and physical needs of all its members. Through a strategic planning process, the community has established a central goal of creating a learning community that promotes commitment to personal best.

U-32 is governed by a seven-member board comprised of representatives from the five member towns. The number of representatives from each town is based on its population. Currently, East Montpelier has two representatives on the U-32 board. U-32 school board representatives are elected by Australian ballot.

The opportunity to hear the report of the U-32 Board of Directors occurs at an informational district meeting usually held just before Town Meeting Day. The U-32 budget is voted by Australian ballot at the March Town Meeting held by each of the five sending towns and the votes are co-mingled before counting.



## Public School Transportation



School bus on Haggett Road (Gary Ann Lewis)

Washington Central Supervisory Union coordinates school transportation for its member school districts, including East Montpelier Elementary School and U-32 Middle/High School. Yellow school buses are a common sight on town roads in the morning and afternoon. Many families choose to drive students to school, resulting in substantial traffic congestion near both schools in the morning and when school lets out.

## Implications of Act 46

Act 46 is a state law, passed in 2015, intended to promote school district consolidation. The stated intent of the law is to provide a high quality education with a variety of educational opportunities to all Vermont students and to maximize operational efficiencies and the ability to share resources. The law provides incentives, in the form of property tax breaks, for voluntary mergers. If school districts do not propose a consolidation plan or an alternative acceptable to the state Board of Education by the end of 2017, the secretary of education will develop a plan to transition the districts to a “sustainable governance structure.” School districts that choose to do nothing by July 2019 will have to do what the state tells them to do.

Act 46 has proven to be challenging and controversial for many school districts. The districts in the Washington Central Supervisory Union have been unable to come up with a consolidation structure that all five municipal school districts can agree with. For now, it remains to be seen how Act 46 will play out for East Montpelier Elementary School and Washington Central Supervisory Union.

## Private Schools

Orchard Valley Waldorf School is a non-sectarian, independent school founded in 2004. It serves children from infancy to grade 8 with summer and aftercare programs available. The school has more than 150 enrolled students. Orchard Valley Waldorf School’s main campus, known as “Grace Farm,” is located on VT 14N.

## Adult Education

A variety of programs are available near East Montpelier to enable adult learners to further their education or to expand their horizons.

- **Central Vermont Adult Basic Education (CVABE)** provides adult education and literacy services in Barre and Montpelier. CVABE offers free tutoring and classes to adults and teens age sixteen and older. Services include instruction in basic math, reading and writing, school completion, college and work readiness, and learning the English language.
- **Barre Technical Career Center** offers some adult continuing education programs, including Licensed Nursing Assistant certification.
- **Community College of Vermont** has a center in Montpelier. Courses are offered for fall, spring, and summer semesters in the morning, afternoon, evening and weekends. In addition to academic subjects, CCV also offers workforce development programs, including computer technology training and certificates for product technicians, public bookkeeping, and career readiness.
- **Osher Lifelong Learning Institute (OLLI)** offers courses and events for adult learners throughout the state. OLLI offers classes and lectures on a range of topics at the University of Vermont in Burlington. Locally, OLLI lectures are held in Montpelier and Barre.

Goddard College and Vermont College of Fine Arts are located in adjacent towns. Several other colleges and universities are located within an hour's drive of East Montpelier. Additionally, online programs greatly expand the educational opportunities available to East Montpelier residents.

## Goals and Actions

- **Goal 5.1:** Provide for supportive and stimulating schools that promote learning.
  - ✓ **Action 5.1.1:** Motivate each student to enjoy learning and experience academic and social success while instilling respect for the rights of others.
  - ✓ **Action 5.1.2:** Plan for facility maintenance and future improvements through the school district's capital budgeting process.
- **Goal 5.2:** Encourage community participation in the schools.
  - ✓ **Action 5.2.1:** Promote the use of school facilities for adult education and community use.

## **B. SOCIAL SERVICES**

### **History**

In the town's earliest days, people helped each other as the need arose — attending the sickbed, birthing babies, and caring for the elderly and the indigent. Towns assumed a role in social services to the indigent through the office of Overseer of the Poor. That person's job was to keep track of needy residents and to furnish them support from town funds allotted for that purpose. Sometimes residents were required to work for the town in exchange for the assistance. In 1880, care for the poor represented almost half of the town's \$2,500 total budget.

After passage of the Social Security Act of 1935, both federal and state governments gradually assumed more responsibility for those in need.

In 1967, state and federal governments assumed full responsibility for welfare services. Thus, the administrative and decision-making functions were moved from the local scene. In addition, during the past two decades a number of private nonprofit organizations, most located outside of East Montpelier, have been formed to provide assistance in specific areas.

### **Current Status**

East Montpelier is still a small town and the willingness of neighbors to help other neighbors directly is a critical part of the social service network. Some neighborhoods have formed groups who work together to provide assistance to other neighbors who may be elderly or have special needs. Services can be more quickly targeted where they are needed if supported by the community's natural helping networks. Front Porch Forum, an on-line way to connect East Montpelier residents, can also be used to communicate service needs.

Various federal, state, and private social services are available for residents, including fuel assistance, medical and dental care, mental health services, local transportation, legal services and safe homes for victims of abuse. Services may provide long-term continuing assistance or one-time short-term help. They may be no cost or low-cost to the recipient.

While the services are available to residents of East Montpelier, they are often administered through offices located in the regional centers of Barre and Montpelier. East Montpelier directly helps fund certain of these services each year through appropriations evaluated by the Funding Request Study Committee and voted at Town Meeting as recorded in the annual Town Report. Residents who find themselves in need of assistance can be helped to connect with appropriate service agencies by contacting the East Montpelier Town Service Officer.

## Houses of Worship

The town's three churches, **Old Meeting House Church**, **Old Brick Church**, and **Crossroads Christian Church**, serve important functions to meet social service needs. The churches assist in the operation of food-shelf programs that collect, store, and distribute food to those who are in need. The churches also coordinate efforts between social service agencies and town residents to meet special needs of their members. The churches noted above are referenced on Map 1.



Old Meeting House Church (Thomas Schmidt)

## Food Assistance

The **Montpelier Food Pantry**, the **Food Shelf at the Old Brick Church** and the **Onion River Food Shelf** are all available to East Montpelier residents in need of food assistance.

## Senior Services

The **Twin Valley Senior Center** is located in East Montpelier and provides a range of services for seniors including classes, meals, transportation, and health related services. East Montpelier seniors are also able to participate at the **Montpelier Senior Activity Center**, which offers a large number of classes and various services.

## Child Care

East Montpelier recognizes the need for safe and affordable quality child-care services. The town has a number of Registered Home Care Providers and Licensed Providers, including East Montpelier Elementary Preschool, Community Connections at East Montpelier, and Community Connections Preschool Aftercare at East Montpelier Elementary. Home-based providers with six or fewer children require no permitting from the town. If the state requires a local permit, such approvals are readily obtained from the Zoning Administrator. Residents can also access child care services from providers in other nearby towns. The Family Center of Washington County offers a number of services including financial assistance.

There are a number of programs available to families with young children including Reach-UP, Head Start, and Essential Early Ed (EEE). These programs help with financial assistance, day care and parenting classes.

More information regarding the availability of various social services can be obtained from the Town Clerk, the Town Service Officer, or from the East Montpelier Elementary School.

## Goals and Actions

- **Goal 5.3:** Support services and facilities to address the needs for seniors and families with young children.
  - ✓ **Action 5.3.1:** Support the location of a senior center in East Montpelier Village.  
This goal cuts across other areas. See actions for Housing (8.1.1, 8.1.2, 8.1.3).
- **Goal 5.4:** Promote formal and informal social support services.
  - ✓ **Action 5.4.1:** Post current information about existing social services.
  - ✓ **Action 5.4.2:** Maintain a list of contacts to neighborhood groups.



Food Shelf at Old Brick Church (Terry Allen)



## C. EMERGENCY SERVICES

### Police Protection

Police protection is provided primarily by the Vermont State Police. A Town Constable provides additional services for non-violent situations.

The Vermont State Police (VSP) routinely responds to break-ins, domestic disturbances, motor vehicle accidents, and other 911 calls as needed. Additionally, the town contracts extra coverage (40 hours per month) that is primarily used to address traffic violations on roadways within town. VSP tend to patrol parts of town based on the concerns and requests made by residents to the Selectboard.

The town has an elected constable that does not enforce traffic laws or engage in law enforcement duties other than animal-related responses. The constable also assists VSP when requested during non-violent emergencies.

VT State Police Crime and Police Service Report for East Montpelier					
	2012	2013	2014	2015	2016
<b>Violent Crime</b>					
Murder/Manslaughter	0	0	0	0	0
Sexual Assault	1	1	0	0	2
Robbery	0	1	0	0	0
Assault (aggravated/simple)	9	5	6	4	5
<b>Property Crime</b>					
Burglary	12	18	6	9	14
Larceny/theft	22	20	15	11	25
Motor Vehicle Theft	0	0	1	0	1
Other Property Crime	16	18	9	11	12
<b>Other</b>					
Illegal Drug Incident	10	8	4	6	2
Disorderly Conduct/Other	37	26	19	22	19
<b>Traffic Incidents</b>					
Fatal Crash	0	0	1	1	1
Accident Investigation (DMV)	46	29	21	18	21
Motor Vehicle Related Incident	49	20	47	71	52
DUI Incident	7	6	8	9	7
<b>Miscellaneous</b>					
Runaway Juvenile	2	0	0	1	0
Death Investigation	1	4	2	0	0
Misc. Service Call	257	257	402	443	333
<b>TOTAL LAW INCIDENTS</b>	<b>469</b>	<b>413</b>	<b>541</b>	<b>606</b>	<b>494</b>
Source: Town Reports					

### Fire and Ambulance Services

Since 1964 the East Montpelier Volunteer Fire Department Inc. (EMFD), a private nonprofit corporation, has provided fire and first response to the towns of East Montpelier and Calais. Ambulance service was added in 2010. EMFD relies on volunteers, but also has several part-time employees staffing the ambulance service. Due to the large coverage area and its rural nature, EMFD operates out of two stations that are strategically located in close proximity to major roadways (County Road and US 2 and VT 14). EMFD participates in the Capital Fire Mutual Aid System with other fire departments in the region.



In March 2009, the citizens of East Montpelier and Calais voted to build a new Emergency Services Facility (ESF) and pay for it with a \$2.1 million bond. East Montpelier's two-thirds share is \$1.4 million, payable in annual installments, with the final payment due on December 1, 2030. The new building is owned by East Montpelier, with Calais holding a one-third financial interest. The ESF is leased at no charge by East Montpelier to EMFD, although the town retains nominal control of the designated public area for emergency use and community meetings.



Emergency Services Facility (Julie Potter)

EMFD moved into the new state-of-the-art facility located in the village at 54 Village Acres (off US 2). EMFD's location is shown on Map 1. This 8,000 square foot building incorporates four apparatus bays, operations room, lockers, kitchen, offices, and community room. The station on Templeton Road continues to be utilized by the fire department and

emergency response and is an important part of the efficient, effective delivery of emergency services in both towns.

The new Emergency Services Facility provides a state-of-the-art Emergency Operation Center (EOC) for East Montpelier, Calais, and surrounding communities during major emergencies. It includes eight different work spaces that offer phone, internet and radio communications, and a community room designed to offer space for up to 40 local, state, and federal officials to coordinate and deliver emergency or disaster services. The building is fully sprinklered and has full emergency generation. The EOC has been put into operation on two occasions (the most recent during Tropical Storm Irene in August 2011) and is proving to be an invaluable resource. EMFD participates in developing the Hazard Mitigation Plan for the town. East Montpelier Elementary School and Barre Auditorium serve as emergency shelters.

With the completion of the new building, EMFD proposed and successfully expanded its services to include a full-fledged Advanced Life Support (ALS) ambulance service. The goal was to improve response times, reduce transport times, and to recover the revenues generated by such a service so they could be re-invested into our communities. In 2013, EMFD and the Towns of East Montpelier and Calais entered into a long-term agreement, subject to annual review, for the provision of fire, ambulance, and emergency services. The towns, through general fund appropriations, provide the lion's share of EMFD's annual operating budget. EMFD also provides ambulance service by contract to the Town of Plainfield, which bolsters the ability of EMFD to maintain professional staffing for the service. This supports our ongoing desire to partner with our neighboring communities to improve services and share resources when possible.

The ambulance service provides a revenue stream that is directed into a small contingency reserve fund to help EMFD through operating budget shortfalls, and, more importantly, into EMFD's capital reserve fund. This fund will help pay for future equipment purchases such as trucks, fire and emergency services (EMS) equipment, and maintenance of the ESF building. By the end of 2017, over \$400,000 had been collected by the fund, allowing the purchase of a tanker truck, a rescue/pumper vehicle, and two ambulances at no direct cost to taxpayers. Ambulance service revenues annually add \$70,000 or more to the reserve fund.

EAST MONTPELIER FIRE DEPT. CALL STATISTICS					
	East Montpelier	Calais	Plainfield	Mutual Aid	Totals
<b>Ambulance Calls*</b>					
2014	174	69	82	32	357
2015	152	57	79	26	314
2016	229	84	78	58	719
<b>Fire Calls</b>					
2014	33	17	1	15	66
2015	36	17	4	9	66
2016	42	26	5	8	81
<b>Car Accidents</b>					
2014	26	5	2	2	35
2015	23	8	1	3	35
2016	34	17	3	3	57
<b>Burn Permits</b>					
2014	106				106
2015	115				115
2016	114				114
<b>Total Calls</b>					
2014	339	91	85	49	564
2015	326	82	84	38	530
2016	419	127	86	69	701
*Ambulance Calls include Transport/No Transport/Fire Assists					
Source: Town Reports					

The accompanying table shows the purpose and origin of fire and ambulance emergency calls, and burn permits issued, since 2014. The number of total calls each year is highly variable, but trending higher. The majority of total calls arise from within East Montpelier, with the percentage hovering just over 50% (factoring out burn permits).

### Staffing

To ensure acceptable ambulance service coverage, EMFD has transitioned from an all-volunteer department to a combination of volunteers and paid staff. EMFD is currently staffed as outlined below, but continues to rely

heavily on volunteers. Nationally, services such as EMFD are weakest during daytime hours when volunteer staff are most likely to be working, an issue for EMFD as well. EMFD collects data on an on-going basis to assure resources are deployed in such a manner that paid staff supplement the volunteer staff. By doing this, both the level of services needed and the cost of the services will be sustainable.

EMFD is staffed 8 a.m. to 12 a.m. with at least one paid staff member, augmented by volunteers as necessary to handle calls. Other responders are paid a small shift stipend to cover on-site or on-call night hours and may also receive a per call payment. The paid staff consists of many EMFD members, as well as trained providers from other services. The paid staff has assigned duties that include administrative, truck/equipment checks, cleaning, etc. Having the paid staff has helped improve the state of readiness and overall delivery of services.

## Equipment

EMFD's Capital Plan through 2027 calls for the replacement of a pumper/tanker in 2022 and an ambulance in 2024. EMFD attempts to purchase all future equipment through the self-funded EMFD capital reserve fund, however additional public funds may be required to replace existing aging equipment.

### East Montpelier Fire Department Major Equipment

2 Class "A" pumper/tankers  
1 tanker  
1 rescue/pumper  
2 advanced life support ambulances  
1 utility truck

## Water Supplies for Fire Fighting

Currently the town has dry hydrants located at these locations: Packard Drive, Vincent Flats Road, Center Road, Templeton Road, Horn of the Moon Road, Sparrow Farm Road, Factory Street, Northwood Drive, East Hill Road, and Clark Road. These dry hydrants were largely constructed through grants initiated by EMFD.

EMFD has also discussed additional water supply opportunities such as coordinating with the Agency of Transportation to provide a dry hydrant as part of the planned US 2/VT 14 bridge construction project. Existing hydrants in East Montpelier Village cannot be used due to inadequate capacity in the Crystal Springs Water System. Improving this system is a goal of the East Montpelier Village Master Plan.

## Emergency Response and Disaster Planning

East Montpelier has adopted the National Incident Management System, which is the recognized standard for managing emergencies and disasters. Key emergency personnel have received the appropriate level of Incident Command System training, as required under the National Incident Management System.

East Montpelier has prepared a Local Emergency Operations Plan (LEOP), which is updated annually. Having and following the LEOP greatly increases the town's ability to effectively manage and respond to a major emergency or disaster. The LEOP identifies key emergency contacts, including the town's emergency management co-coordinators, as well as the State Emergency Operations Center, HAZMAT Hotline, and emergency shelter contacts. The plan inventories high-risk populations and emergency contacts, high hazard and vulnerable sites, and entities able to provide services or equipment in an emergency.

The LEOP provides a procedure for handling an emergency, coordinating with other emergency services, documenting damage from a disaster, and reviewing the effectiveness of the plan after an emergency or disaster.

## Goals and Actions

- **Goal 5.5:** Maintain adequate fire and emergency response capabilities.
  - ✓ **Action 5.5.1:** Work with EMFD to assure reliable and cost-effective delivery of fire and EMS services.

- ✓ **Action 5.5.2:** Expand water supplies for firefighting, especially in East Montpelier Village.
- **Goal 5.6:** Maintain an effective Local Emergency Operations Plan.
  - ✓ **Action 5.6.1:** Ensure that the Local Emergency Operations Plan and other emergency planning documents remain current.
  - ✓ **Action 5.6.2:** Ensure that key emergency officials receive appropriate emergency and incident command training.
- **Goal 5.7:** Promote emergency awareness and fire prevention.
  - ✓ **Action 5.7.1:** Promote and provide fire prevention information and education throughout the community.

## D. HAZARD MITIGATION & FLOOD RESILIENCE

Vermont's landscape and four seasons help create the distinct sense of place that is so beloved by residents and visitors. Yet the same landscape and seasonal weather can also give rise to dangerous storms, flooding, and damage to critical infrastructure. East Montpelier is not immune to these hazards, but we can take steps as individuals and a community to reduce their impacts. Hazard mitigation planning is the process that analyzes a community's risk from natural hazards, coordinates available resources, and implements actions to reduce risk. Effective hazard mitigation planning can reduce or eliminate the long-term risk to people and property from natural and human-caused hazards and their impacts.

### History

Like much of Vermont, East Montpelier's villages developed along waterways. The early mill industries in North Montpelier and East Montpelier Village relied on waterpower to run their machinery. Roadways connecting settlements frequently followed the rivers.

The Great Flood of 1927 washed out innumerable culverts, bridges and roads in the town. Low-lying farmland was inundated. Barns flooded and livestock drowned. Homes and businesses suffered extensive damage. The Little Woolen Mill in North Montpelier became an island partly submerged in water when the pond behind the dam overflowed.

In 2011, residents were again reminded of how rivers and streams can become destructive. Heavy spring rains in May caused flooding and associated landslides that resulted in extensive damage to the town's roads. Landslide damage near the East Montpelier Village bridge damaged the Crystal Springs water line, shutting down water service to the east side of the village for two days. In August, Tropical Storm Irene deposited 4-5" of rain in East Montpelier. Flooding and erosion was widespread. Coburn Road experienced 8 feet of flooding, while the US 2 area near Towne Hill Road experienced 5 feet of flooding. In addition, Irene left portions of the town without power for three days.



US 2 in East Montpelier, 2011 (Toby Talbot)

Winter poses its own hazards. Snow and ice from winter storms can down power lines as well as making travel treacherous. The Valentine's Day blizzard in 2007 deposited 30" of snow. Power was out for extended days and two privately-owned barns collapsed from the heavy snow loads. US 2 was closed for about half of the day.



## Current Status

Map 4 shows the town's waterways and flood hazard areas. FEMA updated its flood hazard mapping of Washington County as part of its Map Modernization Program. These Digital Flood Insurance Rate Maps (DFIRMs) became effective in September 2011.

The DFIRMs identify areas within the 100-year and 500-year floodplains. 100-year and 500-year floodplains are commonly used terms to delineate areas that could be inundated by waters at least 1 foot deep once every 100 years or once every 500 years. **Inundation flooding** is where water rises into low-lying land along the river. Note that many areas are inundated more

frequently than once in 100 years or by water less than one foot in depth.

Based on the DFIRMs, 5.6% of the land in East Montpelier is found within the 100-year floodplain (approximately 1,145 acres). About one-fifth of the properties in town are totally or partially located within the 100-year floodplain (involves 33 structures). There are 11 additional structures in East Montpelier within the 500-year floodplain.



Inundation of US 2 in East Montpelier, 2011 (J. Larkin)

East Montpelier has participated in the National Flood Insurance Program (NFIP) and regulated development in the special flood hazard area since 1974. The NFIP is the only source of flood insurance for properties in the 100-year floodplain. The town has updated its *Land Use and Development Regulations* to adopt the new DFIRMs and meet the requirements for NFIP. Limiting development in the 100-year floodplain reduces costly flood losses and increases public safety.

While participation in the NFIP is one important approach to flood hazard mitigation, DFIRM maps are based *only* on inundation hazards, and fail to address fluvial erosion hazards, the cause of most flood damage in Vermont.

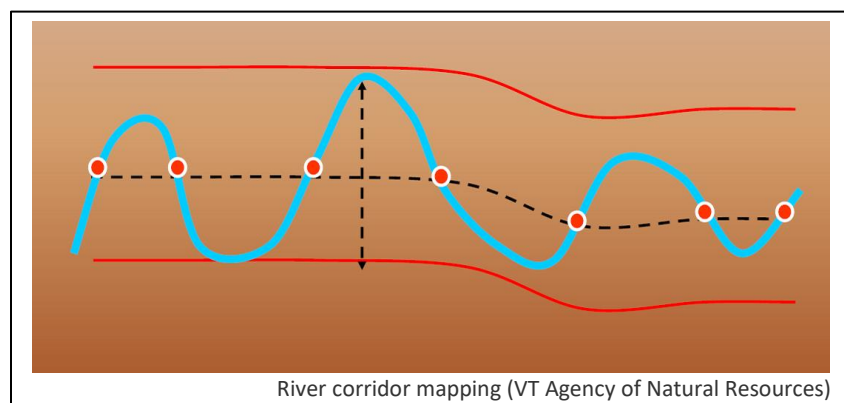
**Fluvial erosion** occurs when moving water wears away the river channel bed and banks, taking with it whatever is in its path. Most flood losses in Vermont are caused by fluvial erosion.



Fluvial erosion damage in Central Vermont, 2011  
(Mansfield Heli-flight)

Rivers are dynamic systems that move within a corridor over time. While rivers naturally erode slowly, many of the human-caused alterations of our waterways during the past 150-200 years have contributed to Vermont's erosion hazard problem. Development that obstructs natural erosion at one location can significantly increase erosion downstream.

The **river corridor** maps produced by the Vermont Agency of Natural Resources (ANR) define boundaries to the area the river needs to maintain a stable stream channel. The river corridor area boundaries also attempt to capture the lands most vulnerable to erosion hazards.



River corridor mapping has been completed for East Montpelier. In East Montpelier, the river corridor maps include the Winooski River and Kingsbury Branch, and portions of Long Meadow Brook, Mallory Brook, Sodom Pond Brook and Muddy Brook.

In 2015, the town updated its *Land Use and Development Regulations* to adopt the river corridor map in the flood hazard regulations and incorporate new development requirements for properties in the river corridor. For streams not mapped by ANR, the regulations apply to the area within 50 feet from the stream bank. Limiting encroachment into the river corridor will prevent development that would increase overall erosion hazards and hinder a river's natural tendency to adjust toward a more stable condition. 8% of the town's parcels and 30 structures are in the river corridor, including 15 parcels and 14 structures not in the 100-year floodplain.

Maps of the floodplain and river corridor flood hazard areas can be viewed at the Town Office.

## Hazard Mitigation Planning

Hazard mitigation is any sustained action that reduces or eliminates long-term risk to people and property. Hazard mitigation strategies and measures:

- Alter the hazard by eliminating or reducing the frequency of occurrence;
- Avert the hazard by redirecting the impact by means of a structure or land treatment;
- Adapt to the hazard by modifying structures or standards: or
- Avoid the hazard by preventing or limiting development.

In March 2012, East Montpelier completed a Hazard Mitigation Plan, which was approved by the Federal Emergency Management Agency (FEMA) in 2013. The Hazard Mitigation Plan identifies the worst threats facing the town, their likelihood of occurring, and the community's vulnerability to the event. The following table summarizes the plan's natural hazard evaluation.

Natural Hazards Identification and Analysis for East Montpelier			
Hazard Type	Probability <sup>1</sup>	Community Vulnerability <sup>2</sup>	Worst Threat <sup>3</sup>
Dam Failure	Medium	No	X
Drought	Medium	Yes	
Earthquake	Low	No	
Flood/Flash Flood/Fluvial Erosion	Low	Yes	X
High Wind	High	No	
Hurricane/Severe Storm	Medium	Yes	X
Landslide	Medium	No	
Structure Fire	Medium	No	
Tornado	Low	No	
Water Supply Contamination	Low	No	
Winter Storm/Ice Storm/Extreme Cold with Power Failure	High	Yes	X
<sup>1</sup> <b>Probability:</b> <i>High:</i> Near 100% probability in the next year. <i>Medium:</i> 10% to 100% probability in the next year, or at least once in the next 10 years. <i>Low:</i> 1% to 10% probability in the next year or at least once in the next 100 years. <sup>2</sup> <b>Community Vulnerability:</b> <i>Does the hazard present the threat of disaster (Yes)? Or is it just a routine emergency (No)?</i> <sup>3</sup> <b>Worst Threat:</b> <i>Identified hazard presents threat of loss of life and property – hazard mitigation activities are identified; Moderate Threat: Town is aware of potential hazard impacts.</i> Source: Hazard Mitigation Plan (2013)			

The Hazard Mitigation Plan provides history and data on each of the types of hazards identified in the table. Based on the hazards assessment, the Hazard Mitigation Plan found the following hazards to be the most significant for East Montpelier:

- Flood/Flash Flood/Fluvial Erosion
- Winter Storm/Ice Storm/Extreme Cold with Power Failure
- Hurricane/Severe Storms
- Dam Failures

Due to the frequent and severe nature of flooding events, The Town of East Montpelier believes flooding is the worst natural hazard facing the town and has been focusing on mitigation efforts to reduce the impacts from flooding events.

The storm on October 30, 2017, which left much of the town without power for several days, has been federally declared a natural disaster. This storm has raised awareness of the town's vulnerability to windstorms. The 2018 update to the Hazard Mitigation Plan may reflect this concern.

## Flood Resilience

A resilient community is able to recover from adversity, largely using its own resources and without severe disruptions to its identity or core functions. A resilient community has the capacity to anticipate, prepare for, respond to, and recover from adversity.



Flooding of land adjoining a stream or river is a natural occurrence. If these floodplain areas were left in their natural state, floods would not cause significant damage. Development has increased the potential for flooding because rainfall that used to soak into the ground or take several days to reach a body of water now quickly runs off streets, parking lots and rooftops and through constructed channels and pipes.

Construction in floodplains and river corridors can also displace floodwaters in areas where it would normally flow or disperse its energy. Structures, fill, roads or bridges can constrict waterways, leading to a higher volume and velocity of flooding impacting upstream and downstream neighbors.

In the past, the public response to floods has been to treat the symptoms rather than the causes of floods – repairing damages rather than preventing them. Additionally, many of the man-made alterations to our waterways have contributed to erosion hazard problems, with some of the traditional “cures” (such as stream channelization) exacerbating the problem they attempt to fix.

#### Natural & Beneficial Functions of Floodplains

Watercourses and floodplains that are relatively undisturbed limit stormwater and flood damage, improve water quality, reduce soil erosion, protect habitats, and provide aesthetic and recreational benefits. Natural features such as wetlands and river bank forests can be used to help absorb floodwaters and reduce flooding. The Town of East Montpelier’s zoning and flood protection standards have been crafted to protect and preserve these natural areas.



Winooski River flooding in East Montpelier Village  
(Terry Allen)

Planning for flood resilience involves flood hazard mitigation efforts to reduce the severity of flood damage and enable communities to recover more quickly from flood events. More sustainable approaches to development and investment infrastructure near rivers and streams are increasingly helping communities become more resilient to future flooding. These strategies include limiting development in flood hazard areas, protecting vulnerable undeveloped lands in the floodplain, locating new development in safer locations, and designing development so it is less likely to increase stormwater runoff or be damaged during flooding.

East Montpelier’s commercial and historic core – East Montpelier Village – sits along the banks of the Winooski River and is particularly vulnerable to economic loss during flooding events. North Montpelier is similarly at risk.

Major flood producing storms have affected the town in the past 100 years. The town’s infrastructure incurred \$275,000 worth of damage during the May 2011 flood event. Roads and bridges took another hit during Tropical Storm Irene later that year.

The town has already taken a number of important steps to reduce flood impacts:

- ✓ Identification of flood hazards and mitigation strategies in the Town Plan;
- ✓ Adoption of a FEMA-approved Hazard Mitigation Plan;
- ✓ Regular Bridge and Culvert assessment and maintenance programs;
- ✓ Adoption of updated Road and Bridge Standards;
- ✓ Adoption of an annual Local Emergency Operations Plan; and
- ✓ Adoption of Land Use & Development Regulations that address flood hazards, both floodplain and river corridors.

Continued maintenance of these actions positions the town to receive the highest possible state contribution to total disaster project costs. The Vermont Emergency Relief and Assistance Fund (ERAF) provides state funding to match federal public assistance after federally-declared disasters. Eligible public costs are reimbursed by FEMA at 75%. The State of Vermont also contributes a share of the cost (7.5%, 12.5% or 17.5%), depending on what specific steps a town has taken to reduce flood damage.

Participation in the National Flood Insurance Program helps the town mitigate flood damage through limiting development in floodplains, as well as helping property owners located in floodplain obtain flood insurance.

In addition to regulating new development in floodplains and river corridors, the town's *Land Use and Development Regulations* require that all new structures have a 50-foot setback from surface waters with a 25 foot vegetative buffer. Both requirements help improve stormwater infiltration and limit flood damage.

Additionally, the town has two conservation overlay districts. The wetland overlay district with a minimum 50-foot buffer protects wetlands and helps preserve their ability to slow and absorb floodwaters. The high elevation overlay district restricts development in areas over 1,500 feet in elevation; keeping these higher elevations in agriculture or forests helps rainfall infiltrate naturally and reduces fluvial erosion.

A new state requirement for towns to have a Municipal Roads General Permit is intended to reduce stormwater-related erosion from municipal roads. Towns will be required to implement a customized, multi-year plan to stabilize their road drainage system. The plan will include bringing road drainage systems up to basic maintenance standards, and additional corrective actions to reduce erosion. Although the primary purpose of the municipal roads general permit is to reduce erosion and nutrients that adversely affect water quality, implementation of the permit will help make town roadways more resilient during heavy rainfall and flood events.

## Goals and Actions

- **Goal 5.8:** Minimize potential damage from natural disasters and strengthen the community's ability to anticipate, respond to, and recover from natural disasters.



- ❖ **Policy 5.8:** *East Montpelier's Hazard Mitigation Plan (2013 or subsequently adopted plan) is incorporated into this town plan by reference.*
- ✓ **Action 5.8.1:** Implement the projects identified in the *Hazard Mitigation Plan*.
- ✓ **Action 5.8.2:** Implement the plans and projects for the Municipal General Roads permit.
- ✓ **Action 5.8.3:** Include funding for hazard mitigation projects in the town budget and Capital Improvement Plan.
- ✓ **Action 5.8.4:** Establish a standing Town Emergency Management Committee to maintain and coordinate implementation of the Hazard Mitigation Plan.
- ✓ **Action 5.8.5:** Ensure that residents and business owners are aware of natural hazards and ways to protect themselves and insure their property.

This goal cuts across other areas. See action in Natural Resources (9.3.1).

# Chapter 6

## INFRASTRUCTURE

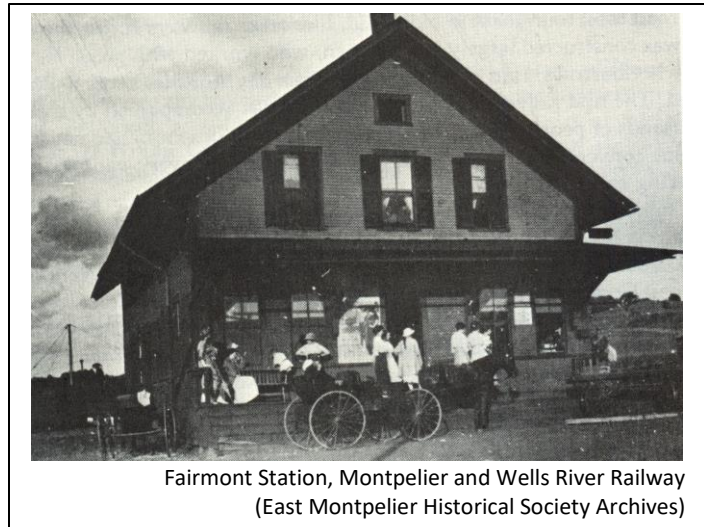
### A. TRANSPORTATION

#### History

The road system in evidence today was developed early in East Montpelier's history. A map of 1858 shows a road pattern almost exactly the same as today. Center Road appears on a 1792 map as an early stagecoach route between Montpelier and Newport. All town roads were gravel- and dirt-surfaced until the 1930s when paving began on the state routes.

From 1849 to 1956, trains operated on a line between Montpelier and Wells River. The East Montpelier stop, "Fairmont," was located on VT 14 south of East Montpelier Village and provided transportation for dairy products as well as passenger service.

The town also was served for a time by the Fairmont Flying Service airstrip located in the area known as Paul's Square near the old airport hangar on VT 14.



#### Current Status

The principal mode of transportation within East Montpelier is the private automobile. However, bus service between St. Johnsbury and Montpelier and Barre is increasingly convenient. A new Park and Ride facility near the intersection of US 2 and VT14 provides a place to park for ride sharing and bus service. Bicycling is used by some for transportation but is primarily recreational. New sidewalks and bicycle lanes in East Montpelier Village will facilitate walking and cycling, but they do not exist in other areas of town.

The nearest passenger and rail service is located in Montpelier. The Edward F. Knapp Airport in Berlin is a general aviation facility serving the region; the airport does not have scheduled airline service.

**Roads and Legal Trails in East Montpelier**

State Highways (US 2, VT 14, VT 214) = 12.09 miles

Class 2 Town Highways = 19.14 miles

Class 3 Town Highways = 43.11 miles

Class 4 Town Highways = 1.57 miles

Legal Trail = 3.20 miles

**Total Maintained Roads = 74.34 miles**

Total All Road Rights-of-Way = 79.11 miles

The town's current road network covers approximately 74.3 miles. Of these, about 24 miles are paved roads and about 50 miles are gravel roads. All of the state highways are paved. The road network and other transportation infrastructure are shown on Map 5.

Roads are classified based on the degree to which they serve mobility purposes and provide access to adjacent land uses. Interstate highways and

expressways are devoted to mobility, with little access to adjacent land. Arterial and collector roads provide both mobility and access. Residential roads are devoted to providing local access, with limited capacity and relatively slow speeds. Approximately 63% of town roads are residential roads.

Traffic on town roads ranges from light to moderate. Traffic is increasing everywhere, especially during commuting hours and particularly along collector roads. Excessive speeds have been cited by many residents as a significant concern. Most roads have a posted speed limit of 35 mph. Center Road has a posted speed of 25 mph in East Montpelier Center. County, Center, and Towne Hill Roads have been posted at 40 mph. Road postings occurred due to concerns that people were driving too fast. Problems also arise when multiple curb cuts cause traffic conflicts.

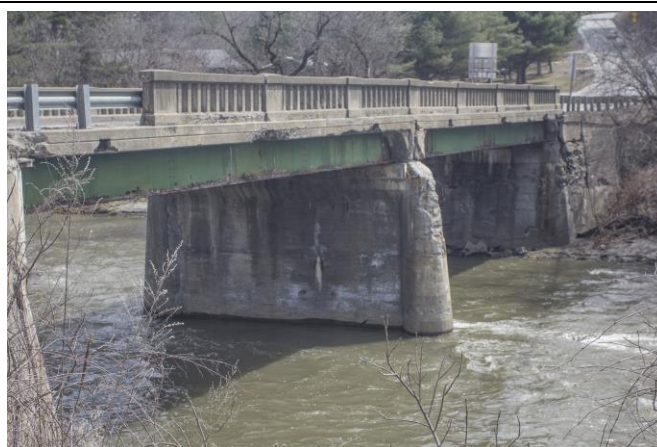
## Arterial Roads

East Montpelier has two arterial roads. US 2 passes through the eastern part of town, from the Montpelier city boundary to the village of Plainfield, and is the major link between Montpelier and St. Johnsbury. The second arterial road, VT 14, enters at the Barre Town boundary and passes through East Montpelier Village and North Montpelier.

The US 2 and VT 14 intersection at the northern end of East Montpelier Village was reconstructed in 2010 and is now a signalized T-intersection with left-turn lanes. Sidewalks, crosswalks and a pedestrian walk signal were also part of this project.

A reconstructed bridge over the Winooski River (Bridge #68) will be installed in 2018 and includes a second signalized intersection at the south end of East Montpelier Village, a left turn lane, sidewalks, and crosswalks. Soon after this is completed, new sidewalks and a bike lane will be added to provide sidewalks and bicycle lanes along the entire length of the Lower Village.

The "Singing Bridge" in North Montpelier was replaced in 2011 with a bridge that includes a sidewalk on one side.



The old VT 14 bridge will be replaced in 2018 (Terry Allen)

2015 Arterial Road Traffic Volumes (AADT)*				
Road	Vehicle Trips <sup>1</sup>	Segment Starts	Segment Ends	Segment Length
US 2	9,700	Barre Town line	Towne Hill Road	2.0 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
* Data represents the calculated Annual Average Daily Traffic (AADT) volume for road listed. All AADT's are combined two-way volume of the road				
<sup>1</sup> Estimated trips based on actual traffic data on adjacent traffic sections.				
<sup>2</sup> Joins .21 miles of US 2 in East Montpelier Village				
Source: VTrans and CVRPC				

## Collector Roads

Collector roads generally provide a direct link between larger arterial roads and often carry cross-town as well as local traffic.

- **County Road**, which runs from the Montpelier city line to Calais, serves as a major collector for residential roads in both towns. Conflicts exist between residential uses that would like traffic to move more slowly and commuters wanting a quick and easy route between home and work.
- **Towne Hill Road** is a heavily used cross-over between Montpelier and US 2 near East Montpelier Village. The intersection at US 2 is heavily used. The road is an access route to U-32 Middle/High School. There has also been increasing residential development along Towne Hill Road and connecting residential roads feeding into it.
- **Gallison Hill Road** runs from Towne Hill Road to the Montpelier city line at U-32 Middle/High School. The road carries considerable traffic but serves primarily as access to the school. The intersection with Towne Hill Road is heavily used. Gallison Hill is identified in this Plan as a potential growth area.

In 2017 the town hired a firm specializing in transportation planning to study the intersection of Towne Hill and Gallison Hill Roads. High traffic volumes, poor site distances, and the potential for accidents raised concerns among nearby residents. Many U-32 students pass through this intersection which is also used by pedestrians and by bicyclists.

- **VT 214**, the Plainfield-North Montpelier state highway, is a collector road connecting US 2 and VT 14. It serves residents of Plainfield and Marshfield, Goddard College, and Northwood Village.
- **Center Road** is paved into East Montpelier Center and then becomes a gravel road continuing north to Adamant. It is very scenic and exemplifies the town's rural character. It passes through the historic hamlet of East Montpelier Center and along narrow rural roads, some canopied with old maple trees. Residents of East Montpelier Center have

expressed concerns about excessive traffic speeds through the historic village. In 2016 the town decreased the speed limit on Center Road through the village area to 25 mph.

Traffic volumes are monitored by the Vermont Agency of Transportation. The table below shows traffic patterns on East Montpelier's collector roads. In general, traffic volumes have been consistent over the last ten years.

Collector Road Traffic Volumes (AADT)*								
Road	2009	2010	2011	2012	2013	2014	2015	2016
County Road	1300	1400		1300	1200			1400
Towne Hill Road	2500	2600		2200	2400			2400
Gallison Hill Road	1600				1600			1800
VT Route 214			720		660		680	530
Center Road	570				580			
*Data represents the calculated Annual Average Daily Traffic (AADT) volume for road listed. All AADT's are combined two-way volume of the road. Source: VTrans and CVRPC								

## Residential Roads

The majority of road mileage in East Montpelier is classified as residential. Most residential roads are gravel, and many are quite scenic. Most of the residential network is in adequate to good condition. A delicate balance must be struck between the need for better road maintenance to serve an increasing population of commuters and the desire to keep the narrow, traffic-slowing rural nature of the road network.

## Class 4 Roads

In addition to the normally traveled roads, the town also owns 1.57 miles of Class 4 or rough roads. Some of these roads serve as driveways, others as informal trails. Some are navigable in a vehicle and others are not. These roads are not maintained by the town, and no state funding is provided.

## Legal Trails

Until recently Class 4 roads and legal trails were classified together but are now separate categories. There are six legal trails totaling 3.2 miles. Each section is less than a mile in length. One serves as a driveway, others have been incorporated into the East Montpelier trail system.

## Ancient Roads

Ancient Roads are old town rights-of-way that are no longer in use or identified on town maps. In many cases property owners assume that these areas are part of their land. In 2006 the legislature created Act 178, which provided a process by which towns could identify ancient roads and either adopt them as Class 4 roads, legal trails, or allow the land to revert to the adjacent landowners.



The East Montpelier Selectboard appointed a committee to study this issue. Most of East Montpelier's old roads have continued to be in use or were identified in records, so there were few ancient roads that required investigation. Of nine ancient corridors, two were given further study based on public comments. These roads connected Sibley Road to Lightning Ridge in Calais. Records for these road corridors were incomplete and no determination could be made about the road's exact location and status. Therefore, the committee recommended that the Selectboard do a mass discontinuance of all possible town roads not identified on the official Vermont Agency of Transportation Highway Map.

## New Town Road Policy

In 2012, the Selectboard approved a policy titled Acceptance of New Town Roads. The policy addresses issues of cost, standards and appropriateness, and states: "The Selectboard does not encourage additional town roads, with the associated costs of their maintenance." New roads may be necessary to implement the development envisioned by the *East Montpelier Village Master Plan*. New roads in the village, which meet all the criteria established by the new roads policy, should be considered consistent with the Town Plan and eligible for acceptance by the town.

## Highway Budget

Federal and state governments pay for all of the costs of maintaining federal and state highways (US 2, VT 14 and VT 214). The town, with some federal and state financial assistance, is responsible for the repair and maintenance of town roads.

The town's highway budget for FY18 totaled \$651,170, or approximately 29 percent of the town's total expenses. This budget was divided among Operations (57 percent), Town Garage (2 percent), Equipment Repairs (9 percent) and Labor (32 percent). In addition, the town manages highway capital costs—such as paving, trucks, and heavy equipment—through its capital reserve fund. The 10-year capital plan (FY18-27) projects average annual highway capital expenditures of \$368,000. Most funding for local road expenditures comes from local tax dollars; however, the town receives state funding on a per-mile basis which in FY17 amounted to \$144,158. The town also receives a variety of state grants that help offset the costs of maintaining highway infrastructure.

## Road Maintenance

The town road crew consists of four full-time employees supplemented by part-time staff as needed. The town's road equipment is described annually in the Town Report. The road crew's primary objective is to clear and maintain the town's more highly travelled roads, filtering out to smaller less traveled roads. The town purchases gravel, crushed



Mike Garand, long-time Road Foreman, retired in June 2017  
(Terrv Allen)

granite, and sand from neighboring towns. A town-owned gravel pit was abandoned many years ago.

Heavier and more frequent storms have increased road maintenance requirements. New techniques have been employed to make roads more resilient to storm damage and increased runoff. Several statewide efforts to improve water quality in Lake Champlain and to reduce roadside runoff to aid flood resiliency offer guidance and sometimes financial assistance. These approaches include: ensuring culverts are properly sized and installed in ways that don't prevent fish from moving upstream; slowing down water runoff by using coarse materials in roadside ditches; and retaining vegetation along roadsides.

These efforts complement earlier programs to beautify roadsides by encouraging the growth of large trees such as maples and sometimes planting new trees. These efforts are led by the Town Forest Committee and the Tree Warden. The committee works with the Road Foreman and landowners when tree removals are considered within the town right-of-way.

An increasing issue along the town's roadsides is the spread of invasive species such as wild chervil and wild parsnip. To some extent, road maintenance can exacerbate the spread if grading equipment moves seeds along the road, or fill is contaminated with seeds of invasive species. Some invasive species can be reduced by early roadside mowing. Others need a more town wide effort to control.

## **Access Management**

The efficiency and safety of all town roads are directly affected by the frequency and location of points of access or curb cuts. The design of curb cuts is also important in terms of drainage and road maintenance. Some access management methods are appropriate to residential development, others to non-residential development, and some equally to both. Specific standards cited in the Central Vermont Regional Transportation Plan for improving access management include regulating the following:

- Minimum sight distances at a driveway or road intersection;
- Maximum number of driveways per lot;
- Mandatory shared driveways; and
- Optimal corner turning radius.

Measures such as these may be incorporated in zoning and subdivision bylaws as well as curb cut permits. Consistent and comprehensive access management policies are necessary to balance the needs of motorists, pedestrians, bicyclists, and other users of the roadway system to ensure safe and efficient travel.

The state Agency of Transportation must approve all new points of access on state highways. The Selectboard must approve new points of access on town roads. It is the policy of the town of East Montpelier to minimize new curb cuts wherever possible.

## Public Transportation

The former Green Mountain Transit Authority merged with the Chittenden County Transit Authority to form a new public transportation agency—Green Mountain Transit (GMT). GMT's Capital District Region serves Washington and Lamoille Counties and a few towns in Orange County.

GMT and Rural Community Transportation (RCT) jointly operate the US 2 Commuter bus (Route #84) between Montpelier and St.

Johnsbury. This bus route runs along Towne Hill Road out of Montpelier and then along US 2 towards Plainfield, stopping at the Park and Ride facility in East Montpelier Village. The route has two morning runs and two afternoon runs.

Connections can be made in Montpelier to other GMT bus routes. GMT has been evaluating a possible route on VT 14.



New Park & Ride in East Montpelier Village (Jean Vissering)

GMT provides additional public transportation services for persons needing medical care, the elderly, and the disabled.

- The Health Center Community Shuttle (Route #90) provides service by appointment to and from the Health Center in Plainfield (call 802-223-7287).
- GMT offers direct non-emergency critical care transportation for those who qualify. Enrollment is limited with services based on available funds (call 802-223-7287).
- GMT offers special transportation services for individuals who are 60 years of age or older and individuals with disabilities. Services include transportation for non-Medicaid medical appointments, meal sites, senior centers, shopping and pharmacy trips, radiation and dialysis treatment and general daily needs. Enrollment is limited with services based on available funds (call 802-223-7287).
- GMT provides and coordinates Medicaid transportation services to eligible individuals for medically necessary and approved trips (call 802-223-7287).

## Ride Sharing

Ride sharing, also known as carpooling, is a sociable way to partner with someone else to get to where you both want to go. Ride sharing saves gas money, wear and tear on your vehicle, and—just as important—builds a relationship and sense of community.

On an informal basis, East Montpelier residents often share rides with neighbors to get to work or meetings. Residents frequently post on Front Porch Forum looking for a ride to the airport, Boston, New York City, or elsewhere.

Residents seeking a regular shared ride work, or to a meeting or conference, can use a state program called Go! Vermont. Go! Vermont helps match users with carpools and vanpools (see [www.connectingcommuters.org](http://www.connectingcommuters.org)).



The new Park and Ride lot, on VT 14 across from the Town Office in East Montpelier Village, makes it easier for residents to meet each other to share a ride. Residents on the other side of town often use the VT Department of Labor parking lot or the Montpelier Park and Ride lot near I-89 to connect for ridesharing.

## Commuter Programs

Capital Commuters is a new program run by the Vermont Agency of Transportation. It is designed to provide state employees an alternative to driving alone to work. The objective is to encourage state employees to take transit or rideshare and to reduce some of the pressure on parking in Montpelier (see [www.connectingcommuters.org/capital-commuters/](http://www.connectingcommuters.org/capital-commuters/)).

Incentives include:

- 50 percent off commuter bus passes;
- A guaranteed ride home;
- VIP parking for carpools and vanpools; and
- Prizes for walking or biking to work.

## Bicycle and Pedestrian Facilities

In various surveys and public forums, residents have indicated that they would like to have our roads and villages more bicycle- and pedestrian-friendly.

Sidewalks, safer shoulders and marked bicycle lanes would help accomplish this.

Sidewalks and a signalized crosswalk were installed at the northern end of East Montpelier Village in 2015. Additional new sidewalks connecting the new VT 14 bridge near the south end of the village will be completed in 2018.

There will also be bike lanes on US 2 through the village center. Map 6 shows the location of current sidewalks (including sidewalks to be constructed in 2018) as well as proposed sidewalks/bike paths in East Montpelier Village.



Crosswalk in East Montpelier Village (Julie Potter)



Bicycling and walking throughout East Montpelier is a common activity along town roads and the excellent trail network. Bicycles are permitted on many of the trails. The Montpelier Area Mountain Biking Association (MAMBA) has developed a few bicycle trails in town.

The Cross Vermont Trail Association is in the process of constructing a multiuse trail connecting Burlington and Wells River Vermont. A new bridge will be constructed over the Winooski River, and portions of the old Wells River Railroad bed are currently accessible for biking, walking, skiing, and snowmobiling. Completion of the link through East Montpelier is anticipated within the next 10 years.

## Transportation Energy Conservation

Transportation plays an important role in energy use and the potential for conservation. The East Montpelier Energy Plan identifies past efforts that have helped to reduce our transportation footprint as well as a number of action items that will be important to pursue in the future in order to meet our energy conservation goals. Important actions will include encouraging the use of public transportation and ride sharing, making electric vehicle use more convenient, and making walking and bicycling safer and easier.

## Regional Coordination

It is important that local land use and transportation decisions are considered in the context of the regional transportation network that serves East Montpelier. In addition to the need to coordinate planning for alternate transportation modes, such as public transit, with neighboring communities, it is important to consider local highway improvements in a regional context.

East Montpelier appoints a representative to the Transportation Advisory Committee (TAC) of Central Vermont Regional Planning Commission. The TAC helps develop the regional transportation plan and provides regional input to the prioritization of state transportation projects in the region.

## Goals and Actions

- **Goal 6.1:** Manage road network cost effectively while promoting the goals of the Town Plan.
  - ❖ **Policy 6.1.1:** *Accept new town roads in accordance with the new town roads policy. New roads in East Montpelier Village that meet all the criteria of the new town roads policy should be considered eligible for acceptance.*
- **Goal 6.2:** Ensure that the road network provides safe and adequate transportation for all road users balanced with retaining the scenic and natural character of roadways.
  - ✓ **Action 6.2.1:** Ensure that all state transportation projects meet the goals of this plan including accommodating pedestrian and bicycle use and protecting the character of the roadside.
  - ✓ **Action 6.2.2:** Provide safe, attractive and convenient pedestrian and bicycle facilities in East Montpelier Village. Priorities are sidewalks and bicycle lanes connecting the Upper



Village to the Lower Village and the Lower Village to East Montpelier Elementary School.

- ✓ **Action 6.2.3:** Provide marked bicycle lanes with all new paving projects.
  - ✓ **Action 6.2.4:** Improve safety and reduce traffic speeds at the Towne Hill and Gallison Hill Roads intersection.
  - ✓ **Action 6.2.5:** Protect roadside trees and plant additional trees where appropriate.
  - ✓ **Action 6.2.6:** Notify the public and allow public comment prior to significantly changing the character of any road through widening, cutting of live trees within the public right-of-way, or paving.
- **Goal 6.3:** Reduce traffic speeds and improve safety in villages and areas with pedestrians and bicyclists.
- ✓ **Action 6.3.1:** Implement traffic calming measures in villages and areas with pedestrians and bicyclists.
- **Goal 6.4:** Encourage shared road access to minimize highway congestion and strip development.
- ❖ **Policy 6.4.1:** *Minimize new curb cuts whenever possible.*
  - ✓ **Action 6.4.2:** Update *Land Use and Development Regulations* to encourage shared road access.
- **Goal 6.5:** Support use of public transit and ridesharing.
- ✓ **Action 6.5.1:** Support expanded public transportation availability and frequency.
  - ✓ **Action 6.5.2:** Expand opportunities for carpooling and park and ride facilities.
- **Goal 6.6:** Encourage use of renewable fuels for transportation.
- ✓ **Action 6.6.1:** Encourage installation of electric vehicle charging stations at businesses and public parking areas.
- **Goal 6.7:** Maintain roads to minimize the spread of invasive species and reduce stormwater runoff into streams.
- ✓ **Action 6.7.1:** Promote individual and neighborhood actions to remove roadside invasive plants through information and education.
  - ✓ **Action 6.7.2:** Maintain roads in a manner that reduces stormwater runoff and retains roadside vegetation.

## **B. SOLID WASTE DISPOSAL**

### **History**

Until the middle of the twentieth century, the disposal of solid waste was not a substantial problem in Vermont. In a less consumer-oriented society, people did not generate a great amount of solid waste. The little that was created was burned or went into backyard junk piles, many of which yield interesting treasures today. Until 1970, a dump operated in Plainfield off the North Montpelier Road where it was a Saturday morning tradition to bring your trash and meet your neighbors. A local radio station even offered “music to go to the dump by.” That dump closed in 1970 when the Central Vermont (CV) Landfill opened on US 2 in East Montpelier.

Over time, the public has become more aware of the problem of solid-waste disposal and the danger of related pollutants. Much more waste than ever before is being generated. In 1987 the General Assembly passed Act 78 which stresses reducing the generation of solid waste, and reusing and recycling waste that is generated. Act 78 established solid waste districts and mandated the lining of some landfills and the closure of others. Along with other towns in the Central Vermont area, East Montpelier formed the Central Vermont Solid Waste Management District (CVSWMD). Each member town has one representative appointed by its town legislative body.

In the early 1990s, Act 78 was amended to require any remaining unlined landfills to obtain a special permit to continue operations after September 30, 1992. The CV landfill was closed in 1993. The current owner, Casella, operated a transfer station and recycling center at the site. This facility is now only open to large truck deliveries.

In 2003, CVSWMD became the largest group of municipalities in the U.S. to adopt a Zero Waste Implementation Plan. Zero Waste is simply a “No-Waste,” sustainable approach to managing the production and life cycle of goods. Such an approach is very much in keeping with the Vermont traditions of thrift and conservation.

### **Current Status**

From the workplace to the household, solid waste should be an issue of great concern to everyone. The average household in East Montpelier spends as much as \$40 to \$60 per month to dispose of household trash not including expenses for additional waste disposal during spring cleaning or construction projects.

CVSWMD continues to provide leadership, education and services for residents and businesses in reducing and managing their solid waste in order to protect public health and the environment to the greatest extent feasible.

In 2016, the CVSWMD Board adopted a Solid Waste Management Ordinance which became effective on August 1, 2016. This ordinance consolidated four previous ordinances addressing flow control, waste management and mandatory recycling, solid waste fees, and variable-rate

pricing. The ordinance establishes a new administrative fee for materials used for beneficial reuse. The ordinance also clarifies enforcement proceedings and adds remediation standards to lessen hazards or nuisances that are created as a result of ordinance violations.

## Trash

Beyond their regulatory role, CVSWMD oversees waste management facilities in the region, offers programs to recycle or dispose of a wide range of waste materials, and provides educational programs for schools, businesses, and residents.

Transfer stations are solid waste drop-off and collection facilities that accept trash, recycling, leaf and yard waste, and food scraps for disposal. The transfer stations are privately operated and some accept additional materials. Residents can take their waste to any of the transfer stations. The transfer stations closest to East Montpelier are:

- Earth Waste and Metal, Wilson Depot, 109 Pitman Road in Barre Town
- Casella Resource Solutions, 378 East Montpelier Road in Montpelier
- Calais Transfer Station, Moscow Woods Road in Calais

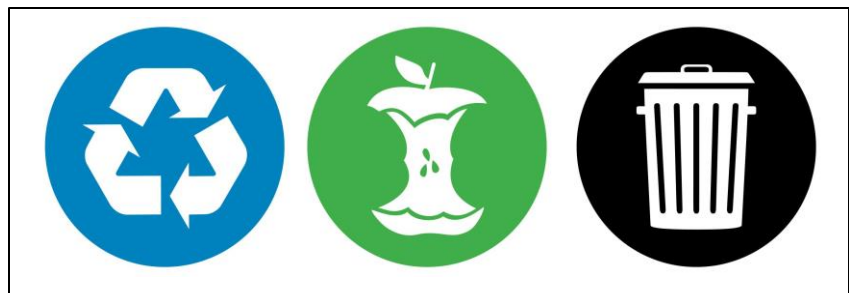
“Bag drops” are locations where licensed private operators will accept trash at a particular location only during the times when they are open. At the end of those working hours, the operator’s equipment is moved. Paul’s Trash operates a bag drop in East Montpelier Village.

Residents and businesses who do not wish to do their own trash drop off may use any of the many private haulers who are licensed to pick up trash.

Non-recyclable waste from the CVSWMD service area is landfilled at the lined facility in Coventry, Vermont, the only open landfill left in the state.

## Recycling

In 2012, the Vermont legislature passed Act 148, Vermont’s Universal Recycling Law. Act 148 represented the most substantial update to the state’s solid waste



management system in 25 years. The new state law matches CVSWMD’s Zero Waste vision. Under the law, the state established a materials management plan with the following objectives:

- Prevent waste from being generated;
- Promote sustainable materials management with a preference for highest and best uses;
- Minimize reliance on waste disposal (landfilling and incineration); and
- Conserve resources, minimize energy consumption, and reduce greenhouse gas emissions and other adverse environmental impacts.

The law effectively bans disposal of three major types of waste: “blue bin” recyclables (effective July 2015); leaf and yard debris (effective July 2016); and food scraps (organic, compostable kitchen wastes) (effective July 2020).

Waste haulers are required to accept “blue bin” recyclables and will have to implement organics collection. Currently, organics can be composted at home, dropped off at transfer stations, or taken to the Additional Recyclables Collection Center (ARCC) in Barre or Vermont Compost on County Road in East Montpelier. CVSWMD also offers information on composting and will sell basic composters or Green Cones for at-home management of organic recyclables.

Some of the regional transfer stations also accept:

- Construction and demolition materials
- Scrap metal
- Electronics
- Appliances (refrigerators, freezers, AC units, washing machines, dryers, etc.)
- Bulky waste (carpets, mattresses, furniture)
- Tires

CVSWMD’s Additional Recyclables Collection Center will accept a wide range of hard-to-recycle wastes. Some businesses will also accept certain wastes for recycling such as batteries and paint. The A to Z Guide on CVSWMD’s website identifies what can be done with different types of wastes and where they can be taken.

There are several recycling facilities in the region that are permitted to handle commercial/industrial waste. Barre Granite Association has a granite sludge facility on VT 14S in East Montpelier.

## **Hazardous Waste and Special Collections**

CVSWMD does not have a permanent hazardous waste collection facility. It does, however, schedule collections of hazardous waste, fluorescent bulbs, and smoke detectors at various locations around the region. The schedule is typically announced on Front Porch Forum and posted on CVSWMD’s website. If a resident has hazardous wastes that must be disposed of before a scheduled collection, Chittenden Solid Waste District’s facility in Williston will accept the waste for a fee.

## **Special Programs**

CVSWMD offers programs for residents, businesses, schools and other institutions to assist those in the district with reducing the amount of waste generated as well as the amount of waste entering the waste stream. This is consistent with the state's mandate for solid waste districts and CVSWMD’s mission of leading member communities to reduce waste. These programs have helped thousands of residents access hazardous waste collections events, set up home composting options, divert food waste from the landfill. In addition, they have taught multitudes of students about the food cycle and the importance of composting at home, school, and work.

CVSWMD also offers a grant program to help towns with solid waste problems. The grant program provides financial support to communities for special projects or for taking action to clean up, mitigate, and prevent unanticipated solid waste problems caused by nature or illegal activity.. The grant program is intended to provide financial assistance to member towns to address an immediate need, and—if possible—to prevent its recurrence. East Montpelier used one of these grants to offer a workshop on composting.

## Roadside Dumping

Roadside dumping, from tires and appliances to everyday trash, is an environmental as well as a safety and aesthetic issue. Two programs, Green Up Day and Adopt-a-Site, attempt to reduce or eliminate illegal litter. In 2017, Green Up day volunteers collected 260 pounds of garbage and 41 illegally dumped tires. State law prohibits depositing junk cars and garbage on lands of others or within 300 feet of the lands of others, into waterways, or within view of a public road. If a person violates this law, a town-appointed enforcement officer can issue a ticket carrying a fine of up to \$500.



Trash Pick-Up at EMES on Green Up Day  
(Alex Brown)

## Consumer and Business Purchasing Choices

Zero waste systems will ease the economic and environmental burden of raw resource extraction. Achieving zero waste means working on many levels to salvage all of the resources in “waste products” so they can be reused and recycled in this region. Having manufacturers use non-toxic, recycled, and recyclable materials in their production and offering take-back recycling programs for their products is important to the success of zero waste efforts. Many private waste management companies now use zero waste principles to guide their work and increase their profits; governments and municipalities worldwide actively promote a zero waste future as the only way to go. Sound consumer and business purchasing choices play an important role.

## Goals and Actions

- **Goal 6.8:** Minimize and manage solid waste in collaboration with the Central Vermont Solid Waste Management District. (CVSWMD)
  - ✓ **Action 6.8.1:** Enforce local ordinances regulating burning, dumping, storage, and other disposal of solid waste in order to protect the health and safety of the community.
  - ✓ **Action 6.8.2:** Support Green Up Day and Adopt-a-Site community efforts and provide educational waste minimization programs.
- **Goal 6.9:** Minimize waste generation in town government and the schools.
  - ✓ **Action 6.9.1:** Ensure that purchases and operations consider solid waste minimization throughout the lifecycle of projects and acquisitions.



## C. WASTEWATER TREATMENT

### History

Until the last half of the twentieth century, household, farm, and industrial wastewater was not a major concern. Many residences and farms did not have running water and indoor plumbing, and outhouses were the norm until the 1930s. Mills and factories usually were located on rivers and discharged their industrial waste directly into the water. As the population grew and indoor plumbing became popular, many residences and businesses piped their wastewater directly into rivers and streams.

Eventually, residents became more and more concerned about the high level of water pollution and all levels of government began to regulate wastewater management. The state Water Resources Department conducted water pollution surveys to identify sources of pollution and many residences and businesses were ordered to abate pollution by installing septic tank and leach field systems. Thousands of systems were installed across the state during the 1960s. However, the design and construction of these systems were not very sophisticated, and many that are still in existence do not treat wastewater sufficiently and are prone to failure. They create health hazards on the ground surface or may not be treating the wastewater sufficiently to prevent groundwater and surface water contamination.

Between 1987—when a town sewage ordinance was adopted—and 2003 more than 300 wastewater treatment systems were approved. Sixty percent of these were for the traditional in-ground septic tank leach field systems. Thirty-eight percent were for mound systems where limiting conditions (either high seasonal ground water or bedrock) required sand to be imported to create the additional soil depth needed for proper treatment of effluent. The remaining systems approved in recent years have been for sand filter systems, at-grade systems (like a mound but without the sand), and alternative peat moss filter systems.

In 1989 the Selectboard appointed a committee to study the possibility of constructing public sewage systems in East Montpelier Village and North Montpelier. The committee completed its work in 1992 and recommended that the town study the following options:

- Connecting to the Montpelier sewage system via US 2, Gallison Hill, or County Road;
- Connecting to the Plainfield sewage system via US 2 or VT 214; or
- Developing a municipal system within one or both villages, or several smaller scale systems.

In 2005 the town was awarded planning grant funds from the Vermont Department of Environmental Conservation to hire a consultant who would assess existing failed systems and determine potential wastewater treatment solutions, including costs, for North Montpelier and East Montpelier Village. The consultant recommended that the town develop a detailed wastewater management action plan. They identified several areas in each village that could support community treatment facilities to mitigate systems that have failed or have the potential to fail, provided the landowners would agree to sell the land for that purpose. The study reported that costs for one or more decentralized treatment systems ranged between \$9.5 million and

\$13.5 million. The consultants also studied the feasibility and cost of connecting to sewage treatment facilities in either Montpelier or Plainfield. The cost estimates for these connection options ranged between \$10 and \$15 million.

As of 2007, the state Agency of Natural Resources (ANR) has jurisdiction over septic system permitting including new systems and repair and replacement of existing systems. Except where superseded by state regulations, the 2005 East Montpelier Sewage Ordinance remains in effect and the town retains enforcement power over existing town septic permits. Town residents having questions about the town ordinance or state requirements can contact the Zoning Administrator, who is also the town Sewage Officer.

## **Current Status**

The soils in town are varied, and many areas are rated as poor for wastewater treatment. The wastewater treatment capacity of soils in town is generally limited by four major factors: heavy clay, high water tables, shallow depth to bedrock, steep slope—and often a combination of some or all of these factors. This situation has led to frustration for landowners who find that they cannot build where they want to or in some cases may not be able to build at all. Limitations on septic system sites often narrow the siting alternatives for new homes. On-site conditions may not be suitable for a traditional in-ground septic tank and leach field system. More expensive mound systems are common in town. Other systems approved in recent years have been sand filter systems, at-grade systems, or alternative peat moss filter systems.

### **On-site Wastewater Systems**

Owners of on-site wastewater systems are responsible for operating and maintaining their systems. Conventional systems require inspecting and pumping the septic tank every two to five years. This service is provided by several local businesses that usually place systems on a schedule to ensure against damage to the leach field.

However, there are still firms trying to convince system owners to use septic tank additives, claiming that pumping can be delayed or is not needed. Several of these companies have been fined by the state of Vermont for misrepresenting their products or making false claims. The US EPA recommends that all jurisdictions overseeing on-site wastewater treatment systems develop a program for managing these systems so that they will continue to function well.

The EPA has published voluntary guidelines for five levels of management. The least rigorous level of management involves, among other things, keeping records of where all on-site wastewater systems are and reminding system users of the need for periodic pumping.

### **Community and Distributed Wastewater Systems**

In addition to individual ground-treatment septic systems, there are also several systems that serve multiple homes or connect to other municipal systems. Sandy Pines Mobile Home Park in East Montpelier Village has its own system. The apartment complex at the former Goddard Northwood campus is served by the Plainfield sewer and wastewater treatment system. U-32

High School is served by the Montpelier City wastewater facility. There are also a few residential developments with shared community septic systems.

The lack of a municipal wastewater treatment system in East Montpelier Village has severely constrained growth. Even options for smaller systems serving multiple homes or businesses are limited by lack of suitable soils. Nevertheless, options do exist and there is renewed interest in pursuing these.

In evaluating the development options for the Old LaPerle Farm property, the town has been studying wastewater capacity on the site. Based on recent preliminary studies, there may be capacity for 20-30 residential units; however, more extensive testing is required. The Selectboard and the Old LaPerle Farm Study Committee are considering these issues and potential for grants that would help with addressing wastewater capacity in East Montpelier Village. There are preliminary indications that other properties within the Village may also have potential wastewater treatment capacity to serve new compact residential and/or business development.

Alternatives to typical in-ground or expensive municipal systems are also being explored. The Wastewater System and Potable Water Supply Program in the Vermont Department of Environmental Conservation (DEC) has approved certain innovative/alternative technologies for wastewater treatment. These approved technologies are available on the DEC's website. In general, smaller community systems serving clusters of residential or business uses are more likely to become a viable alternative for East Montpelier Village. Sacrificing some existing agricultural soils within or near the village may be required.

## Goals and Actions

- **Goal 6.10:** Develop wastewater solutions for East Montpelier Village and North Montpelier to support residences and businesses, protect water quality, and allow future growth.
  - ✓ **Action 6.10.1:** Develop a wastewater system suited to the development of the Old LaPerle Farm property in East Montpelier Village.
  - ✓ **Action 6.10.2:** Support the development of distributed wastewater treatment systems in East Montpelier Village and North Montpelier suitable for supporting new residential and community-scaled business growth.
- **Goal 6.11:** Encourage proper operation and maintenance of individual on-site wastewater treatment systems.
  - ✓ **Action 6.11.1:** Provide information on proper operation and maintenance of on-site wastewater treatment systems.

## D. WATER SUPPLIES

### History

Early settlers in East Montpelier found abundant supplies of water for residential consumption, good rainfall for agricultural pursuits, and rivers and streams to provide power for commercial enterprises. Residents depended on springs, wells and surface water for water supplies. As pollution threatened surface water quality, people came to rely more on springs and wells for drinking water.

In 2010, the East Montpelier Fire District #1 was formed to explore the purchase of the Crystal Springs, a privately-owned water system which supplies drinking water for a large part of East Montpelier Village. (Fire Districts are special purpose governments that own and operate public water supply systems.). The Fire District was unsuccessful in acquiring Crystal Springs, and in July 2017 was dissolved by merger with the town.

### Current Status

The availability of a reasonable quantity of good quality water is essential to every resident. An average household requires about 70 gallons of water per day per person. Individual household water supplies in East Montpelier (mostly from deep drilled wells or springs) at the present time are quite adequate and, for the most part, of excellent quality. To ensure this excellent quality, residents need to be vigilant protecting and monitoring their water supplies. The State of Vermont recommends that, at minimum, all private water supplies be tested for bacteria and selected chemicals each May when the risk from contamination is most evident. Homeowners, business owners, farmers, and provisions in town ordinances should work together to prevent water supply contamination.

### Public and Private Water Systems

Some residents of the town are served by public drinking water systems that are regulated by the Department of Environmental Conservation, Drinking Water and Groundwater Protection Division (DEC). A public water system is defined as a source of water that serves at least 25 or more people more than 60 days of the year. Public water systems can fall into three categories, each with different regulations and water sampling schedules depending on the size or type of population served.

- **Transient Non-Community systems (TNCs)** are the least regulated and typically serve hotels, restaurants, convenience stores, or other locations that serve 25 or more different people more than 60 days of the year.
- **Non-Transient Non-Community Systems (NTNCs)** are schools, factories and office buildings; locations that serve 25 or more of the same people more than six months of the year.

- **Public Community Water Systems (PCWS)** have 15 or more residential connections and may be homeowners associations, apartment buildings, or communities.

The various types of public drinking water sources in East Montpelier are summarized in the table below.

WSID #	Name	System Type	Active (A) Or Inactive (I)
VT0001049	Twin Valley Senior Center	NP	I
VT0005264	Crystal Springs Water System	PCWS	A
VT0006670	East Montpelier Elementary School	NTNC	A
VT0008134	Green Valley Campground	NC	I
VT0020367	Huntington Homes	NTNC	A
VT0021185	Montpelier Springs	NP	I
VT0005643	North Montpelier Water System	NC	I
VT0020919	Orchard Valley School	NTNC	A
VT0005267	Sandy Pines Mobile Home Park	PCWS	A
NP= Non-Public PCWS= Public Community Water System NTNC= Non-Transient Non-Community NC = Transient Non-Community			

Each NTNC and PCWS has a Source Protection Area (SPA) delineated for each source that serves that water system. The SPA represents the area of land that contributes to that source of water. DEC currently regulates five active public water systems in East Montpelier. There are six additional systems that are considered by DEC as inactive and therefore are not regulated. Previously identified SPAs that are associated with inactive systems are subject to *Land Use and Development Regulations*. Additionally, a portion of the SPA for the Murray Hill water system in the City of Montpelier crosses the East Montpelier town boundary.

East Montpelier has no municipal water system. Much of East Montpelier Village is served by the privately-owned Crystal Springs Water System. Crystal Springs is an active public community water system with 115 connections serving 300 persons. Boundaries of the water system service area are shown on Map 7.

The existing capacity of the Crystal Springs Water System does not meet the peak demands of the system, which has been rated at over 74,000 gpd. Additionally, the existing capacity is inadequate to meet firefighting needs so the five existing hydrants in the village cannot be used. DEC has placed a moratorium on new connections to Crystal Springs due to lack of capacity.

In 2012, the former Fire District #1 hired Aldrich & Elliott to conduct an engineering feasibility study to identify current system deficiencies, associated costs to correct, and a fair price for acquisition of the project. The study determined that a purchase price of approximately \$200,000 would be reasonable for the Fire District to purchase, upgrade and subsequently operate the system at reasonable rates for the users. The system would require another \$100,000 in improvements, including a new well with a higher yield, a larger reservoir, and metering. A well-functioning drinking water system is critical for the future development of East Montpelier Village. The issue is discussed in more detail in the *East Montpelier Village Master Plan*.



## Goals and Actions

- **Goal 6.12:** Ensure the availability of a sufficient and sustainable supply of clean water for residential, commercial and industrial uses.
  - ✓ **Action 6.12.1:** Evaluate where future public water supplies may be possible and appropriate to support development in villages and growth areas.
  - ✓ **Action 6.12.2:** Ensure that the water supply system for East Montpelier Village acquires sufficient capacity to serve current and future customers and meets firefighting needs.

## E. ENERGY AND ENERGY CONSERVATION

### History

Early settlers in East Montpelier used rivers and streams to provide energy to run the machines of industry. Wood, cut locally, provided fuel for heat, hot water, and cooking. Ice cut from local ponds was stored to provide year-round refrigeration. Homemade candles or kerosene lanterns provided light. For the most part, early town residents were self-sufficient in meeting their energy needs.

The first rights-of-way for power lines in town, purchased in 1926 by the Montpelier and Barre Light and Power Company, were located along US 2 through East Montpelier Village and along VT 14 to North Montpelier. Later, Green Mountain Power purchased these rights and proceeded to lay out the power lines.



Washington Electric Cooperative (Julie Potter)

In 1939, Washington Electric Cooperative began to install electric lines in the more rural areas of town that Green Mountain Power would not serve. By the end of 1939, 55 miles of line had been installed in an area between East Montpelier and Peacham. The electricity that first flowed on December 2, 1939 was generated in East Montpelier Village by two 95-kilowatt diesel generators. The greater availability of electricity to rural areas dramatically changed the town, especially its agricultural industry.

During the second half of the twentieth century, American lifestyles depended on increasing use of energy, from more and bigger cars to larger houses and countless appliances. Such expansive energy use has contributed to environmental degradation, climate change, and diminished energy supplies. For the past two decades, there has been an increasing focus on renewable energy sources in Vermont and globally. This has been coupled with efforts to conserve energy, because the cheapest form of energy is the energy one doesn't use.

### Current Status

As of November 2017, East Montpelier residents use electricity, oil, gas, wood, coal, solar, and water (hydro) for heating, electricity, and transportation—roughly 330,000 million British Thermal Units (MMBTU) annually.

Approximately one-third of that amount is from renewable sources.

East Montpelier Energy Use		
Purpose	Renewable	Non-Renewable
Heating	37%	63%
Electricity	79%	21%
Transportation	13%	87%
Source: Vermont Energy Dashboard		

## Thermal Heating Energy Data

Wood continues to be a significant source for home heating along with fuel oil and propane. Both the elementary school and U-32 high school are heated with wood boilers. The Vermont Energy Dashboard identifies 41 sites in town with solar hot water heaters.

## Electricity Data

Map 7 shows the location of transmission and three-phase power lines in town along with electrical substations and hydroelectric power generation sites.

The town is served by two electrical utilities: Washington Electric Cooperative (WEC) and Green Mountain Power (GMP). WEC serves 666 meters in town, while GMP serves 614 meters.

WEC's electricity is 100 percent renewably generated. GMP currently procures 60 percent of its electricity from renewable sources. Vermont's Renewable Energy Standard (RES) requires utilities in the state to provide at least 55 percent of their electricity from renewable sources in 2017, increasing to 75 percent by 2032.

There are limited sources of hydroelectric power generation in East Montpelier. A private company, Winooski Hydroelectric, owns and operates a generation station on the Winooski River off US 2 at the Berlin town line. This station generates and sells about three million kWh per year to the Vermont Power Exchange which distributes electricity to utilities throughout the state—about as much energy as would be used by 480 homes. The privately-owned Kingsbury Hydroelectric facility in North Montpelier generates both hydroelectric solar photovoltaic electricity and sells about 500,000 kWh annually to the Vermont Electric Power Producers Inc. (VEPPI)—enough to serve about 120 homes.

As of December 2017, the Vermont Energy Dashboard identifies 135 solar electric installations, a total capacity of 1,181 kW. The largest array in town is the Lazar group net-metered array on US 2 with 500 kW capacities. The second largest installation is the 100kW solar array at the McKnight Farm.

## Transportation Energy Data

According to data from the Central Vermont Regional Planning Commission, East Montpelier residents own 2,018 vehicles and drive an average of 12,500 miles per vehicle per year (less than the state average of 15,000 miles/year). We use a total of 1,356,183 gallons of fuel per year for transportation. Our use of renewable energy for transportation is increasing as more people purchase electric vehicles. According to the Vermont Energy Dashboard, 13 percent of our transportation energy is renewable.

## Energy Efficiency Data

Vermont utilities, organizations, and homeowners are increasingly recognizing the value of efficient energy use. Efficiency Vermont, the state's energy efficiency utility, provides advice, funding, and expertise to homeowners, businesses, and farms. Several Vermont utilities have rate structures that favor low-usage customers. Many houses have been renovated to improve efficiency, but the demographic trend towards smaller household size means that for the same

population more houses are required. Thus the average electricity consumption per person tends to increase. Nevertheless, newer homes must now be built to minimum efficiency standards.

## Act 174 and the East Montpelier Energy Plan

The goal of the 2016 *Vermont Comprehensive Energy Plan* is to supply 90 percent of our total energy needs from renewable sources by 2050. This goal would reduce greenhouse gas emissions by 75 percent. To meet the statewide goal, every community is expected to increase its share of energy conservation and renewable energy generation.

Act 174, passed in 2016, establishes a new set of municipal and regional energy planning standards. Prior to Act 174, towns had little authority over the permitting and siting of utilities, which is regulated by the state. Towns with an approved energy plan will receive “substantial deference” by the Public Utilities Commission (PUC, formerly known as the Public Service Board) during the Section 248 state energy permitting process. Meeting these planning standards is voluntary; if regions and municipalities do not wish to develop energy plans, they will continue to receive “due consideration” in the Section 248 process. By adopting an enhanced municipal energy plan, East Montpelier will have input into how and where renewable energy is generated in town.

Enhanced energy plans must meet standards in four areas: conservation and efficiency, transportation, land use, and siting. East Montpelier’s Energy Committee, in cooperation with the town and regional planning commissions, is developing an energy plan to meet these standards. The energy plan will include the required elements: Analysis and Targets, Pathways and Implementation Actions, and Mapping. When finalized, the enhanced municipal energy plan will be incorporated into this Town Plan by amendment.

East Montpelier proposes specific actions to support the goal of 90 percent renewable energy use by 2050. These actions encompass greater efficiency, alternative modes of transportation, renewable sources, smart land development choices, and building code compliance.

### Conservation and Efficiency

The town Energy Committee, founded in 2008, believes that energy conservation and efficient use of energy are the most important component of the state’s energy plan. The more energy reduction we achieve, the less energy we will need to generate. Act 174 includes a building efficiency goal of 25 percent of homes made efficient by 2020.

Since its inception the Energy Committee has held workshops, participated in energy fairs, received grants for energy efficiency renovations in town offices and the town garage, and created neighborhood networks for encouraging and sharing information.

Renovations of town buildings are saving energy and taxpayer money. The Town Office, fire station, East Montpelier Elementary School, and U-32 Middle/High School have all been upgraded to a high energy standard.

East Montpelier and its Energy Committee continue to work with statewide organizations to promote home weatherization, energy-efficient appliances, and transportation alternatives to improve the town’s overall energy footprint.

Since 1998, the Vermont Residential Energy Code (21 V.S.A. §266), also known as the Residential Building Energy Standards (RBES), has set minimum energy efficiency requirements for new residential construction and additions larger than 500 square feet. Effective October 2015, the RBES was updated to reflect updates to the underlying global standard (International Energy Conservation Code; IECC 2009). Vermont also has Commercial Building Energy Standards that apply to new commercial construction.

## Transportation

Reducing fossil fuel use for transportation is a challenge for a rural community like East Montpelier. Conserving transportation energy requires reducing single-occupancy trips, increasing walking and bicycling, and increasing use of public transportation. Alternative fuel vehicles, such as electric vehicles, can also help meet energy goals. We cannot force individual choices but we can publicize alternatives and make new habits as easy as possible.

East Montpelier has taken a number of steps to encourage the use of public transit and facilitate bicycle and pedestrian use in East Montpelier Village. In 2017, a new Park and Ride facility was completed in the village. This facility has a bus shelter and is a stop for the Route 2 Commuter bus between Montpelier and St. Johnsbury. The Park and Ride has two electric vehicle charging stations. Sidewalks and bike lanes have been constructed in East Montpelier Village. More sidewalks and bicycle lanes are called for by this Town Plan.

Anyone who has driven by one of our schools at the beginning or end of the school day sees a long line of cars dropping off or picking up a single student. We encourage the schools to educate students and their parents about the inefficiency of this practice.

## Land Use

A significant goal of this Town Plan is to concentrate future growth within the town's villages and growth areas. Compact communities encourage walking and bicycling and facilitate access to public transportation. When trip origins are closer to trip destinations, even single-occupancy trips use less energy. The recent municipal planning grant award will enable updating the town's *Land Use and Development Regulations* to implement the *East Montpelier Master Plan* which focuses new compact residential and commercial growth in the village.

## New Renewable Energy Siting

Act 174 requires municipal energy plans to analyze and identify areas that are potentially suited to developing various types of new renewable energy facilities such as wind, solar, hydro, and biomass. Towns may also identify preferred sites for new renewable energy production, and develop guidelines for siting distributed energy generation and related transmission lines. The intent of the guidelines is to minimize:

- Overly restricting the siting of distributed renewable energy to the detriment of environmental goals and consumer choices, or
- Acquiescing to a “gold rush” of renewable energy installations with their accompanying negative impact on rural cultural life, equitable payment for electric power, potential grid instability, and subsequent backlash to the further development of renewable energy.



The potential for new large-scale hydroelectric generation is limited in East Montpelier; the suitable locations already have generation facilities. The potential for wind energy development is also limited; no suitable primary wind sites exist, and the small area of secondary wind suitability is in a priority forest block.

Therefore, in order to meet the town's new renewable energy generation target, the town must rely on solar energy projects. To meet the town's share of the total goal set by the *Vermont Comprehensive Energy Plan*, an additional 9.5 MW of solar photovoltaic (PV) capacity must be installed within the town by 2050. This corresponds to approximately 76 acres of land devoted to new solar arrays based on today's technologies. East Montpelier's low rolling hills with significant areas of open fields and scrub vegetation is potentially suited to solar development, so there appears to be little impediment to accommodating this goal. Three-phase electric transmission lines are important to support larger solar projects (100 kW or greater). Map 7 shows the town's existing three-phase transmission lines.

The scenic quality of East Montpelier's landscape and its openness make careful siting of development important. Town development tends to be small in scale and new solar development must be consistent in scale and character with existing and future planned development. Siting considerations are generally not intended to constrain smaller net-metering projects (in the range of 10-50 kW) that serve to reduce the net electrical consumption of residences, businesses, or small groups of residences abutting the photovoltaic array. Larger solar projects may be possible in certain preferred areas; but regardless of scale, all solar installations must comply with development standards that will reduce any undue adverse impacts to significant scenic and natural resources identified in this Town Plan.

The Public Utility Commission (PUC) has adopted rules relating to setbacks and aesthetic considerations for new photovoltaic systems (Rule 5.100). These rules apply regardless of whether the photovoltaic system is net metered, standard-offer, utility-owned or not grid-tied. No solar PV installation of any scale should be situated to be an eyesore to a neighbor by reflecting light toward them, significantly blocking a neighbor's view, or omitting visual mitigation to screen an array from being a dominant feature of the neighbor's view. In invoking the Quechee test for aesthetics and the potential need of visual mitigation, a majority of the East Montpelier Selectboard, or a five-person panel chosen from the East Montpelier voter list by the Selectboard, will serve as the voice of the "average person." Furthermore, siting electric infrastructure and PV arrays in or around wetlands or shorelines must strictly follow state Agency of Natural Resource regulations. Easements controlled by the Vermont Land Trust may require their permission for any type of development including solar arrays of anysize.

All electric customers in the town should have a reasonable opportunity to offset their power usage using PV arrays adjacent to their homes or businesses, —with due consideration of the views from local roads and neighboring property owners. While more stringent siting guidelines apply to large-scale projects that are intended to feed power into the regional grid independent of local needs, the town recognizes that solar development may not be restricted differently than other types of development. Siting regulations for solar PV arrays must not be inconsistent with town zoning laws or siting requirements in existing statutes.



The McKnight Farm 100kw solar array seen from The Four Corners Schoolhouse is sited to minimize visual impacts  
(Jean Vissering)

## Siting Standards

This Town Plan establishes siting preferences and constraints on sites with specific characteristics:

- **Preferred Sites:** The town will support installations at these sites that meet design guidelines;
- **Potentially Suitable Sites:** The town may support installations at these sites, but installers must pay careful attention to siting restrictions in statute; and
- **Prohibited Sites:** The town will not support installations at these sites because of the scenic, significant natural resource, or cultural values of the specified areas.

Residential-scale arrays of 15kW or less are acceptable in almost any location in town. Commercial and community arrays up to 150 kW are also acceptable in most locations.

Large-scale solar arrays (up to 500 kW) are encouraged to be sited in “preferred” locations where scenic preservation, natural character, or village character are not limiting issues.

Subject to meeting location-dependent criteria, East Montpelier will accept solar arrays of up to 500 kW in capacity. Any proposal to install an array of large capacity must receive approval of a majority of the Selectboard or a five-person committee (minimum) appointed by the Selectboard as a condition to file a Certificate of Public Good.

The town should engage WEC, GMP and the Vermont Electric Power Company (VELCO) when a large project comes up for approval to ensure that the reliability of the local grid is being assessed adequately.

### Preferred Siting

Preferred sites for larger solar photovoltaic arrays (150 kW or larger) are located within the current Industrial District and Commercial District (excluding defined villages). These areas are generally on or near state highways and near three-phase transmission lines. Appropriate screening from roadsides and residential areas is required for all solar projects.

Several portions of East Montpelier are zoned for commercial and/or industrial usage and are suitable for larger solar projects. These areas are located in the southeast quadrant of the town. Because of the potential for commercial energy load in this area and the pre-existing of light industrial development in this area, these areas are preferred for larger-scale solar development. Note that zoning districts may change.

Preferred sites include:

- Rooftops of municipal buildings, such as U-32 Middle/High School and East Montpelier Elementary School.
- Above parking lots and impervious ground surfaces.
- Adjacent to existing light industrial and commercial sites that are comparable in scale to the proposed array.
- Adjacent to existing large farm buildings comparable in scale to the proposed array.
- Casella Waste Management Capped Landfill: The available land area is unknown, and will determine the potential project size.
- Industrial District: East Montpelier's industrial district is designed to accommodate industrial and business uses unsuited to residential areas, and is therefore economically important to the town. No solar development shall be located on portions of the industrial district that is within the East Montpelier Village as defined in the *East Montpelier Village Master Plan*.
- Commercial District: The commercial district extends from East Montpelier Village along US 2 to the Plainfield town line. Portions of this district may be suited to solar development. These include areas immediately adjacent to existing commercial uses. Areas that are not suitable include actively used farmland, lands within East Montpelier Village, flood hazard areas, river corridor areas, or wooded slopes greater than 10 percent. Screening from roadsides and nearby residential areas is particularly important as this area serves as the eastern gateway into East Montpelier's primary village.



- Portions of the Residential and Commercial District: Generally, areas in close proximity to Route 2 and to three-phase transmission lines are preferred. Excluded areas include East Montpelier Village and the conserved Clark property. This is an area with a mix of residential uses, and screening from residential and roadside views will be important.

### **Areas of Possible Constraints (Possible Siting)**

Renewable energy generation projects that are not located within “preferred sites” will need to be designed and sited so that the scale and location does not unduly detract from the character of the area or natural resource values. Owners of conserved land must seek approval from the Vermont Land Trust or other organization that conserved the land.

Larger non-commercial projects up to 150 kW serving the specific needs of local businesses or farms may be permitted provided they are designed and sited to fit within the character of the surrounding area. The following types of renewable energy projects will be appropriate in these areas:

- Roof mounted solar panels;
- Free-standing solar panels up to 15 kW for single residences or up to 150 kW serving a nearby community of homes;
- Non-commercial solar projects up to 150 kW designed to serve the specific needs of a local business, institution, or farm;
- Small wind turbines suited to specific residential or business use.

The 100 kW solar project at the McKnight Farm serves as a good example of appropriate siting. The project is located on non-productive land and is well screened from the adjacent road by a hedgerow.

### **Areas of Significant Constraints (Prohibited Areas)**

Areas with important natural, cultural, or scenic values are unsuited to solar projects except where it can be demonstrated that development will not interfere with the identified resource. These restrictions are not intended to prevent the installation of arrays to offset residential or farm use of inhabitants within the designated prohibited area, but sensitive siting and screening may be required.



McKnight Farm 100kw solar array, screened from Kelton Road  
(Jean Vissering)

**Significant Natural Resources:** These areas are identified in the Town Plan and include flood hazard areas, river corridor areas, wetlands, high elevation protection zones, wildlife habitat areas, significant forest blocks, and prime agricultural soils. Minimum buffer areas of 50 feet are required between any part of a solar project and these resource areas

**Identified Scenic Views:** Roadside areas with significant scenic views are identified in the Town Plan and shown on Map 12. No solar project shall be visible within the foreground (one-half mile) of any viewing area.

**Significant Cultural Resources:** No projects greater than 50kW shall be located within a Village zone. These areas are intended for residential and business growth to provide a sense of community, economic growth, and opportunities for affordable housing.

## Goals and Actions

- **Goal 6.13:** Adopt the East Montpelier Energy Plan.
  - ✓ **Action 6.13.1:** Complete the East Montpelier Energy Plan and incorporate it into the 2018 Town Plan by amendment.
- **Goal 6.14:** Promote energy conservation and efficiency.
  - ✓ **Action 6.14.1:** Publicize home weatherization and other energy conservation programs to East Montpelier residents.
- **Goal 6.15:** Reduce use of fossil fuels in transportation.
  - ✓ **Action 6.15.1:** Develop a plan for reducing the use of fossil fuels in town vehicles.
  - ✓ **Action 6.15.2:** Encourage schools to reduce single-student transportation.

This goal cuts across other areas. See actions for Infrastructure (6.2.1, 6.2.2, 6.2.3, 6.5.1, 6.5.2, 6.6.1).
- **Goal 6.16:** Focus growth in villages and growth areas.

This goal cuts across other areas. See actions for Land Use (10.2.1, 10.2.2, 10.2.3, 10.2.4).
- **Goal 6.17:** Create guidelines for siting and design of new renewable energy development.
  - ✓ **Action 6.17.1:** Provide specific siting and design standards in the East Montpelier Energy Plan.



## **F. TELECOMMUNICATIONS INFRASTRUCTURE**

### **History**

The New England Telephone and Telegraph Company brought telephone service to East Montpelier around 1891. Public telephones were installed at general stores in East Montpelier Village and North Montpelier, the Montpelier and Wells River Railroad depot. A few residences were also early adopters. By 1912 telephone service extended along most of the town's major roads.

Deregulation and new technologies have brought major changes to how telephone service is provided. Verizon sold its Vermont landline business to Fairpoint Communications in 2008, which was then acquired by Consolidated Communications in 2016.

Cell phones began to become more common in the 1990s and early 2000s, and the first smartphones were introduced in that decade.

The fire department and road crew have historically relied on radios to communicate within the town. This has continued, at least in part, due to a lack of universal cell coverage within the town. Emergency service communications are moving towards greater reliance on wireless phone networks, however. In 2017 the federal government signed a contract with AT&T for the creation of a nationwide first responder communications network known as FirstNet. This contract has required AT&T to ensure coverage in areas that it could not previously reach, which has created pressure to place new transmitters and build new towers.

East Montpelier residents have been served by cell towers and transmitters in other towns. Carriers have attempted to build towers in the East Montpelier Center area and near Jacobs Rd, and in both cases neighbors have bought out the development rights to the properties that would have hosted the towers.

### **Current Status**

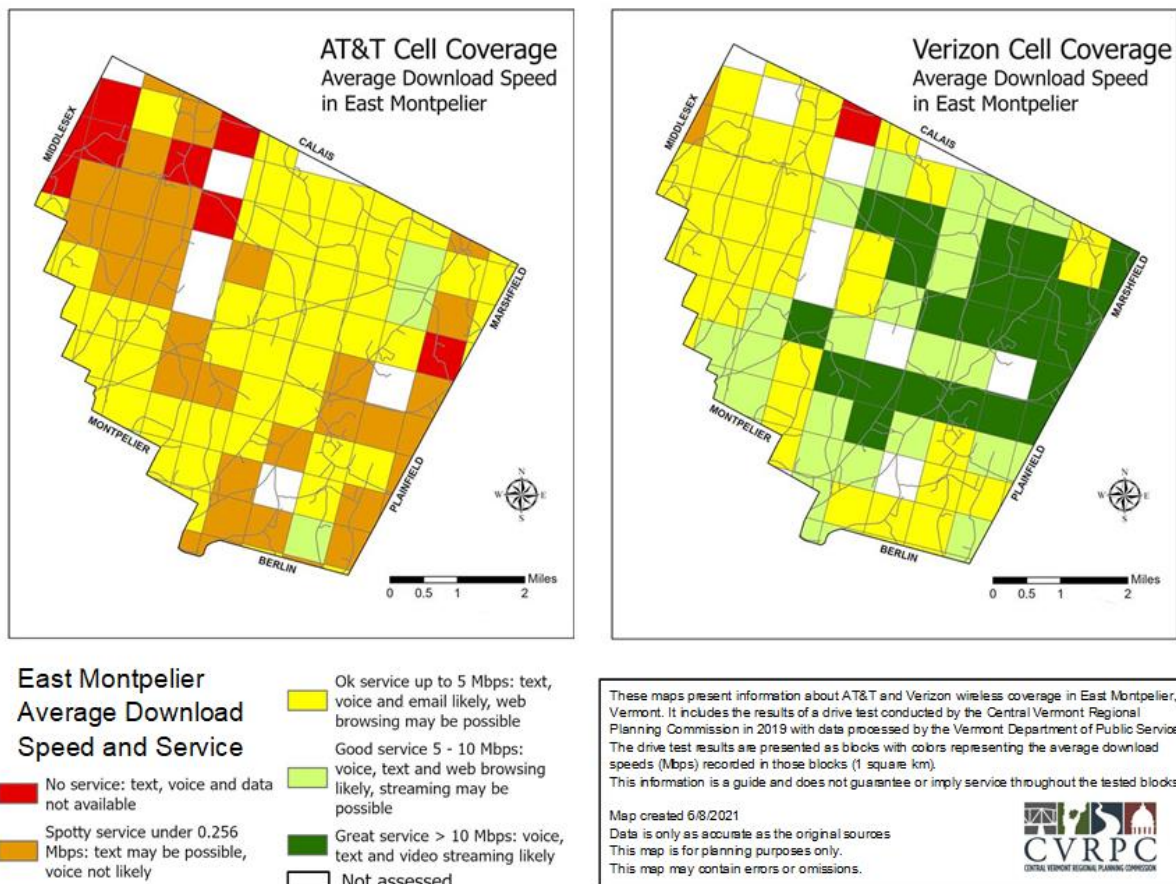
Traditional landline telephone service plays an important, but diminishing, role. Many residents rely on landlines to ensure telephone service when the power goes out. Consolidated Communications is the primary landline service provider, although some residents obtain service through resellers such as FirstLight.

New technologies are disrupting traditional landline telephone service. Some residents get their telephone service through their internet service provider. Increasingly, however, people are relying on cell phones not just for mobile communications but as their primary telephone service.

While we do not have data at the town level, 48% of Vermonters had only cell phones in 2018, and another 11.3% primarily use cell phones although they still have landline numbers. Just 12.1% have only a landline, and 5% have no phone at all. Vermont is a significant outlier in this regard – in most states 3-5% of adults have only landlines, and in no other state was that number greater than 7%. The number of adults relying solely on cell phones has increased rapidly: in 2013, only 31.4% had no landline and 15.3% relied exclusively on landlines. Younger adults are more likely to live in cell-phone only households: in 2020, 80.4% of all Americans aged 25-29 and 83% of those aged 30-34 only had cell phones, compared to 35% of those aged 65 or over. We do not have reason to believe that this pattern would be significantly different in Vermont than it is nationally.

Availability of cell phone service is therefore very important to the town's ability to attract new residents, particularly those of prime working age and younger families who will continue to bring children into the East Montpelier's schools. People moving from outside Vermont are also more likely to rely on cell phones.

As of early 2022, East Montpelier does not host any cell towers, though transmitters are in the process of being installed on one farm silo in town. At the same time, the vast majority of town residents are believed to own and use cell phones. Some areas of town have very good coverage, but others do not. The maps below show coverage for Verizon and AT&T as of 2019. These are the two most significant carriers serving the town.



The burden of hosting communications infrastructure is often not borne evenly, however. Towers can have a significant impact on the visual landscape in their immediate areas, while offering benefits to people far from the area immediately impacted. The town has an interest in mitigating the disparate nature of these impacts, both by suggesting areas where transmitters or towers can be placed which will limit the impact and by identifying those areas that the town most wants to protect.

## Regulatory Process

Regulation of telecommunications towers is governed by federal and state laws. The state Public Utility Commission (PUC, formerly the Public Service Board) is responsible for permitting telecommunications facilities under 30 V.S.A. § 248a. An applicant may alternatively choose to go through permitting at the municipal level rather than through the PUC, but this is an unlikely scenario. If an applicant applies for and receives a Certificate of Public Good from the PUC under the 248a process, they do not need to get a permit from the town. Municipalities are allowed to participate in the state permitting process and are automatically granted party status in 248a cases if they request it.

Section 248a requires that the PUC give ‘substantial deference’ to town plans, although the PUC may determine that the public good overrides a town plan. Section 248a also requires that the facility not have an undue adverse impact on “aesthetics, scenic beauty, historic sites, rare and irreplaceable natural areas; endangered species; necessary wildlife habitat.” The town’s Land Use and Development Regulations provide criteria related to siting and design of cell towers. Under Section 248a, the PUC may consider local regulations as the town’s interpretation of its town plan.

Federal law constrains what both the town and the state can regulate. The Telecommunications Act of 1996 bans municipalities and states from prohibiting cell towers or denying permitting of cell towers on the basis of the environmental or health impacts of radio frequency (RF) emissions. The town could request evidence showing that a proposed tower will meet FCC health requirements. States and/or municipalities can regulate the impacts of the tower itself and any infrastructure that must be built to accommodate it separately from the impacts of the radio waves, e.g. the visual impact of the tower, impacts on sensitive habitats from construction or if a tower falls, etc., but the Federal Communications Commission sets the standards for RF emissions.

## Cell Tower Siting Standards

This Town Plan identifies resources to be protected and standards for cell tower siting and design. Further details are found in Section 4.14 of the town’s *Land Use and Development Regulations*.

### Resources to be protected

East Montpelier has significant scenic and natural resources, as outlined in Chapter 9 of the town plan. Many of the identified scenic areas act functionally as public parks, with people from outside the area coming to walk the roads there. The town plan’s scenic resources section specifically calls out impacts on foreground areas, defined as the area within ½ mile of the viewing area. This distance is based on research showing that this is the distance at which people can see detail. Cell towers can still have a significant impact on scenic areas beyond this distance if they are particularly incongruous with the surrounding area (for example if a tower has significant prominence above a ridgeline).

The town also has a well-used network of trails maintained by East Montpelier Trails, Inc, as well as a number of other trail resources. The town’s trail resources are described in Chapter 4 of the town plan. Many of these trails are permanently protected for public use so access is preserved as it would be for the public roads that are the focus of the scenic resources section of the town plan. Scenic views of forests, farms and vistas are an important element of the trail experience.

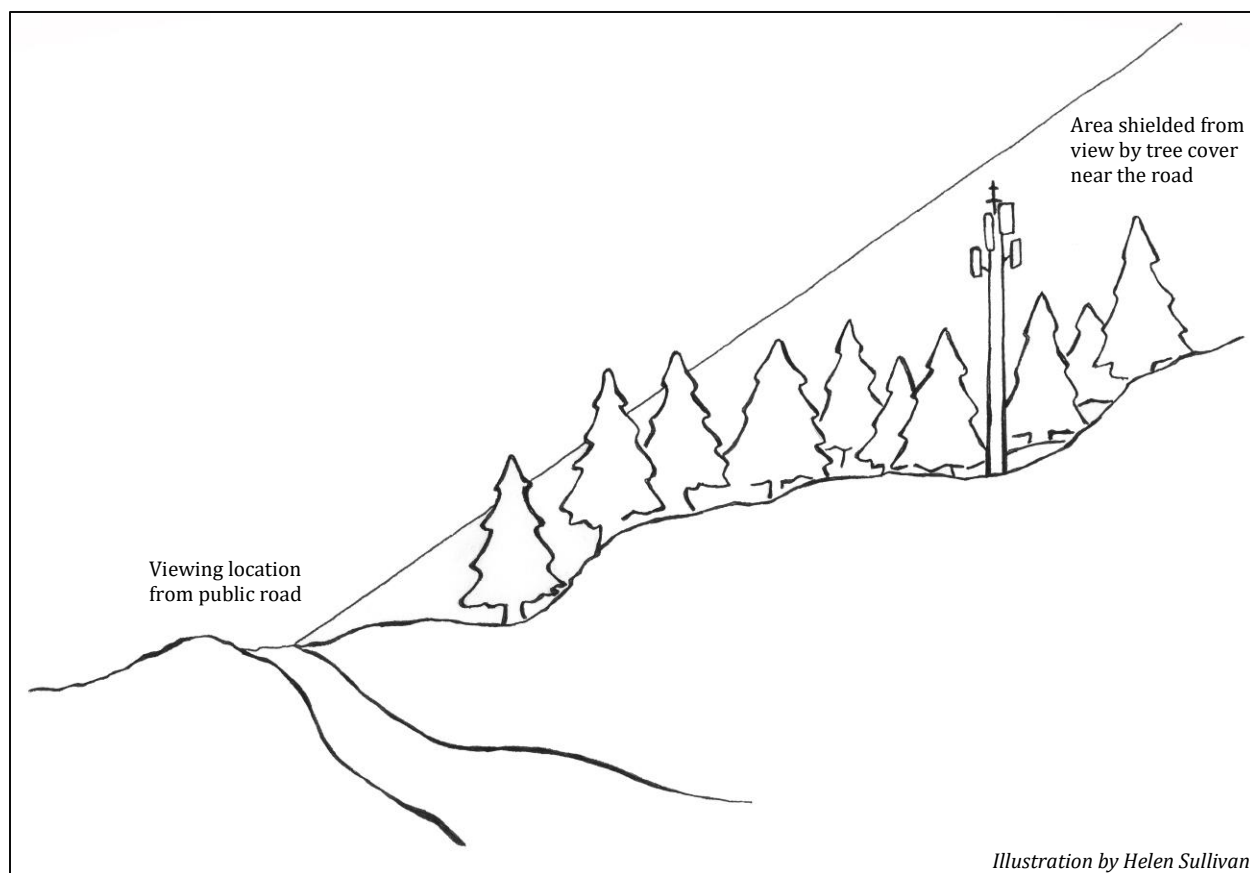
The town places a priority on protecting its natural environment, and the *Land Use and Development Regulations* specify minimum distances that towers must be from streams and wetlands to protect them from damage during construction or should a tower fall.

## Preferred Sites

This plan does not identify specific locations that would be best suited for telecommunications infrastructure, but it does identify certain types of sites where cell transmitters would be preferred.

- **Co-located on existing cell towers.** Where towers currently exist, the first priority should be to co-locate new communications equipment on those towers.
- **Co-located with or affixed to existing infrastructure.** Transmitters may be mounted on existing large buildings such as industrial buildings, farm buildings or inside church steeples. Transmitters should not be visible in the foreground of areas identified as significant scenic resources (Chapter 9, section G), but can be sited in ways that are not visible (e.g., within church steeples, on top of large buildings)
- **In forested areas where forest growth and topography can be used to mitigate visual impacts.** By setting towers back in forested areas, towers can have significant prominence above the canopy while causing minimal or no visual impact on areas accessible to the public (e.g. public roads and trail systems protected for public use) or residences. The effectiveness of these measures in mitigating visual impact of a tower's prominence above tree line shall be established using photographic evidence from balloon tests, which will establish the apparent height of the tower and show whether the tower will be visible. In cases where a tower is shielded by deciduous trees, this criterion will be best met by tests conducted when the leaves are off the trees. The graphic below shows an example of this type of mitigation could work.





A person standing on the road as shown here will not be able to see the tower due to tree cover near the road blocking view of anything beneath the diagonal line shown here. The complexity of the topography makes it difficult to calculate these visual impacts directly, but a balloon test can show whether a tower will be visible and how high it will appear to rise above the trees from important viewpoints.

### Areas not suitable for cell towers

- **Village areas.** Communications towers should not be built within state designated village centers or within the zones making up the Village. This applies specifically to towers: transmitters may be located in these areas provided that they are hidden.
- **Significant Scenic Public Views.** Significant scenic areas are identified in Chapter 9, section G, and shown on map 12. This section also defines the characteristics that contribute to each area's status as a significant scenic area. No communications tower shall be visible within the foreground of these areas. The town's *Land Use and Development Regulations* specify the minimum distances that towers should be from designated scenic roads.
- **Ridgelines.** Communications towers shall not be placed at the tops of ridgelines. Towers should not exceed the elevation of an immediate ridgeline when prominent views of a site exist.
- **In areas where a tower could damage homes, sensitive natural environments, and the property of those not hosting the tower.** The *Land Use and Development Regulations* give distances that towers should be set back from structures, water features, and property lines.

## Goals and Actions

- **Goal 6.18:** Enable all areas of East Montpelier to have adequate cell service coverage to meet the needs of residents, businesses and emergency service providers, while protecting the town's scenic and natural resources.
  - ❖ **Policy 6.18.1:** *East Montpelier supports cell service infrastructure that enables adequate cell service coverage in all areas of town and that is sited and designed to protect the town's scenic and natural resources.*
  - ✓ **Action 6.18.1:** File for intervener status and/or submit public comments on Section 248a applications before the Public Utility Commission that do not meet the siting and design criteria described in the *Town Plan* and *Land Use and Development Regulations*.
  - ✓ **Action 6.18.2:** Consider whether conducting an inventory of suitable cellular facility locations would be beneficial for both the town and cellular carriers and whether grant funding for such a study is available.

# Chapter 7

## ECONOMIC DEVELOPMENT

### Current Status

East Montpelier's economic structure remains much the same as it has for almost a century, with agriculture as the commercial backbone. The town's two largest farms are Fairmont Farms, a conventional dairy operation, and McKnight farm, one of the largest organic dairy farms in the state. A few smaller farms raise beef cattle, sheep and goats, while fruits, vegetables, flowers and other plants are raised commercially on a growing number of farms.

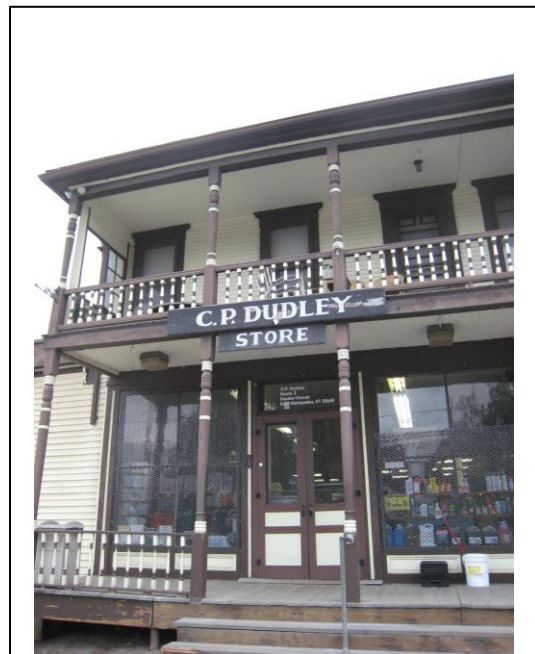
Other business activity is concentrated in East Montpelier Village with a few businesses scattered along US 2 and within the industrial zone along US 2 and VT 14. The Morse Farm and Bragg Farms produce maple products and continue to attract tourists; some enterprising individuals operate a diverse range of businesses out of their homes.

The interest in local food continues to blossom with increasing numbers of small agricultural enterprises specializing in a variety of products including meats, vegetables, berries, cheeses, and plants. Maple syrup is as vital as ever with many large and small producers. Both the Bragg Farm and Morse Farm have expanded and diversified. The Morse Farm operates a ski touring center in winter hosts bike races and other events in summer.

Businesses operating out of homes include many highly skilled carpenters and builders (now often focusing on energy-efficient homes), day care providers, foresters and loggers, and professionals offering a range of consulting services.

Businesses located in East Montpelier Village include Dudley's Store, Washington Electric Coop, the East Montpelier Home Center, 802 Coffee's roasting facility, Pink Shutter Flower Shop, Buy Right Auto, the North Country Federal Credit Union, Insurance Agency of New England, Blake's Southern Autos, Fontaine Forestry & Millwork, North Star Fireworks, rb Technologies, Shaline Bridal, ALCO Energy Products, Mekkelsen RV, and other smaller businesses.

The industrial zone lies between VT 14 and US 2 and includes Casella Waste Management, Black Rock Coal, the Central Vermont Humane Society, Demers Auto Body, Vermont Country Campers, Anderson Equipment, Packard Fuels, Huntington Homes, and Pine State Trading Co.



Dudley's Store in East Montpelier Village  
(Julie Potter)

A number of businesses are located along US 2 and VT 14 outside the village and industrial park. These include Delair's Carpet Barn, Gilles Sales and Service, KC's Performance Auto Care, Winterwood Timber Frames, Plainfield Hardware, Central Vermont Storage, Laquerre's Marine, and East Montpelier Storage.

Some challenges remain. High speed Internet, vital for businesses today, is not available in some sections of town, and an aging and insufficient public potable water system and municipal wastewater treatment systems impede business and residential development in East Montpelier Village.

## Employment and Wages

East Montpelier provides 2.2 percent of jobs in the central Vermont region according to the Vermont Department of Labor. The town had 72 employers as of 2016, an increase of 9.1 percent since 2010. Sixty-eight private sector employers provide 550 jobs. 74 percent% of these private-sector jobs are in the service sector; agricultural employment accounts for 33 jobs. Four private sector employers provide 196 jobs, the majority of which are in education.

Town residents work in a variety of occupations and industries.

Occupation	Number	Percent
<b>Civilian employed population 16 years and over</b>	<b>1,414</b>	<b>100%</b>
Management, business, science, and arts occupations	754	53.3%
Service occupations	137	9.7%
Sales and office occupations	308	21.8%
Natural resources, construction, and maintenance occupations	96	6.8%
Production, transportation, and material moving occupations	119	8.4%
Source: 2011-2015 American Community Survey 5-Year Estimates		

Industry	Number	Percent
<b>Civilian employed population 16 years and over</b>	<b>1,414</b>	<b>100%</b>
Agriculture, forestry, fishing and hunting, and mining	33	2.3%
Construction	48	3.4%
Manufacturing	130	9.2%
Wholesale trade	46	3.3%
Retail trade	131	9.3%
Transportation and warehousing, and utilities	34	2.4%
Information	19	1.3%
Finance and insurance, and real estate, rental and leasing	44	3.1%
Professional, scientific, and management, administrative, and waste management services	196	13.9%
Educational services, and health care and social assistance	445	31.5%
Arts, entertainment, recreation, accommodation and food services	60	4.2%
Other services, except public administration	91	6.4%
Public administration	137	9.7%
Source: 2011-2015 American Community Survey 5-Year Estimates		

The average wage in 2016 was \$41,289, up 13.2 percent from 2010. Average private sector wages were \$39,094, while public sector wages averaged \$47,441. The mean travel time to work for East Montpelier residents was 21 minutes.

East Montpelier has a very low rate of unemployment, even lower than the region and the state. Based on the table below, it would appear that most residents who want to find a job are able to do so.

Local and Regional Unemployment Rates, 2016				
	Total Civilian Labor Force	Employment	Unemployment	Unemployment Rate
East Montpelier	1,610	1,580	40	2.3%
Barre-Montpelier Labor Market Area	25,600	24,750	800	3.2%
Washington County	34,000	32,900	1,100	3.2%
Vermont	344,900	333,650	11,250	3.3%
Source: Vermont Department of Labor, Economic & Labor Market Information. Labor Force and Unemployment Rate Data Tool. 2016 Annual Average, Not Seasonally Adjusted				

## Future Economic Development Potential

East Montpelier's location close to Montpelier and Barre as well as its ready access to US 2 and VT 14 places it in an excellent position for attracting business. The recently developed *East Montpelier Village Master Plan* encourages business and residential growth within a newly defined village district. The village master plan proposes to adopt new zoning that will encourage mixed residential and business growth at increased densities. The town's commitment to maintaining the village center designation for East Montpelier Village's historic core (see Land Use) will allow owners of historic commercial properties in the designated village center to access tax credits for renovations of these buildings.

The village master plan makes it a high priority to ensure that the water supply system in the village is sufficient to serve current and future customers and to pursue opportunities to provide wastewater infrastructure. These infrastructure needs are particularly significant for businesses such as restaurants and cafés and will be among the greatest challenges for future growth. (See additional discussion under Land Use.)

The recent town acquisition of the Old LaPerle Farm property offers opportunities to provide both affordable housing and new businesses on land that will be able to support a wastewater system of reasonable size. Other larger property owners in the village have similar potential to include community water and/or wastewater systems. These parcels could potentially serve other nearby properties and businesses that want to expand. These larger properties also have the potential for compact, residential and/or mixed-use village-scale development. New residential growth helps provide a market for businesses offering services to the community.

Sidewalks have recently been put in place enhancing the "village" feel of East Montpelier Village and adding to the safety of pedestrians who use the village. Bike lanes and additional sidewalks are planned to be constructed in 2018 and will further enhance the historic Lower Village. A new Park and Ride facility was completed in 2017.



Both North Montpelier and the Gallison Hill area are identified as potential growth areas. Residents of North Montpelier would like to encourage appropriately scaled local businesses. The Riverbend Store and Post Office closed in 2012, and no other local businesses currently exist. Gallison Hill also has potential as a growth center but may be more focused on residential than business development.

The East Montpelier *Land Use and Development Regulations* permit commercial business uses along much of US 2 and VT 14. Although these regulations discourage strip development, the continued buildout of businesses along these routes has the potential of creating strip development. This type of growth is often inefficiently organized, detracts from the village as the economic focal point, creates access management problems, and has a negative visual impact along the approaches to the village. However, certain types of growth may be more appropriate within these areas, but need greater regulatory guidance to ensure businesses and other uses within these areas are organized efficiently with shared access road or drives, and that they are designed to be compatible with traditional rural settlement patterns.

The town's industrial zone also has potential for future growth, especially for businesses that are unsuited for village and residential areas. This area is generally well separated from more rural and residential areas and should remain so.

## Goals and Actions

- **Goal 7.1:** Concentrate commercial growth in East Montpelier Village with an emphasis on village-scale businesses that support the community and are compatible with residential uses.
  - ✓ **Action 7.1.1:** Encourage business retention and expansion, and the location of new village-scaled businesses in village mixed-use areas.
  - ✓ **Action 7.1.2:** Maintain Village Center designation for the historic village core and promote the associated benefits.
  - ✓ **Action 7.1.3:** Evaluate the level of interest in and benefits of forming a non-profit entity to acquire and redevelop properties in the village as a way to preserve historic properties and spur economic development.

This goal cuts across other areas. See actions for:

- Infrastructure (6.12.1, 6.12.2); and
  - Land Use (10.2.1).
- **Goal 7.2:** Encourage small, community-focused commercial enterprises in North Montpelier.
    - ✓ **Action 7.2.1:** Pursue funding and business assistance programs that support economic development in North Montpelier to include business recruitment, infrastructure improvements, and aesthetic enhancement.
  - **Goal 7.3:** Ensure zoning bylaws allow commercial and industrial business uses in appropriate locations.

- ✓ **Action 7.3.1:** Review and update the East Montpelier Land Use and Development Regulations to ensure that commercial and industrial areas are appropriate and adequate to encourage appropriate business growth.

This goal cuts across other areas. See actions for Land Use (10.3.1).

- **Goal 7.4:** Promote and support the viability of sustainable agricultural enterprises.
  - ✓ **Action 7.4.1:** Encourage local agricultural enterprises through non-regulatory techniques such as hosting farmer's markets or fairs and providing information about local agricultural products.
  - ✓ **Action 7.4.2:** Ensure zoning bylaws support agricultural enterprises.
- **Goal 7.5:** Support home businesses while ensuring that rural residential character is preserved.
  - ✓ **Action 7.5.1:** Promote the continued upgrade and expansion of high-speed telecommunications throughout the town.



rb Technologies (Julie Potter)

# Chapter 8

## HOUSING

### History

Until the middle of the twentieth century, the location and type of housing in East Montpelier was directly related to a family's means of livelihood. Those who worked the land lived in farmhouses; those employed in the village mills usually lived in rental housing, or, as in North Montpelier, in boarding houses owned by the mill operators. Others who were retired or operated small businesses owned houses in the village areas. Houses were large, often accommodating three generations as well as farm hands.

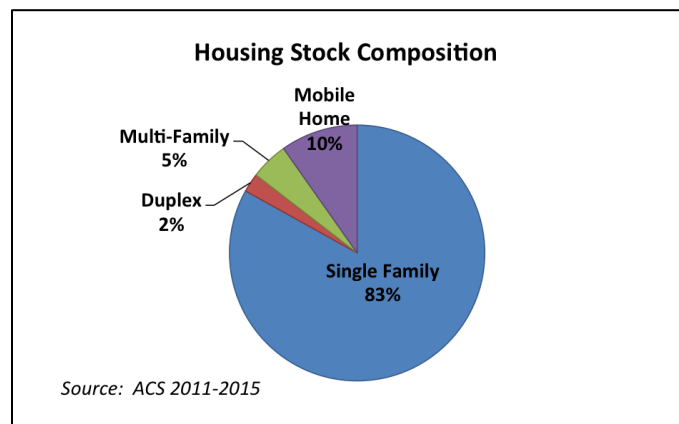
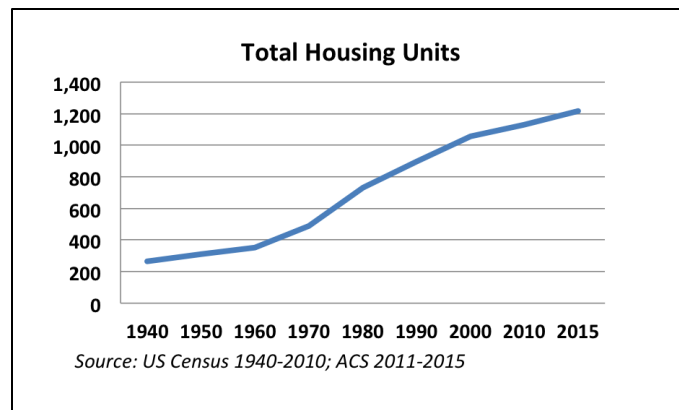
### Current Status

East Montpelier today is home to people representing a variety of ages, occupations, and economic wealth. The town's scenic beauty, conserved open land, excellent schools, and proximity to services and employment make the town a desirable place to live. Over the past few decades, the town has become a rural residential bedroom community.

### Housing Stock

The number of homes in East Montpelier more than doubled between 1970 and 2000. Since then, the rate of new homes being built has slowed. In 2010 there were 1,129 housing units, increasing to an estimated 1,216 housing units in 2015.

Consistent with the town's rural residential character, single-family homes account for 83 percent of the housing stock; mobile homes are 10 percent of the total. Multi-family homes account for only 5 percent of the total.



The Sandy Pines Mobile Home Park has 56 units, accounting for approximately half of the mobile homes in East Montpelier. Sandy Pines residents own their homes and pay a fee to rent the lot and pay for water and septic as well as trash and snow removal.

Most homes are owner-occupied. Rental homes comprise 15 percent of the total.

The age of the town's housing stock reflects the pace of homebuilding over time. About 28 percent of the town's homes were built before 1940. Relatively few homes were built between 1940 and 1960. Homebuilding surged starting in 1970, with 17 percent of the town's homes built in the 1970s, 12 percent built in the 1980s and 14 percent built in the 1990s. Building slowed between 2000 and 2010, with 11 percent of homes built during this period. Homebuilding has been very slow since 2010, with the economy recovering slowly after the Great Recession.

With 74 percent of the town's housing stock built before 1990, there is plenty of opportunity for energy efficiency improvements such as weatherization and more efficient heating systems.

## Household Size

Although the number of households has steadily increased over time, the number of people in a household has generally declined; however, the estimated household size for 2015 shows a slight increase since 2010.

Year	Households	Household Size
1900	827	2.70
2000	1,007	2.56
2010	1,068	2.41
2015	1,216	2.44
<i>Source: US Census 1900-2010; ACS 2011-2015</i>		

## Housing Costs and Affordability

East Montpelier's attractiveness as a place to live contributes to higher housing costs relative to surrounding communities. Median home sales prices can fluctuate from year to year, depending on the number and type of homes sold. Nevertheless, homes in East Montpelier typically sell for a higher price than in neighboring towns or in Washington County as a whole.

At town forums and in town surveys over the past 25 years, residents have repeatedly identified the lack of affordable housing as a significant problem. Housing is considered affordable if housing costs (including mortgage, taxes and insurance) consume no more than 30 percent of annual gross income. Using data and the mortgage affordability calculator from the Vermont Housing and Finance Agency, a household with the town median income of \$66,324 (*Source: ACS 2011-2015*) could afford a house priced at \$224,500. For the same time period, the median owner-occupied home value in East Montpelier was \$240,000 (*Source: ACS 2011-2015*). This means that the median-income household in town cannot afford a median-priced home.

Approximately 40 percent of all East Montpelier homes with land, regardless of lot size, are assessed at or below this affordability threshold (*Source: CVRPC analysis of 2016 Grand List data*).

By definition, half of the town's households have incomes below the median value. Frequently, these are young adults, working families, and seniors for whom finding affordable housing is a challenge. Federal housing programs typically focus on households making up to 80 percent of the median income. In East Montpelier, households at 80 percent of town median income (i.e., \$53,059, *Source: ACS 2011-2015*) can afford a house costing up to \$179,500. This is much less

than the median value house in town. The 2015 median price of a mobile home with land was \$145,000 (*Source: housingdata.org, from VT Dept. of Taxes*). Mobile homes, in Sandy Pines or elsewhere in town, fall within the affordable range for the town. Approximately 25 percent of homes with land, regardless of lot size, are assessed at or below this threshold (*Source: CVRPC analysis of 2016 Grand List data*). This percentage is relatively unchanged since 2010.

Because East Montpelier's property values are high, with building lots costing \$50,000 and up, it is difficult to build affordable single-family housing. East Montpelier does not have critical infrastructure, such as municipal water and wastewater treatment, that is typically necessary in order to achieve the density that makes affordable housing development viable. Market forces alone are unlikely to be sufficient to develop affordable housing units under existing conditions.

## Multi-family Housing

Apartments, town houses and condominiums are considered to be multi-family housing and offer another housing option that may be more affordable options for young families and people seeking to downsize. Multi-family housing is particularly suitable for villages and growth areas where density is appropriate and transportation and services are available.

Currently, multi-family housing comprises only five percent of homes in East Montpelier. North Montpelier has many of these apartments in the former mill buildings. Additionally, accessory apartments are located throughout the town. Developing multi-family housing, like all uses, requires adequate wastewater treatment. The lack of a sewer system is a challenge for developing multi-family housing. However, multi-family housing developments planned with shared wastewater treatment systems are possible and are envisioned in the *East Montpelier Village Master Plan*. This approach is being considered for housing development on the Old LaPerle Farm property in East Montpelier Village. Updating the *Land Use and Development Regulations* to allow additional density for Planned Unit Developments in East Montpelier Village would help make developments with shared infrastructure more feasible in the village.

## Senior Housing

In 2004, the East Montpelier Senior Living Initiative (EMSLI) formed to promote the preservation and creation of safe and affordable housing opportunities for senior citizens within our town. Community input yielded ideas ranging from creating senior apartments to developing intergenerational co-housing to providing services to help seniors stay in their own homes. In 2007, EMSLI received grants from The Vermont Community Foundation and a Municipal Planning Grant from the state Department of Housing and Community Affairs to study the need and feasibility for dedicated senior housing in town. The market analysis supported the development of at least 21 affordable units, with additional market-rate units also feasible. The most likely location for such a facility would lie in or near East Montpelier Village. The group has explored several possible sites, but has been challenged by timely financing for site acquisition. Currently EMSLI is working with the Old LaPerle Farm Property Committee to explore whether the town's acquisition of this 48-acre parcel in East Montpelier Village offers a viable siting opportunity for developing senior housing, possibly in conjunction with mixed-income housing.



Home Share Now coordinates home share programs in Central Vermont. Home Share Now matches people with room to share with those wanting affordable housing. This program can be especially beneficial for seniors who want to stay in their home but may need some assistance and/or rental income. The program is also beneficial for persons seeking affordable housing. Home Share Now assists with screening, matching, and conflict resolution to help ensure that the arrangement is compatible and mutually beneficial. Two of Home Share Now's "success stories" are in East Montpelier.

## Regional Housing Distribution Plan

In 2006, the Central Vermont Regional Planning Commission formed a Housing Committee to discuss a pro-active approach to planning for housing in Central Vermont. The result of the Committee's work was a Regional Housing Distribution Plan for housing growth between 2000 and 2020. Municipal plans are required to address such regional housing plans.

The Regional Housing Distribution Plan asks municipalities to plan for the estimated housing need from between 2000 and 2020. Municipalities are required to demonstrate the community's intent to meet the proposed housing unit numbers laid out in the Housing Distribution Plan or to describe in detail the obstacles that make attainment impossible. In addition to allocating new housing, based on municipal share of regional housing needs, municipal plans are required to provide a detailed map showing the town's preferred locations for 80 percent of the identified housing needs as well as mapping updates that identify the locations and number of housing units created since the previous town plan adoption. Map 8 shows the distribution of housing in town, the number and location of homes built since 2013, and the preferred areas for future residential growth (East Montpelier Village, North Montpelier, and Gallison Hill).

According to the Regional Plan: "The Regional Housing Distribution Plan is not proposing quotas that municipalities must achieve within the time frame of their next municipal plan update; rather it is to identify the locations where the Region welcomes and encourages the housing residents need."

The Regional Housing Distribution Plan relies on the "Economic and Demographic Forecast: Central Vermont Planning Region 2000-2020" study prepared in 2001 by Economic and Policy Resources, Inc. (EPR). The Regional Housing Distribution Plan uses the historical patterns and trends from this study to project housing needs into the future. Future housing needs are allocated to towns based on their percentage share of the region's housing units in 2000.

<b>Regional Housing Distribution Plan</b>					
Number of net, year-round housing units to be planned for					
	2000-2004	2005-2009	2010-2014	2015-2020	Total
East Montpelier	74	94	87	206	461
Central Vermont Region	1,430	2,035	2,126	3,244	8,835

East Montpelier should have developed 255 new units by between 2000 and 2015, but actually grew 161 units (63 percent). By comparison, the Central Vermont Region should have developed 5,591 new units, but actually grew 2,600 units (47 percent). While East Montpelier has not met its allocation goals, it has done better than the region.

The Regional Housing Distribution Plan acknowledges that populations, economic conditions and housing markets are dynamic and recommended that the plan be updated every five years.

The housing plan has not been updated since it was developed. Since the plan was prepared, the Great Recession resulted in significant economic and housing market downturns that have taken years to recover. The forecasts underlying the Regional Housing Distribution Plan are based on pre-recession trends that are no longer accurate.

East Montpelier faces several challenges in meeting the housing allocation goals.

Approximately 50 percent of the town's land area is conserved and/or in current use. Both reduce the amount of land available for development. The town also has long had large-lot zoning regulations to encourage the continuation of the farming community. Although East Montpelier is a desirable place to live, high land costs, reduced land availability, and the lack of municipal water and wastewater infrastructure hinder the development of new homes.

Nevertheless, East Montpelier recognizes the need for more housing options, including housing that is more affordable. Various actions have been taken to promote this goal:

- ✓ Town zoning allows mobile homes anywhere single-family homes are permitted.
- ✓ Accessory dwellings are allowed in all zoning districts.
- ✓ Planned residential developments are allowed in all zoning districts except Zone B - Industrial. Planned residential developments may receive a 25 percent density bonus and a 50 percent density bonus if at least 20 percent of the units are affordable.
- ✓ The town has a revolving loan fund that was originally created to pay for sewage system upgrades to the Sandy Pines Mobile Home Park. The town has been exploring ways to use this fund to assist with making housing in East Montpelier more affordable.
- ✓ In 2015, the town purchased the 48-acre Old LaPerle Farm property in East Montpelier Village. This property is being evaluated for a mixed-income development that would include senior housing.
- ✓ In 2017, the town developed a Master Plan for East Montpelier Village. This plan proposes new village zoning with smaller lot sizes and greater opportunities for new single-family and multi-family housing.
- ✓ A new, passive-energy affordable home on US 2, built by Habitat for Humanity, was completed in 2017.
- ✓ The town has been in discussions with Habitat for Humanity for development of an affordable multi-family home in East Montpelier Village.

A buildout analysis for the Village Master Plan indicates that there is the potential for 169 new residential parcels in East Montpelier Village; this is over 80 percent of the remaining new housing goal under the Regional Housing Distribution Plan. The balance (20 percent) could be accommodated elsewhere in the town. East Montpelier believes that it will eventually meet the Housing Distribution Plan's goal, but based on current market forces it is unrealistic to believe that the goal will be met by 2020. The Housing Map shows the location of housing in town, including new housing units developed since 2013, and the East Montpelier Village area preferred for 80 percent of new housing units.

## Goals and Actions

- **Goal 8.1:** Provide a range of housing opportunities including single-family, multi-family, mixed use, and affordable and senior housing.
  - ✓ **Action 8.1.1:** Partner with other organizations to create affordable and senior housing near transportation and services.
  - ✓ **Action 8.1.2:** Evaluate expanding the Conservation Fund to include affordable housing.
  - ✓ **Action 8.1.3:** Promote and support home share programs as a way to support senior and affordable housing.
  - ✓ **Action 8.1.4:** Consider conducting a housing needs assessment and developing a housing action plan for the town.
- **Goal 8.2:** Concentrate new residential development in East Montpelier Village or an identified growth area.

This goal cuts across other areas. See action for Land Use (10.2.1, 10.2.3, 10.2.4).

# Chapter 9

## NATURAL AND SCENIC RESOURCES

### A. AIR QUALITY

Everybody breathes, so the quality of our air is important. The U.S. Environmental Protection Agency sets health-related standards for a variety of air pollutants. The Vermont Department of Environmental Conservation monitors air quality at several locations, and all of the monitored areas currently meet the federal air quality standards. No air quality monitoring stations are located in Central Vermont, so there are no data on local air quality.

Locally, air quality concerns are limited mainly to emissions from motor vehicles, heating systems, and some agricultural practices. Emissions of air pollutants are closely related to energy use. We can help reduce air pollution by using renewable energy, increasing energy efficiency and conserving energy. These topics are discussed more fully in the Energy section of this plan. Forests can help remove some air pollutants, so maintaining forested landscapes can also help preserve air quality.

#### Goals and Actions

- **Goal 9.1:** Promote local actions to maintain air quality.

This goal cuts across many other areas. See actions for:

- Infrastructure (6.2.1, 6.2.2, 6.2.3, 6.2.5, 6.3.1, 6.5.1, 6.5.2, 6.6.1, 6.14.1, 6.15.1, 6.15.2);
- Economic Development (7.1.1, 7.2.1);
- Natural and Scenic Resources (9.7.1, 9.7.2); and
- Land Use (10.2.1, 10.2.2, 10.2.3, 10.2.4, 10.3.1).

### B. WETLANDS AND WATERWAYS

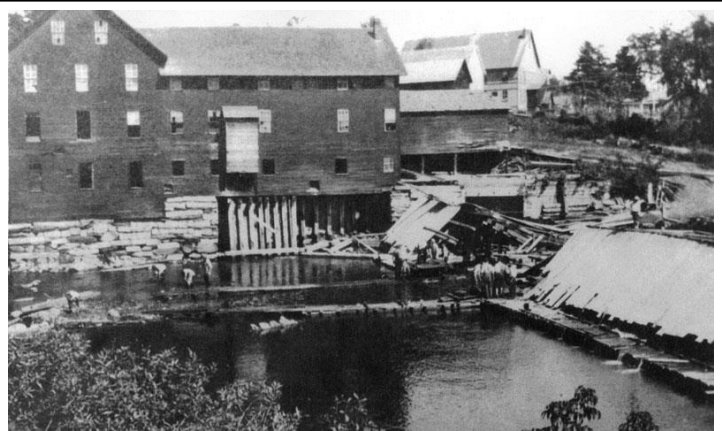
#### History

With the arrival of the first European immigrants into the East Montpelier area some two hundred years ago, a natural environment that had remained relatively stable for centuries began to undergo rapid change. Early settlers to this area found bear, deer, moose, and other wildlife in

plentiful supply. The free-flowing Winooski River was a popular fishing area and, for a few years in the 1860s, served as an abundant source of pearl-bearing freshwater clams. By the late 1800s, however, clearing of land and unregulated hunting and trapping had begun in earnest and profoundly influenced the area's natural resources and wildlife population.

The Winooski River and its tributary, the Kingsbury Branch, both served important roles in the early settlement of East Montpelier. Historical evidence indicates the existence of several Native American settlements along these rivers. The native Abenaki people frequently used the Winooski as a major route to eastern points. For the European settlers, the rivers and multiple streams in our area served as sources of power, food, and recreation. By the beginning of the twentieth century, many sawmills were operating along both rivers.

The use of waterways in town and in the Central Vermont area for early industrial purposes also led to abuse and pollution. Wetlands were considered a nuisance to be avoided if possible or, in cases where avoidance was not possible or desirable, to be filled or drained. With the abundance of available land and with the limited potential of wetlands for agricultural productivity, wetlands were largely ignored until the recent escalation in the value of land.



Daggett's Mill, East Montpelier Village  
(East Montpelier Historical Society Archives)

Reforestation, the consolidation of farms, and decreased human population during the first half of the twentieth century allowed some of the natural habitat and animal species to reappear in the East Montpelier area. More recently, population growth within the town and the Central Vermont region has once again brought major changes to these water and wildlife resources.

## Current Status

Our wetlands and waterways have many uses and functions. Wetlands support exceptional diversity of plants and animals and play a critical role in flood resiliency and improving water quality by slowing fast moving water and filtering pollutants. Ponds and waterways provide opportunities for swimming, canoeing, kayaking, fishing, bird watching, and are important scenic resources.

Two private hydroelectric projects are located within East Montpelier. One is in North Montpelier (located on the Kingsbury Branch), and the other is located on the Winooski River between US 2 and Gallison Hill Road.

Map 4 shows the network of rivers, streams, and ponds in East Montpelier as well as numerous, mostly small, wetlands.



## Major Waterways and Wetlands

The Winooski River is the major waterway running north to south in the eastern side of town. The Kingsbury Branch, Sodom Pond Brook, and Bennett Brook (also known as Mallory Brook) flow into the Winooski River, along with other smaller streams. On the western side of town, Long Meadow Brook flows out of Horn of the Moon Pond down to Wrightsville Reservoir and into the North Branch of the Winooski.

Major Rivers and Streams			
Name	Drainage Area	Drainage Area Measurement Location	
** Winooski River	160 square miles	Near the mouth of the Kingsbury Branch	
** Kingsbury Branch	53 square miles	At its mouth	
** North Branch	67 square miles	At the outlet of Wrightsville Reservoir	
* Bennett Brook (Mallory Brook)	5 square miles	At its mouth	
* Sodom Pond Brook	11 square miles	At its mouth	
** Partially in town; * Completely in town			

Major Lakes and Ponds			
Name	Size	Elevation above sea level	Drainage Area
** Wrightsville Reservoir	90 acres	629 feet	67 square miles
** North Montpelier Pond	72 acres	703 feet	51 square miles
* Sodom Pond	21 acres	1,058 feet	3 square miles
* Horn of the Moon Pond	10 acres	1,230 feet	<1 square mile
* Nelson Pond	10 acres	1,210 feet	<1 square mile
* Chapell Pond	2 acres	1,170 feet	<1 square mile
* Coburn Pond	6 acres	n/a	<1 square mile
** Partially in town; * Completely in town			

Forested riparian areas, along streams and rivers, are critical for river processes, aquatic biota, wildlife movement, and biological diversity, as well as other ecological functions. The Winooski River, Kingsbury Branch, Bennett Brook (also known as Mallory Brook), and Sodom Pond Brook are important to wildlife connectivity, even though some of these areas have been fragmented with development.

Wetlands are defined as “those areas of the state that are inundated by surface or groundwater with a frequency sufficient to support vegetation or aquatic life that depend on saturated or seasonally saturated soil conditions for growth and reproduction.”

Several large wetland complexes exist in town, but numerous small wetlands are also valuable. There are 146 mapped wetlands in town regulated by the Vermont Wetlands Act. They range in size from 0.12 acres to 199 acres and occupy a total of 857 acres. An official wetlands map is available from the State Department of Environmental Conservation (<http://dec.vermont.gov/watershed/wetlands>), and a copy is in the Town Office.

All wetlands shown on the Wetlands Inventory Map are presumed to be significant unless determined to be otherwise by the Department of Environmental Conservation (DEC). The Vermont Wetland Rules identify and protect 10 functions and values of significant wetlands and establishes a 3-tier wetland classification system to identify such wetlands. The first two classes of wetlands (Class I and Class II) are considered significant and protected under the wetland rules along with their buffer zones (generally 100-foot for Class I and 50-foot for Class II).

Chickering Bog (Fen), a Class I wetland is primarily located in Calais, but a portion of the wetland or its buffer may be located in East Montpelier. Development is prohibited in protected wetlands, although wetland rules exempt certain areas that grow food or crops in connection with farming activities.

## Water Quality

The water quality of lake and pond water resources are rated by the Vermont Department of Environmental Conservation (DEC) Lake Score Card (<http://dec.vermont.gov/watershed/lakes-ponds/data-maps/scorecard>) as “poor” to “good” based on four criteria: nutrient trends, shore and lake habitat, mercury pollution, and invasive species. Elevated levels of mercury in fish tissue are a water quality concern in all Vermont waterways. North Montpelier Pond has, since the early 1980s, been infested by Eurasian water milfoil, a nuisance non-native aquatic plant, resulting in the only “poor” rating. While their presence has been documented in nearby waters, zebra mussels and didymo (two other non-native nuisance aquatic species) have not been discovered in any waterway in town. Preventing the spread of non-native species will require the continued vigilance by residents and all who enjoy using these water resources.



Canada Geese on Templeton Pond (Gary Ann Lewis)

Vermont has state water quality standards. Water bodies that do not meet one or more standard criteria are considered impaired. East Montpelier does not have any impaired surface waters. The state classifies surface waters as either Class A or Class B. Class A waters are suitable for public drinking water supplies and include all waters in pristine natural condition and all waters above 2,500 feet in elevation. Class B waters are all other surface waters and are managed towards the objective of maintaining high quality, suitable for recreation, high

quality habitat, and drinking water supplies after appropriate filtration and disinfection. Class B waters may also include waste management zones which allow for the discharge of treated sewage. There are no waters in East Montpelier classified as Class A. All surface waters in East Montpelier are designated and managed by the state as a “cold water fishery.”

East Montpelier is located in the Winooski River basin. All surface waters in town drain into the Winooski River and ultimately into Lake Champlain. Lake Champlain is impaired, with levels of phosphorus that do not meet water quality standards. Vermont has developed a plan to clean up Lake Champlain by reducing the levels of phosphorus entering the lake. This plan is known as the Total Maximum Daily Loading (TMDL). The phosphorus comes from agricultural runoff, roadways, eroding stream banks and lawn fertilizers. Achieving the goals of the clean up plan requires that phosphorus levels be reduced from all sources throughout all the watersheds

contributing to Lake Champlain. Clean water programs to meet the TMDL will affect East Montpelier. The town is required to obtain and comply with a Municipal Roads General Permit to reduce pollutants from roadways. The town is currently participating in the Kingsbury Branch Watershed Stormwater Master Plan, which will identify and develop preliminary designs for five priority stormwater projects. This stormwater master plan will be completed in early 2019.



The Winooski River along Route 2 approaching East Montpelier Village (Jean Vissering)

## Protecting Wetlands and Waterways

The continued richness and diversity of fish and wildlife within East Montpelier depend on the sustained integrity and maintenance of the places where they eat, visit, live, and reproduce. An important component of this system is the network of stream banks referred to as riparian corridors. When recognized and respected, they can play a large role in protecting fish and wildlife and in ensuring the connectivity of natural areas within the town.

All wetlands are protected by state statute. Municipally-adopted Flood Hazard and River Corridor regulations limit development within vulnerable areas along the Winooski River, Kingsbury Branch, and Bennett Brook. The town requires a minimum 50-foot buffer around all streams and wetlands.

Forested riparian areas along rivers streams and wetlands still require protection. Several ponds located within the town have only a “fair” rating for shore conditions, invasive species, mercury levels, and nutrient trends. Maintaining forested buffers can improve water quality.

There are various techniques for removing invasive Eurasian milfoil from ponds including manual removal and introducing natural predators. One potential way to help protect water quality is the use of green infrastructure (GI) and low impact development (LID) techniques during construction. Low Impact Development (LID) is development designed to minimize offsite impacts, especially run-off, sedimentation and pollutants. Techniques include using natural systems and green infrastructure. Examples include using narrow unpaved driveways, rain garden catchment areas to absorb any run-off from a site, retaining roadside vegetation, and collecting runoff from hard surfaces like roofs into rain barrels. LID approaches should be incorporated into the town's *Land Use and Development Regulations*.

Importantly, natural resource management efforts will continue to involve land in both public and private ownership.

## Goals and Actions

- **Goal 9.2:** Protect wetlands and waterways as valued wildlife habitat and recreational and scenic focal points of the community.
  - ✓ **Action 9.2.1:** Consider use of the Conservation Fund for the purchase of important public access to wetlands and waterways.
- **Goal 9.3:** Ensure *Land Use and Development Regulations* promote water quality protection.
  - ✓ **Action 9.3.1:** Review and update *Land Use and Development Regulations* to include adoption of Low Impact Development (LID) techniques.
- **Goal 9.4:** Support project development and implementation of projects that will improve water quality.
  - ✓ **Action 9.4.1:** Manage highway operations and implement projects to comply with the Municipal Roads General Permit.
  - ✓ **Action 9.4.2:** Implement roadside vegetation practices that reduce runoff and sedimentation.
  - ✓ **Action 9.4.3:** Pursue funding for project development and implementation of priority projects in the Kingsbury Branch Watershed Stormwater Master Plan.



## C. GROUNDWATER AND AQUIFERS

### History

Early settlers depended on springs and groundwater wells to provide drinking water. As the town developed, however, inadequate procedures for waste disposal and wastewater treatment threatened the quality of surface water and groundwater. The development of stricter sewage regulations has restored much of the lost water quality.

### Current Status

In this Town Plan, “groundwater” means water below the land surface as well as springs. “Spring” means a groundwater source where groundwater flows naturally to the surface of the earth. “Withdraw” or “withdrawal” means the intentional removal of groundwater from a well, spring, or combination of both.

In response to a proposed bottling plant in the western part of town, a citizen group formed in 2008 to place a moratorium on large groundwater withdrawals. The Planning Commission has since developed regulations that provide careful review of permits for such withdrawals.

The Vermont Geological Survey completed a review of the town’s geology and groundwater resources in 2013 (see Appendix D). The Moretown bedrock formation on the western edge of town is a tight rock formation with lower groundwater yields. The Waits River Formation in the center to eastern side of town has looser rock with a greater flow of groundwater. The greatest groundwater yields were found near the Winooski River. Water samples from 17 wells were tested for arsenic, nitrate, fluoride, uranium, and gross alpha radiation; none of the samples exceeded state health standards.

The report states that the bedrock aquifers are recharged by local precipitation and spring snowmelt infiltrating into the ground. This reinforces the need to ensure that large groundwater withdrawals do not impact neighboring wells. Additionally, appropriate wastewater treatment, waste disposal, and pesticide and fertilizer practices are important to prevent groundwater contamination.

### Goals and Actions

- **Goal 9.5:** Safeguard the quality and quantity of the town’s groundwater.
  - ❖ **Policy 9.5:** *Groundwater withdrawals for commercial water bottling are the lowest priority groundwater extractive use.*
  - ✓ **Action 9.5.1:** Ensure that groundwater withdrawals do not harm the citizens, existing uses, water systems, or ecosystems of East Montpelier.



## D. EARTH RESOURCES

### History

Historically, East Montpelier had relatively small sand and gravel quarries. A former gravel pit off Coburn Road is used as a swimming hole. The town once owned and operated its own small gravel pit off VT 14, but the material extracted from the site is now considered low-grade and unsuitable for town use.

### Current Status

The town's bedrock geology is dominated by two formations of metamorphic origin. The Moretown formation along the western edge of town is rich in calcium carbonate, which produces richer, more alkaline soils with a higher pH. This tight rock formation has lower yields of groundwater. The Waits River Formation in the center and eastern side of town has looser rock with a greater flow of groundwater. Between the two formations is a middle band of rock that produces rich soils but is slightly tighter in composition with less flow of groundwater.

The town's surficial geology is dominated by glacial till or lacustrine (lake) deposits of varying thickness over bedrock. The thickest surficial deposits are located in the Winooski River Valley.

According to a 1960s era state map, there are no known viable sources of sand and gravel in town. More recent surficial geologic mapping by the state indicates possible sand and gravel deposits in localized areas. No commercial sand and gravel operations currently exist in town. The town purchases the sand and gravel it needs for roadwork from outside sources.

Extraction of soil, sand, and gravel is allowed as a Conditional Use in all five current zoning districts. However, sand and gravel deposits generally follow the course of streams and rivers, which are protected from extraction by state regulations. An Act 250 permit would be needed for any new proposed extraction activity. Large-scale earth resource extraction is not encouraged within East Montpelier.

### Goals and Actions

➤ **Goal 9.6:** Any new or expanded earth resources extraction operations will be developed to minimize impacts on the environment and community.

❖ **Policy 9.6:** *Earth resource extraction facilities shall not be located within villages or defined growth areas.*

✓ **Action 9.6.1:** Review and update the *Land Use and Development Regulations* to ensure that development conditions address scale, screening, truck traffic, and protection of forest and riparian habitats and scenic resources.

## E. FOREST RESOURCES AND INTEGRITY

### History

East Montpelier's combination of forest and farmland has defined its landscape for over one hundred years. Forest resources contribute not only to the landscape but also to the economy, wildlife habitat, air and water quality, recreational opportunities, and quality of life for residents and visitors alike. With increased development and the threats of global warming, the management and conservation of our forests and other natural resources have become more important.

In 1962, the town purchased about 100 acres of land off Haggett Road, in the northern section of town, as a Town Forest. The Town Forest Committee developed a forest management plan for the property and has conducted several timber sales over the years. The most recent timber sale was in 1998 and resulted in nearly \$48,000 in revenues for the town.

According to local legend, Janet Macleod and her dog created the first trails in the Town Forest. After that Leon Harris, a neighboring property owner, began to clear and maintain trails, and continues to do so today. East Montpelier Trails Inc. maintains a through-trail that connects from the Town Forest entrance to Templeton Road.

### Current Status

Approximately 58 percent (11,419 acres) of East Montpelier is forested (see Map 9). This is less than the 74 percent of Vermont that is forested, due in part to the abundance of open agricultural land in East Montpelier.

Publicly-owned forestland accounts for about 260 acres. This land includes the following:

- East Montpelier Town Forest (100 acres, town-owned);
- Wrightsville Dam (38 acres, state-owned);
- Baird property (45 acres, town-owned);
- Town garage (26 acres behind garage, town-owned);
- Benton property (11 acres, town-owned); and
- Coburn Pond property (41 wooded acres, state-owned).

Private landowners own the remaining forest acreage. Some are actively managed; others are not. Because the future of the forest is largely in private hands and because these landowners have a wide range of values and interests for their forestland, there are challenges and opportunities for managing and conserving forest resources in town.

As Map 9 shows, much of the town's forested land is either conserved or enrolled in the state's Current Use Value Program, which provides significant tax incentives for land owners who agree to keep woodland undeveloped and follow forest management plans.



Center Road (Jean Vissering)

In addition to East Montpelier's forests, approximately 59 miles of street and shade trees lie within the public right-of-way. These trees fall under the responsibility of the Town Tree Warden. Mature trees lining our roadways contribute to roadside scenery. These cultural treasures as well as trees surrounding other public spaces such as the school, cemeteries, and town offices need to be managed as community resources. They provide shade, reduce dust,

control soil erosion, and assist in traffic calming. The "Town Green", next to the Old Brick Church, will over time become a shady community gathering spot for local events. These amenities come with maintenance responsibilities.

East Montpelier is taking part in a Roadside Vegetation Assessment Project sponsored by the state Agency of Natural Resources Department of Forests, Parks and Recreation. The project will assist the town with developing strategies to improve and maintain roadside vegetation in order to help reduce runoff and erosion that contribute to stream sedimentation and pollution.

## Forest Uses and Values

Harvesting of forest products is evident throughout town, both in terms of larger commercial operations and homeowner activities for domestic firewood and other uses. Other than firewood use, most of the timber cut in East Montpelier is processed outside of town. At one time there were several commercial sawmills operating in town. Presently, Fontaine's Sawmill on VT 14 North is the only local sawmill, producing lumber primarily for local trade use. There are several small-scale wood-using manufacturing businesses in town, but perhaps the largest users of forest products are the elementary and secondary schools which are heated primarily with wood chips.

Numerous sugar bushes dot the landscape in town as well as Christmas tree farms. These value-added forests provide additional income to forest landowners.

Forestland has many non-commodity values as well. Wildlife habitats, such as deeryards, and travel corridors are enhanced by a variety of forest types. Forests act as sponges, allowing precipitation to infiltrate into the ground, reducing flash flooding and recharging our aquifers. Forest buffers along streams play a critical role in maintaining water quality by reducing soil erosion and flooding and protecting riparian and aquatic communities. Finally, forests are highly valued for recreation and aesthetics. They greatly enhance outdoor activities such as walking, bicycling, horseback riding, snowmobiling, and hunting.

## Protecting Forest Integrity

Our forests are exposed to a number of threats, perhaps the greatest of which is the conversion of forests to other uses. Conversion may stem from parcelization (subdividing a large parcel of land), changing landowner objectives, and development. Fragmentation of large forest blocks impacts wildlife habitat and natural processes, the integrity of natural communities, and the ability of foresters to effectively manage forest products. Property tax burdens are often cited as a reason for forestland conversion; enrollment in the Current Use Value program continues to be important for maintaining forest integrity.

The framework for protecting forest integrity focuses on protecting priority interior forest blocks and priority habitat connectivity blocks, as defined and mapped by the Agency of Natural Resources (ANR).

Large contiguous interior forest blocks that are not broken up by roads or development are particularly valuable ecologically. Connectivity blocks link larger habitat areas allowing for the movement of animals and plants.

Map 11 shows the locations of the priority and highest priority interior forest blocks and connectivity blocks, and highest priority wildlife crossings, as identified the state Agency of Natural Resources. The state identifies blocks that are greater than 20 acres; the town may have important smaller blocks that are not shown on this map.

Most of the priority and highest priority forest blocks are in the northern part of town and connect with similar contiguous forest blocks in Middlesex and Calais. The Longmeadow Hill area, in the northwest corner of town, provides habitat for a variety of wildlife species and is part of regionally-connected wildlife corridors suitable to animal species needing wide ranges.

The larger connectivity blocks allow wildlife to roam, to adapt to changes occurring in adjacent forested areas, and to changes in forest cover due to climate change. Riparian connections are

### FOREST INTEGRITY TERMS

Definitions and mapping are from ANR

- **Forest Fragmentation:** the division or conversion of a forest block by land development other than by a recreational trail or use exempt from regulation.
- **Interior Forest Blocks:** areas of contiguous forest and other natural habitats that best provide interior forest conditions. Interior forest blocks are unfragmented by roads, development or agriculture.
  - \* Highest Priority Interior Forest Blocks are the largest and/or highest ranked forest blocks and provide the foundation for interior forest habitat and associated ecological functions.
  - \* Priority Interior Forest Blocks are highly ranked forest blocks that provide important forest habitat and as well as ecological support to the highest priority forest blocks.
- **Connectivity Blocks:** habitats that link larger patches of habitat within a landscape allowing the movement, migration and dispersal of animal and plants. Connectivity blocks include riparian areas along streams and rivers, strips of forest cover between developed areas and even hedgerows and fencerows. Sometimes these areas are called corridors, although they are not always linear.
  - \* Highest Priority Connectivity Blocks are of the greatest importance for wildlife movement and genetic exchange.
  - \* Priority Connectivity Blocks are perhaps of importance for wildlife movement and genetic exchange.
  - \* Riparian Connectivity Blocks are lands along streams, rivers, lakes and ponds, including agricultural lands in pasture/hay, grasslands and other natural-cover types. Does not include agricultural land in cultivated crops.
  - \* Wildlife Road Crossings are locations where wildlife is likely to cross roads based on the presence of adjacent natural cover.



also important within these forest blocks. The highest priority wildlife crossings are mostly located next to priority and highest priority forest blocks or along riparian areas.

Most of the priority areas important for forest integrity in East Montpelier are privately owned. As shown on Map 11, the majority of the priority and highest priority interior and connectivity forest blocks are conserved or enrolled in the state's Current Use program.

Efforts to protect forest integrity will require both regulatory approaches (e.g., *Land Use and Development Regulations*) and non-regulatory approaches (e.g., information on the value of forest integrity, forest management information, conservation easements, etc.).

## Significant Natural Communities

Some forest areas are important because of the collection of plants and wildlife that occur together or because a rare species lives there. These habitats are known as significant natural communities. The state has mapped many of these significant habitats (see Map 12). Deer wintering areas, wetlands, and sites identified to have rare, threatened or endangered species are all considered significant natural communities. Significant natural communities may overlap with priority interior forest and/or connectivity blocks.

Physical landscape diversity is associated with significant natural communities. East Montpelier is underlain by calcium-rich bedrock associated with the Waits River Formation. Calcareous bedrock is associated with high biological diversity and rare species. In addition, some of the town's forested riparian areas are critical for river processes, aquatic biota, wildlife movement, biological diversity and other ecological functions. A rare physical landscape of water- and ice-deposited sediments along the Winooski River and Kingsbury Branch between US 2 and VT 14N is shown on Map 12.

There are no state-designated natural areas in East Montpelier; however, the Agency of Natural Resources has identified four sites with rare or significant natural communities that should be recognized and protected. Another three sites associated with Chickering Bog are within 1,500 feet of the East Montpelier town boundary.

Deer wintering areas occur in many areas of town. These are areas of softwood trees, such as hemlock and pine trees, that provide an important refuge for deer and other animals during harsh winters.

## Opportunities and Challenges for the Future

East Montpelier's Town Forest on Haggett Road has not had a timber sale in many years. It is due for thinning, and at some point some very large, old pine trees may need to be removed. Wildlife habitat and recreational use will remain important values in its future management. The Baird parcel is unsuited to timber harvesting due to difficult access and terrain. However, it provides valuable wildlife habitat and diverse recreational opportunities including trails for snowmobiles, walking, and bicycling that are well used.

Even though most of the forestland in East Montpelier is privately owned, it is important to recognize that forests transcend private and political boundaries. They are integral parts of an ecosystem that support a variety of social and economic, and ecological values. Maintaining the



integrity of forestland is essential. Water quantity and quality, wildlife habitats, and recreational opportunities all rely upon fully-functioning forest systems.

Planning based on an ecosystem or landscape-scale approach, rather than a parcel-by-parcel approach, is critical to sustaining forest resources as part of the common wealth of the town, community, and region. Based on the priority forest blocks (both interior and connectivity blocks), this Town Plan identifies a Forest Integrity Study Area (see Maps 11 and 14) to help focus regulatory and non-regulatory forest integrity protection efforts. East Montpelier's *Land Use and Development Regulations* should be updated to provide clear and specific guidance for siting development and associated infrastructure to protect forestland. Energy siting guidelines discourage most energy development in significant forested areas. All of these approaches will be important.

Another concern is the increase in invasive, non-native plants. Japanese knotweed, European buckthorn, Japanese barberry, Japanese honeysuckle, hogweed, and wild chervil are just several of the multitudes of plants that are taking over native vegetation along our roadways, fields and forests. The town has worked to eradicate hogweed near the East Montpelier cemetery and has held a workshop on removing and controlling wild chervil. Many citizens have actively worked to eradicate invasive species on and near their properties, but more education and town-wide efforts are needed.

While not yet in East Montpelier, the potential introduction of invasive pests, especially highly destructive pests such as emerald ash borer, Asian long-horned beetle and hemlock woolly adelgid would have devastating consequences to the forests in our town. A final threat, one with far reaching consequences, is impacts from global climate change. Healthy forests will be critical in helping to address and adapt to a changing climate.

## Goals and Actions

- **Goal 9.7:** Protect forest integrity.
  - ✓ **Action 9.7.1:** Review and update *Land Use and Development Regulations* to promote protection of priority forest blocks and riparian wildlife connectivity.
  - ✓ **Action 9.7.2:** Evaluate and implement non-regulatory approaches to promote forest integrity.
- **Goal 9.8:** Ensure that existing forest areas are managed for long-term sustainability.
  - ✓ **Action 9.8.1:** Work with landowners and conservation partners to conserve the town's most valued forestland.
  - ✓ **Action 9.8.2:** Provide workshops on stewardship and management of forest lands.
  - ✓ **Action 9.8.3:** Provide education on invasive species and promote annual efforts to eradicate invasive plants.
  - ✓ **Action 9.8.4:** Encourage use of local forest resources in municipal construction and development.

- **Goal 9.9:** Manage town-owned forests for habitat, recreational, and economic values.
  - ✓ **Action 9.9.1:** Update and implement the Town Forest Management Plan to address thinning, harvesting, access rights, recreation and wildlife habitat.
  - ✓ **Action 9.9.2:** Install new signage at the Haggett Road entrance to the Town Forest.
  - ✓ **Action 9.9.3:** Evaluate the health and integrity of woody vegetation in road rights-of-way and identify areas in need of improved management.



View from Guyette Road (Terry Allen)

## F. AGRICULTURE

### History

East Montpelier has been a farming community since its earliest days. Its fertile soils led nineteenth-century settlers to make great efforts to clear land for farming. In the early years of agriculture, the primary industry was raising sheep; in 1850, sheep in East Montpelier outnumbered cows by more than three to one. However, the collapse of the wool market after the Civil War shifted the town's agricultural base to dairy farming. By 1880 East Montpelier had 185 farms and 1,748 milk cows. By 1890 more than 70 percent of the land in town was cleared and used for farming.

Before the invention of modern milking machinery and refrigeration, cows were milked by hand; the main farm products were butter and cheese rather than fluid milk. In the early part of the twentieth century, two creameries served farmers in East Montpelier, and cream and butter were still the major commodities produced by the dairy industry.

During the twentieth century, improved transportation and the mechanization of agriculture opened new markets for fluid milk and fostered specialization in dairy farming. In 1901, there were 112 dairy herds in town with an average size of 16 milking cows. By 2017, only three dairy farms were left in town.



Cows crossing Snow Hill Road (Terry Allen)



## **The LESA System**

At a 1988 Town Forum, residents were asked, “What do you want your town to look like in 20 years?” They identified agriculture and open-space protection as very important to the future of the town. The Planning Commission invited a group of interested residents to form the Agriculture and Open Space Committee. The same year, the town received a state grant for the mapping and evaluation of agricultural land in East Montpelier. The committee used these funds to develop a Land Evaluation and Site Assessment (LESA) system, a method for identifying important agricultural land in town.

LESA uses a set of criteria to evaluate agricultural land on a scale of 0 to 300 points. The system ranks the suitability of soils for agricultural purposes from 0 to 100. It then uses other criteria chosen by the committee as important to East Montpelier for the other 200 points. Criteria in this category include the location, size, and workability of a parcel. Aesthetic and recreation values are also factored in. The LESA system continues to be used by the Conservation Fund Advisory Committee to evaluate projects proposed for conservation funding. The system is also useful to the Vermont Housing and Conservation Board (VHCB) in determining conservation funding priorities.

## **Farmland Conservation and the Current Use Value Program**

In 1989, the town acted on the recommendation of the Agriculture and Open Space Committee to establish a land conservation fund. The purpose of this fund is to help preserve agricultural and other lands that were identified as important in the LESA system. During the 1990s, six agricultural land parcels were preserved using money from the Town Conservation Fund. Farm and forestland lands in town continue to be protected with assistance from a variety of land conservation organizations, such as the Vermont Land Trust, Trust for Public Lands, and others. Funding from the US Department of Agriculture’s Farm and Rangeland Protection Program or Forest Legacy Program is used as well.

In 2011, East Montpelier had conserved 3,095 acres. This increased to 3,786 conserved acres by 2017. As shown on Maps 9 and 10, a large proportion of the conserved land is farmland.

The town has strongly supported its agricultural community in other ways. Beginning in 1975, the town provided tax abatement contracts with farmers to encourage farming rather than development. Town-sponsored abatements were discontinued in 2013 because the Current Use tax stabilization program (formally known as the Use Value Appraisal Program) for farm and forestland became a simpler and more appropriate option. In 2011, there were 8,823 acres of East Montpelier’s agricultural and forestland enrolled in the Current Use Program. As of 2017, there were 9,752 acres enrolled.

## **Public Opinions on Agriculture**

The 2011 town-wide survey reinforced the importance of agriculture to the community. Preservation of rural character through protection from development of open meadows, forest areas, and active farms were extremely important to individuals who completed the survey. Local zoning regulations were considered critical to the protection of open space and the prevention of strip development.

In 2003, East Montpelier residents voted on and passed a non-binding resolution concerning genetically engineered (GE) crops. State and federal legislation to prohibit or restrict the use of GE crops was not enacted. GE crops (also collectively grouped within genetically-modified organisms, or GMO) continue to be a cause for concern by some town residents. Commonly expressed concerns relate to interference with organic production and the wisdom of consuming GMOs.

## Current Status

### Agricultural Enterprises in East Montpelier

- Dairy farming
- Beef production
- Growing forage crops
- Growing Christmas trees
- Growing fruit crops, including apples, berries
- Growing vegetable crops
- Maple syrup production & maple products
- Other meat production (lamb, pork, chickens, turkeys, etc.)
- Value added products, including farm food processing
- Raising horses
- Goat and sheep dairy
- Greenhouse vegetable production
- Small-scale egg production
- Growing of herbs and flowers
- Agritourism and farm-based education

The two biggest and most prominent forms of agriculture in East Montpelier today are dairy farms followed by diversified farms fueled by the local food movement. Organic production is a growing trend in town and across Vermont.

Agricultural land is defined as any land used for crops, hay, or pasture. It also includes woodland managed for maple production, Christmas trees, orchards, and nursery stock. The presence of agriculture is obvious to anyone driving around town. Over 20 percent of the acreage in town is currently under cultivation, substantially more than other towns in Central Vermont. This is due to East Montpelier's location in an upland valley with fertile soils, gently rolling terrain, and a good quantity of rain; and also to the families who own farms or farmland and who have a strong commitment to land conservation.

East Montpelier has substantial areas with prime and statewide agricultural soils (see Map 12). These soils are particularly well-suited to agriculture. The presence of these soils is a major criterion for the Vermont Housing and Conservation Board to invest in agricultural land conservation and has contributed to the high proportion of conserved farmland in town.

## Dairy Farming

Three dairy farms remained in town as of 2017: Fairmont Farm (a large conventional dairy), the McKnight Farm (a large organic dairy), and the Butler Farm (a small "natural" dairy). Much of the former Lylehaven farm is now owned and managed by Fairmont Farm.



Fairmont Farm (Jean Vissering)



Although there are fewer dairy farms, each supports larger herds. The total number of dairy cows has remained relatively stable over time; however, milk production per cow has increased requiring more land to feed these animals. A considerable portion of the prime and good agricultural soils in town is devoted to grass and corn silage production for dairy feed. The ability to produce high-quality grass and corn locally has contributed significantly to the continued success of East Montpelier farms. Much of this land is leased by the dairy farms from landowners who are not farmers. This demand for crops provides income to the landowner and enables many to keep good land open and in agricultural use. The larger dairy farmers also rent substantial crop acreage in nearby towns to provide enough feed for their cattle.

Today dairying is a very capital-intensive business with a narrow profit margin. Volatility in dairy pricing is influenced by national and global market factors that are beyond the control of our farmers. Overproduction in western states and globally and fluctuating, but often high, costs of energy and grain have had a large impact on dairy farm profitability. Clearly, dairy and livestock farms have had a profound positive impact on our community both economically and visually.

### **Diversified Farms and the Local Food Movement**

East Montpelier has had a history of primarily smaller farms. Today some of these smaller farms have had somewhat of a renaissance due to the local food and farm to table movements. Even though a number of our farms have long been producing local food, recent years have seen a greater demand for these types of agricultural products. This is due to the fact that consumers today want to know who produces their food and where it comes from. Many also attribute health benefits, higher quality, and better flavor to locally produced food. Local food can also decrease energy use by reducing the need for long distance shipping.



Center Farm Sheep (Gary Ann Lewis)

In the past over 90 percent of Vermont's food was imported into the state, although this is changing. Small and large agricultural enterprises are producing a much broader range of all types of foods and value-added products. With increasing energy costs and possible disruption of energy sources it is prudent to produce more of our food right here in town. East Montpelier's proximity to Barre, Montpelier and Burlington has provided much greater marketing opportunities for diversified farming in town. Some of these products are marketed directly to consumers through farmers markets and community-supported agriculture (CSA) programs or to restaurants, stores, schools, and other institutions. It is likely the trend in local food production will continue and diversified agriculture may have an even greater presence in our town in the future.

## Vermont Required Agricultural Practice Regulations

The Vermont Agency of Agriculture, Food and Markets regulates all farming activities and requires compliance by all farms with Vermont Required Agricultural Practice (RAP) regulations. These apply to the construction and maintenance of farm structures as well as waste management and nutrient application in order to protect water quality. Compliance with RAP takes the place of local zoning regulations for agricultural practices, although all farm structures must comply with local zoning setbacks for buildings. Towns are allowed to regulate only very small agricultural activities.

Vermont law places a high value on keeping agricultural land in production, making the presumption that farming activities that comply with RAP regulations are not a nuisance. Title 12 Section 5753 of Vermont law reads: “Agricultural activities conducted on farmland, if consistent with good agricultural practices and established prior to surrounding non-agricultural activities shall be entitled to a rebuttable presumption that the activity does not constitute a nuisance.”

## Agricultural Impacts on the Community

Agriculture is not without impacts, and a few concerns have been raised in recent years.

- Larger farms generate a fair amount of road traffic. In addition, farm equipment has become increasingly large, and heavy trucks are in regular use. Residents have, at times, raised concerns about farm traffic on local roads. Excessive speeds and noise are among the concerns raised. The weight of heavy equipment can also damage town roads.
- Runoff of soil, nutrients, and chemicals associated with farming are contributing to water quality concerns in lakes and streams statewide. Improved agronomic practices can minimize runoff from fields. These approaches require state incentives and enforcement as towns have little authority.
- Field mowing practices can endanger ground nesting grassland birds such as bobolinks. The Bobolink Project, a program sponsored by the Audubon societies of Vermont, Massachusetts, Connecticut, and New Hampshire, provides guidance on best practices and an economic assistance program to enrolled farmers.
- Farmland conservation is not necessarily a good idea everywhere. The town wishes to concentrate growth within its villages and growth areas. Ensuring that sufficient developable and affordable land exists for future housing growth is an important town goal. Future land conservation for agricultural purposes will not meet the goals of this town plan. Village growth areas are best suited to housing and/or businesses growth. At present, East Montpelier Village is the only village with defined boundaries.

## Goals and Actions

- **Goal 9.10:** Support a diverse agricultural community.
  - ✓ **Action 9.10.1:** Consider provisions in the *Land Use and Development Regulations* that accommodate agricultural enterprises such as tourism and events, farm stands, sales of value-added products, and recreation.
  - ✓ **Action 9.10.2:** Ensure that subdivision, access, and rights-of-way preserve the viability of productive farmland.
  - ✓ **Action 9.10.3:** Showcase local agricultural products at town events.
- **Goal 9.11:** Encourage farming practices that protect wildlife habitat, water quality, and soil productivity.
  - ✓ **Action 9.11.1:** Ensure land conservation easement includes appropriate stream and roadside buffers to minimize agricultural run-off.
  - ✓ **Action 9.11.2:** Encourage productive field-mowing schedules that protect grassland birds.
- **Goal 9.12:** Support the conservation of prime and actively-used farmland outside of village and growth areas.
  - ✓ **Action 9.12.1:** Coordinate conservation efforts with landowners and conservation organizations to ensure that town goals are met.
  - ✓ **Action 9.12.2:** Use the Conservation Fund to support farmland conservation that meets town goals.



Agricultural fields along Vincent Flats Road (Kate Bean)

## G. SCENIC RESOURCES

### History

For much of its history, East Montpelier has been a town of enviable scenic beauty. The town is situated in the broad Winooski River valley, almost completely surrounded by low hills and mountains distant enough to provide long views.

The town has undergone considerable change to its scenic character in the past century; this includes changes in land use, advances in farm management techniques, development, loss of trees such as elms and chestnuts (while gaining overall in forested area), and loss of a number of older structures, including houses, barns, bridges, and stone walls.

### Current Status

East Montpelier's gently rolling topography and rich soils have sustained a broad tapestry of fields and meadows that give the town a distinctly open landscape with frequent views toward the surrounding and distant hills and mountains. The town's scenic beauty is the result of a small-scaled and intimate landscape of villages, farmsteads, and homes in the midst of a varied pattern of field and forest. In addition to roadside views, many of the wilder back lots are familiar to residents because of their accessibility by an extensive network of walking and snowmobile trails.



Sparrow Farm (Bob Klein)

The average tourist driving through East Montpelier on US 2, however, may have a quite different impression of the town. While this perspective offers beautiful views of the Winooski River and the opportunity to visit a classic country store, US 2 is becoming increasingly characterized by numerous small commercial businesses organized into strip development patterns. New electrical infrastructure, including commercial solar projects, larger distribution and Phase 3 transmission lines are beginning to change roadsides as well.

East Montpelier Village remains an important focal point of the town with numerous historic buildings. Recent improvements include a town green in front of the Old Brick Church, entry signs, new sidewalks, and bike lanes. North Montpelier and East Montpelier Center are also important scenic focal points.



Subdivisions in town have most often consisted of a few lots. Nevertheless, this incremental development can result in eroding rural character especially when they are poorly planned with houses sprawling across former open meadows with numerous roads and drives that inefficiently cut up the landscape. By contrast, the Sparrow Farm provides an example of accommodating a number of new homes while protecting the most scenic and valuable open space.

Historically, development in the rural areas of town has been located close to roads, with buildings usually oriented either parallel or perpendicular to the road. Houses and outbuildings oriented randomly in numerous directions, rather than in tight and orderly historic patterns, can create discordant patterns of development that are more suburban than rural in character. Siting development at the edge of valued open agricultural fields or intact woodland blocks, rather than within them, can help retain rural character. Clustering buildings and structures, reducing visibility of parking and other discordant structures, and sharing driveways can also help.

A few significant steps have been taken over the past few decades to protect the scenic and rural character of the town. Perhaps most important has been the conservation of numerous agricultural fields, forest land, wetlands, and other significant landscapes that contribute to the scenic beauty of East Montpelier. The town evaluated the relative value of farm and forest lands using a methodology called the LESA system (Land Evaluation and Site Assessment). Scenic values were part of the evaluation system, although secondary to the agricultural and timber production values of these lands. This systematic approach to evaluating the scenic, recreational, forestry, and agricultural values has helped the town procure funding from the Vermont Housing and Conservation Board to protect a number of valuable farms, forest lands, and trail corridors in town. The town's Conservation Fund is also valuable, providing essential contributions to these acquisitions.

## Identifying Scenic Resources

The following six characteristics of rural landscapes were identified in the 2011 Town Survey as highly valuable, and are known to contribute to scenic quality generally.

### Village Centers and Hamlets



North Montpelier Village (Jean Vissering)

East Montpelier's village settlements add diversity to the landscape and create cultural focal points. The clear distinction between these concentrated settlements and the surrounding landscape dominated by open space is critical to the scenic character of East Montpelier. All three villages retain historic settlement patterns that include buildings in close proximity, usually oriented at right angles to each other and



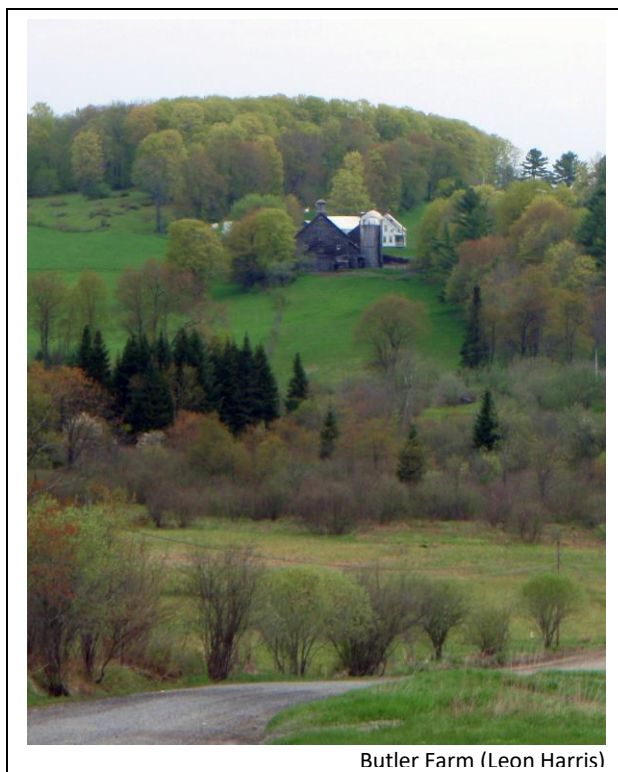
to the road. Development tends to be one lot deep but often a lot includes a cluster of several buildings such as a house, barn, and outbuildings.

Historic and/or natural focal points in East Montpelier Village include the Old Brick Church, C.P. Dudley Store, and the Winooski River. In North Montpelier, scenic resources include historic old mills and residences, the falls, and the pond. Scenic resources in East Montpelier Center include the Old Meetinghouse Church and the historic Parley Davis House.

Each village has a distinct character. East Montpelier Village includes a mix of commercial and institutional uses along with residential and home occupations. North Montpelier has a mix of residential and home occupations but has lost its commercial uses in recent years. Both are located along state highways. East Montpelier Center is quieter and more residential in character and the village is strongly integrated with its agricultural surroundings. The Center Farm is located right in the village.

### Rural Agricultural and Open Lands

Outside of the village centers, most of East Montpelier is characterized by farmsteads and residential uses separated by large areas of fields and forestland. The abundance of open meadows distinguishes East Montpelier from other central Vermont towns. It creates diverse patterns of crop fields, hay fields, pasture, sugarbush, wetland, and wildland. Active farms are essential to maintaining these diverse patterns in the landscape. The 2011 Town Survey overwhelmingly identified agricultural uses as vitally important to the town with scenic character. Protecting open agricultural meadows to the greatest extent possible will be critical to retaining East Montpelier's scenic and rural character.



Butler Farm (Leon Harris)

### Distant and Middleground Views

The abundance of open meadowland provides numerous opportunities for views around town. Many spectacular views include distant mountains such as the Green Mountains, Worcester Range, Marshfield Cliffs, or Spruce Mountain. Some even include the White Mountains in New Hampshire. Foreground meadows enhance many views. They are the windows to distant views, but they are critical to the quality of the view itself. Middleground views often include patterns of field and forest and sometimes a local natural or cultural focal point such as Sibley Farm as seen along Sibley Road or from Lyle Young Road.

### Ponds and River Corridors

Water features nearly always contribute to scenic quality. One of the most important in East Montpelier is the Winooski River which meanders along US 2 until it veers off part way to

Plainfield and winds its way under the old covered bridge on Coburn Road. Views of the river are often enhanced by floodplain meadows, but in a few places, development has impaired the view. There has been recent interest in improving both visual and physical access to the Winooski River. In particular, residents of East Montpelier Village have discussed the possibility of a River Walk along the banks of the Winooski within the village. The Kingsbury Branch through North Montpelier Village offers similar opportunities.

East Montpelier also has several ponds including North Montpelier Pond, Sodom Pond, Horn of the Moon Pond and the 6-acre swimming hole known as Coburn Pond accessed from Coburn Road. North Montpelier and Sodom Ponds also have frontage in the town of Calais.

### **Roadsides**

Narrow gravel roadways are an important part of East Montpelier's scenic and rural character. Some of these roadways are further enhanced by roadside features such as stone walls or old maple trees.

### **Hilltops and Ridgelines**

Ridgelines are particularly important because they are often viewed from many locations and provide a backdrop for other scenic features. East Montpelier has some distinct ridgelines and a number of prominent hilltops. Long Meadow Hill is one of the highest and forms a natural backdrop for much of the western part of town. Other hilltops provide opportunities for distant views, such as the high meadows behind Fairmont Farm along the East Montpelier trail system.

### **Significant Scenic Resources**

The town values its many scenic views. Specific areas in town with exceptional scenic values are identified in the table below. All views are accessible from public roads as shown on Map 12. Other scenic areas exist, including the town's extensive network of trails. However, roadside views are experienced by the largest number of people. All significant scenic roadways include at least two exemplary examples of the scenic characteristics described above. With the exception of villages, all are intact landscapes with minimal development other than historic homes and barns. All include diverse elements such as fields, meadows, water features, wooded hillsides, distant views, and/or old roadside trees. Historic villages are the focal points of the rural landscape and feature many historic structures.

Careful siting, design, and in some cases screening shall be required in order to protect the identified characteristics of these scenic views. Foreground areas (within ½ mile) are particularly sensitive to visual impacts. Their proximity means that people see far more detail than in more distant areas. *Larger development including solar projects greater than and 50kW and that are intended to feed power into the regional grid independent of local needs shall not be permitted in these viewsheds. Screening and careful siting of new development and facilities, including solar projects and communications towers, will be critical to protect resource values. (For additional siting criteria see Chapter 6.)*

Significant Scenic Views Along Public Roads in East Montpelier (see Map 12)			
Location	Description	Distance (Miles)	Scenic Resource Type
North Street and Sparrow Farm Road	Distant views to Worcester Range, Camels Hump, and Mount Ellen; foreground meadows, farm structures, large roadside trees	1	<ul style="list-style-type: none"> <li>• Rural Agricultural and Forest Land</li> <li>• Distant Views</li> <li>• Roadside Features</li> <li>• Historic Farm Structures</li> </ul>
Cummings Road	Distant views to SW to Camels Hump and Mount Ellen; foreground meadows	.1	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural Land</li> </ul>
Horn of the Moon Road, Jacobs Road, and Sanders Circle	Distant Views to Worcester Range and Camels Hump. Foreground views to Long Meadow Hill and Horn of the Moon Pond, meadows, and farm structures	1.2	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> <li>• Historic Farm Structures</li> <li>• Hilltops and Ridgelines</li> <li>• Water Feature</li> </ul>
County Road south of Haggett Road	Distant view to east toward White Mountains, foreground agricultural field and White Cemetery	.1	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> </ul>
Center Road South	Foreground open meadows on both sides of Center Road with views to the Green Mountains and middleground hills. Historic farmstead is on the north side of the road near top of hill.	.3	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> <li>• Historic Farm Structures</li> </ul>
Center Road North	Scenic road with several historic farms, a large sugarbush, mature roadside maple trees, diverse mix of open meadows and forest land; views to Sodom Pond and surrounding rural landscape	2.5	<ul style="list-style-type: none"> <li>• Middleground Views</li> <li>• Rural Agricultural and Forest Land</li> <li>• Historic Farm Structures</li> <li>• Roadside Features</li> <li>• Water Feature</li> </ul>
Sibley Road/ Putnam Road	Scenic road with three historic farmsteads and barns set in an open agricultural landscape	1.4	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> <li>• Historic Farm Structures</li> </ul>
Intersection of Dodge, Putnam, Snow Hill and Vincent Flats Roads	Views to east along Snow Hill Road to Marshfield cliffs and the Spruce Mountain ranges; foreground pattern of fields and forests in the foreground with some residential structures. Views looking west to the historic Four Corners Schoolhouse.	.4	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> <li>• Historic Structures</li> <li>• Hilltops and Ridgelines</li> </ul>
Clark Road south of East Hill Road	Distant views to west of Camels Hump and Worcester Range, foreground open meadows.	.6	<ul style="list-style-type: none"> <li>• Distant Views</li> <li>• Rural Agricultural and Forest Land</li> </ul>
East Montpelier Center (Hamlet)	A cluster of tightly knit homes and a working farm with the Old Meetinghouse Church as a focal point. Open agricultural meadows and forest land surround East Montpelier Center	.7	<ul style="list-style-type: none"> <li>• Historic Buildings</li> <li>• Rural Agricultural and Forest Land</li> <li>• Hamlet</li> </ul>
North Montpelier Village	A distinct village with historic homes, old factory buildings, and a former village store. North Montpelier Pond (partially in Calais) and Kingsbury Branch enhance views.	.5	<ul style="list-style-type: none"> <li>• Historic Buildings</li> <li>• Village</li> <li>• Water Features</li> </ul>
East Montpelier Village	Historic center of town with numerous historic structures in a traditional village pattern. Old Brick Church, Dudley's Store, an old Schoolhouse (now municipal offices), along with the Winooski River are important focal points.	.7	<ul style="list-style-type: none"> <li>• Historic Buildings</li> <li>• Village</li> <li>• Water Feature</li> </ul>

## The Future

To a large extent, the town has benefitted from a relatively slow rate of growth, along with the deliberate conservation efforts by many landowners in town. Many of the town's foreground and distant views are now permanently protected. As numerous people noted in the Town Survey, despite living right next door to our state's capital, East Montpelier enjoys a rural landscape with relatively quiet back roads. However, owners of larger properties including existing farmland may wish to sell or subdivide these properties. Moreover, citizens have expressed a desire to encourage growth, especially within our identified villages and growth areas. Town residents have expressed interest in providing more affordable land and housing within these areas. Renewable energy facilities also have the potential to create aesthetic impacts.

Growth and development does not mean sacrificing the scenic and rural character of our landscape. Planning and regulatory efforts, along with occasional financial investments are needed to guide growth in a positive manner. Implementation of the *East Montpelier Village Master Plan* will enhance the visual character of the village, and planned revisions to the *Land Use and Development Regulations* will discourage strip development and help protect scenic views.

## Goals and Actions

➤ **Goal 9.13:** Protect East Montpelier's significant views.

- ❖ **Policy 9.13:** *Development within identified significant viewsheds shall not unduly detract from the identified scenic values, with particular attention given to development in the foreground (within 1/2 mile) of the viewpoint. All reasonable siting and design techniques shall be used to minimize impacts on views, including but not limited to: siting development at the edge of views; using natural vegetation and/or topography to screen prominent or discordant elements of development, such as parking, storage and private utility structures; limiting the size and scale of structures; and using Planned Unit Development to maintain compact patterns that do not encroach on viewsheds.*
- ✓ **Action 9.13.1:** Land conservation efforts should include protecting identified scenic viewsheds especially foreground areas.
- ✓ **Action 9.13.2:** Provide guidance in the *Land Use and Development Regulations* for protecting characteristic scenic resources throughout the town with particular attention to identified scenic views.
- ✓ **Action 9.13.3:** Review and identify, as needed, updates to the Significant Scenic Views. In addition, consider views from permanently protected publicly accessible town trails for designation as Significant Scenic Views.



- ❖ **Goal 9.14:** Retain the scenic rural character of town roadways.
- ✓ **Action 9.14.1:** Develop and implement road maintenance policies that minimize road widths and retain roadside vegetation particularly along identified scenic roadways.
- ✓ **Action 9.14.2:** Ensure that *Land Use and Development Regulations* encourage compact development that protects scenic and natural resources.



Views of the Worcester Range (Jean Vissering)



# Chapter 10

## LAND USE

### History

East Montpelier lies along the Winooski River with much of the town underlain by the Wells River geologic formation that has rich calcareous soils. The Winooski River and some of its glacial predecessors left rich fluvial deposits along with a few pockets of deep sands. The far western portions of town are underlain by the Moretown formation. Some of the town's highest hills and important forestlands are in this part of town. A network of streams and wetlands are evidence of excellent groundwater supplies especially in the eastern portions of town.

The town's cultural landscape has evolved over centuries. Before 1848, most of the town was the rural hinterlands of the Village of Montpelier. The Winooski River and later the railroad supported the mills and other businesses within East Montpelier Village (then known as East Village). A second center developed in North Montpelier where there were mills along the Kingsbury Branch. Parley Davis, one of the original settlers, planned for East Montpelier Center to become the seat of town government and reserved space for a town common adjacent to the Old Meeting House Church. Until the 1940s the landscape would have been almost entirely open with numerous small farms, the homesteads and barns of which grace our landscape today. Thanks to relatively gentle slopes and rich soils, agriculture remains an important activity, albeit with fewer, but larger, farms.

### Current and Future Land Uses

The landscape of East Montpelier is highly valued by citizens. The rural character of the town is impressive, especially given its close proximity to Montpelier and Barre. The town reflects the classic Vermont development pattern of distinct villages (East Montpelier Village, North Montpelier and East Montpelier Center) surrounded by abundant farmland and forests.

Map 13 shows current land uses, based on 2013 remote sensing data. The location of our three villages is shown on the map. Forests, homes, and farms occupy most of the rest of the landscape with additional commercial and industrial development near and along US 2 and VT 14. Map 10 shows that approximately 50 percent of the town is conserved and/or restricted under the Current Use program.

East Montpelier's zoning bylaws were first developed in the early 1970s. The existing zoning districts and standards, summarized in the accompanying text box, have not changed since 1974. The zoning bylaws are typical for that era when zoning norms promoted suburban land use patterns. The development patterns that have occurred in the past four decades reflect the zoning: large residential lots with large setbacks in contrast to the historic homes on smaller lots close to the road.

An overriding goal for the future will be to retain the town's beauty and rural character while promoting future growth especially within East Montpelier Village and the other identified growth areas. Other important challenges include encouraging more diverse and affordable housing and community-centered businesses and preventing strip development.

Map 14 shows future land uses. This vision of future land use builds on the future land uses in the 2016 *Central Vermont Regional Plan* and the 2017 *East Montpelier Village Master Plan*. East Montpelier's current zoning districts do not, in all cases, reflect or support the future land use areas.

#### Future Land Use Areas

- **Villages** accommodate many residential, civic, commercial and light industrial uses. Factors in determining the presence and boundaries of a village include: a state-designated village center, local road network, availability of public utility infrastructure, relatively dense development and smaller lot sizes (1 unit per acre or higher), a mix of land uses, and a distinct separation from surrounding rural areas. The boundaries for East Montpelier Village on this map are based on the village master plan.
- **Hamlets** are smaller than villages and are typically concentrated residential settlements woven into the fabric of rural areas. Hamlets may or may not provide minor commercial and civic services. North Montpelier and East Montpelier Center are shown as hamlets on this map.
- **Rural areas** include prime agricultural soils, forest blocks, low-density residential, small-scale commercial and industrial uses, and recreational uses.
- **Industrial areas** are those where existing and future commercial and industrial activities are encouraged. East Montpelier's existing Industrial zoning district is depicted as an industrial area.
- **Resource areas** require special protection or consideration due to their uniqueness, irreplaceable or fragile nature, or important ecological function. Resource areas include: conserved lands; slopes of 25% or more; rare, threatened or endangered species; significant natural communities; wetlands, special flood hazard areas; and shoreline protection areas.

### Villages, Hamlets and Growth Areas

East Montpelier has three villages, East Montpelier Village, North Montpelier, and East Montpelier Center. East Montpelier Village is the primary town center with a concentrated mix of residential, institutional, and business uses. Each village has a distinct character but retains traditional settlement patterns with buildings located close to the road and to each other, oriented at right angles, and often with a range of architectural styles, most often at least two stories in height.

East Montpelier Village and North Montpelier are identified as growth areas. Additionally, the town has identified Gallison Hill near U-32 Middle/High School as a potential growth area. Future growth should be focused within these villages and growth areas. Currently, none are zoned in a way that defines them as villages. The 2017 *East Montpelier Village Master Plan* provides a road map for future growth in this village including a framework for village zoning.

In order to provide available land for housing and commercial development, future land conservation within identified village and growth areas may not be in the town's best interest. Villages and growth areas should include networks of open space, trails, parks, and play areas, but large conserved areas should be reviewed to ensure they meet the goals of the town, especially if town funding will be required.

## East Montpelier Village

East Montpelier is our largest village and the seat of town government. It is located along the Winooski River at the junction of two major roadways, US 2 and VT 14. Important focal points found in the village are Dudley's Store, the Old Brick Church, the Post Office, the Town Office and the Fire Department.



East Montpelier Village (Jean Vissering)

The historic center of East Montpelier Village was officially designated as a Village Center by the state in 2008 (see Map 15). This recognition provides tax incentives to owners of historic properties for building improvements and gives the town higher standing when applying for grant opportunities offered by state agencies. East Montpelier intends to maintain the Village Center designation and to propose a minor boundary modification.

The historic village center and adjoining village areas on the northwest side of the Winooski River have come to be known as the Lower Village. Village areas on the hill across the river have come to be known as the Upper Village. A variety of commercial businesses are located in the Lower and Upper Village. East Montpelier Elementary School is located nearby.

Current zoning for East Montpelier Village is divided among the Residential and Commercial District, the Commercial District, the Rural Residential and Agricultural District, and a small portion of the Industrial District.

For many years, there has been sustained interest in enhancing the village as a place to live, work, and do business. Following several earlier studies, the Planning Commission completed the *East Montpelier Village Master Plan* in 2017. The village master plan provides a framework for defining a specific village area and for moving forward to achieve a range of goals that will fulfill desires expressed in numerous public workshops by town citizens. These goals include new village-specific zoning regulations and finding solutions to providing greater access to wastewater and potable water through community systems. Encouraging new businesses that serve the community and affordable housing are important along with providing a more pedestrian friendly and attractive village.

The East Montpelier Village Planning Areas map (Map 16) shows the Lower and Upper Mixed Use planning areas surrounded by village residential areas. The proposed lot sizes in East Montpelier Village range from ½ acre to 1 acre.

### **North Montpelier**

North Montpelier is an attractive cluster of historic homes and old factory buildings set at the south end of North Montpelier Pond, and along the Kingsbury Branch. The small village is at the intersection of VT 14 and VT 214.

The village recently lost a post office and general store, which had served as community focal points. The village is now entirely residential. Some commercial buildings are vacant. Other former commercial buildings and former mill buildings have been converted to apartments, many of which are considered affordable; however, quite a few of the apartment buildings are falling into disrepair. Residents worked with the Agency of Transportation to ensure that the new bridge over the Kingsbury Branch would be attractive and include a sidewalk. The village is handicapped by the lack of easy access to potable water and wastewater services. The village water system has fallen into disrepair and users have converted to private wells.

The current zoning in North Montpelier is Residential and Commercial.

Detailed master planning has not been done for North Montpelier, but residents remain interested in providing small, community-oriented commercial uses, such as a country store, while retaining the historic character and links to nearby open space and North Montpelier Pond. Commercial development should be appropriately designed for the rural village setting, and land use regulations will need review to ensure they accomplish this. If applicable, applying for Village Center Designation could help encourage re-establishing commercial uses through tax credits for renovation of historic commercial buildings.

### **East Montpelier Center**

East Montpelier Center is a residential hamlet, located on Center Road and extending from Barnes Road to Dodge Road. The Center contains several historic structures including the Parley Davis house, the Old Meeting House Church, a former schoolhouse, and Doty Cemetery. Homes are clustered along Center Road and extending onto Barnes, Bliss and Brazier Roads. Center Farm is in the village area with abundant farmland and open space surrounding it. The Old Meeting House Church is the focal point of the village area, serving its congregation and providing a gathering place for community members.

Traffic through the Center has been an on-going concern. The town recently reduced traffic speeds on Center Road to 25 mph.

East Montpelier Center is in the current Rural Residential and Agricultural zoning district and the Agricultural and Forest Conservation district.

East Montpelier is likely to remain a small residential and agricultural center of town with the historic focal point being the Old Meeting House Church. Future growth should be concentrated near Center Road. Techniques for traffic calming through the hamlet should be explored.

### **Gallison Hill Growth Area**

An area around the U-32 Middle/High School has been identified as a possible growth area for the town. Montpelier's sewer and water system extends to the school providing the opportunity for an extension that could lead to future growth. No planning studies have been conducted.

The Gallison Hill area is currently in the Residential and Commercial zoning district and the Rural Residential and Agricultural district.

The proximity of the school makes this area appropriate for residential growth or potentially academically-oriented mixed uses. More detailed studies of the area's future potential should be undertaken within the next five years.

## **Rural Land Use Areas**

The majority of land in East Montpelier is considered rural and is primarily residential, agricultural, and forested. There are a number of home occupations, and many farms sell a range of products. Two of the larger businesses within primarily residential areas are the Morse Farm and Bragg Farm. Both are located on paved roads and are well-known tourist destinations.

The rural areas of town generally retain a pattern of homes separated by open space with occasional clusters of houses concentrated on smaller lots. Housing subdivisions tend to be small, consisting of two or three lots. A five-lot subdivision is on the larger end of what typically comes before the Development Review Board.

The Selectboard and Planning Commission have recently noted that nearly 50 percent of the land area in town is either protected by conservation easements (33 parcels; 3,786 acres) and/or is in the Current Use Program (109 parcels; 9,752 acres). Discussions have focused on the extent to which the amount of conserved land may inhibit residential growth within the town. Other discussions have considered whether conservation easement projects seeking contributions from the town's Conservation Fund should include provisions that help accomplish some of the town's other goals such as renewable energy generation, recreational trail easements or housing.

Another issue that has been raised in recent years is poorly-planned subdivisions, where houses sprawl across the landscape. Poorly-planned subdivisions erode valuable farm and forest lands and disrupt the traditional rural pattern of clustered buildings separated by open space.

Also of concern is the increasing amount of commercial development outside of village areas especially along US 2 outside of East Montpelier Village. Businesses include storage units, car dealerships, camper and RV sales, a timber framing business, and a home and garden center. These businesses contribute to the town's tax base, and some would be unsuited to a village setting. At the same time, the village's gateways are evolving into strip development. Strip development tends to be inefficiently organized, with buildings set back far from the road and parking and vehicles prominently displayed in front, dominating the view. Strip development was identified in the 2011 survey as a significant concern. Preventing strip development in the rural areas outside the villages is a challenge for the future.

Rural land use areas are currently in the Agricultural and Forest Conservation zoning district, the Rural Residential and Agricultural District, the Residential and Commercial District, and the Commercial District.

While growth is expected to happen within rural areas, it is the intention of this plan that development within these areas will follow a rural pattern. Overall densities will remain low, and clustering of structures will be encouraged in order to keep agriculture and forestlands open. Front setbacks should be reduced to allow development closer to the road. Shared driveways and infrastructure will be encouraged. Regulatory options should be evaluated to promote more efficient development siting on large lots retaining more contiguous open space. Structures will



be oriented, to the extent possible, to reflect traditional patterns and forms. Visually intrusive or discordant elements such as larger parking areas, utilities, and storage areas should be screened and/or located away from roadways.

Commercial development in rural land use areas is anticipated but strip development is not desired. The goal is to allow rural, commercial development with a more efficient and attractive pattern of growth that improves the town's gateways and overall rural character. Future requirements should include the efficient use of land; minimizing the number of access roads; and locating parking, utilities, sale items, etc. to the rear of buildings or otherwise screening such uses. Commercial uses may not be considered appropriate for some rural areas.

#### **What is Strip Development?**

The Vermont statute dictating the Act 250 land use permitting process (Title 10, Chapter 151) defines "strip development" as follows:

"**Strip development**" means linear commercial development along a public highway that includes three or more of the following characteristics:

- broad road frontage,
- predominance of single-story buildings,
- limited reliance on shared highway access,
- lack of connection to any existing settlement except by highway,
- lack of connection to surrounding land uses except by highway,
- lack of coordination with surrounding land uses , and
- limited accessibility for pedestrians. "

### **Industrial Areas**

The Industrial District is located between US 2 and VT 14. It includes the capped Central Vermont Landfill and Casella's transfer station, as well as a number of other businesses such as Huntington Homes, Packard Fuels, Vermont Country Campers, and the Central Vermont Humane Society. There are also a number of homes in this area. The area has been underutilized for business and industrial growth, in part due to the lack of available water and wastewater services.

A small portion of the area currently zoned for industrial uses is located within the area proposed for village zoning in East Montpelier Village. Some sections of the industrial area are currently in residential use. Providing available land for businesses unsuited to a village setting is important. Evaluating the industrially-zoned lands and examining the potential for added infrastructure will be important for future planning and to attract businesses. The industrial area may be suited to future energy growth such as larger solar projects.

### **Resource Areas**

These are protected areas where development cannot or should not occur. East Montpelier's resource areas include conserved farm and forestlands, significant natural habitats, wetlands, shorelands, and floodplains. Most of these areas are already protected by conservation easements or by zoning regulations.

### **Forest Integrity Study Area**

Act 171, adopted by the state Legislature in 2017, requires towns to plan for protection of priority and high priority forest blocks that are important for interior forest habitat and connectivity (see discussion in Forest Resources and Forest Integrity). Based on the mapping of

these priority forest areas, this Town Plan identifies a Forest Integrity Study Area as shown on Maps 11 and 14. The purpose of the study area is to provide a spatial focus for forest integrity protection efforts. The Forest Resources and Forest Integrity section of this plan identifies both regulatory and non-regulatory actions to be taken to protect forest integrity in East Montpelier.

## Land Use Regulations and Zoning Districts

Zoning regulations must reflect the goals and policies stated in the Town Plan. East Montpelier's *Land Use and Development Regulations* were developed in the early 1970s. The regulations were last revised in 2015 to update the flood hazard regulations, conservation overlay districts, groundwater withdrawal allowances, and to clarify the procedures for a Certificate of Compliance.

### East Montpelier Existing Zoning Districts

**Zone A Commercial District** (600 acres): The purpose of this district is "to encourage a mix of small-scale business uses at moderate densities in an area with convenient access to principal highway corridors, while avoiding strip development patterns and maintaining safe and efficient traffic flow." The district currently includes a number of residential uses as well as commercial uses. The district abuts Rural Residential and Forest/Agriculture districts in Plainfield. A significant portion of the district is within flood hazard and river corridor areas. The minimum lot size is 1 acre.

**Zone B Industrial District** (531 acres): The district's purpose is "to encourage a variety of industrial, manufacturing and appropriate commercial uses at moderate densities and in a compact settlement pattern in locations that have historically been used for such uses and which are served by good highway access." At present, the area consists of a mix of residential, industrial and commercial uses including the Central Vermont Solid Waste Management District Transfer Station. The minimum lot size is 1 acre.

**Zone C Residential and Commercial District** (2,348 acres): This district occupies two areas of town near state highways. East Montpelier and North Montpelier Villages are currently within this district. The purpose is to "promote compact residential development and commercial uses compatible with the scale and character of residential neighborhoods within and surrounding traditional village centers." The minimum lot size is 1 acre.

**Zone D Rural Residential and Agricultural District** (8,004 acres): Zone D is divided among three areas of town. Most of East Montpelier Center is within this zone. Its purpose is to "promote agriculture and forestry while accommodating low density residential development and other compatible non-residential uses." Minimum lot size is 3 acres.

**Zone E Agricultural and Forest Conservation District** (8,998 acres): Zone E covers the rural areas in the northern part of town. Many of the town's conserved lands are within this zone. Its purpose is to "promote agriculture, forestry and low density residential development in areas with limited access to public roads and community services while protecting natural resources and the district's rural character." The minimum lot size is 7 acres.

**Conservation Areas Overlay Districts:** East Montpelier has two conservation districts, the overall purpose of which is to "ensure the protection of critical natural resources by ensuring that development does not degrade or impair the ecological values and functions associated with the resources in the overlay districts regardless of the underlying zone." The Wetland Overlay District includes all known wetlands and surrounding buffer areas. The High Elevation Overlay District includes all lands in town over 1,500 feet in elevation. These areas are currently forested.

**Flood Hazard Areas:** The Flood Hazard Areas are an overlay that includes the 100 year floodplain and the mapped river corridors. New development is limited in these areas.

The zoning districts, boundaries, purposes, lot sizes and setbacks have not been significantly revised since 1974. As a result, the regulations have not kept pace with current conditions or development trends and may not be meeting stated purposes. In addition, the Town recently completed the *East Montpelier Village Master Plan* and regulations will need to be changed to reflect the village planning areas and to update Planned Unit Development and parking standards.

The town's current zoning districts are summarized in the accompanying text box above. The town received a municipal planning grant for 2018-2019 to review and update the *Land Use and Development Regulations* including adoption of new zoning districts for East Montpelier Village.

New zoning regulations should encourage efficient development that makes the most of small areas with a compact organization of site elements. This is particularly important in areas where commercial and industrial development will be encouraged. Retaining rural character and preventing inefficient strip development will be important goals.

## Areas for Review

In addition to implementing the zoning recommendations of the East Montpelier Village Master Plan, zoning updates should also examine some areas where inconsistencies exist along boundaries with other towns.

- **Barre Town:** East Montpelier's industrial district along the east side of US 2 abuts about one mile of the northeast corner of Barre Town. A closed and capped landfill and an operating regional solid-waste transfer facility occupy most of the industrial zone adjacent to the Barre Town boundary. The adjoining Barre Town land is zoned for low-density residential use and presently is primarily forest and agricultural land. Barre Town has identified these adjacent lands as supporting a deer wintering range and other natural/fragile areas. Proximity to these natural resources could be a limiting factor in any further industrial development along this boundary.
- **Calais:** Adamant, one of Calais' four villages, is on the border with East Montpelier. East Montpelier residents on Center Road near Adamant consider themselves to be part of the Adamant community. Calais' efforts to strengthen and maintain Adamant's character benefit adjoining areas in East Montpelier. Similarly, North Montpelier is located on the boundary with Calais and near the boundary with Marshfield. East Montpelier's efforts to strengthen and maintain North Montpelier would affect those communities. Communication between the towns, particularly about potential plans to increase growth in these villages, is important.
- **Marshfield:** East Montpelier zoning in the vicinity of North Montpelier is Residential/Commercial. Adjoining areas of Marshfield are zoned Agriculture/Rural Residential. Communication between the towns, particularly about potential plans to increase growth in North Montpelier, is important.
- **Montpelier:** Most adjoining areas of Montpelier are currently zoned Low Density Residential with the exception of the area near Gallison Hill Road and U-32, which are zoned Medium Density Residential. The adjoining areas in East Montpelier are zoned Rural Residential/Agricultural. East Montpelier has identified the Gallison Hill area as a possible growth area. Increased development in this area would be compatible with

development in neighboring Montpelier. U-32 is served by Montpelier's water and sewer systems. If East Montpelier were able to arrange for an extension of these services along Gallison Hill, then additional development density consistent with adjacent Montpelier would be possible.

- **Plainfield:** US 2 from East Montpelier into Plainfield is one of the gateways into Plainfield. East Montpelier has zoned this area as Commercial. Plainfield has zoned this area for Rural Residential and Forest/Agriculture. In both towns, much of this area is in the floodplain, which limits potential development. East Montpelier should re-evaluate its zoning in this area to be more consistent with the neighboring community and what is actually feasible in the floodplain.

## Energy Planning and Siting

Meeting energy goals (see Energy and Energy Conservation) requires emphasizing land use patterns that concentrate development in villages and growth centers in order to encourage walkability, bicycling, and the use of public transportation. Reducing strip development and protecting large blocks of forestland are also important to meeting energy goals.

The Energy and Energy Conservation section of this Town Plan identifies areas where renewable energy projects are preferred, especially larger solar projects; areas where they may be permitted under certain conditions; and a few areas where there would be strict limits on any renewable energy generation projects, except those that serve individual homes and businesses. Preferred areas include the Casella capped landfill, some portions of the Packard Industrial Park and some portions of the current Commercial zone. Other locations, including defined villages and scenic areas, have restrictions for certain types of energy development.

## Goals and Actions

- **Goal 10.1:** Ensure that land use patterns retain the values expressed by citizens including rural development patterns, protection of agricultural land and open space, and the enhancement of East Montpelier's villages.
  - ✓ **Action 10.1.1:** Review and update East Montpelier's zoning districts to ensure that the boundaries, purposes, and standards are appropriate to meet the goals of the Town Plan.
  - ✓ **Action 10.1.2:** Review and update the site plan review, parking, design and screening standards in the *East Montpelier Land Use and Development Regulations*.
  - ✓ **Action 10.1.3:** Update the *East Montpelier Land Use and Development Regulations* to make it easier to permit Planned Unit Developments.
  - ✓ **Action 10.1.4:** Develop zoning regulations that encourage new developments to reflect historic landscape patterns such as compact development, a close and positive relationship to the street, and orientation of building and structures parallel or perpendicular to the road and other structures.
  - ✓ **Action 10.1.5:** Include resource protection policies in the *Land Use and Development Regulations*.

- ✓ **Action 10.1.6:** Protect riparian forests through conservation easements and the *Land Use and Development Regulations*
- **Goal 10.2:** Focus new development in villages and growth areas.
  - ❖ **Policy 10.2:** *The East Montpelier Village Master Plan (2017) is incorporated into this Town Plan by reference.*
  - ✓ **Action 10.2.1:** Adopt village zoning to implement the *East Montpelier Village Master Plan*.
  - ✓ **Action 10.2.2:** Research and if appropriate apply for Village Center designation for North Montpelier.
  - ✓ **Action 10.2.3:** Evaluate the potential for a village zoning district in North Montpelier.
  - ✓ **Action 10.2.4:** Evaluate the potential for growth in the Gallison Hill area.
  - ✓ **Action 10.2.5:** Ensure that village properties under town control are developed in a manner consistent with the goals of the *East Montpelier Village Master Plan*.
- **Goal 10.3:** Discourage commercial strip development.
  - ✓ **Action 10.3.1:** Update zoning bylaws to prevent strip development.
- **Goal 10.4:** Encourage development of the Industrial District.
  - ✓ **Action 10.4.1:** Update zoning bylaws to ensure that the boundaries, purposes, and standards are appropriate to achieve the goals of the Town Plan.
- **Goal 10.5:** Focus conservation efforts in areas outside of East Montpelier Village that have the highest resource values.
  - ✓ **Action 10.5.1:** Prioritize areas that would benefit from conservation including agricultural lands, priority forest blocks, riparian connectors, wetlands, and scenic resources.
  - ✓ **Action 10.5.2:** Consider how conservation projects contribute to accomplishing other town goals—such as recreation, housing or renewable energy generation—when evaluating support from the town’s Conservation Fund.
- **Goal 10.6:** Promote energy-efficient land use patterns that facilitate walking, bicycling, and use of public transportation.
 

This goal cuts across other areas. See actions for:

  - Transportation (6.2.1, 6.2.2, 6.2.3); and
  - Housing (8.1.1).



# Chapter 11

## IMPLEMENTATION

The preceding chapters discuss a range of topics while providing historical context, summarizing current conditions, identifying issues and opportunities, and establishing goals, policies, and actions. Making the plan's vision a reality requires that the actions be implemented.

With over 120 identified actions it is important to identify priorities, assign responsibility, identify where funding or investment is needed, and a timeframe for action. This chapter organizes this information to help facilitate implementation.

Priorities are characterized as moderate to high to top priority based on the Planning Commission's best judgment. **The seven top priorities are shown in red text (Actions 6.12.2; 6.13.1; 7.3.1; 10.1.1; 10.1.2; 10.1.3; and 10.2.1).** Fifty-four actions are high priorities. Sixty-two actions are moderate priorities.

One or more official, board, or other body is identified as the entity responsible for implementing each action. Many actions have multiple responsible entities, highlighting the need for coordination and cooperation.

Many actions can be implemented in the course of regular town business. Some actions, however, will require funding or investment. To the extent that they can be anticipated, actions requiring additional funding resources are identified in the Resources column. This will help in identifying where grant funding should be sought or where operating or capital funds should be budgeted.

Timelines vary from ongoing to specific timeframes. Where actions require funding, the timeline is dependent on obtaining the necessary resources. For example, the Planning Commission has obtained a municipal planning grant from the state to undertake an update of the town's *Land Use and Development Regulations*, so a specific timeline for the relevant actions is readily anticipated.

Although this plan presents a 10-20 year vision for the town, the plan itself has an eight-year statutory life. The plan should be reviewed periodically over the eight years to evaluate whether progress is being made and to re-evaluate conditions, goals, actions, and priorities. As actions are accomplished, other actions will move up in priority. Similarly, a change in conditions or new state requirements may require reprioritization. Major changes in conditions may require that the plan be amended; an amendment is anticipated when the Town Energy Plan is completed.

As a small town with relatively few employees, East Montpelier runs on the efforts and dedication of the many residents who serve on boards and committees, participate in local organizations that contribute to town life, and volunteer to help make community events a success. This civic spirit helps make East Montpelier a special place to live and work—now and in the future.

Goals and Actions	Priority	Responsibility*	Resources	Timeline
<b>EAST MONTPELIER AND THE REGION</b>				
➤ <b>Goal 2.1:</b> Participate in regional organizations and activities.				
✓ <b>Action 2.1.1:</b> Maintain active representation on, and participation in, boards and commissions of regional organizations.	Moderate	SB, appointed representatives		ongoing
➤ <b>Goal 2.2:</b> Cooperate with neighboring communities to ensure plan compatibility and to address mutual opportunities and challenges.				
✓ <b>Action 2.2.1:</b> Consult with planning officials of adjacent towns to identify and resolve potential conflicts and to address opportunities for cooperation.	High	PC		ongoing
<b>TOWN GOVERNMENT AND FINANCE</b>				
➤ <b>Goal 3.1:</b> Ensure that town government effectively represents the interests of townspeople.				
✓ <b>Action 3.1.1:</b> Encourage residents to participate in town government and activities.	Moderate	SB		ongoing
✓ <b>Action 3.1.2:</b> Maintain regular communication among town officials, committees, and the public.	Moderate	TA, SB, TC		ongoing
➤ <b>Goal 3.2:</b> Ensure that town government responds to the increased complexity of the issues it faces.				
✓ <b>Action 3.2.1:</b> Evaluate the evolving requirements of local government and the most appropriate structure of staffing to meet these needs.	Moderate	SB, TA, ChC		ongoing
➤ <b>Goal 3.3:</b> Keep the Town Offices in East Montpelier Village.				
✓ <b>Action 3.3.1:</b> If a new Town Office building is needed, it should be located in East Montpelier Village.	High	SB		ongoing
➤ <b>Goal 3.4:</b> Maintain and improve core municipal facilities and services in a fiscally responsible and sustainable manner.				
✓ <b>Action 3.4.1:</b> Utilize the capital plan and budget process to ensure that on-going and proposed capital projects are appropriately planned and financed.	Moderate	CIC, SB		ongoing
<b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFP: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing & Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 3.4.2:</b> Pursue relevant grant opportunities to assist with funding needed town projects.	Moderate	TA, SB, other committees		ongoing
<b>COMMUNITY RESOURCES</b>				
➤ <b>Goal 4.1:</b> Promote a sense of community through educational and social opportunities and gathering places.				
✓ <b>Action 4.1.1:</b> Provide information on town activities and how residents can participate.	Moderate	TA, TC, SB, other committees		ongoing
✓ <b>Action 4.1.2:</b> Support use of the <i>East Montpelier Signpost</i> and Front Porch Forum to inform residents about community events, issues, resources and townspeople.	Moderate	TA, TC, SB, other committees		ongoing
✓ <b>Action 4.1.3:</b> Organize periodic community-wide events to provide information and encourage discussion on topics relevant to the town or to showcase community resources.	Moderate	PC, SB, other committees		ongoing
➤ <b>Goal 4.2:</b> Maintain and improve the overall health and wellbeing of East Montpelier residents.				
See actions for: <u>Community Resources</u> (4.1.1, 4.1.2, 4.1.3, 4.4.1, 4.4.2, 4.4.3, 4.5.1, 4.6.2, 4.7.1, 4.10.1); <u>Public Services</u> (5.1.1, 5.2.1, 5.3.1, 5.4.1, 5.4.2); <u>Infrastructure</u> (6.2.1, 6.2.2, 6.2.3, 6.3.1, 6.12.1, 6.12.2, 6.14.1); <u>Economic Development</u> (7.4.1.); <u>Housing</u> (8.1.1, 8.1.2, 8.1.3); <u>Natural and Scenic Resources</u> (9.11.2).				
➤ <b>Goal 4.3:</b> Provide year-round programs of varied recreational activities to meet the interests and needs of residents of all ages and skills.				
✓ <b>Action 4.3.1:</b> Create a plan for meeting the demand for recreational activities for all ages.	Moderate	RB		ongoing
➤ <b>Goal 4.4:</b> Protect recreational spaces and develop new recreational areas in various parts of town.				
✓ <b>Action 4.4.1:</b> Maintain and improve existing recreational facilities near the Elementary School.	Moderate	RB, SB		ongoing
✓ <b>Action 4.4.2:</b> Develop a trail along the Winooski River in East Montpelier Village.	Moderate	RB, SB, VC	Funding for access, design, construction	ongoing
<b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFP: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing & Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 4.4.3:</b> Develop a plan for the Old LaPerle Farm property that includes recreational uses.	Moderate	OLFPC, SB		2018-2020
✓ <b>Action 4.4.4:</b> Support permanent public recreational access to the Coburn Pond property.	High	SB, FOCP		ongoing
➤ <b>Goal 4.5:</b> Maintain a proactive and supportive relationship between the town, trail-user groups, and landowners.				
✓ <b>Action 4.5.1:</b> Support efforts to locate off-road segments of the Cross Vermont Trail in East Montpelier.	Moderate	SB, EM Trails, Cross VT Trail		ongoing
➤ <b>Goal 4.6:</b> Maintain and expand the existing trail system to create connected loops and links to villages and population centers.				
✓ <b>Action 4.6.1:</b> Maintain existing trails and support completion of planned trail segments.	Moderate	EM Trails, SB		ongoing
✓ <b>Action 4.6.2:</b> Consider new trail links to connect villages and East Montpelier Elementary School with the trail system.	Moderate	EM Trails, SB		ongoing
➤ <b>Goal 4.7:</b> Provide sufficient access and parking for trail resources in town.				
✓ <b>Action 4.7.1:</b> Provide sufficient safe parking off the traveled roadway and educate trail users on safe parking practices.	Moderate	EM Trails, SB		ongoing
➤ <b>Goal 4.8:</b> Preserve the town's historic structures and cemeteries for future generations to enjoy.				
✓ <b>Action 4.8.1:</b> Ensure <i>Land Use and Development Regulations</i> and other actions by the town protect historic structures and settlement patterns.	High	PC, SB		2018 and ongoing
✓ <b>Action 4.8.2:</b> Consider conducting an inventory of historic barns, outbuildings and other agricultural structures in East Montpelier.	Moderate	PC, SB	Possible funding for assistance	2020
✓ <b>Action 4.8.3:</b> Assist property owners who wish to apply for listing on the national or state Register of Historic Places.	Moderate	TA		ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 4.8.4:</b> Encourage property owners within the designated Village Center to take advantage of available tax credits for improvements to historic buildings.	Moderate	TA, CVEDC		ongoing
✓ <b>Action 4.8.5:</b> Continue to maintain all public cemeteries, along with reasonable maintenance of old family burial grounds.	Moderate	CC		ongoing
➤ <b>Goal 4.9:</b> Maintain the town's historic landscape patterns to serve as a model for future development.				
See action for <u>Land Use</u> (10.1.4).				
➤ <b>Goal 4.10:</b> Enable residents of all ages to learn about and appreciate the town's history.				
✓ <b>Action 4.10.1:</b> Provide programs and information about the town's history and historic resources to a range of audiences, including youth and adults.	Moderate	EMHS, Schools		ongoing
➤ <b>Goal 4.11:</b> Preserve historical documents and artifacts.				
✓ <b>Action 4.11.1:</b> Provide appropriate storage space for the preservation of town records and historical collections.	Moderate	TC, EMHS		ongoing
<b>PUBLIC SERVICES</b>				
➤ <b>Goal 5.1:</b> Provide for supportive and stimulating schools that promote learning.				
✓ <b>Action 5.1.1:</b> Motivate each student to enjoy learning and experience academic and social success, while instilling respect for the rights of others.	High	Schools		ongoing
✓ <b>Action 5.1.2:</b> Plan for facility maintenance and future improvements through the school district's capital budgeting process.	High	Schools		ongoing
➤ <b>Goal 5.2:</b> Encourage community participation in the schools.				
✓ <b>Action 5.2.1:</b> Promote the use of school facilities for adult education and community use.	Moderate	Schools		ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 5.3:</b> Support services and facilities to address the needs for seniors and families with young children.				
✓ <b>Action 5.3.1:</b> Support the location of a senior center in East Montpelier Village.	Moderate	SB		ongoing
See actions for <u>Housing</u> (8.1.1, 8.1.2, 8.1.3).				
➤ <b>Goal 5.4:</b> Promote formal and informal social support services.				
✓ <b>Action 5.4.1:</b> Post current information about existing social services.	Moderate	TSO, TA		ongoing
✓ <b>Action 5.4.2:</b> Maintain a list of contacts to neighborhood groups.	Moderate	TSO, TA		ongoing
➤ <b>Goal 5.5:</b> Maintain adequate fire and emergency response capabilities.				
✓ <b>Action 5.5.1:</b> Work with EMFD to assure the reliable and cost-effective delivery of fire and EMS services.	High	SB		ongoing
✓ <b>Action 5.5.2:</b> Expand water supplies for fire fighting, especially in East Montpelier Village.	High	SB, EMFD		ongoing
➤ <b>Goal 5.6:</b> Maintain an effective Local Emergency Operations Plan.				
✓ <b>Action 5.6.1:</b> Ensure that the Local Emergency Operations Plan and other emergency planning documents remain current.	High	TA, SB		ongoing
✓ <b>Action 5.6.2:</b> Ensure that key emergency officials receive appropriate emergency and incident command training.	High	TA, SB		ongoing
➤ <b>Goal 5.7:</b> Promote emergency awareness and fire prevention.				
✓ <b>Action 5.7.1:</b> Promote and provide fire prevention information and education throughout the community.	Moderate	EMFD		ongoing
➤ <b>Goal 5.8:</b> Minimize potential damage from natural disasters and strengthen the community's ability to anticipate, respond to, and recover from natural disasters.				
❖ <b>Policy 5.8:</b> <i>East Montpelier's Hazard Mitigation Plan (2013 or subsequently adopted plan) is incorporated into this town plan by reference.</i>				
✓ <b>Action 5.8.1:</b> Implement the projects identified in the <i>Hazard Mitigation Plan</i> .	High	SB, RF		ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 5.8.2:</b> Implement the plans and projects for the Municipal General Roads permit.	High	SB, RF		ongoing
✓ <b>Action 5.8.3:</b> Include funding for hazard mitigation projects in the town budget and Capital Improvement Plan.	High	CIC, SB		ongoing
✓ <b>Action 5.8.4:</b> Establish a standing Town Emergency Management Committee to maintain and coordinate implementation of the Hazard Mitigation Plan.	High	SB		2018 and ongoing
✓ <b>Action 5.8.5:</b> Ensure that residents and business owners are aware of natural hazards and ways to protect themselves and insure their property.	Moderate	SB		ongoing
See action for <u>Natural and Scenic Resources</u> (9.3.1).				
<b>INFRASTRUCTURE</b>				
➤ <b>Goal 6.1:</b> Manage road network cost effectively while promoting the goals of the Town Plan.				
❖ <b>Policy 6.1.1:</b> <i>Accept new town roads only in accordance with the new town roads policy. New roads in East Montpelier Village that meet all the criteria of the new town roads policy should be considered eligible for acceptance.</i>				
➤ <b>Goal 6.2:</b> Ensure that the road network provides safe and adequate transportation for all road users balanced with retaining the scenic and natural character of roadways.				
✓ <b>Action 6.2.1:</b> Ensure that all state transportation projects meet the goals of this plan including accommodating pedestrian and bicycle use and protecting the character of the roadside.	High	SB, TA, VC, VTrans		ongong
✓ <b>Action 6.2.2:</b> Provide safe, attractive and convenient pedestrian and bicycle facilities in East Montpelier Village. Priorities are sidewalks and bicycle lanes connecting the Upper Village to the Lower Village and the Lower Village to East Montpelier Elementary School.	High	SB, CIC, VC	Funding for study, design and construction	2018 and ongoing
✓ <b>Action 6.2.3:</b> Provide marked bicycle lanes with all new paving projects.	Moderate	SB		
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 6.2.4:</b> Improve safety and reduce traffic speeds at the Towne Hill and Gallison Hill Roads intersection.	High	SB, CVRPC	Funding for design and construction	2018-2020
✓ <b>Action 6.2.5:</b> Protect roadside trees and plant additional trees where appropriate.	Moderate	RF, TW		ongoing
✓ <b>Action 6.2.6:</b> Notify the public and allow public comment prior to significantly changing the character of any road through widening, cutting of live trees within the public right-of-way, or paving.	Moderate	SB, RF, TW		ongoing
➤ <b>Goal 6.3:</b> Reduce traffic speeds and improve safety in villages and areas with pedestrians and bicyclists.				
✓ <b>Action 6.3.1:</b> Implement traffic calming measures in villages and areas with pedestrians and bicyclists.	Moderate	PC, SB, CVRPC, VTrans	Possible funding for study, design and construction	2018 and ongoing
➤ <b>Goal 6.4:</b> Encourage shared road access to minimize highway congestion and strip development.				
❖ <b>Policy 6.4.1:</b> <i>Minimize new curb cuts whenever possible.</i>				
✓ <b>Action 6.4.2:</b> Update <i>Land Use and Development Regulations</i> to encourage shared road access.	Moderate	PC, SB		2018 -2020
➤ <b>Goal 6.5:</b> Support use of public transit and ridesharing.				
✓ <b>Action 6.5.1:</b> Support expanded public transportation availability and frequency.	High	SB, GMT		ongoing
✓ <b>Action 6.5.2:</b> Expand opportunities for carpooling and park and ride facilities.	High	PC, SB	Funding for study, design, construction	2019 and ongoing
➤ <b>Goal 6.6:</b> Encourage use of renewable fuels for transportation.				
✓ <b>Action 6.6.1:</b> Encourage installation of electric vehicle charging stations at businesses and public parking areas.	High	SB		ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 6.7:</b> Maintain roads to minimize the spread of invasive species and reduce stormwater runoff into streams.				
✓ <b>Action 6.7.1:</b> Promote individual and neighborhood actions to remove roadside invasive plants through information and education.	Moderate	SB		ongoing
✓ <b>Action 6.7.2:</b> Maintain roads in a manner that reduces stormwater runoff and retains roadside vegetation.	High	SB, RF		ongoing
➤ <b>Goal 6.8:</b> Minimize and manage solid waste in collaboration with the Central Vermont Solid Waste Management District (CVSWMD).				
✓ <b>Action 6.8.1:</b> Enforce local ordinances regulating burning, dumping, storage, and other disposal of solid waste in order to protect the health and safety of the community.	Moderate	SB, ZA		ongoing
✓ <b>Action 6.8.2:</b> Support Green Up Day and Adopt-a-Site community efforts and provide educational waste minimization programs.	Moderate	SB		ongoing
➤ <b>Goal 6.9:</b> Minimize waste generation in town government and the schools.				
✓ <b>Action 6.9.1:</b> Ensure that purchases and operations consider solid waste minimization throughout the lifecycle of projects and acquisitions.	Moderate	SB, schools		ongoing
➤ <b>Goal 6.10:</b> Develop wastewater solutions for East Montpelier Village and North Montpelier to support residences and businesses, protect water quality, and allow future growth.				
✓ <b>Action 6.10.1:</b> Develop a wastewater system suited to the development of the Old LaPerle Farm property in East Montpelier Village.	High	OLPFC, CIC, SB	Design, construction and operations funding	2018-2020
✓ <b>Action 6.10.2:</b> Support the development of distributed wastewater treatment systems in East Montpelier Village and North Montpelier suitable for supporting new residential and community-scaled business growth.	High	PC, DRB, CIC, SB	Design, construction and operations funding	ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 6.11:</b> Encourage proper operation and maintenance of individual on-site wastewater treatment systems.				
✓ <b>Action 6.11.1:</b> Provide information on proper operation and maintenance of on-site wastewater treatment systems.	Moderate	SB, TA		ongoing
➤ <b>Goal 6.12:</b> Ensure the availability of a sufficient and sustainable supply of clean water for residential, commercial and industrial uses.				
✓ <b>Action 6.12.1:</b> Evaluate where future public water supplies may be possible and appropriate to support development in villages and growth areas.	High	SB	Possible funding for assistance	2018 and ongoing
✓ <b>Action 6.12.2:</b> Ensure that the water supply system for East Montpelier Village acquires sufficient capacity to serve current and future customers and meets firefighting needs.	Top	SB, CIC	Capital and operations funding	ongoing
➤ <b>Goal 6.13:</b> Adopt the East Montpelier Energy Plan.				
✓ <b>Action 6.13.1:</b> Complete the East Montpelier Energy Plan and incorporate it into the 2018 Town Plan by amendment.	Top	EC, PC, SB	CVRPC technical assistance	2018
➤ <b>Goal 6.14:</b> Promote energy conservation and efficiency.				
✓ <b>Action 6.14.1:</b> Publicize home weatherization and other energy conservation and efficiency programs to East Montpelier residents.	High	EC, ZA		ongoing
➤ <b>Goal 6.15:</b> Reduce use of fossil fuels in transportation.				
✓ <b>Action 6.15.1:</b> Develop a plan for reducing the use of fossil fuels in town vehicles.	Moderate	SB, RF		ongoing
✓ <b>Action 6.15.2:</b> Encourage schools to reduce single-student transportation.	Moderate	EC, Schools		ongoing
See actions for <u>Infrastructure</u> (6.2.1, 6.2.2, 6.2.3, 6.5.1, 6.5.2, 6.6.1).				
➤ <b>Goal 6.16:</b> Focus growth in villages and growth areas.				
See actions for <u>Land Use</u> (10.2.1, 10.2.2, 10.2.3, 10.2.4).				
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 6.17:</b> Create guidelines for siting and design of new renewable energy development.				
✓ <b>Action 6.17.1:</b> Provide specific siting and design standards in the East Montpelier Energy Plan.	High	EC, PC		2018
➤ <b>Goal 6.18:</b> Enable all areas of East Montpelier to have adequate cell service coverage to meet the needs of residents, businesses and emergency service providers, while protecting the town's scenic and natural resources.				
❖ <b>Policy 6.18.1:</b> East Montpelier supports cell service infrastructure that enables adequate cell service coverage in all areas of town and that is sited and designed to protect the town's scenic and natural resources.				
✓ <b>Action 6.18.1:</b> File for intervenor status and/or submit public comments on Section 248a applications before the Public Utility Commission that do not meet the siting and design criteria described in the Town Plan and Land Use and Development Regulations.	High	PC, SB	Possible funding for technical or legal assistance	Ongoing
✓ <b>Action 6.18.2:</b> Consider whether conducting an inventory of suitable cellular facility locations would be beneficial for both the town and cellular carriers and whether grant funding for such a study is available.	High	PC		2021 and Ongoing
<b>ECONOMIC DEVELOPMENT</b>				
➤ <b>Goal 7.1:</b> Concentrate commercial growth in East Montpelier Village with an emphasis on village-scale businesses that support the community and are compatible with residential uses.				
✓ <b>Action 7.1.1:</b> Encourage business retention and expansion and the location of new village-scaled businesses in village mixed-use areas.	Moderate	TA, SB, current businesses, CVEDC		ongoing
✓ <b>Action 7.1.2:</b> Maintain Village Center designation for the historic village core and promote the associated benefits.	Moderate	TA, PC, SB, VC		2018 and ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 7.1.3:</b> Evaluate the level of interest in and benefits of forming a non-profit entity to acquire and redevelop properties in the village as a way to preserve historic properties and spur economic development.	Moderate	PC, SB, VC	Funding for assistance	2019 and ongoing
See actions for <u>Infrastructure</u> (6.12.1, 6.12.2); <u>Land Use</u> (10.2.1).				
➤ <b>Goal 7.2:</b> Encourage small, community-focused commercial enterprises in North Montpelier.				
✓ <b>Action 7.2.1:</b> Pursue funding and business assistance programs that support economic development in North Montpelier to include business recruitment, infrastructure improvements, and aesthetic enhancement.	High	SB, TA, CVEDC	Funding for assistance	2018 and ongoing
➤ <b>Goal 7.3:</b> Ensure zoning bylaws allow commercial and industrial business uses in appropriate locations.				
✓ <b>Action 7.3.1:</b> Review and update the <i>East Montpelier Land Use and Development Regulations</i> to ensure that commercial and industrial areas are appropriate and adequate to encourage appropriate business growth.	Top	PC, SB	Municipal Planning Grant	2018-2020
See action in <u>Land Use</u> (10.3.1).				
➤ <b>Goal 7.4:</b> Promote and support the viability of sustainable agricultural enterprises.				
✓ <b>Action 7.4.1:</b> Encourage local agricultural enterprises through non-regulatory techniques such as hosting farmer's markets or fairs and providing information about local agricultural products.	Moderate	SB		ongoing
✓ <b>Action 7.4.2:</b> Ensure zoning bylaws support agricultural enterprises.	High	PC, SB	Municipal Planning Grant	2018-2020
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 7.5:</b> Support home businesses while ensuring that rural residential character is preserved.				
✓ <b>Action 7.5.1:</b> Promote the continued upgrade and expansion of high speed telecommunications throughout the town.	Moderate	SB		ongoing
<b>HOUSING</b>				
➤ <b>Goal 8.1:</b> Provide a range of housing opportunities including single-family, multi-family, mixed use, and affordable and senior housing.				
✓ <b>Action 8.1.1:</b> Partner with other organizations to create affordable and senior housing near transportation and services.	High	SB, OLFPC, EMSLI, Habitat, Downstreet, VHCB	Possible grant funding	ongoing
✓ <b>Action 8.1.2:</b> Evaluate expanding the Conservation Fund to include affordable housing.	High	SB, CFAC		2018-2020
✓ <b>Action 8.1.3:</b> Promote and support home share programs as a way to support senior and affordable housing.	Moderate	SB, TA		ongoing
✓ <b>Action 8.1.4:</b> Consider conducting a housing needs assessment and developing a housing action plan for the town.	Moderate	PC, SB	Possible grant funding	2020-2022
➤ <b>Goal 8.2:</b> Concentrate new residential development in East Montpelier Village or an identified growth area.				
See action in <u>Land Use</u> (10.2.1, 10.2.3, 10.2.4).				
<b>NATURAL AND SCENIC RESOURCES</b>				
➤ <b>Goal 9.1:</b> Promote local actions to maintain air quality.				
See actions for <u>Infrastructure</u> (6.2.1, 6.2.2, 6.2.3, 6.2.5, 6.3.1, 6.5.1, 6.5.2, 6.6.1, 6.14.1, 6.15.1, 6.15.2); <u>Economic Development</u> (7.1.1, 7.2.1), <u>Natural and Scenic Resources</u> (9.7.1, 9.7.2), and <u>Land Use</u> (10.2.1, 10.2.2, 10.2.3, 10.2.4, 10.3.1).				
➤ <b>Goal 9.2:</b> Protect wetlands and waterways as valued wildlife habitat and recreational and scenic focal points of the community.				
✓ <b>Action 9.2.1:</b> Consider use of the Conservation Fund for the purchase of important public access to wetlands and waterways.	High	LCAC, SB		2018 and ongoing
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 9.3:</b> Ensure <i>Land Use and Development Regulations</i> promote water quality protection.				
✓ <b>Action 9.3.1:</b> Review and update <i>Land Use and Development Regulations</i> to include adoption of Low Impact Development (LID) techniques.	High	PC, SB	Municipal Planning Grant	2018-2022
➤ <b>Goal 9.4:</b> Support project development and implementation of projects that will improve water quality.				
✓ <b>Action 9.4.1:</b> Manage highway operations and implement projects to comply with the Municipal Roads General Permit.	High	SB, RF		2018 and ongoing
✓ <b>Action 9.4.2:</b> Implement roadside vegetation practices that reduce runoff and sedimentation.	High	SB, RF		2018 and ongoing
✓ <b>Action 9.4.3:</b> Pursue funding for project development and implementation of priority projects in the Kingsbury Branch Watershed Stormwater Master Plan.	High	SB, TA, RF, CVRPC	Funding for implementation	2018 and ongoing
➤ <b>Goal 9.5:</b> Safeguard the quality and quantity of the town's groundwater.				
❖ <b>Policy 9.5:</b> Groundwater withdrawals for commercial water bottling are the lowest priority groundwater extractive use.				
✓ <b>Action 9.5.1:</b> Ensure that groundwater withdrawals do not harm the citizens, existing uses, water systems, or ecosystems of East Montpelier.	High	DRB, SB		ongoing
➤ <b>Goal 9.6:</b> Any new or expanded earth resources extraction operations will be developed to minimize impacts on the environment and community.				
❖ <b>Policy 9.6:</b> <i>Earth resource extraction facilities shall not be located within villages or defined growth areas.</i>				
✓ <b>Action 9.6.1:</b> Review and update the <i>Land Use and Development Regulations</i> to ensure that development conditions address scale, screening, truck traffic, and protection of forest and riparian habitats and scenic resources.	Moderate	PC, SB		2020-2022
<p><b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFPC: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing &amp; Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator</p>				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 9.7:</b> Protect forest integrity.				
✓ <b>Action 9.7.1:</b> Review and update <i>Land Use and Development Regulations</i> to promote protection of priority forest blocks and riparian wildlife connectivity.	High	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 9.7.2:</b> Evaluate and implement non-regulatory approaches to promote forest integrity.	High	PC, SB		2020-2021
➤ <b>Goal 9.8:</b> Ensure that existing forest areas are managed for long-term sustainability.				
✓ <b>Action 9.8.1:</b> Work with landowners and conservation partners to conserve the town's most valued forestland.	Moderate	PC, TA, SB		Ongoing
✓ <b>Action 9.8.2:</b> Provide workshops on stewardship and management of forest lands.	Moderate	SB, TW, VT Woodlands Assoc.		2018—2020
✓ <b>Action 9.8.3:</b> Provide education on invasive species and promote annual efforts to eradicate invasive plants.	Moderate	SB		Ongoing
✓ <b>Action 9.8.4:</b> Encourage use of local resources in municipal construction and development.	Moderate	SB		Ongoing
➤ <b>Goal 9.9:</b> Manage town-owned forests for habitat, recreational, and economic values.				
✓ <b>Action 9.9.1:</b> Update and implement the Town Forest Management Plan to address thinning, harvesting, access rights, recreation and wildlife habitat.	Moderate	TFC, SB		2018 and ongoing
✓ <b>Action 9.9.2:</b> Install new signage at the Haggett Road entrance to the Town Forest.	Moderate	TFC, SB		2018 -2020
✓ <b>Action 9.9.3:</b> Evaluate the health and integrity of woody vegetation in road rights-of-way and identify areas in need of improved management.	Moderate	TW, RF		2018-2020
<p><b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFP: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHC: Vermont Housing &amp; Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator</p>				



Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 9.10:</b> Support a diverse agricultural community.				
✓ <b>Action 9.10.1:</b> Consider provisions in the <i>Land Use and Development Regulations</i> that accommodate agricultural enterprises such as tourism and events, farm stands, sales of value-added products, and recreation.	High	PC, SB	Municipal Planning Grant	2018-2020
<b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFP: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing & Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator				
✓				
✓ <b>Action 9.10.2:</b> Ensure that subdivision, access, and rights-of-way preserve the viability of productive farmland.	High	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 9.10.3:</b> Showcase local agricultural products at town events.	Moderate	SB, other committees		Ongoing
➤ <b>Goal 9.11:</b> Encourage farming practices that protect wildlife habitat, water quality, and soil productivity.				
✓ <b>Action 9.11.1:</b> Ensure land conservation includes appropriate stream and roadside buffers to minimize agricultural run-off.	Moderate	CFAC, SB, VLT		Ongoing
✓ <b>Action 9.11.2:</b> Encourage productive field-mowing schedules that protect grassland birds.	Moderate	SB		Ongoing
➤ <b>Goal 9.12:</b> Support the conservation of prime and actively-used farmland outside of village and growth areas.				
✓ <b>Action 9.12.1:</b> Coordinate conservation efforts with landowners and conservation organizations to ensure that town goals are met.	High	CFAC, PC, SB, VLT, VHCB		Ongoing
✓ <b>Action 9.12.2:</b> Use the Conservation Fund to support farmland conservation that meets town goals.	High	CFAC, PC, SB		Ongoing
<b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFP: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing & Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 9.13:</b> Protect East Montpelier's significant views.				
❖ <b>Policy 9.13:</b> Development within identified significant viewsheds shall not unduly detract from the identified scenic values, with particular attention given to development in the foreground (within ½ mile) of the viewpoint. All reasonable siting and design techniques shall be used to minimize impacts on views, including but not limited to: siting development at the edge of views; using natural vegetation and/or topography to screen prominent or discordant elements of development, such as parking, storage and private utility structures; limiting the size and scale of structures; and using Planned Unit Development to maintain compact patterns that do not encroach on viewsheds.				
✓ <b>Action 9.13.1:</b> Land conservation efforts should include protecting identified scenic viewsheds especially foreground areas.	High	CFAC, PC, SB, VHCB, VLT		Ongoing
✓ <b>Action 9.13.2:</b> Provide guidance in the <i>Land Use and Development Regulations</i> for protecting characteristic scenic resources throughout the town with particular attention to identified scenic views.	High	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 9.13.3:</b> Review and identify, as needed, updates to the Significant Scenic Views. In addition, consider views from permanently protected publicly accessible town trails for designation as Significant Scenic Views.	High	PC, SB		2024-2026
➤ <b>Goal 9.14:</b> Retain the scenic rural character of town roadways.				
✓ <b>Action 9.14.1:</b> Develop and implement road maintenance policies that minimize road widths and retain roadside vegetation particularly along identified scenic roadways.	Moderate	TW, RF, SB		Ongoing
✓ <b>Action 9.14.2:</b> Ensure that <i>Land Use and Development Regulations</i> encourage compact development that protects scenic and natural resources.	High	PC, SB	Municipal Planning Grant	2018-2020
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Goals and Actions	Priority	Responsibility*	Resources	Timeline
<b>LAND USE</b>				
➤ <b>Goal 10.1:</b> Ensure that land use patterns retain the values expressed by citizens including rural development patterns, protection of agricultural land and open space, and the enhancement of East Montpelier's villages.				
✓ <b>Action 10.1.1:</b> Review and update East Montpelier's zoning districts to ensure that the boundaries, purposes, and standards are appropriate to meet the goals of the Town Plan.	Top	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 10.1.2:</b> Review and update site plan review, parking and design standards in the <i>East Montpelier Land Use and Development Regulations</i> .	Top	PC, SB	Municipal Planning Grant	2018-2019
✓ <b>Action 10.1.3:</b> Update the <i>East Montpelier Land Use and Development Regulations</i> to make it easier to permit Planned Unit Developments.	Top	PC, SB	Municipal Planning Grant	2018-2019
✓ <b>Action 10.1.4:</b> Develop zoning regulations that encourage new developments to reflect historic landscape patterns such as compact development, a close and positive relationship to the street, and orientation of buildings and structures parallel or perpendicular to the road and other structures.	High	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 10.1.5:</b> Include resource protection policies in the <i>Land Use and Development Regulations</i> .	High	PC, SB	Municipal Planning Grant	2018-2020
✓ <b>Action 10.1.6:</b> Protect riparian forests through conservation easements and <i>Land Use and Development Regulations</i> .	High	PC, SB, DRB	Municipal Planning Grant	2018-2020 and ongoing
<p><b>*KEY:</b> <b>CC:</b> Cemetery Commission; <b>ChC:</b> Charter Committee; <b>CFAC:</b> Conservation Fund Advisory Committee; <b>CIC:</b> Capitol Improvement Committee; <b>CVEDC:</b> Central Vermont Economic Development Corp.; <b>CVRPC:</b> Central Vermont Regional Planning Commission; <b>DRB:</b> Development Review Board; <b>EC:</b> Energy Committee; <b>EMFD:</b> East Montpelier Fire Department; <b>EMHS:</b> East Montpelier Historical Society; <b>EMSLI:</b> East Montpelier Senior Living Initiative; <b>FOCP:</b> Friends of Coburn Pond; <b>OLFPC:</b> Old LaPerle Farm Property Committee; <b>PC:</b> Planning Commission; <b>RB:</b> Recreation Board; <b>RF:</b> Road Foreman; <b>SB:</b> Selectboard; <b>TA:</b> Town Administrator; <b>TC:</b> Town Clerk; <b>TFC:</b> Town Forest Committee; <b>TSO:</b> Town Service Officer; <b>TW:</b> Tree Warden; <b>VC:</b> Village Committee; <b>VHCB:</b> Vermont Housing &amp; Conservation Board; <b>VLT:</b> Vermont Land Trust; <b>VTrans:</b> Vermont Agency of Transportation; <b>ZA:</b> Zoning Administrator</p>				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
➤ <b>Goal 10.2:</b> Focus new development in villages and growth areas.				
❖ <b>Policy 10.2:</b> <i>The East Montpelier Village Master Plan (2017) is incorporated into this Town Plan by reference.</i>				
✓ <b>Action 10.2.1:</b> Adopt village zoning to implement the <i>East Montpelier Village Master Plan</i> .	Top	PC, SB	Municipal Planning Grant	2018-2019
✓ <b>Action 10.2.2:</b> Research and if applicable pursue Village Center designation for North Montpelier.	High	PC, SB		2019-2020
✓ <b>Action 10.2.3:</b> Evaluate the potential for a village zoning district in North Montpelier.	High	PC, SB	Funding for planning assistance	2020-2022
✓ <b>Action 10.2.4:</b> Evaluate the potential for growth in the Gallison Hill area.	High	PC, SB	Funding for planning assistance	2020-2022
✓ <b>Action 10.2.5:</b> Ensure that village properties under town control are developed in a manner consistent with the goals of the <i>East Montpelier Village Master Plan</i> .	High	OLFPC, SB, VC, DRB		2018 and ongoing
➤ <b>Goal 10.3:</b> Discourage commercial strip development.				
✓ <b>Action 10.3.1:</b> Update zoning bylaws to prevent strip development.	High	PC, SB	Municipal Planning Grant	2018-2020
➤ <b>Goal 10.4:</b> Encourage development of the Industrial District.				
✓ <b>Action 10.4.1:</b> Update zoning bylaws to ensure that the boundaries, purposes, and standards are appropriate to achieve the goals of the Town Plan.	High	PC, SB	Municipal Planning Grant	2018-2020
➤ <b>Goal 10.5:</b> Focus conservation efforts in areas outside of East Montpelier Village that have the highest resource values.				
✓ <b>Action 10.5.1:</b> Prioritize areas that would benefit from conservation including agricultural lands, priority forest blocks, riparian connectors, wetlands, and scenic resources.	Moderate	CFAC, PC, SB		ongoing
<p><b>*KEY:</b> CC: Cemetery Commission; ChC: Charter Committee; CFAC: Conservation Fund Advisory Committee; CIC: Capitol Improvement Committee; CVEDC: Central Vermont Economic Development Corp.; CVRPC: Central Vermont Regional Planning Commission; DRB: Development Review Board; EC: Energy Committee; EMFD: East Montpelier Fire Department; EMHS: East Montpelier Historical Society; EMSLI: East Montpelier Senior Living Initiative; FOCP: Friends of Coburn Pond; OLFPC: Old LaPerle Farm Property Committee; PC: Planning Commission; RB: Recreation Board; RF: Road Foreman; SB: Selectboard; TA: Town Administrator; TC: Town Clerk; TFC: Town Forest Committee; TSO: Town Service Officer; TW: Tree Warden; VC: Village Committee; VHCB: Vermont Housing &amp; Conservation Board; VLT: Vermont Land Trust; VTrans: Vermont Agency of Transportation; ZA: Zoning Administrator</p>				

Goals and Actions	Priority	Responsibility*	Resources	Timeline
✓ <b>Action 10.5.2:</b> Consider how conservation projects contribute to accomplishing other town goals—such as recreation, housing or renewable energy generation—when evaluating support from the town’s Conservation Fund.	Moderate	CFAC, PC, SB		ongoing
➤ <b>Goal 10.6:</b> Promote energy-efficient land use patterns that facilitate walking, bicycling, and use of public transportation.				
See actions for <u>Transportation</u> (6.2.1, 6.2.2, 6.2.3); <u>Housing</u> (8.1.1)				



## Appendix A

### Statutory Requirements for Town Plans

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

#### 24 V.S.A. § 4382. The plan for a municipality

Requirement	Plan Location	Plan Maps
<p>(a) A plan for a municipality may be <b>consistent with the goals established in section 4302</b> of this title and compatible with approved plans of other municipalities in the region and with the regional plan and shall include the following:</p> <p>(1) A <b>statement of objectives, policies and programs</b> of the municipality to guide the future growth and development of land, public services, and facilities, and to protect the environment.</p>	<p>Throughout the plan</p> <p>Chapter 11 Implementation</p>	
<p>(2) A <b>land use plan</b>, which shall consist of a map and statement of present and prospective land uses that</p> <p>(A) Indicates those areas proposed for forests, recreation, agriculture (using the agricultural lands identification process established in 6 V.S.A. § 8), residence, commerce, industry, public and semi-public uses and open spaces reserved for flood plain, and areas identified by the State, the regional planning commission, or the municipality that require special consideration for aquifer protection; for wetland protection; for the maintenance of forest blocks, wildlife habitat, and habitat connectors; or for other conservation purposes.</p> <p>(B) Sets for the present and prospective location, amount, intensity, and character of such land uses and the appropriate timing or sequence of land development activities in relation to the provision of necessary community facilities and service.</p> <p>(C) Identifies those areas, if any, proposed for designation under chapter 76(A) of this title, together with, for each area proposed for designation, an explanation of how the designation would further the plan's goals and the goals of section 4302 of this title, and how the area meets the requirements for the type of designation to be sought.</p>	<p>Chapter 10 Land Use</p> <p>Chapter 9 Natural and Scenic Resources -- B. Wetlands and Waterways -- C. Groundwater and Aquifers -- D. Forest Resources and Integrity -- F. Agriculture -- G. Scenic Resources</p> <p>Chapter 4 Community Resources -- C. Recreation -- D. Trails</p> <p>Chapter 6 Infrastructure -- A. Transportation</p> <p>Chapter 10 Land Use</p>	<p>Map 13 East Montpelier Current Land Use</p> <p>Map 14 East Montpelier Future Land Use</p> <p>Map 9 East Montpelier Agricultural and Forest Lands</p> <p>Map 4 East Montpelier Wetlands, Waterways and Flood Hazard Areas</p>

Requirement	Plan Location	Plan Maps
(D) Indicates those areas that are important as forest blocks and habitat connectors and plans for land development in those areas to minimize forest fragmentation and promote the health, viability and ecological function of forests. A plan may include specific policies to encourage the active management of those areas for wildlife habitat, water quality, timber production, recreation, or other values or functions identified by the municipality.	Chapter 9 Natural and Scenic Resources -- C. Forest Resources and Integrity  Chapter 10 Land Use	Map 11 East Montpelier Priority Forest Blocks and Habitat  Map 14 East Montpelier Future Land Use
(3) A <b>transportation plan</b> , consisting of a map and statement of present and prospective transportation and circulation facilities showing existing and proposed highways and streets by type and character of improvement, and where pertinent, parking facilities, transit routes, terminals, bicycle paths and trails, scenic roads, airports, railroads and port facilities, and other similar facilities or uses, with indications of priority of need;	Chapter 6 Infrastructure -- A. Transportation  Chapter 11 Implementation	Map 5 East Montpelier Transportation  Map 6 East Montpelier Village Sidewalks
(4) A <b>utility and facility plan</b> , consisting of a map and statement of present and prospective community facilities and public utilities showing existing and proposed educational, recreational and other public sites, buildings and facilities, including hospitals, libraries, power generating plants and transmission lines, water supply, sewage disposal, refuse disposal, storm drainage and other similar facilities and activities, and recommendations to meet future needs for community facilities and services, with indications of priority of need, costs and method of financing;	Chapter 3 Town Government -- A. Town Government  Chapter 4 Community Resources -- C. Recreation -- D. Trails -- E. Historic Resources  Chapter 5 Public Services -- A. Education  Chapter 6 Infrastructure -- B. Solid Waste Disposal -- C. Wastewater Treatment -- D. Water Supplies -- E. Energy and Energy Conservation  Chapter 11 Implementation	Map 1 East Montpelier Facilities  Map 3 East Montpelier Historic Sites  Map 7 East Montpelier Utilities
(5) A statement of <b>policies on the preservation</b> of rare and irreplaceable natural areas, scenic and historic features and resources;	Chapter 4 Community Resources -- E. Historic Resources  Chapter 9 Natural and Scenic Resources	
(6) An <b>educational facilities plan</b> consisting of a map and statement of present and projected uses and the local public school system;	Chapter 5 Public Services -- A. Education	Map 1 East Montpelier Facilities

Requirement	Plan Location	Plan Maps
(7) A recommended <b>program for the implementation</b> of the objectives of the development plan;	Chapter 11 Implementation	
(8) A statement indicating <b>how the plan relates to development trends and plans</b> of adjacent municipalities, areas and the region developed under this title;	Chapter 2 About East Montpelier -- B. East Montpelier and the Region  Chapter 10 Land Use	
(9) An <b>energy plan</b> , including an analysis of energy resources, needs, scarcities, costs and problems within the municipality, a statement of policy on the conservation of energy, including programs, such as thermal integrity standards for buildings, to implement that policy, a statement of policy on the development of renewable energy resources, a statement of policy on patterns and densities of land use likely to result in conservation of energy;	Chapter 6 Infrastructure -- E. Energy and Energy Conservation	
(10) A <b>housing element</b> that shall include a recommended program for addressing low and moderate income persons' housing needs as identified by the regional planning commission pursuant to subdivision 4348a(a)(9) of this title. The program should account for permitted accessory dwelling units, as defined in subdivision 4412(1)(E) of this title, which provide affordable housing.	Chapter 8 Housing	Map 8 East Montpelier Housing Distribution
(11) An <b>economic development element</b> that describes present economic conditions and the location, type, and scale of desired economic development, and identifies policies, projects, and programs necessary to foster economic growth.	Chapter 7 Economic Development	
(12)(A) A <b>flood resilience plan</b> that: (i) identifies flood hazard and fluvial erosion hazard areas, based on river corridor maps provided by the Secretary of Natural Resources pursuant to 10 V.S.A. § 1428(a) or maps recommended by the Secretary, and designates those areas to be protected, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forests, to reduce the risk of flood damage to infrastructure and improved property; and (ii) recommends policies and strategies to protect the areas identified and designated under subdivision (12)(A)(i) of this subsection and to mitigate risks to public safety, critical infrastructure, historic structures, and municipal investments. (B) A flood resilience plan may reference an existing local hazard mitigation plan approved under 44 C.F.R. § 201.6.	Chapter 5 Public Services -- D. Hazard Mitigation and Flood Resilience	Map 4 East Montpelier Wetlands, Waterways and Flood Hazard Areas
(b) the maps called for by this section may be incorporated on one or more maps, and may be referred to in each separate statement called for by this section.		See Maps

Requirement	Plan Location	Plan Maps
<p>(c) Where appropriate, and to further the purpose of subsection 4302(b) of this title, a municipal plan shall be based upon inventories, studies, and analyses of current trends and shall consider the probable social and economic consequences of the proposed plan. Such studies may consider or contain, but not be limited to:</p> <p>(1) population characteristics and distribution, including income and employment;</p> <p>(2) the existing and projected housing needs by amount, type, and location for all economic groups within the municipality and the region;</p> <p>(3) existing and estimated patterns and rates of growth in the various land use classifications, and desired patterns and rates of growth in terms of the community's ability to finance and provide public facilities and services.</p>	Chapter 2 About East Montpelier	Map 1 East Montpelier Facilities
	Chapter 3 Town Government	Map 2 East Montpelier Trails
	-- A. Town Government	Map 3 East Montpelier Historic Sites
	-- B. Town Finance	
	Chapter 4. Community Resources	Map 4 East Montpelier Transportation
	-- A. Townspeople	Map 5 East Montpelier Transportation
	-- C. Recreation	
	-- D. Trails	
	-- E. Historic Resources	Map 6 East Montpelier Village Sidewalks
	Chapter 5 Public Services	
	-- A. Education	Map 7 East Montpelier Utilities
	-- B. Social Services	
	-- C. Emergency Services	Map 8 East Montpelier Housing Distribution
	-- D. Hazard Mitigation & Flood Resilience	
	Chapter 6 Infrastructure	Map 9 East Montpelier Agricultural and Forest Lands
	-- A. Transportation	Map 10 East Montpelier Public and Protected Lands
	-- B. Solid Waste Disposal	
	-- C. Wastewater Treatment	Map 11 East Montpelier Priority Forest Blocks and Habitat
	-- D. Water Supplies	
	-- E. Energy and Energy Conservation	Map 12 East Montpelier Significant Natural and Scenic Resources
	Chapter 7 Economic Development	
	Chapter 8 Housing	Map 13 East Montpelier Current Land Use
	Chapter 9 Natural and Scenic Resources	
	-- B. Wetlands and Waterways	Map 13 East Montpelier Current Land Use
	-- C. Groundwater and Aquifers	
	-- D. Earth Resources	
	-- E. Forest Resources and Integrity	
	-- F. Agriculture	
	-- G. Scenic Resources	
	Chapter 10 Land Use	

**24 VSA § 4302 Municipal and Regional Planning: Purpose; Goals**

Requirement	Plan Location	Plan Maps
<p>(a) General purposes . . .</p> <p>(b) It is also the intent of the legislature that municipalities, regional planning commissions and state agencies shall engage in a continuing planning process that will further the following goals:</p> <ul style="list-style-type: none"> <li>(1) To establish a coordinated, comprehensive planning process and policy framework to guide decisions by municipalities, regional planning commissions, and state agencies.</li> <li>(2) To encourage citizen participation at all levels of the planning process, and to assure that decisions shall be made at the most local level possible commensurate with their impact.</li> <li>(3) To consider the use of resources and the consequences of growth and development for the region and the State, as well as the community in which it takes place.</li> <li>(4) To encourage and assist municipalities to work creatively together to develop and implement plans.</li> </ul> <p>(c) In addition, this chapter shall be used to further the following specific goals:</p>	Chapter 1 Introduction	
<p><b>Goal 1:</b> To plan development so as to maintain the historic settlement pattern of compact village and urban centers separated by rural countryside.</p> <p>A) Intensive residential development should be encouraged primarily in areas related to community centers, and strip development along highways should be discouraged.</p> <p>B) Economic growth should be encouraged in locally designated growth areas, or employed to revitalize existing village and urban centers, or both., and should be encouraged in growth centers designated under chapter 76A of this title.</p> <p>(C) Public investments, including construction or expansion of infrastructure, should reinforce the general character and planned growth patterns of the area.</p> <p>(D) Development should be undertaken in accordance with smart growth principles as defined in subdivision 2791(13) of this title.</p>	Chapter 10 Land Use	
<p><b>Goal 2:</b> To provide a strong and diverse economy that provides satisfying and rewarding job opportunities and that maintains high environmental standards, and to expand economic opportunities in areas with high unemployment or low per capita incomes.</p>	Chapter 7 Economic Development	



Requirement	Plan Location	Plan Maps
<b>Goal 3:</b> To broaden access to educational and vocational training opportunities sufficient to ensure the full realization of the abilities of all Vermonters.	Chapter 5 Community Resources -- A. Education	
<b>Goal 4:</b> To provide for safe, convenient, economic and energy efficient transportation systems that respect the integrity of the natural environment, including public transit options and paths for pedestrians and bicyclers. (A) Highways, air, rail and other means of transportation should be mutually supportive, balanced and integrated.	Chapter 4. Community Resources -- D. Trails  Chapter 6 Infrastructure -- A. Transportation	
<b>Goal 5:</b> To identify, protect and preserve important natural and historic features of the Vermont landscape including: (A) significant natural and fragile areas; (B) outstanding water resources, including lakes, rivers, aquifers, shorelands and wetlands; (C) significant scenic roads, waterways and views; (D) important historic structures, sites, or districts, archaeological sites and archaeologically sensitive areas	Chapter 9 Natural and Scenic Resources    Chapter 4 Community Resources -- E. Historic Resources	
<b>Goal 6:</b> To maintain and improve the quality of air, water, wildlife and land resources. (A) Vermont's air, water, mineral, and land resources should be planned for use and development according to the principles set forth in 10 V.S.A. § 6086(a). (B) Vermont's water quality should be maintained and improved according to the policies and actions developed in the basin plans established by the Secretary of Natural Resources under 10 V.S.A § 1253. (C) Vermont's forestland should be managed so as to maintain and improve forest blocks and habitat connectors.	Chapter 9 Natural and Scenic Resources	
<b>Goal 7:</b> To make efficient use of energy, provide for the development of renewable energy resources, and reduce emissions of greenhouse gases. (A) General strategies for achieving these goals include increasing the energy efficiency of new and existing buildings; identifying areas suitable for renewable energy generation; encouraging the use and development of renewable or lower emission energy sources for electricity, heat, and transportation; and reducing transportation energy demand and single occupancy vehicle use. (B) Specific strategies and recommendations for achieving these goals are identified in the State energy plans prepared under 30 V.S.A. §§ 202 and 202b.	Chapter 5 Public Services -- E. Energy and Energy Conservation	

Requirement	Plan Location	Plan Maps
<p><b>Goal 8:</b> To maintain and enhance recreational opportunities for Vermont residents and visitors.</p> <p>(A) Growth should not significantly diminish the value and availability of outdoor recreational activities.</p> <p>(B) Public access to noncommercial outdoor recreational opportunities, such as lakes and hiking trails, should be identified, provided, and protected wherever appropriate.</p>	<p>Chapter 4 Community Resources</p> <p>-- C. Recreation</p> <p>-- D. Trails</p>	
<p><b>Goal 9:</b> To encourage and strengthen agricultural and forest industries.</p> <p>(A) Strategies to protect long-term viability of agricultural and forest lands should be encouraged and should include maintaining low overall density.</p> <p>(B) The manufacture and marketing of value-added agricultural and forest products should be encouraged.</p> <p>(C) The use of locally-grown food products should be encouraged.</p> <p>(D) Sound forest and agricultural management practices should be encouraged.</p> <p>(E) Public investment should be planned so as to minimize development pressure on agricultural and forest land.</p>	<p>Chapter 9 Natural and Scenic Resources</p> <p>-- C. Forest Resources &amp; Forest Integrity</p> <p>-- F. Agriculture</p> <p>Chapter 7 Economic Development</p> <p>Chapter 3 Community Resources</p> <p>-- B. Community Health</p> <p>Chapter 10 Land Use</p>	
<p><b>Goal 10:</b> To provide for the wise and efficient use of Vermont's natural resources and to facilitate the appropriate extraction of earth resources and the proper restoration and preservation of the aesthetic qualities of the area.</p>	<p>Chapter 9 Natural and Scenic Resources</p> <p>-- E. Earth Resources</p>	
<p><b>Goal 11:</b> To ensure the availability of safe and affordable housing for all Vermonters.</p> <p>(A) Housing should be encouraged to meet the needs of a diversity of social and income groups in each Vermont community, particularly for those citizens of low and moderate income.</p> <p>(B) New and rehabilitated housing should be safe, sanitary, located conveniently to employment and commercial centers, and coordinated with the provision of necessary public facilities and utilities.</p> <p>(C) Sites for multi-family and manufactured housing should readily available in locations similar to those generally used for single-family conventional dwellings.</p> <p>(D) Accessory apartments within or attached to single family residences which provide affordable housing in close proximity to cost-effective care and supervision for relatives or disabled or elderly persons should be allowed.</p>	<p>Chapter 8 Housing</p>	

Requirement	Plan Location	Plan Maps
<p><b>Goal 12:</b> To plan for, finance and provide an efficient system of public facilities and services to meet future needs.</p> <p>(A) Public facilities and services should include fire and police protection, emergency medical services, schools, water supply and sewage and solid waste disposal.</p> <p>(B) The rate of growth should not exceed the ability of the community and the area to provide facilities and services.</p>	<p>Chapter 3 Town Government and Finance</p> <p>Chapter 5 Public Services</p> <p>Chapter 6 Infrastructure</p>	
<p><b>Goal 13:</b> To ensure the availability of safe and affordable child care and to integrate child care issues into the planning process, including child care financing, infrastructure, business assistance for child care providers, and child care work force development.</p>	<p>Chapter 5 Public Services</p> <p>-- Social Services</p>	
<p><b>Goal 14:</b> To encourage flood resilient communities.</p> <p>(A) New development in identified flood hazard, fluvial erosion, and river corridor protection areas should be avoided. If new development is to be built in such areas, it should not exacerbate flooding and fluvial erosion.</p> <p>(B) The protection and restoration of floodplains and upland forested areas that attenuate and moderate flooding and fluvial erosion should be encouraged.</p> <p>(C) Flood emergency preparedness and response planning should be encouraged.</p>	<p>Chapter 5 Public Services</p> <p>-- D. Hazard Mitigation and Flood Resilience</p> <p>Chapter 10 Land Use</p>	
<p>(d) All plans and regulations prepared under the authority of this chapter shall be based upon surveys of existing conditions and probable future trends, and shall be made in the light of present and future growth and requirements, and with reasonable consideration for the landowner, to topography, to needs and trends of the municipality, the region and the State, to the character of each area and to its peculiar suitability for particular uses in relationship to surrounding areas, and with a view to conserving the value of buildings.</p>	<p>Throughout the plan</p>	

## Appendix B

### 2011 Town Plan Survey Summary

Complete survey results are in the 2013 Town Plan

The 2011 Survey was conducted town-wide to guide planning commissioners in writing the 2013 Town Plan. The survey contained questions on a broad range of topics. All East Montpelier residents received a survey and 146 residents/families completed it. Overall, respondents showed a great appreciation of our town, its rural nature, sense of community, and farming traditions. Lowering taxes was a common theme. Following are some highlights:

- **Rural character, water quality, energy conservation and the quality of our schools** ranked as the most important issues in town planning.
- **Housing for seniors** was noted as important.
- **Protection of groundwater quality** ranked high as a focus of future land conservation and planning efforts with **protection of farmland** second.
- The **importance of farming to our community** was strongly stated in numerous comments focusing on its importance in providing local food and retaining the character of the landscape.
- There were many comments about **enhancing East Montpelier Village** including desires for restaurants, a farmer's market, a park and ride, and sidewalks.
- East Montpelier residents seem generally satisfied with our **recreational opportunities**.
- **Energy efficiency** and meeting safety codes were the most important goals for improving the elementary school facility. [Note: EMES has since been renovated.]
- There were three **things that people liked most** about the town: people/community, rural character, and the town's proximity to Montpelier and Barre.
- There was less agreement about **dislikes** but some that were commonly mentioned were: lack of internet access, high taxes, lack of an appealing village center, traffic, and mud season.

## Appendix C

### 2012 Recreation Survey Results

The survey below was delivered to all families of East Montpelier Elementary School, referenced on *The Signpost* website for on-line completion, and available at Town Meeting. The results of the survey are indicated following the possible responses to each question.

#### East Montpelier Recreation Committee Survey

Thank you for taking the time to complete this brief survey. The East Montpelier Recreation Committee's mission is to support recreational activities and community events for all residents of East Montpelier by providing quality facilities for recreational activities and supporting quality events that enhance the community. We recognize that the vitality of our community comes from our members and as such we need your opinions to ensure that we are accomplishing our mission and meeting the needs of our community. Thank you for participating.

Current programs include soccer, basketball, baseball, Easter Egg Hunt, and swimming.

1. Have you, or your family, participated in activities sponsored by the East Montpelier Recreation Committee?

**Yes: 48                      No: 17                      Not Sure: 6**

2. Do you have children age 18 or younger living in your household?

**Yes: 43                      No: 29**

3. If yes, do they participate in athletic programs sponsored by the East Montpelier Recreation Committee?

**Yes: 34                      No: 17**

4. Would you and your family be interested in participating in community-based activities?

**Regularly: 19                      Occasionally: 42                      Never: 4**

5. What types of activities would you like to see offered by the Recreation Committee? (swimming, tennis clinics, Easter Egg Hunt, soccer, basketball, baseball, guided nature walks, community hikes, community cookouts, skiing, cross-country skiing/snowshoeing, ice skating, river tubing etc.)

**All of the above, historic/nature walks, sports tournaments, open gym nights, community cookouts, outside activities for all levels (age and fitness), teen activities for competitive athletes between seasons and teens not participating on athletic teams for seeking athletic activity, community cookouts, running and fitness groups, community kickball / dodge ball / softball / basketball / pick up hockey, running program for boys (similar to Girls on the Run), tennis clinics**



7. How often do you visit the Recreation Field in East Montpelier?  
**Extremely Often: 1   Very Often: 5   Moderately Often: 16**  
**Slightly Often: 16   Not At All: 27**
8. During the winter season, how often would a member of your family utilize an outdoor ice rink, if located in town?  
**0 Times: 14   1-5 Times: 21   6-10 Times: 13   10+ Times: 20**
9. Would you or your family participate in activities geared towards seniors?  
**Yes: 14   No: 28   Maybe: 26**
10. How likely is a member of your household to participate in activities for teens and young adults?  
**N/A: 27   Not Likely: 22   Somewhat Likely: 10   Very Likely: 7**
11. Are there additional offerings you would like to see from the East Montpelier Recreation Committee? (*see question 5 above*)

## Appendix D

### Surficial and Bedrock Geology Mapping Summary

**Note:** Maps are displayed in the Town Office and available on the town website under Planning and Zoning documents at: <http://eastmontpeliervt.org/wp-content/uploads/2013/11/geologic-survey-poster.pdf>

#### **Summary Analysis of Groundwater Resources in the Town of East Montpelier, Vermont February 2013**

At the request of the East Montpelier Selectboard, the Vermont Geological Survey (VGS) and the Norwich University Department of Geology completed bedrock and surficial geologic maps of this town during the 2011 field season. Concurrently with the mapping, volunteers from East Montpelier assisted us in accurately locating domestic wells in town using GPS units. These wells were later combined with others that had been independently correlated with E-911 locations (total = 192 wells). Each well is associated with a log that contains information on well depth, overburden thickness and characteristics, yield, and static water level. It is necessary to integrate the well log data with the geologic maps in order to produce derivative maps that bear directly on groundwater resources. We will summarize the bedrock and surficial maps, highlight findings of the derivative maps, and then compile data related to the Antonovich spring(s).

The Richardson Memorial Contact (RMC), which is a faulted Silurian unconformity that runs through the northwestern quarter of East Montpelier, separates metamorphic rocks of the Green Mountain Belt (GMB) to the west from those of the Connecticut Valley Belt (CVB) to the east. The GMB is composed of Pre-Silurian phyllites and phyllitic quartzites of the Moretown and Cram Hill formations, whereas Silurian-Devonian phyllites (Northfield Fm), siliceous marbles interlayered with phyllites (Waits River Formation), and thin granite bodies (New Hampshire Plutonic Series) comprise the CVB.

Uplands are primarily underlain by dense Pleistocene silt- and fine-sand-matrix glacial till. Till is thin (<20') on hilltops and bedrock outcrops are abundant. Striations and grooves in bedrock indicate that the latest ice movement was generally to the south-southeast or south, varying from 159 to 202 degrees. The deposits in the Winooski River valley are commonly over 30 meters thick and consist of a sequence of Holocene stream deposits overlying Pleistocene lacustrine sand, silt, and silty clay deposits, which, in turn, overlie till or ice-contact sand and gravel. The limited surface exposures and the available borings and wells suggest that the gravel and sand deposits below the lake deposits may be discontinuous esker deposits. This buried sand and gravel may have significant aquifer potential. The deposits in the Kingsbury Branch valley in the eastern part of town are also thick, but are predominantly fine-grained.

The isopach map, which portrays the thickness of overburden overlying bedrock, shows that the thickest surficial deposits are located in the Winooski River Valley, on the southeast side of town. A generalized map of groundwater flow directions (potentiometric surface), based primarily on topography, but also locally constrained by static water levels, shows groundwater flow directions towards the North Branch in the NW quarter of town and toward the Winooski River and tributaries in the SE three-quarters of town.

All accurately-located wells in East Montpelier were completed in bedrock. On average, wells in the Silurian-Devonian rocks have twice the yield as those in Pre-Silurian rocks, and were only 80% as deep. Many bedrock wells with yields >20 gpm are found in the vicinity of the Winooski River

Valley, where overburden thickness is >25'. We hypothesize that groundwater in the porous and permeable surficial material flows downward and augments that in the bedrock aquifer.

Groundwater from 17 bedrock wells was tested for Gross Alpha, Uranium, Arsenic, Nitrate, and Fluoride by VGS and Middlebury College (Daly, 2011). No results exceeded established standards of the Vermont Dept. of Health.

The spring(s), on property owned by Daniel Antonovich, sits on the thinly-bedded carbonate member of the Waits River Formation (DSw11), which has average well yields of ~21 gpm. The Johnson Company (1995b) suggested that groundwater that emanates from this spring(s) is derived from the underlying bedrock aquifer and that the small watersheds that encompass the spring(s) have an area of ~260 acres.

Based on the combined gauging data from the “Spring House overflow/leakage pipe and weir” and “North Street Pipe” acquired by the Johnson Company (1995c), the maximum spring discharge occurs in March followed by a consistent decline to the minimum discharge in August. These data are consistent with recharge being dominated by a pulse of groundwater derived from early spring snowmelt and rainfall.

Using the average (72 gpm) and maximum (178 gpm) gauging results from the spring and the methods and constraining data (annual Montpelier precipitation = 34"; annual loss from surface runoff = 15"; annual loss from evapotranspiration = 10") of the Johnson Company (1995a) in the formula  $\text{Recharge Area} = \text{Total Spring Discharge per year} / \text{Total Groundwater Recharge per year}$ , the recharge area for the spring(s) ranges from 155 – 383 acres. However, because the maximum spring flow is coincident with a period of negligible evapotranspiration, the adjusted acreage for the recharge area would only be 182 acres. The adjusted recharge area then only ranges from 155-182 acres, which is less than the combined area of the small watersheds discussed above. Because groundwater recharge to the bedrock aquifer in the Waits River Formation is dominantly driven by episodic spring snowmelt and precipitation, during a period of minimal evapotranspiration, the recharge area for any given spring or well will be considerably less than would be predicted by a year-long analysis.

There has been speculation that the source of groundwater feeding the spring(s) was as far away as southern Quebec. Using a simple analysis of the drainage patterns of HUC8 watersheds in the northern half of Vermont, there is no reasonable way for surface and/or groundwater from southern Quebec to reach to East Montpelier or vice versa.

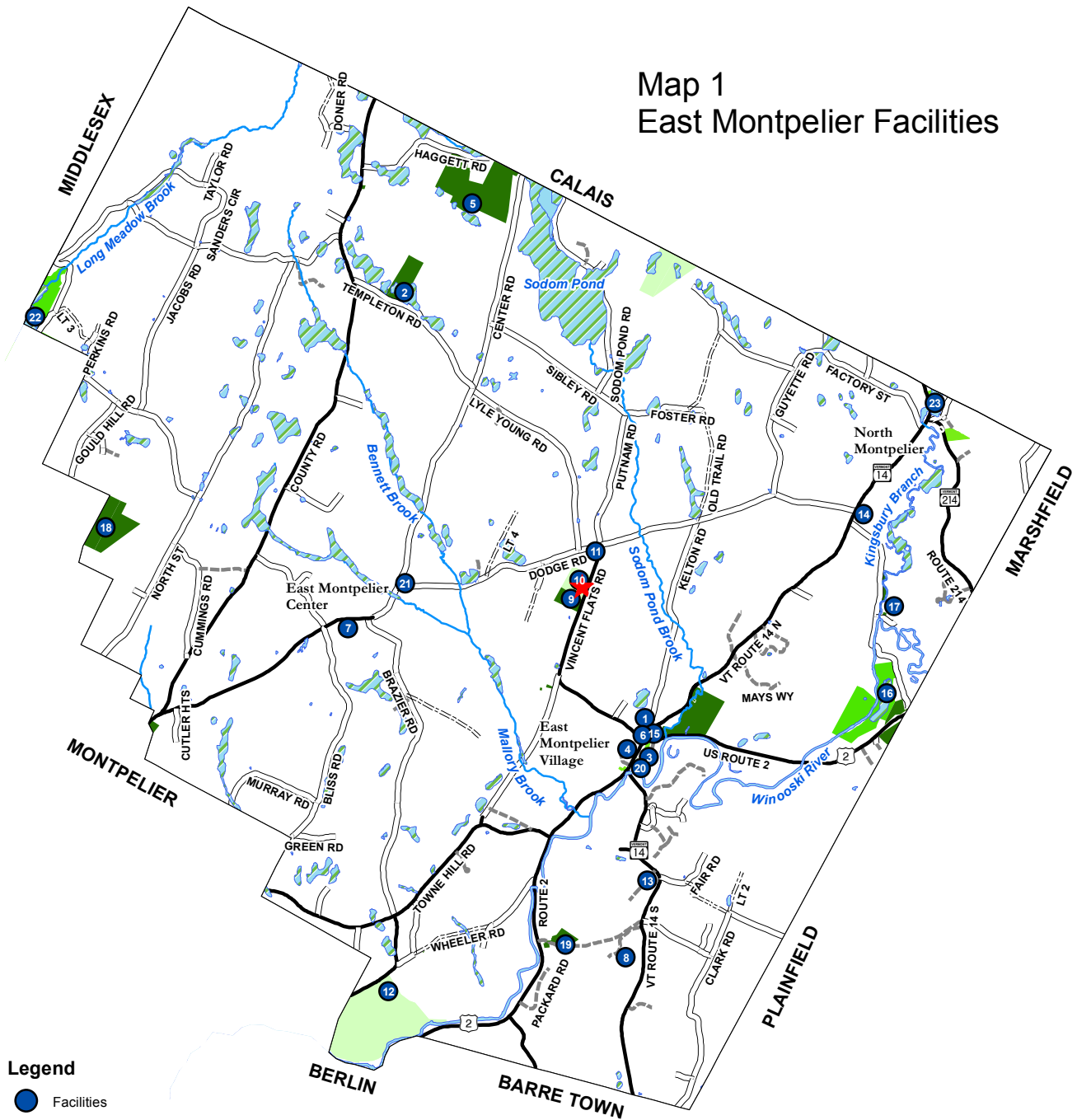
In 2000, the Johnson Company sampled groundwater from three springs on the Antonovich property and had these samples analyzed at the Endyne Laboratories in Williston, Vermont, for a number of parameters. The Vermont Geological Survey, in conjunction with partners at the Vermont Agency of Agriculture and Middlebury College, have sampled and analyzed groundwater from bedrock wells in the Waits River Formation in the towns of East Montpelier, Plainfield, and Craftsbury for most of the same parameters. We directly compared the Johnson Company results with those from other wells in the Waits River Formation and found that they are not statistically different.

— *Jon Kim and Larry Becker, Vermont Geological Survey*

— *George Springston, Norwich University*

# MAPS

# Map 1 East Montpelier Facilities



## Legend

- Facilities
- ★ Emergency Shelter

## Public Lands by Owner

- Town
- State
- Other
- Wetlands
- Rivers, Lakes, and Ponds
- Streams

## Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private

1. Municipal Office Building
2. Fire Station/Town Garage (Templeton Rd)
3. Fire Station (Village Acres)
4. East Montpelier Post Office
5. Town Forest
6. Old Brick Church
7. Old Meeting House
8. Crossroads Christian Church
9. Recreation Field
10. East Montpelier Elementary School
11. Four Corners School House
12. U-32 (Union District 32 Junior/Senior High)
13. Central Vermont Humane Society
14. Orchard Valley Waldorf School
15. Park and Ride Facility
16. Coburn Pond Swimming Hole
17. Canoe Access
18. Baird Parcel
19. Benton Parcel
20. East Village Cemetery
21. Doty Cemetery
22. Wrightsville Reservoir
23. North Montpelier Pond



0 0.5 1 2 Miles



Map Created 11/22/17 by CVRPC; revised 12/22/17  
N:\Towns\East Montpelier\Town Plan\_2018\ Facilities.mxd

Source:  
Public Lands - Conserved Lands Database,  
and Town of East Montpelier 2016  
Parcels- 2015 East Montpelier  
E911 Sites - 2017

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

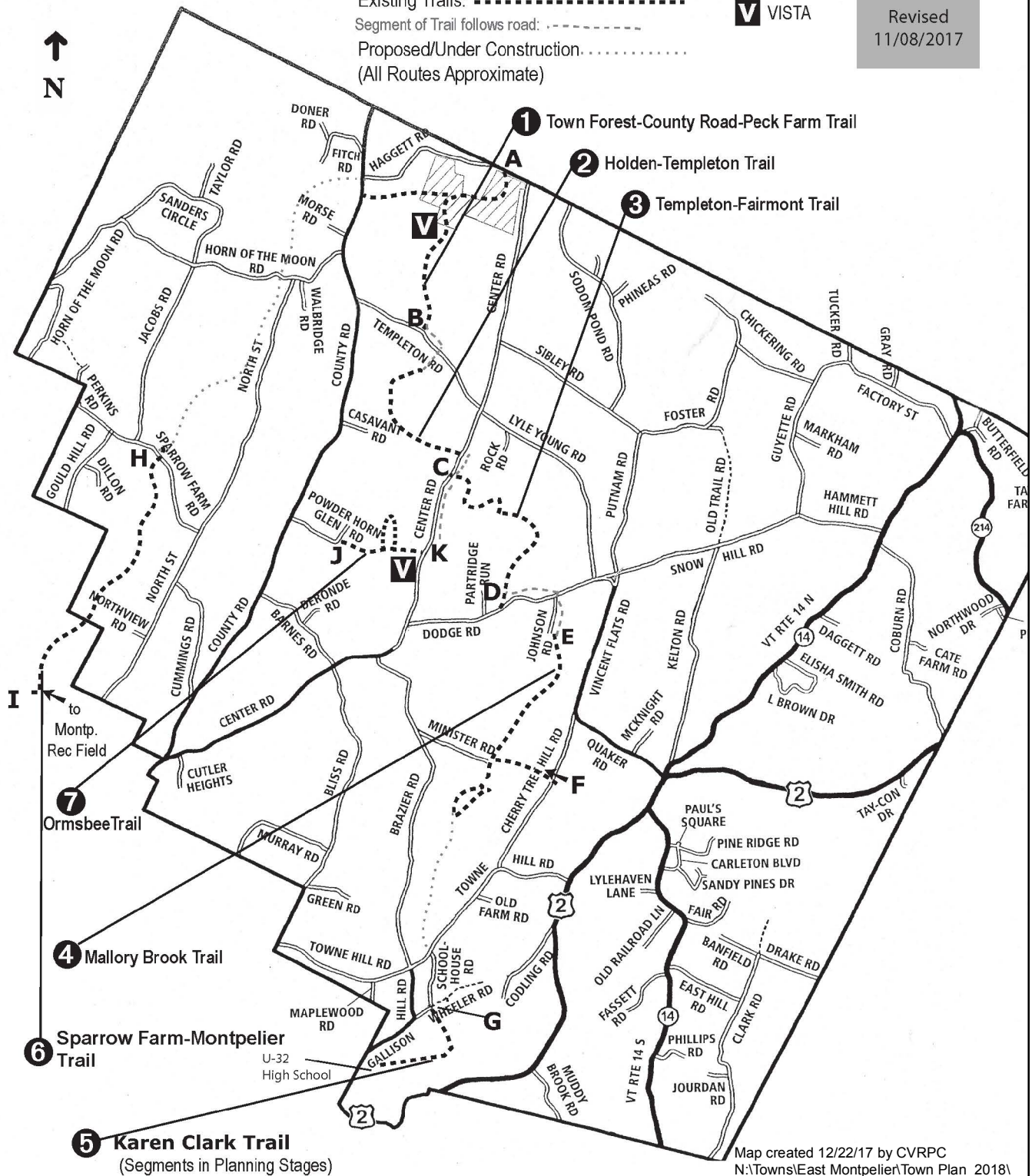


# Map 2 East Montpelier Trails Map

Existing Trails: - - - - -  
 Segment of Trail follows road: - . - . -  
 Proposed/Under Construction: . . . . .  
 (All Routes Approximate)

**V** VISTA

Revised  
11/08/2017



Map created 12/22/17 by CVRPC  
 N:\Towns\East Montpelier\Town Plan\_2018\  
 Trails\_EMTrails.mdx  
 SOURCE:  
 East Montpelier Trails, Inc. 2017

Data is only as accurate as its original source.  
 This map is for planning purposes only.  
 This map may contain errors and omissions.

## **EAST MONTPELIER HISTORIC SITES**

**(See Map 3)**

### **SCHOOLS**

- ❶ Cutler School
- ❷ East Hill School \*
- ❸ North Montpelier School
- ❹ Four Corners School
- ❺ Center School
- ❻ Peck School
- ❼ Morse School
- ❽ Cummings School \*
- ❾ East Village School
- ❿ Horn of the Moon School
- ⓫ Number 7 School \*

### **CHURCHES**

- ❿ Quaker Meeting House (1st) \*
- ⓫ Quaker Meeting House (2nd) \*
- ⓬ Old Meeting House
- ⓭ Old Brick Church
- ⓮ Union Meeting House \*
- ⓯ Evangelical Church

### **INNS & TAVERNS**

- ⓰ Snow Tavern
- ⓱ Clough & Parker Tavern
- ⓲ Parley Davis House
- ⓳ Morse Tavern \*
- ⓴ Gray's Inn
- ⓵ Dudley's Store
- ⓶ Rich Tavern

### **STRUCTURES OF PARTICULAR INTEREST**

- ⓷ Phinney House
- ⓸ Coburn Bridge
- ⓹ North Montpelier Store
- ⓺ Hezekiah Davis House
- ⓻ North Montpelier Mill \*
- ⓼ Sibley House
- ⓽ Town Hall

### **CENTURY HOMESTEADS**

- ⓿ Fitch Homestead
- ⓫ Lane Homestead \*
- ⓬ Strong Homestead
- ⓭ Butler Homestead
- ⓮ Chapell Homestead
- ⓯ Bair Homestead
- ⓰ Sibley Homestead
- ⓱ McKnight Homestead
- ⓲ Young-Cleaves Homestead
- ⓳ Coburn Homestead
- ⓴ Pilbin Homestead

### **CEMETERIES & OTHER BURIAL GROUNDS**

- ⓵ Bennett Monument
- ⓶ Cate Cemetery
- ⓷ Doty Cemetery
- ⓸ Clark Cemetery
- ⓹ Cutler Cemetery
- ⓺ Dillon Farm Burials
- ⓻ East Village Cemetery
- ⓼ Gould Cemetery
- ⓽ Gray Cemetery
- ⓿ Peck Cemetery
- ⓫ Persons Cemetery
- ⓬ Plain-Mount Cemetery
- ⓭ Quaker Cemetery
- ⓮ Tinkham Cemetery
- ⓯ Wheeler Cemetery
- ⓰ White Cemetery
- ⓱ Willard Cemetery

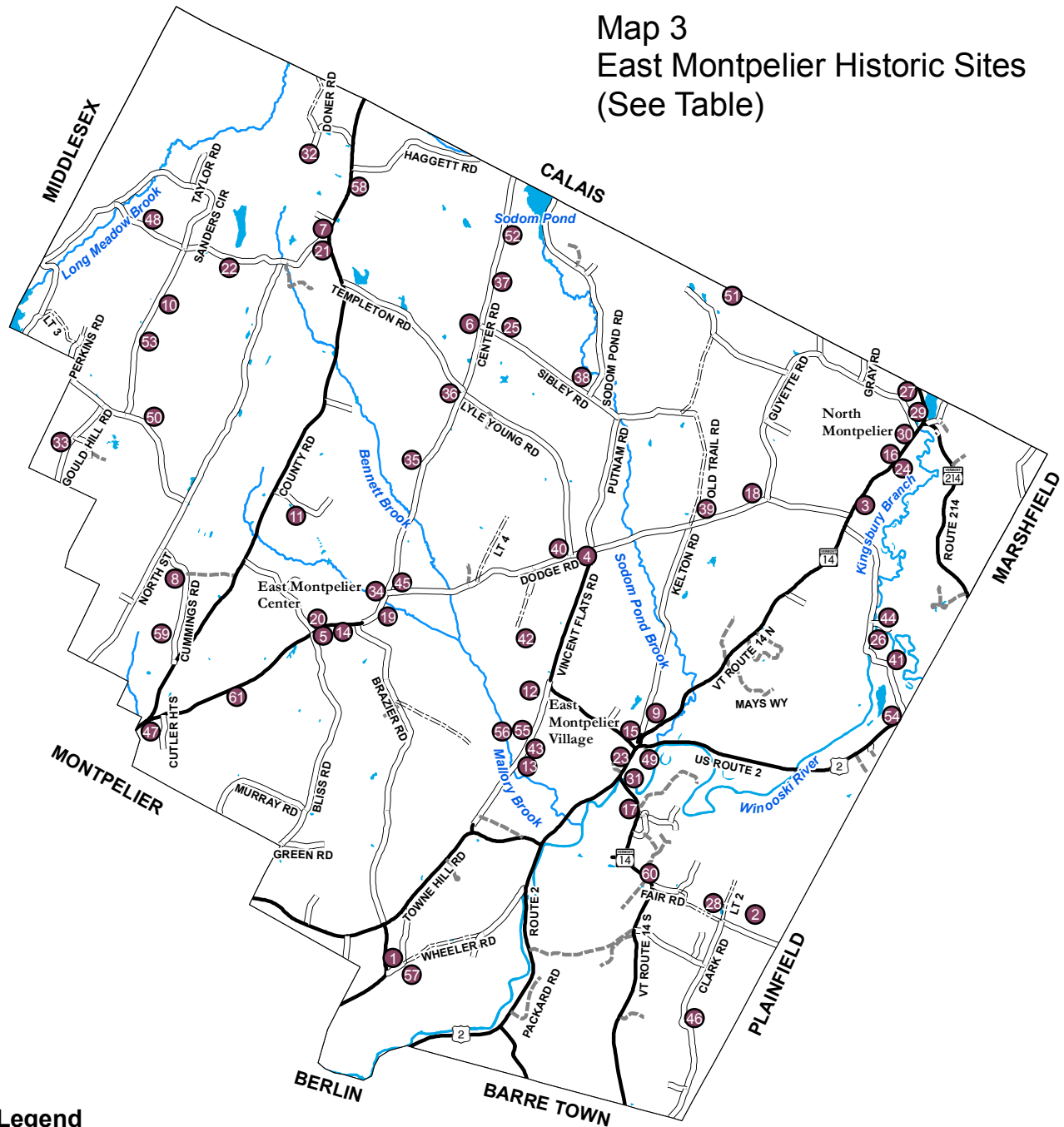
### **OTHER POINTS OF INTEREST**

- ⓫ Old Railroad Station \*
- ⓬ Old Slate Quarry

\* Structure no longer exists

For more information about these historic points of interest, see  
"Historic Sites of East Montpelier," available at the Town Office.

Map 3  
East Montpelier Historic Sites  
(See Table)



### Legend

- Historic Sites (See Table)
- Rivers, Lakes, and Ponds
- Streams
- Town Boundary

### Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private



0 0.5 1 2 Miles

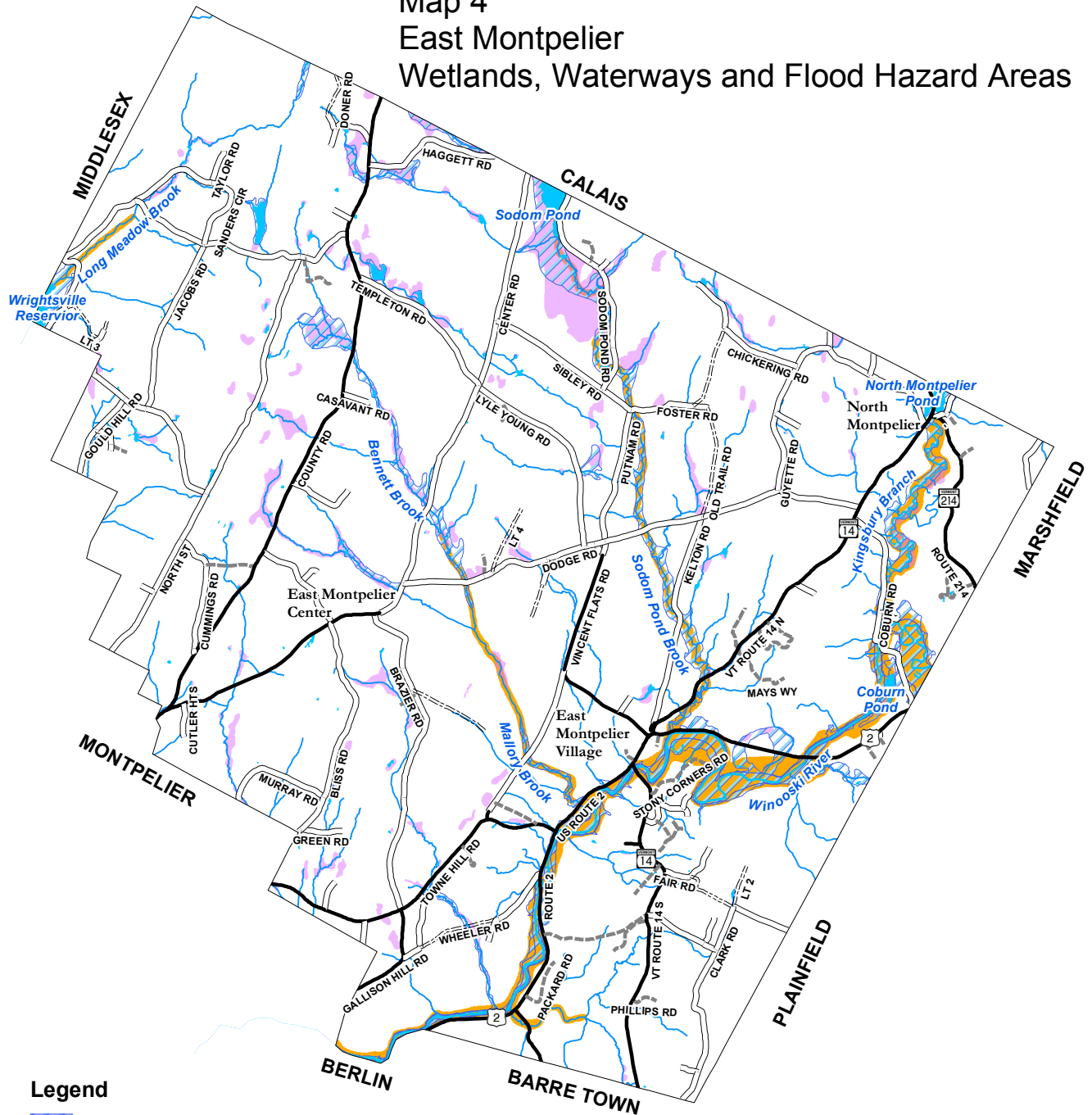


Map Created 01/03/13 by CVRPC Updated 12/22/2017  
N:\Towns\East Montpelier\Town\_Plan\_2018\  
Historic Sites Map 2018.mxd

Sources:  
Historic Sites: East Montpelier, 2017.  
Town Roads: VTrans and CVRPC, 2017.

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

# Map 4 East Montpelier Wetlands, Waterways and Flood Hazard Areas



## Legend

- Special Flood Hazard Area
- River Corridor
- Wetlands
- Rivers, Lakes, and Ponds
- Streams

## Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private



0 0.5 1 2 Miles



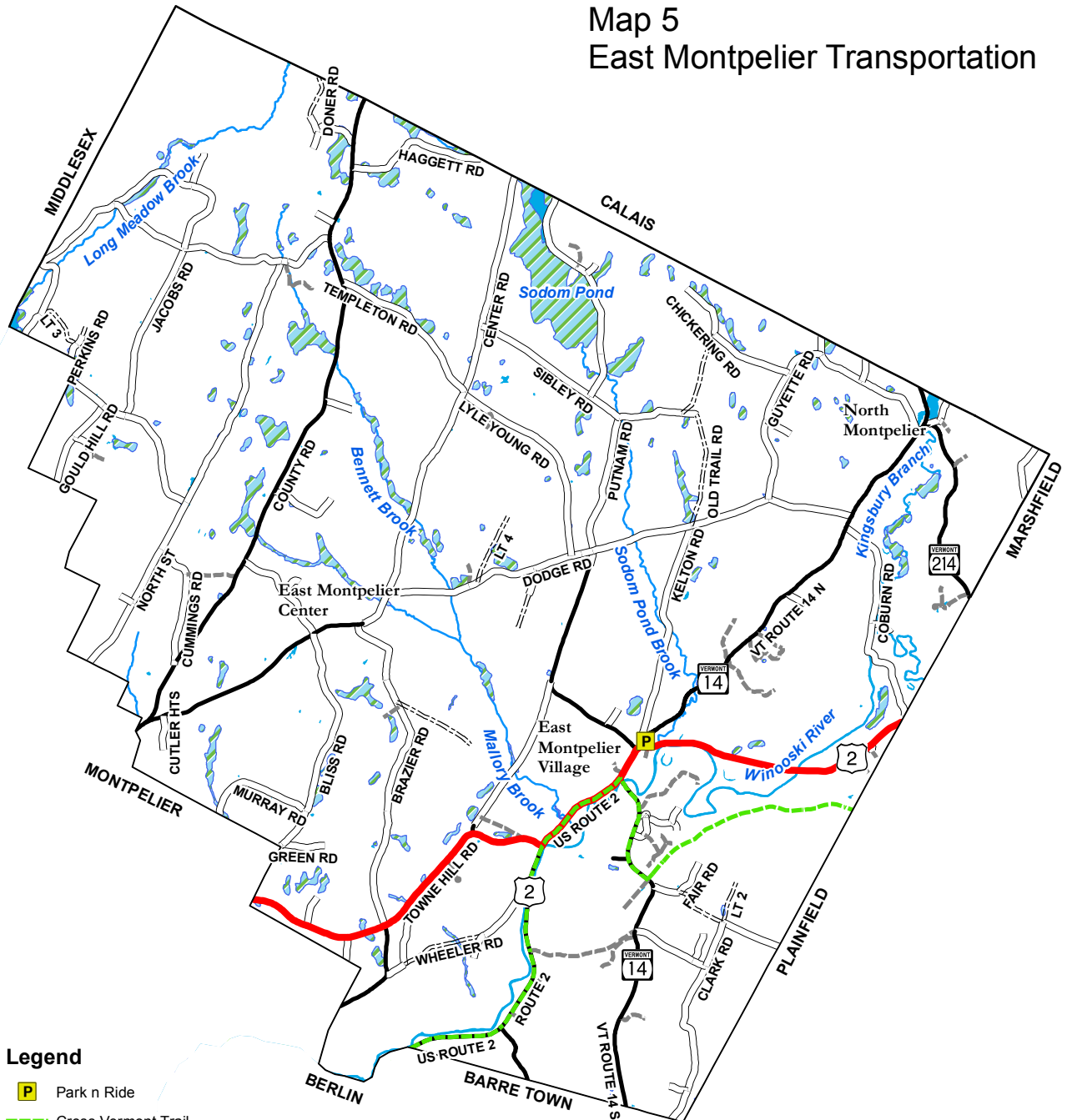
Map Created by CVRPC 11/27/2017  
N:\Towns\East Montpelier\Town Plan\_2018\  
Wetlands, Waterways & Flood Hazard.mxd

SOURCE:  
Roads: VTrans Road Centerlines - VCGI 2017  
Hydrologic Data: VHD - VCGI 2008  
Wetlands: VSWI, VTANR 2010  
Flood Hazard: FEMA, NFIP 2011

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.



# Map 5 East Montpelier Transportation



## Legend

- P Park n Ride
- Cross Vermont Trail
- US 2 Commuter Bus Route
- Wetlands
- Rivers, Lakes, and Ponds
- Streams
- Town Boundary

## Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private



0 1 2 Miles



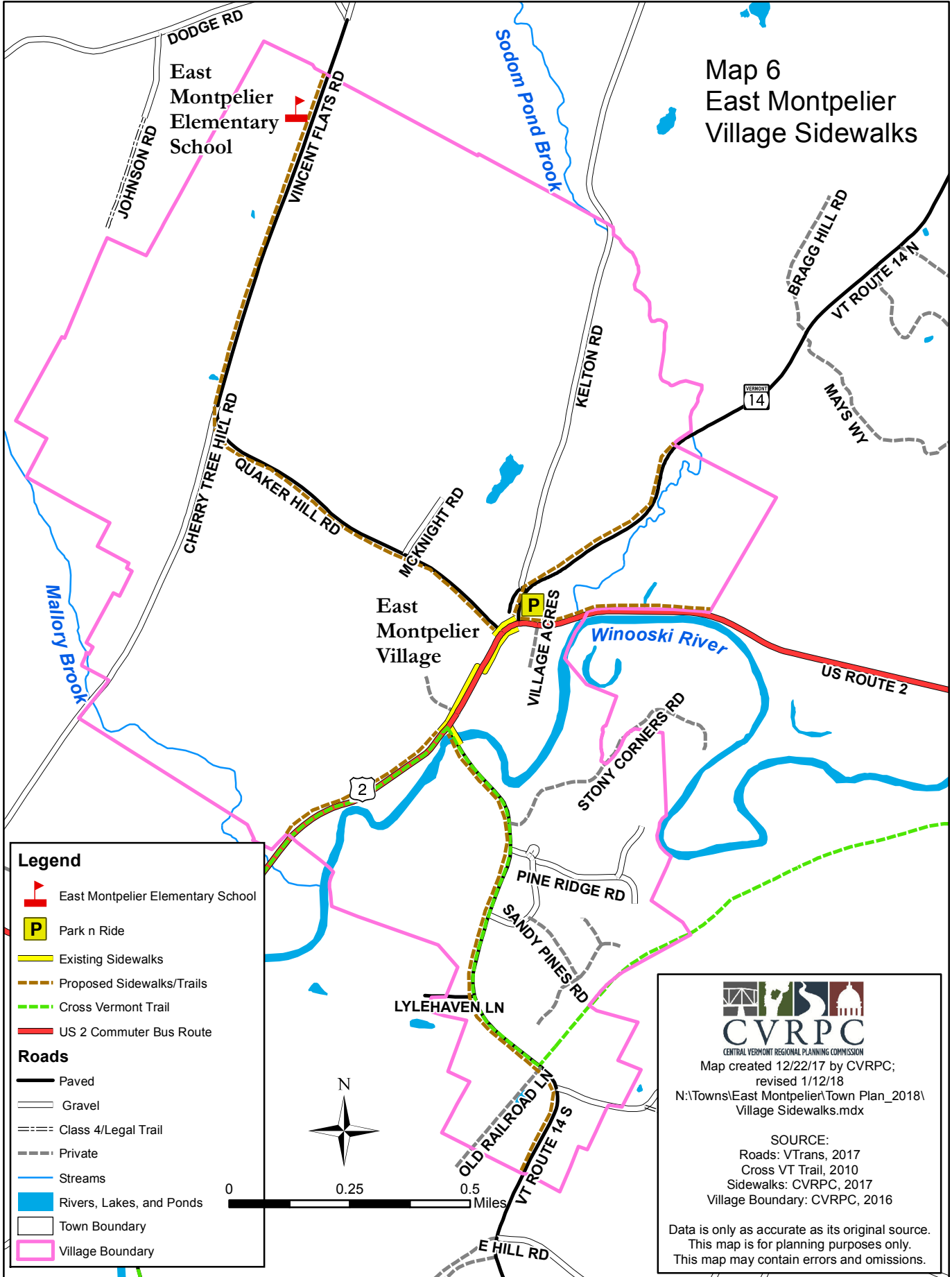
Map created 11/1/17 by CVRPC  
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Transportation.mdx

SOURCE:  
Roads: VTrans, 2017  
Cross VT Trail, 2010

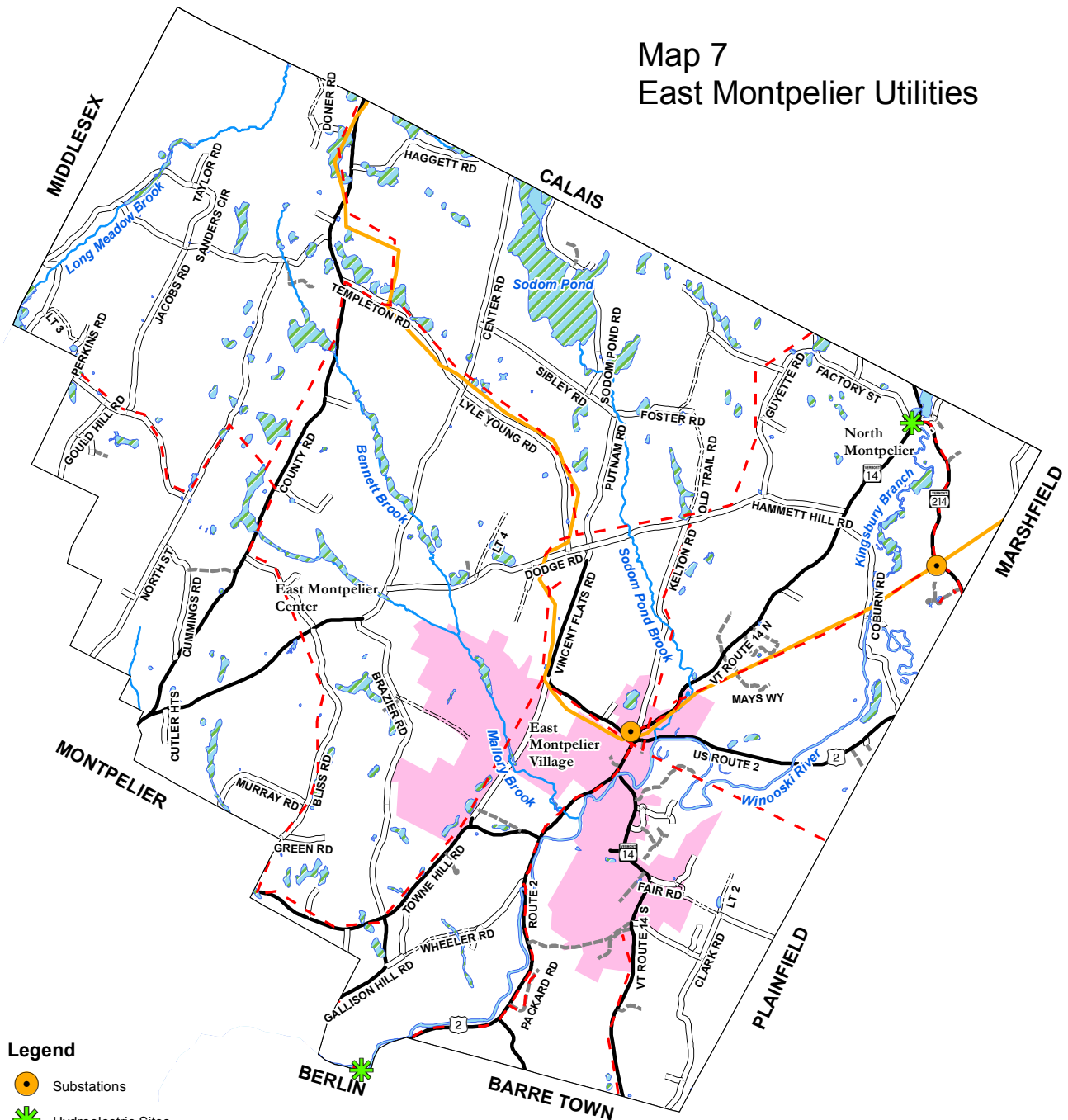
Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.



# Map 6 East Montpelier Village Sidewalks



# Map 7 East Montpelier Utilities

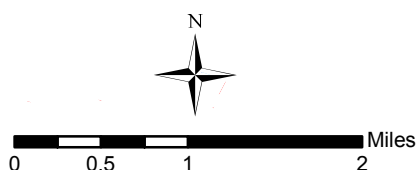


## Legend

- Substations
- Hydroelectric Sites
- 3 Phase Power Lines
- Transmission Lines
- Crystal Springs Water Service Area
- Wetlands
- Rivers, Lakes, and Ponds
- Streams

## Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private

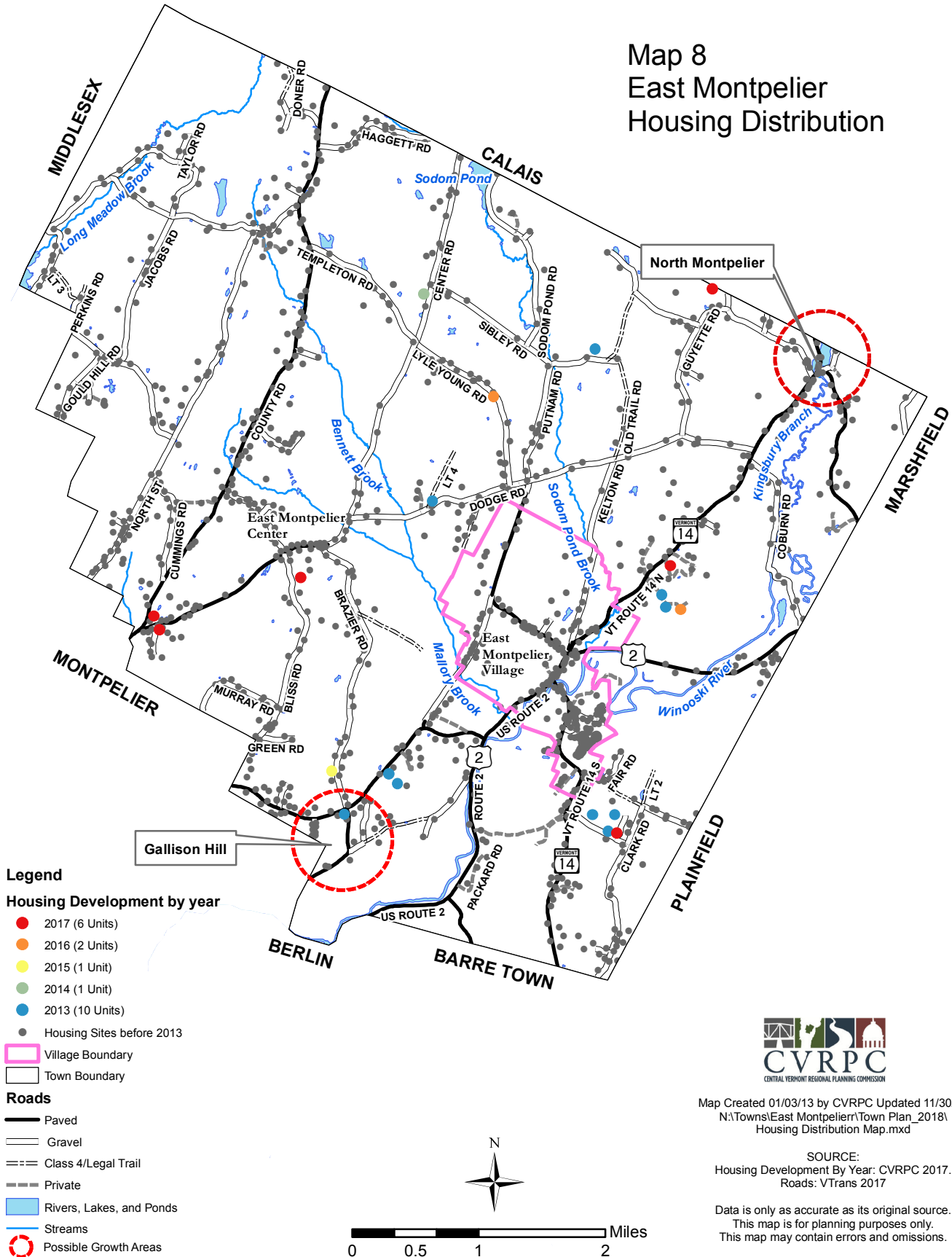


Map Created 12/22/17 by CVRPC  
N:\Towns\EastMontpelier\Town Plan\_2018\Utilities.mxd

Source:  
Hydroelectric Sites, 3 Phase Power and  
Transmission Lines, VCGI 2016  
Substations: VCGI, 2016 and CVRPC 2017  
Water Service Area, CVRPC 2016  
Parcels- 2015 East Montpelier

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

# Map 8 East Montpelier Housing Distribution

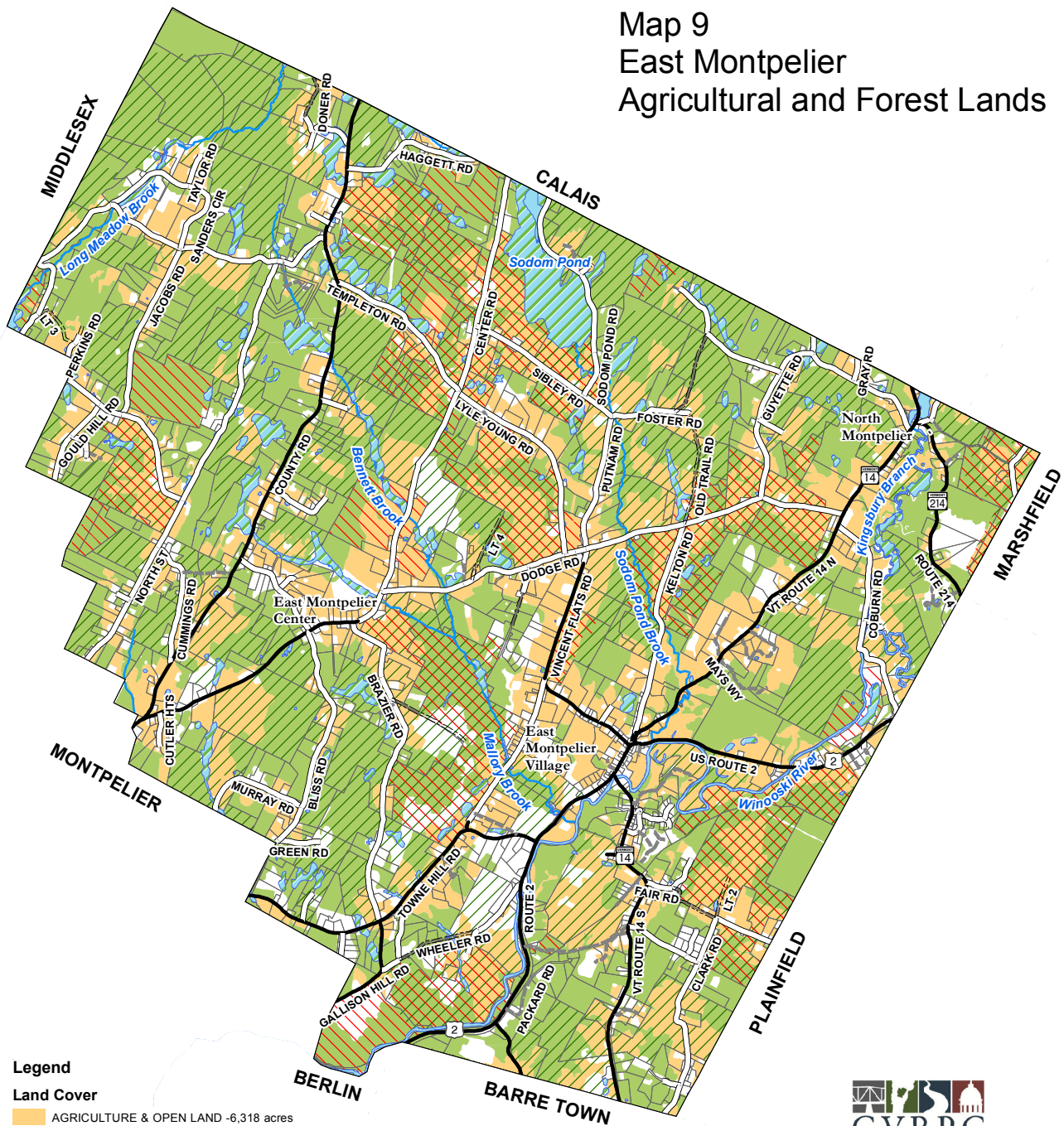


Map Created 01/03/13 by CVRPC Updated 11/30/17  
N:\Towns\East Montpelier\Town Plan\_2018\  
Housing Distribution Map.mxd

**SOURCE:**  
Housing Development By Year: CVRPC 2017.  
Roads: VTrans 2017

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

# Map 9 East Montpelier Agricultural and Forest Lands



## Legend

### Land Cover

- AGRICULTURE & OPEN LAND - 6,318 acres
- FOREST LAND - 11,419 acres
- Conserved Properties - 4,401 acres
- Current Use Properties - 10,508 acres

- Parcels
- Wetlands
- Rivers, Lakes, and Ponds
- Streams

### Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private



0 0.5 1 2 Miles



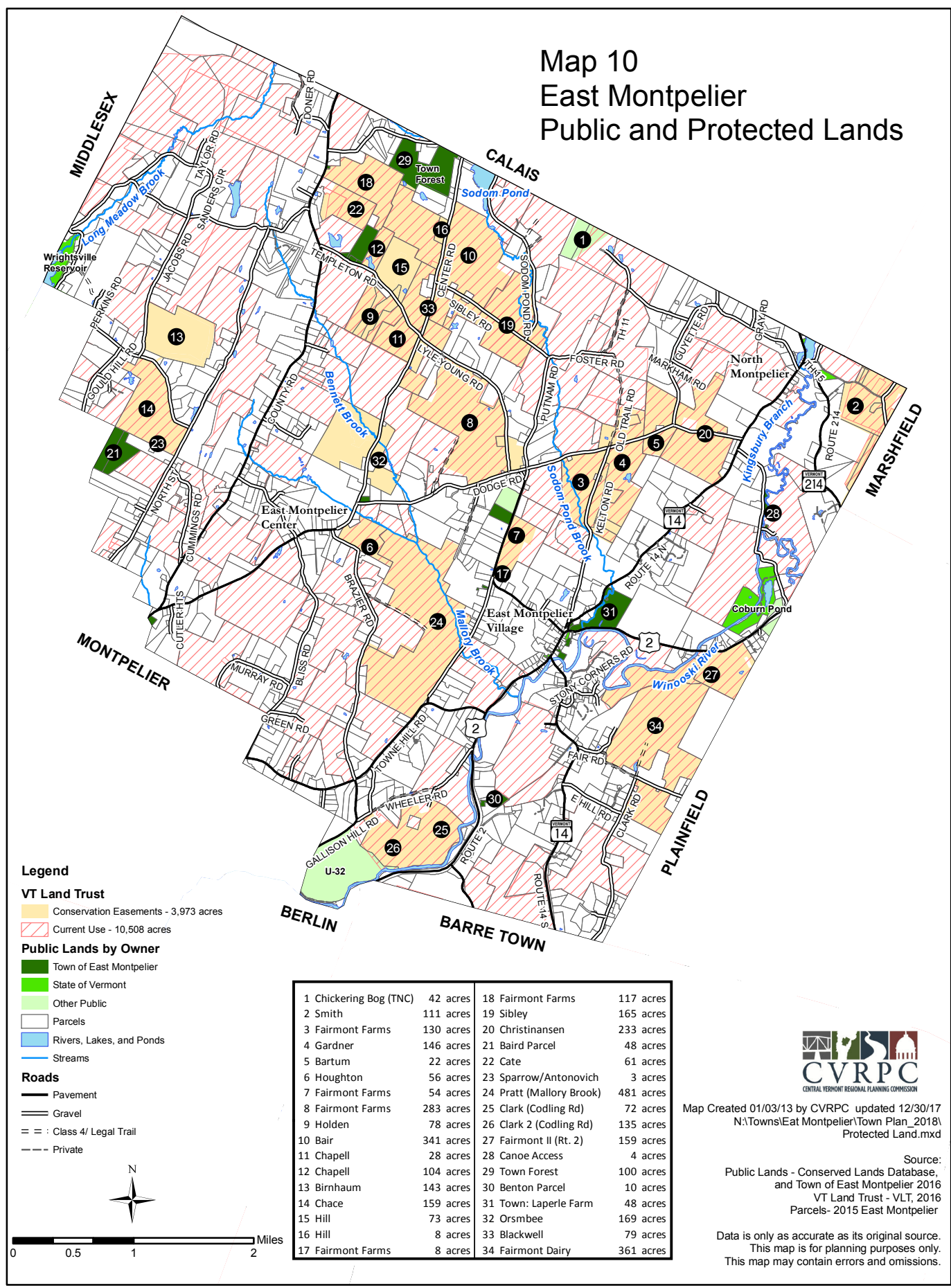
Map Created 11/29/17 by CVRPC  
N:\Towns\EMontpl\Town Plan\_2018\Ag&ForestLands.mxd

Source:  
Conserved Properties - Conserved Lands  
Database, 2009, and Town of East Montpelier, 2017  
VT Land Trust - VLT, 2016  
Parcels - 2015 East Montpelier  
Land cover - CVRPC, 2013

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.



# Map 10 East Montpelier Public and Protected Lands



Map Created 01/03/13 by CVRPC updated 12/30/17  
N:\Towns\Eat Montpelier\Town Plan\_2018\ Protected Land.mxd















Source:  
Public Lands - Conserved Lands Database,  
and Town of East Montpelier 2016  
VT Land Trust - VLT, 2016  
Parcels- 2015 East Montpelier

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.



# Map 11 East Montpelier Priority Forest Blocks and Habitat Connectors

## Legend

-  Highest Priority & Priority Forest Blocks (Interior & Connectivity) - 3,597 acres
-  Riparian Wildlife Connectivity
-  Highest Priority Wildlife Crossings
-  Forest Integrity Study Area
-  Conserved Properties - 4,401 acres
-  Current Use Properties - 10,508 acres
-  Town Boundary
-  Wetlands
-  Rivers, Lakes, and Ponds
-  Streams
- Roads**
-  Paved
-  Gravel
-  Class 4/Legal Trail
-  Private



0 1 2 Miles

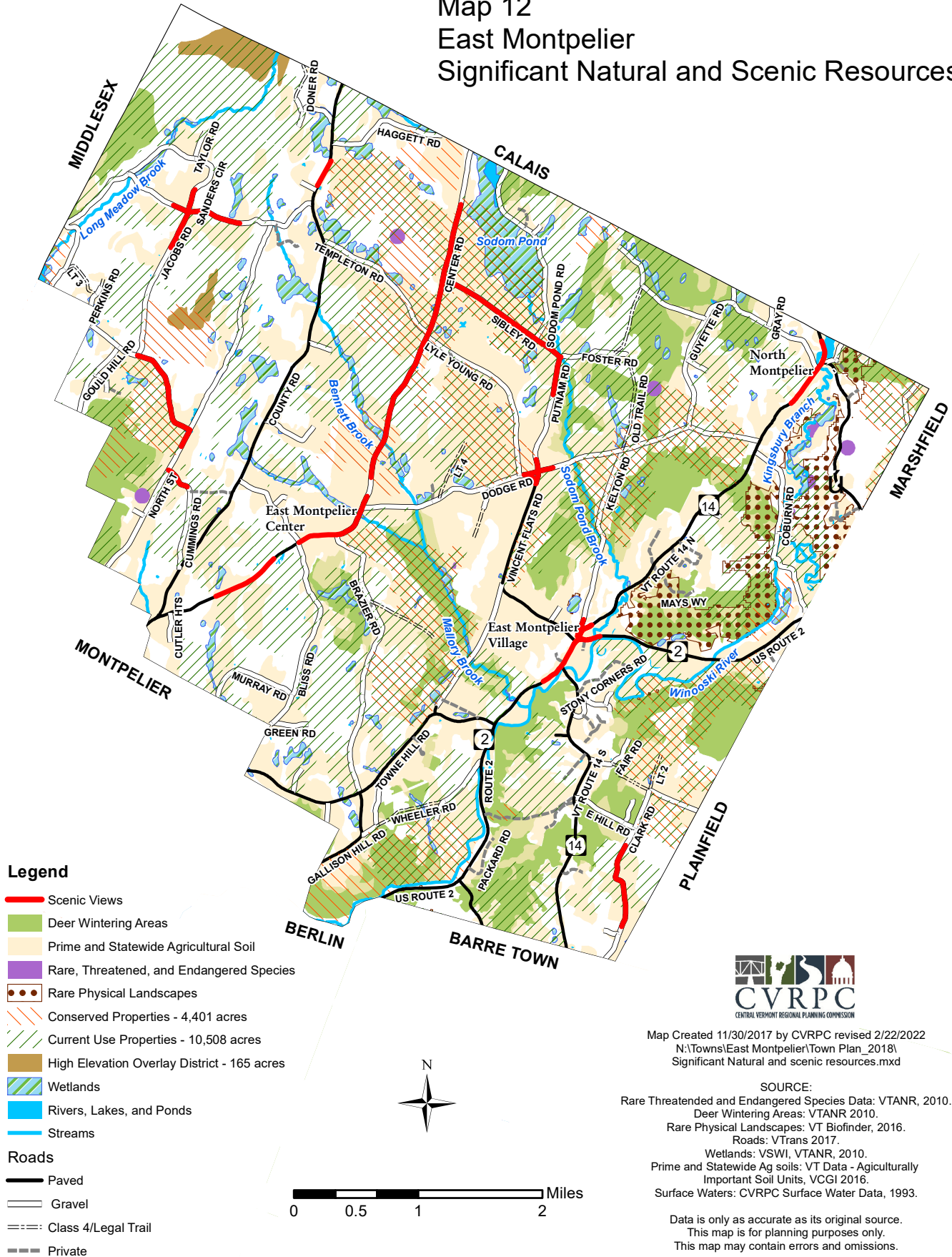


Map created 8/31/17 by CVRPC  
Revised 12/27/17 and 2/8/18  
N:\Towns\East Montpelier\Town Plan\_2018\  
PriorityForestBlocks&HadCon.mxd

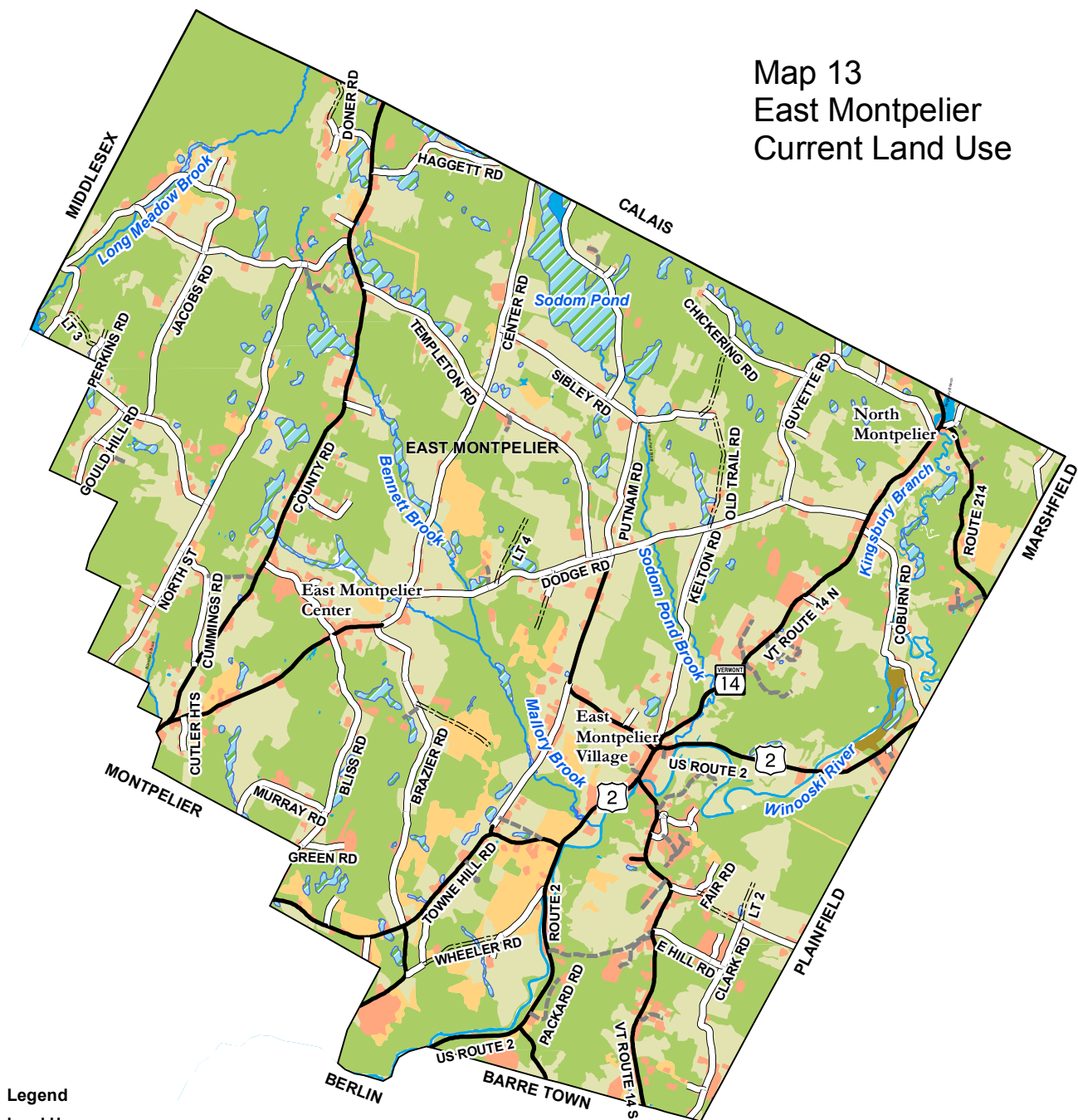
**SOURCE:**  
Habitat Forest Blocks, Wildlife Crossings, and  
Riparian Wildlife Connectivity: VT Biofinder, 2016  
Forest Integrity Study Area: CVRPC, 2018  
Surface Waters, Vermont Hydrography  
Dataset, VCGI, 2008  
Roads: VTrans, 2017  
VLT Conserved Lands: VCGI, 2016  
Town and State Conserved Lands: VT Conserved  
Lands Database, VCGI, 2009  
Current Use Properties: Ue Value Appraisal Parcels,  
VT Dept. of Forest, Parks, and Recreation, 2016.

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

# Map 12 East Montpelier Significant Natural and Scenic Resources



# Map 13 East Montpelier Current Land Use



## Legend

### Land Use

- AGRICULTURE & OPEN LAND -6318 acres
- DEVELOPED LAND -1332 acres
- FOREST LAND -11419 acres
- OUTDOOR RECREATION - 3.5 acres
- SAND & GRAVEL PITS- 36 acres
- SCRUB/SHRUB -1098 acres
- Wetlands
- Rivers, Lakes, and Ponds
- Streams
- Town Boundary

### Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private



0 1 2 Miles



Map created 10/31/17 by CVRPC  
N:\Towns\East Montpelier\Town Plan\_2018\  
Current Land Use.mdx

SOURCE:  
Roads: VTrans, 2017  
Land Cover: CVRPC, 2013

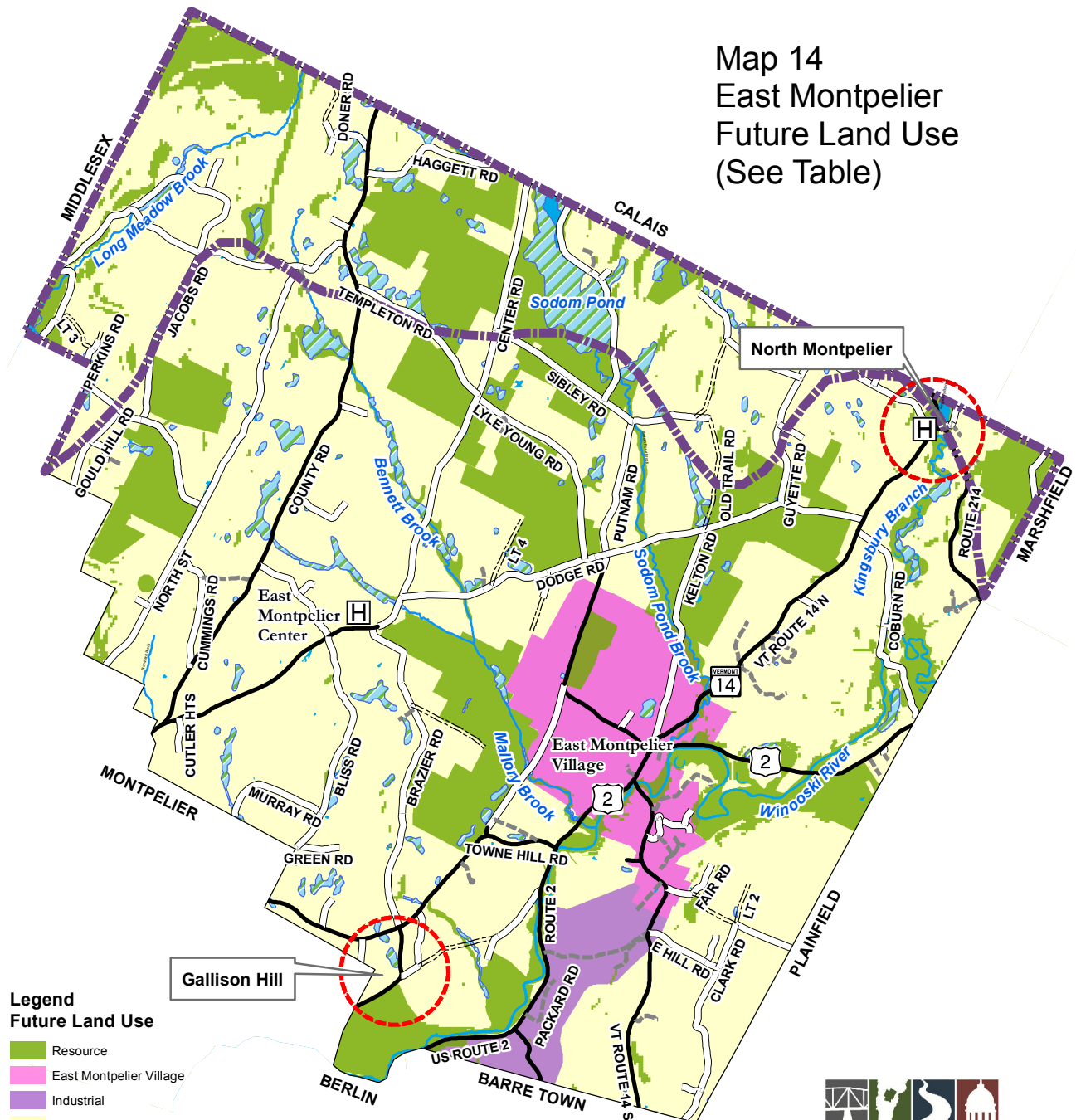
Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

**Future Land Use Map Areas**  
**(See Map 14)**  
(As defined by the 2016 Central Vermont Regional Plan)

- **Villages** accommodate many residential, civic, commercial and light industrial uses. Factors in determining the presence and boundaries of a village include: a state-designated village center, local road network and availability of public utility infrastructure, relatively dense development and smaller lot sizes (1 unit per acre or higher), a mix of land uses, and a distinct separation from surrounding rural areas. The boundaries for East Montpelier Village on this map are based on the village master plan.
- **Hamlets** are smaller than villages, and are typically concentrated residential settlements woven into the fabric of rural areas. Hamlets may or may not provide minor commercial and civic services. North Montpelier and East Montpelier Center are shown as hamlets on this map.
- **Rural areas** include prime agricultural soils, forest blocks, low-density residential, small-scale commercial and industrial uses, and recreational uses.
- **Industrial areas** are where existing and future commercial and industrial activities are encouraged. East Montpelier's existing Industrial zoning district is depicted as an industrial area.
- **Resource areas** require special protection or consideration due to their uniqueness, irreplaceable or fragile nature, or important ecological function. Resource areas include: conserved lands; slopes of 25% or more; rare, threatened or endangered species; significant natural communities; wetlands, special flood hazard areas; and shoreline protection areas.



Map 14  
East Montpelier  
Future Land Use  
(See Table)



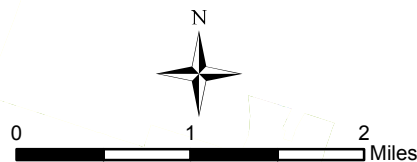
**Legend**  
**Future Land Use**

- Resource
- East Montpelier Village
- Industrial
- Rural
- Forest Integrity Study Area

- H Hamlets
- Town Boundary
- Wetlands
- Rivers, Lakes, and Ponds
- Streams

**Roads**

- Paved
- Gravel
- Class 4/Legal Trail
- Private
- Possible Growth Areas



Map created 8/31/17 by CVRPC  
Revised 1/2/18 and 2/8/18  
N:\Towns\East Montpelier\Town Plan\_2018\  
Future Land Use.mxd

**SOURCE:**  
Roads: VTrans, 2017  
Village Boundary, CVRPC, 2017  
Future Land Use: CVRPC, 2013, Village portion  
based on Village Boundary, CVRPC, 2017  
Forest Integrity Study Area, CVRPC, 2018

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.



# Map 15 East Montpelier Village Center Designation

- A. Municipal Office
- B. Old Brick Church
- C. Dudley's Store
- D. Post Office
- E. East Montpelier Home Center "The Creamery"
- F. East Village Cemetery

## Legend

### Village Center Designation



Boundary



Parcels



Rivers and Streams

0 250 500 750 1,000 Feet

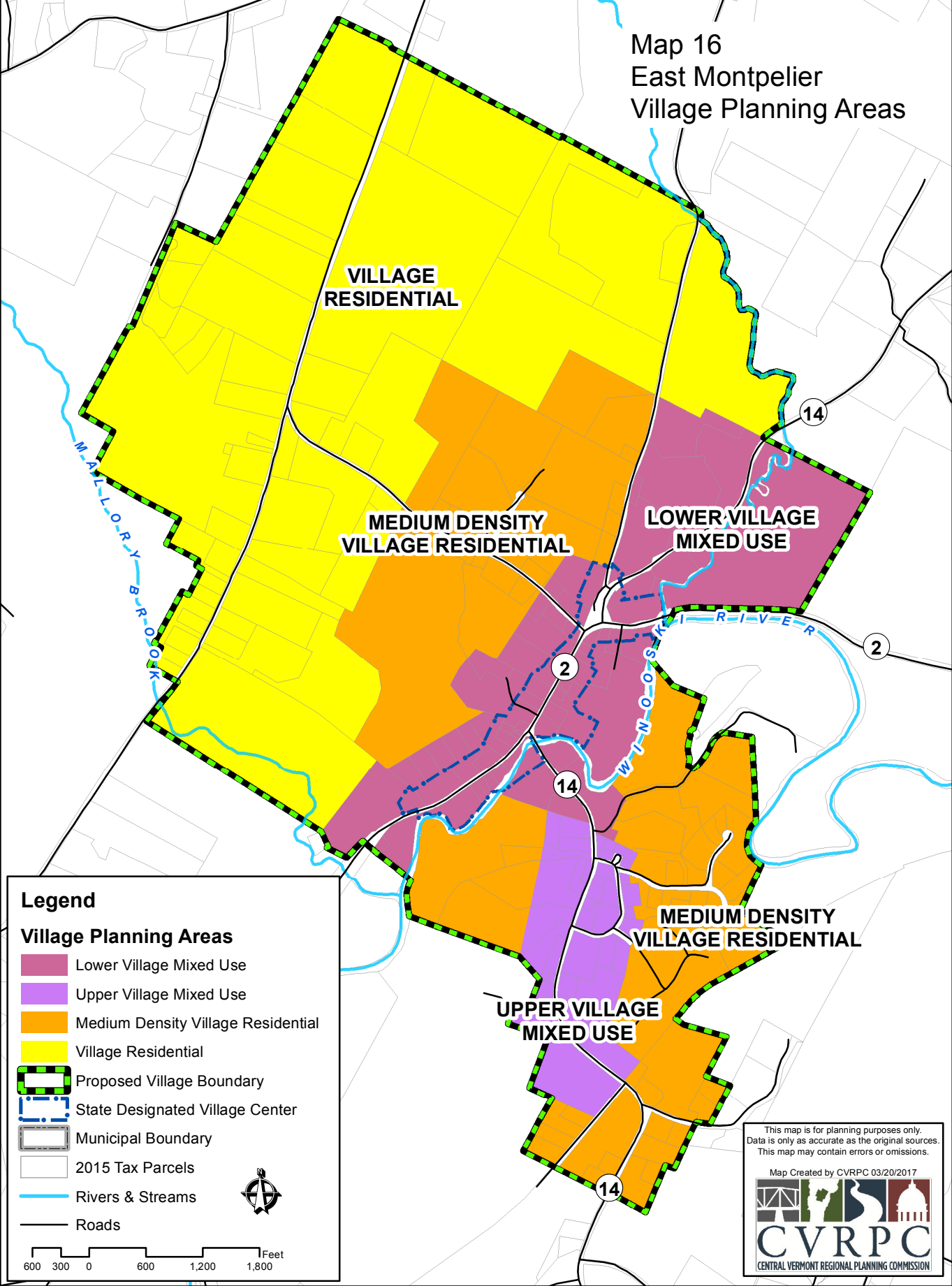


Map Created 09/12/13 by CVRPC Updated 1/2/18  
and 4/11/18  
N:\Towns\East Montpelier\Town\_Plan\_2018\  
Village\_Center\_Map\_2018.mxd

Source:  
Parcels - East Montpelier, 2015

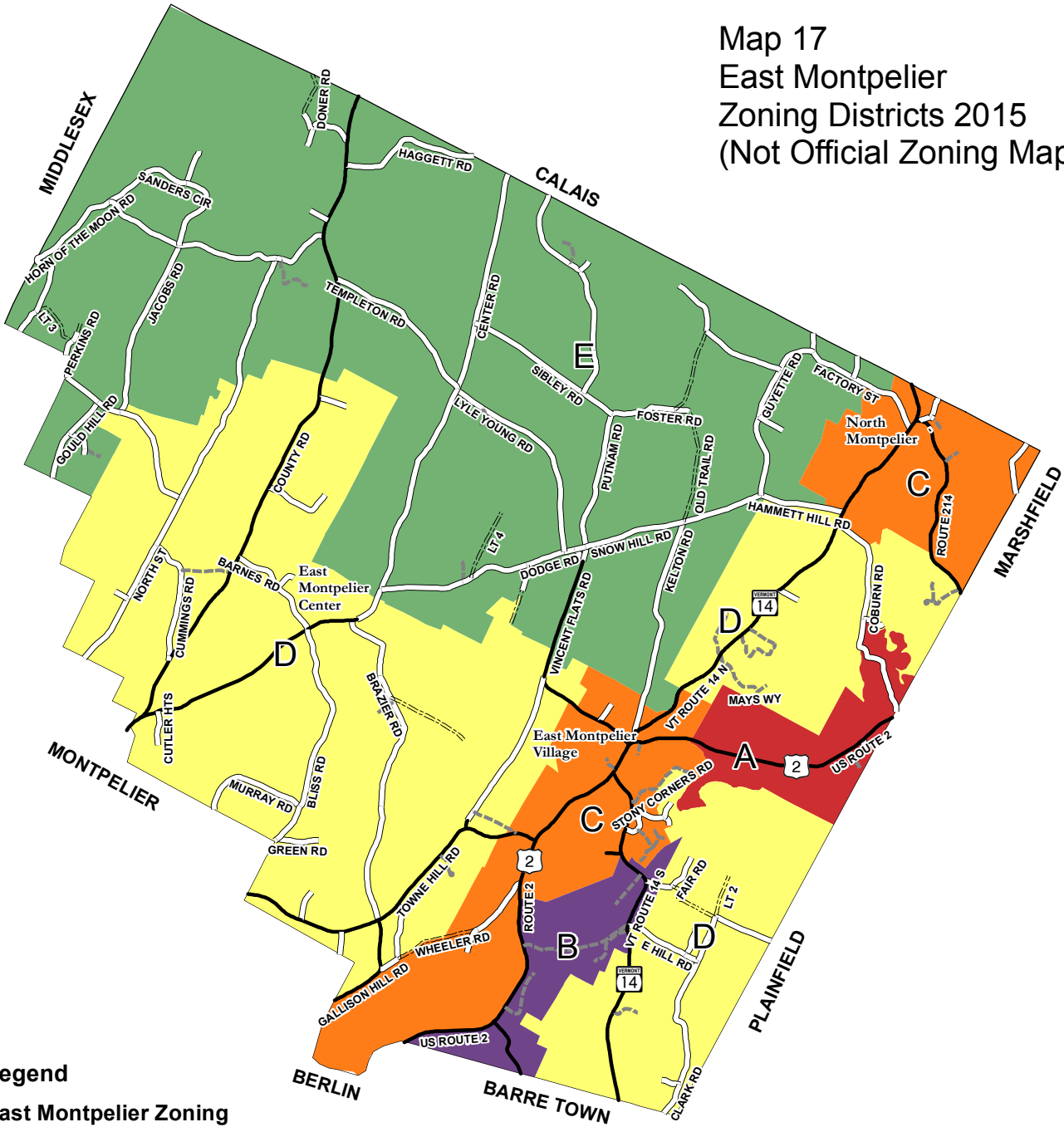
Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

Map 16  
East Montpelier  
Village Planning Areas





# Map 17 East Montpelier Zoning Districts 2015 (Not Official Zoning Map)



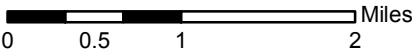
## Legend

### East Montpelier Zoning

- A - Commercial District (1 acre minimum lot size) - 599.92 Acres
- B - Industrial District (1 acre minimum lot size) - 530.89 Acres
- C - Residential and Commercial District (1 acre minimum lot size) - 2347.58 Acres
- D - Rural Residential and Agricultural District (3 acre minimum lot size) - 8003.51 Acres
- E - Agricultural and Forest Conservation Distrcit (7 acre minimum lot size) - 8998.18 Acres

### Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private

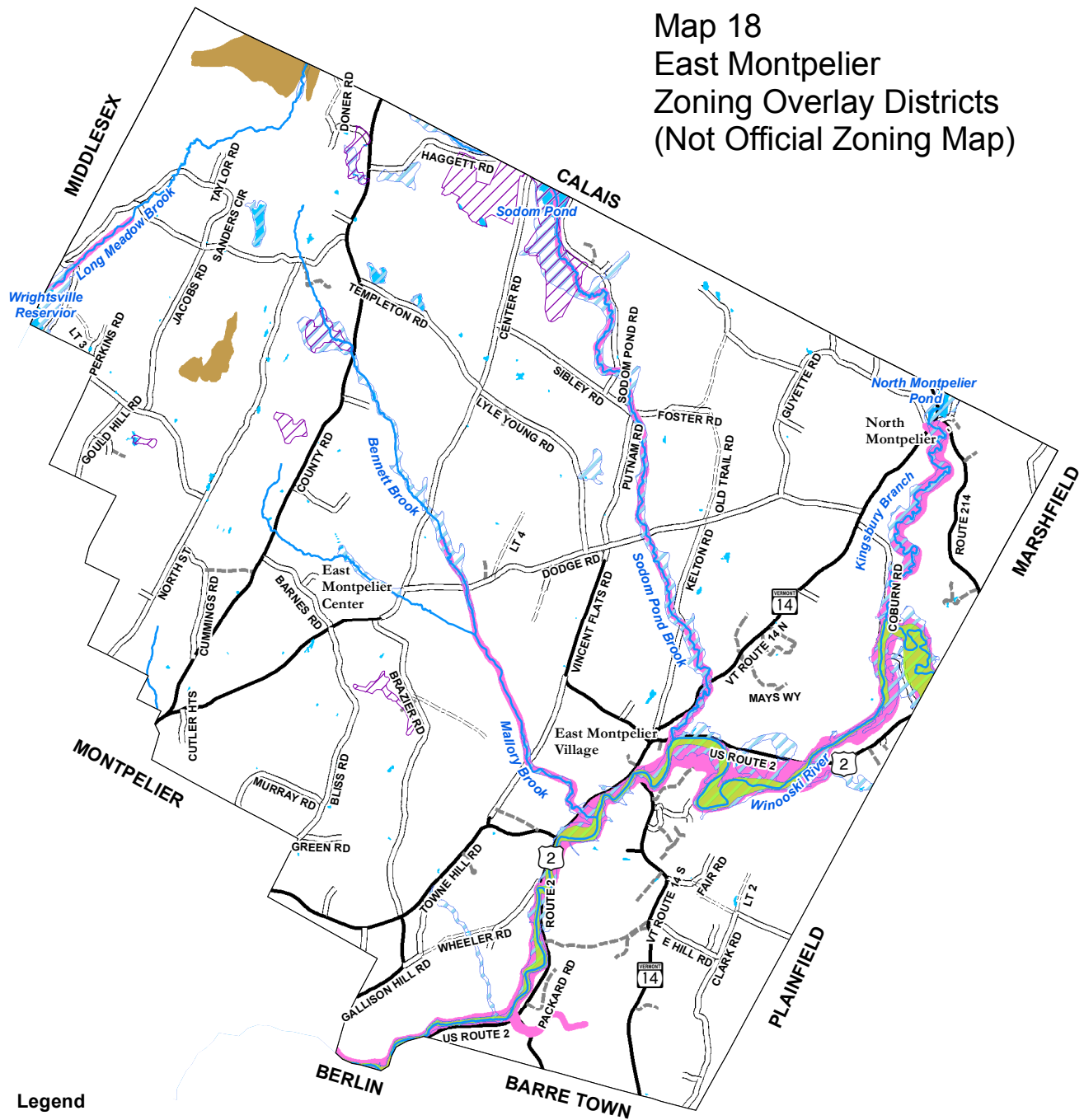


Map Created 01/03/13 by CVRPC; Updated 1/02/2018  
 N:\Towns\East Montpelier\Town Plan\_2018\  
 Zoning Districts Map.mxd

Source:  
 Town Roads: VTrans, 2017.  
 East Montpelier Zoning: CVRPC, 2007.

Data is only as accurate as its original source.  
 This map is for planning purposes only.  
 This map may contain errors and omissions.

# Map 18 East Montpelier Zoning Overlay Districts (Not Official Zoning Map)



## Legend

- Wetlands Overlay Protection District
- High Elevation Overlay District - 165 acres
- Floodway
- Special Flood Hazard Area
- River Corridor
- Rivers, Lakes, and Ponds
- Streams

## Roads

- Paved
- Gravel
- Class 4/Legal Trail
- Private
- Town Boundary



0 0.5 1 2 Miles



Map Created 01/02/18 by CVRPC  
N:\Towns\East Montpelier\Town Plan\_2018\  
Overlay Districts Map.mxd

Source:  
Town Roads: VTrans, 2017.  
East Montpelier Zoning: CVRPC, 2007.  
Hydrologic Data: VHD - VCGI 2008  
Wetlands: VSWI, VTANR 2010  
Flood Hazard: FEMA, NFIP 2011

Data is only as accurate as its original source.  
This map is for planning purposes only.  
This map may contain errors and omissions.

## 2018 East Montpelier Town Plan



Moonrise over Sibley Barn (Tyler Debbs Squire)