

# 14. IMPLEMENTATION

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The Town of Essex has a variety of tools and techniques to draw upon in establishing a program to implement this plan. This chapter describes the actions to be continued or developed by the Town in order to carry out the goals, objectives and policies that have been described previously.

## 14.1 Description of Implementation Techniques

Techniques available to implement a community's plan can be categorized as follows:

- Planning and studies;
- Land use regulations including zoning, subdivision and sewer allocation;
- Financial measures including capital expenditures for Town facilities, use of personnel and other Town resources, tax policy, and non-Town funding sources; and
- Communication including encouragement of various actions, coordination with other public and private entities, and education.

The following is a description of these implementation techniques.

### **Planning and Studies**

The first step toward implementing this plan will be its adoption. Vermont statutes (24 V.S.A. Chapter 117, as amended by Act 200) empower communities by requiring plans adopted by adjacent communities, the Regional Planning Commission and state agencies to be consistent with one another. Furthermore, the Act 250 process requires projects to be in conformance with local plans. Therefore, it is essential that Essex have a plan to control its own destiny. An update is required by statute every five years. An annual report is recommended describing planning activities and status of implementing this plan in order to monitor its progress.

A variety of plans and studies are recommended to implement this plan. Examples include monitoring information technology to determine changes pertaining to land use, projecting school capacity and enrollment trends, evaluating energy use in Town facilities, and undertaking traffic studies to determine the need for road and intersection improvements.

### **Land Use Regulations**

Zoning and subdivision regulations are important means for implementing a Town Plan. Minor amendments to those regulations may be required to accomplish some of the goals established herein. Growth management regulations relate the capacity of Town facilities to the anticipated growth rate. Both the timing and location of growth may be affected. The Town's principal growth management tool is the sewer allocation ordinance. Other regulations at the Town level may include health regulations, an official map, public works specifications, and a building code. Regulations from other levels of government, such as state on-site wastewater disposal regulations, may also have an impact on the goals of this plan.

### **Finances**

Many of the recommended actions from this plan will have an impact on Town finances. The foremost impact relates to capital expenditures for the purchase and upgrade of Town facilities. Many proposals are tied to the

Town's capital budget and program, a document that is updated and approved by the Selectboard annually. Items recommended for inclusion into the capital budget include expansion of police, fire and other facilities to meet the needs of a growing population; increased space for indoor and outdoor recreation activities, establishment of a land acquisition and preservation program for natural/scenic resources, and construction of a trail network. The expenditure of Town funds also relates to the use of Town personnel and other resources. Staff time is suggested for promoting economic development, supporting affordable housing, improving maintenance of recreation facilities, and providing information about land management and protection practices.

Items relating to Town tax policy include maintaining stable local property taxes as a means of encouraging economic development and acting as partner to developers in seeking tax credits from other sources. Impacts on Town finances may be reduced to the extent that funding is available from other sources. The use of impact fees will allow new development to pay its proportionate share of the costs of new facilities needed to support that development. Outside grants may assist in achieving such objectives as acquisition of land and easements for trails and construction of priority transportation projects.

### **Communication**

In addition to use of land use regulation and financial outlays, many goals and objectives may be accomplished by effective communication with others. At times, the Town's role primarily is to offer encouragement for certain activities to occur. Examples include noting the mutually supportive roles of manufacturing and service-oriented businesses, supporting expansion of communications networks, and encouraging a variety of public transportation alternatives. Another form of encouragement is the creation of citizen boards and committees to support such activities as planning recreation programs and establishing trail priorities and seeking funding sources.

Coordination may include participation in regional planning efforts by CCMPO, CCRPC, CCTA and others; joint undertakings with neighboring communities; and cooperation between local bodies such as the Planning Commission and Schoolboard. Examples of education activities are working with CSWD to promote regional solid waste programs, providing information about land management and protection, and developing natural areas and museums.

## **14.2 Implementation Strategy**

Table 14-1 lays out a detailed program for implementing the goals and objectives of this plan. Objectives are listed by number within each of the plan's chapters. The various techniques appropriate for implementing this plan are noted.

**Table 14-1  
Town Plan Objectives Implementation Summary**

Chapter and Objectives	Land Use Regulations					Finances				Communication		
	Planning & Studies	Zoning	Sub-division	Growth Mgt & Sewer	Other	Town Facilities	Town Resources /Personnel	Town Tax Policy	Funding from Others	Encour-agement	Coor-dination	Educa-tion
<b>Chapter 3 Economic Development</b>												
3.1.1: Decide how economic initiatives can be delivered most effectively	+						+	+	+		+	
3.1.2: Develop and implement coordinated marketing efforts							+				+	
3.1.3: Work with manufacturers to implement new technologies									+		+	
3.1.4: Work with all economic sectors to diversify the Essex economy										+	+	
3.1.5: Build upon position as a transport center to improve economic centers						+	+				+	
3.1.6: Encourage talented individuals to start their own businesses										+	+	+
3.1.7: Promote workforce training											+	+
3.1.8: Promote infrastructure readiness						+						
3.1.9: Facilitate efficient state and local development review processes	+				+		+				+	
3.1.10: Expand access to affordable capital									+		+	
3.1.11: Support business development and retention programs		+	+				+				+	
3.1.12: Inventory and enhance Essex's tools for economic development									+	+	+	
<b>Chapter 4 Education</b>												
4.1.1: Maintain residential growth consistent with fiscal capacity	+	+		+								
4.1.2: Plan capital projects in advance to stabilize tax rates and identify alternative revenue sources	+					+						
4.2.1: Prepare a master plan for effective use of school property	+											
4.2.2: Improve connections between schools and neighborhoods						+						
4.2.3: Develop natural areas, museums, trails, etc										+		+
4.2.4: Include community use in future design of school facilities	+					+						
4.3.1: Follow the <i>Essex Design for Learning</i> in design/use of facilities						+						+
4.4.1: Planning Commission & School Bd. coordinate development & facilities						+					+	
4.4.2: Town/school cooperate in preparing 5-year capital budget						+					+	
4.4.3: Selectboard, Planning Commission, School Board meet periodically											+	
<b>Chapter 5 Housing</b>												
5.1.1: Appoint ad-hoc task force to assess housing needs and develop targets	+						+					
5.1.2: Preserve the existing stock of affordable housing		+						+	+			
5.1.3: Adopt zoning to encourage development of new housing		+		+					+			
5.1.4: Allocate resources to assist development of affordable housing						+	+	+	+	+	+	
5.1.5: Contribute to regional effort to address homelessness											+	
5.2.1: Encourage mix of housing suitable for all income levels		+						+	+			
5.2.2: Preserve existing stock of rental housing										+		
5.2.3: Locate housing adjacent to commercial centers		+								+		
5.3.1: Promote higher density cluster development in growth centers		+										
5.3.2: Establish target of 80% of new housing within growth areas		+	+	+								
5.3.3: Connect residential areas for sense of community and movement						+						
5.3.4: Adopt regulations to preserve the Town's more rural areas		+	+	+								
5.4.1: Adopt regulations to encourage new elderly housing		+										
5.4.2: Enhance housing affordability for elderly residents										+		
5.4.3: Pursue policies to encourage affordable elderly housing												
5.5.1: Encourage energy efficient housing construction and renovation		+	+		+					+		+

		Land Use Regulations				Finances				Communication		
Chapter and Objectives	Planning & Studies	Zoning	Sub-division	Growth Mgt & Sewer	Other	Town Facilities	Town Resources /Personnel	Town Tax Policy	Funding from Others	Encour-agement	Coor-dination	Educa-tion
<b>Chapter 6 Community Services and Facilities</b>												
6.1.1: Work with CSWD to promote regional solid waste programs											+	+
6.1.2: Promote public education, awareness and participation												+
6.2.1: Provide for growth within existing areas before expanding	+			+		+						
6.2.2: Ensure future availability of water, sewer and stormwater systems	+					+						
6.2.3: Keep Town services/facilities in conformance with goals				+		+						
6.3.1: Maintain existing water, sewer and stormwater and additions	+					+						
6.3.2: Ensure new subsurface disposal systems are not detrimental					+							+
6.3.3: Limit construction of new community wastewater systems			+									
6.3.4: Encourage water conservation methods and technology												+
6.4.1: Ensure that users/new development contribute to costs	+								+			
6.4.2: Promote efficient use of funds by adopting a capital budget						+						
6.5.1: Coordinate with communications providers re municipal growth											+	
6.5.2: Support expansion of communication network										+		
6.5.3: Allow expansion of cable television services										+		
6.5.4: Encourage underground utilities where feasible		+	+									
6.5.5: Site new infrastructure consistent with rural environment		+	+									
6.5.6: Learn about emerging technologies and costs/benefits											+	+
6.5.7: Ensure local regulations promote and regulate such facilities		+	+						+			
6.5.8: Research weather the Town should go "wireless"	+						+					
6.6.1: Expand police, fire etc. services according to population demand	+					+						
6.6.2: Ensure adequate facilities to provide police, fire etc. services						+						
6.6.3: Preserve the safety and security of the citizens							+					
6.6.4: Cooperate with county, state, etc. in delivery of services											+	
6.7.1: Minimize risk of falling limbs and trees on public property	+						+		+			
6.7.2: Collaborate with first-response agencies re: town facilities	+					+	+				+	
6.8.1: Develop and implement stormwater management program	+					+	+				+	
6.9.1: Recognize the importance of adequate child care to Essex residents												+
6.9.2: the provision of childcare services in a variety of settings		+					+					
6.9.3: Facilitate the creation, expansion, or continuation of child care facilities						+				+		
<b>Chapter 7 Parks and Recreation</b>												
7.1.1: Enhance trail system to link neighborhoods and other areas												
7.1.2: Link trail system to neighboring Towns											+	
7.1.3: Provide pedestrian and bicyclist opportunities	+					+						
7.2.1: Increase space for indoor recreational opportunities	+					+					+	
7.2.2: Increase level field space for outdoor recreational opportunities						+						
7.2.3: Pursue establishment of land acquisition program	+						+	+	+	+	+	+
7.3.1: Get support from Essex residents in planning recreation activities							+			+	+	
7.3.2: Increase public awareness and use of amenities and programs						+	+					+
7.3.3: Sustain a wide variety of programs for all residents							+					+
7.4.1: Improve the maintenance of Essex parks and fields							+		+			
7.4.2: Improve facilities owned now or to be acquired by the Town	+					+						

Chapter and Objectives	Land Use Regulations					Finances				Communication		
	Planning & Studies	Zoning	Sub-division	Growth Mgt & Sewer	Other	Town Facilities	Town Resources /Personnel	Town Tax Policy	Funding from Others	Encour-agement	Coor-dination	Educa-tion
7.4.3: Develop and maintain more trails in parks and natural areas	+						+		+		+	
7.4.4: Determine how hardwood may be harvested and by whom							+			+		+
7.4.5: Maximize coordination with the Village Recreation Department						+	+			+	+	
<b>Chapter 8 Transportation</b>												
8.1.1: Study all modes in a consistent, cost-appropriate manner	+											
8.2.1: Road plans/expenses to be consistent with functional class system	+					+			+			
8.2.2: Adopt/update a Road Management Plan to prioritize road work	+					+						
8.2.3: Choose recommendations for Susie Wilson Rd. improvements						+	+					
8.2.4: Maintain commitments to existing public transit services						+	+		+		+	
8.2.5: Maintain acceptable level of service for all transportation modes						+						
8.3.1: Undertake aggressive efforts to complete the Circ. Highway									+		+	
8.3.2: Provide only new roads and upgrades that improve safety, etc	+	+	+			+			+			
8.3.3: Encourage a variety of public transportation alternatives	+									+	+	
8.3.4: Create trail network to connect residents to schools, work, etc.			+			+			+	+	+	
8.4.1: Prohibit strip development and improve roadside aesthetics	+	+	+									
8.4.2: Impacts from the Circumferential Highway shall be controlled		+										
8.4.3: Integrate transit concerns in the land use planning/review process	+	+	+									
8.4.4: Control rural development on new roads or with no frontage		+	+									
8.4.5: Encourage development of shared parking facilities		+										
8.4.6: Ensure that land use and functional road classes are matched	+	+					+					
8.4.7: Require second accesses and development connections			+									
8.5.1: Adopt a Capital Plan including lifecycle analyses for each project	+					+						
8.5.2: New development to contribute its proportionate share of costs		+							+			
8.5.3: Adopt a Capital Plan for efficient expenditure of public funds						+						
8.5.4: Adopt an official map for road/trail networks and explore funding	+				+	+			+			
8.6.1: Obtain annual reports of key traffic counts and accident data	+											
8.6.2: Create a Town traffic model to assess development impacts	+								+			
8.6.3: Monitor impacts resulting from the Circumferential Highway	+											
8.6.4: Monitor transportation systems' environment impacts	+										+	
8.7.1: Collaborate with CCMPO, CCTA and others re transportation												
<b>Chapter 9 Natural Resources</b>												
9.2.1: Update existing natural resources from 2008 Open Space Plan		+	+								+	+
9.2.2: Conduct studies to better understand water quality conditions	+	+					+				+	
9.2.3: Consolidate resource data in an updated Significant Map	+	+	+			+						
9.2.4: Conduct air quality study to establish goals and objectives	+	+	+				+				+	
9.3.1: Establish land preservation program for natural/scenic resources	+	+				+			+		+	
9.3.2: Provide information about land management and protection							+			+		+
9.3.3: Model environmentally sound practices for the community	+					+						+
9.4.1: Educate public about trail benefits and user responsibilities	+										+	+
9.4.2: Assist landowners in understanding rights and obligations											+	+
9.5.1: Continue use of regulations to restrict unsuitable development		+	+		+							
9.5.2: Develop new stormwater treatment standards		+	+				+					
9.5.3: Recognize differing natural resource values in growth areas		+	+									
9.5.4: Revise development review process for more resource protection		+	+		+							+
9.5.5: Incorporate resources management recommendations into regulations		+	+				+				+	+

		Land Use Regulations				Finances				Communication		
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<b>Chapter 10 Aesthetic/Historic/Cultural Resources</b>												
10.1.1: Incorporate identified resources into Significant Features Map	+	+	+								+	
10.1.2: Retain rural scenic/historic qualities while allowing use of land	+		+									
10.2.1: Update objective and standards for open space and roadside protection		+	+				+				+	
10.2.2: Update inventory of historic, cultural and scenic resources	+											
10.3.1: Improve quality of public trees and landscaping	+				+					+		
10.3.2: Increase the number of public trees in Essex	+						+					
10.3.3: Improve quality of non-tree plantings on public property						+	+					
10.3.4: Improve resident involvement in landscape care and planning										+		
10.4.1: Amend Design Control District to enhance Essex Center		+										
10.4.2: Seek funding for public improvements and attract private funds						+			+			
10.4.3: Encourage sculpture and statuary on public property						+						
10.5.1: Update and verify the list of historic structures shown in Appendix F	+											+
10.5.2: Exterior building modifications to respect architectural integrity		+								+	+	
10.5.3: Develop better methods to ensure protection of historic sites	+	+										
<b>Chapter 11 Land Use and Development</b>												
<b>Fort Ethan Allen:</b>												
11.1.1: Retain designation of Fort as a historic district					+					+		
11.1.2: Expand Design Control District to encompass the entire Fort area	+	+					+					
11.1.3: Maintain the Parade Grounds as open space.					+					+		
11.2.1: Implement the "Fort Ethan Allen Master Plan Study"	+				+		+					
11.2.2: Ensure that Essex and Colchester zoning provisions are compatible											+	
11.3.1: Provide infrastructure to foster economic development						+	+			+		
11.3.2: Modify zoning to allow more commercial and industrial uses		+					+					
11.3.3: Improve pedestrian traffic patterns via links from the Fort						+						
<b>Essex West:</b>												
11.4.1: Evaluate vacant land in Essex West for affordable housing	+											
11.4.2: Encourage a variety of housing types		+					+			+		
11.4.3: Maintain transition zones and buffers to prevent encroachment		+										
11.5.1: Implement appropriate measures from Susie Wilson Road studies	+					+	+		+			
11.5.2: Upgrade deficient bridges and railroad crossings						+	+		+			
11.5.3: Facilitate the extension of muni. water along the length of Rt 2A						+	+					
11.5.4: Facilitate the provision of municipal sewer to Painesville Manor						+	+					
11.5.5: Work toward providing links to the Village in Pinecrest Drive						+	+					
11.5.6: Complete construction of sidewalks along key roads						+	+					
11.6.1: Revise landscape and site design review zoning criteria		+					+					
11.6.2: Restrict access to the arterials and major collectors		+	+									
11.6.3: Re-evaluate setback and landscaping requirements along Pinecrest Dr	+	+					+					+
11.7.1: Establish green belt along Sunderland and Indian Brooks				+								
11.7.2: Establish buffer zone along Indian and Sunderland Brooks.		+		+								
<b>Neighborhood Growth Centers:</b>												
11.8.1: Encourage green belts, open space and recreational amenities										+		
11.8.2: Encourage vehicular and trail connections between developments						+	+			+		

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11.8.3: Encourage affordable housing for wider income mix of residents		+								+		
11.8.4: Evaluate residential street improvements	+						+					
11.8.5: Enlist the assistance of residents in public safety programs												+
11.9.1: Provide flexibility within the zoning and subdivision regulations		+	+				+					
11.9.2: Evaluate zoning and subdivision regulations to allow density bonuses	+	+	+									
11.9.3: Promote PUD's as a means of providing affordable housing		+								+		
11.10.1: Through subdivision process, provide interconnections			+									
11.10.2: Continue to require two or more points of ingress/egress			+									
11.10.3: Encourage access that connects directly to major streets										+		
11.10.4: Minimize curb cuts on major collector roads		+	+									
11.10.5: Promote opens space, recreational amenities and connections		+	+							+		
<b>Saxon Hill:</b>												
11.12.1: Ensure that park uses are primarily light industrial uses		+										
11.12.2: Residential use is not allowed in RPD-I	+	+	+	+								+
11.13.1: Retain provisions regarding recreation/conservation uses.		+										
11.13.2: Evaluate options to purchase/preserve 60% Conservation RPD-I												
11.13.3: Enhance the importance of the major points of entry to the Park						+						
11.13.4: Retain the 200-foot buffer requirement between residential areas		+										
11.13.5: Ensure that recreation/conservation areas are effectively managed						+	+					
11.13.6: Consider standards to ensure building harmony with surroundings	+	+	+				+					+
11.14.1: Encourage the provision of improved public transportation										+		
11.14.2: Encourage a transportation system management plan (TSM)										+		
11.14.3: Focus efforts on Allen Martin Parkway as a major arterial						+						
11.14.4: Extend municipal sewer to allow high water usage industries						+						
11.14.5: Consider reallocation of a small portion of the existing sewer						+	+					
11.14.6: Review road infrastructure for adequate connectivity and emergency Access						+						
11.15.1: Work with the developer to establish a trail management plan							+				+	
11.15.2: Undertake educational efforts to make public aware of Saxon Hill							+					+
11.15.3: Organize and promote public events to increase use of the park											+	+
11.15.4: Establish a hiking trail from Winooski River to top of Saxon Hill						+						
11.15.5: Re-evaluate the forest Management Plan with the Tree Warden	+						+					
11.15.6: Discuss with School District regarding future of 90-acre parcel											+	
<b>The Lowlands:</b>												
11.16.1: Ensure that development in floodplain areas is avoided.		+										
11.16.2: Require setbacks from streams, drainage ways and wetlands		+										
11.16.3: Retain the current low density and type of uses		+										
11.16.4: Do not extend municipal water and sewer into these areas						+						
11.17.1: Review policies on waste water disposal and private roads	+											
11.17.2: Amend regulations to implement rural lands objectives		+	+									
11.17.3: Implement Conservation Design Subdivision regulations		+	+							+		+
<b>Winooski River Corridor:</b>												
11.18.1: Develop a bicycle/walking path along the entire corridor						+						
11.18.2: Develop spur trail to top of Saxon Hill						+						
11.18.3: Preserve oxbow near bottom of Sand Hill Road as natural area					+					+		
11.18.4: Work with WVPD to upgrade the remainder of "68 Acres"						+					+	

Chapter and Objectives	Land Use Regulations					Finances				Communication		
	Planning & Studies	Zoning	Sub-division	Growth Mgt & Sewer	Other	Town Facilities	Town Resources /Personnel	Town Tax Policy	Funding from Others	Encour-agement	Coor-dination	Educa-tion
11.18.5: Develop canoe launch areas in strategic locations					+							
11.18.6: Encourage ecologically sensitive vegetable/fruit farms										+		
11.18.7: Renew interest in the River as an amenity via public education										+		+
11.18.8: Promote annual "green-ups" of the Corridor										+		
11.18.9: Encourage landowners to "adopt" a portion of the River										+		
<b>Future Land Use:</b>												
11.19.1: Work with other communities to ensure land use compatibility											+	
11.19.2: Cooperate with the Village to ensure its vitality as a center											+	
11.19.3: Participate in the Chittenden County Regional Plan					+							
11.20.1: Guide and direct future development	+	+	+	+	+							
11.21.1: Maintain a growth rate of 210 people/year			+	+								
11.23.1: Encourage residential development in community centers	+	+		+		+						
11.23.2: Economic growth shall be encouraged in the Town's designated		+										
11.23.3: Public investments shall reinforce the general character							+	+	+			
11.23.4: The long-term maintenance of open lands shall be encouraged							+	+				
11.24.1: Consider recommendations from the Town Ctr Master Plan	+							+				
11.25.1: Explore potential uses to be allowed in the Ag/Residential Area		+						+				
<b>Chapter 13 Energy</b>						+			+	+		+
13.1.1: The Town will develop an energy plan					+	+			+	+		+
13.2.1: Promote energy conservation by municipal example					+	+			+			+
13.3.1: Encourage the development of alternative energy resources					+				+			+
13.4.1: Encourage the development of new renewable energy sources	+	+	+	+	+				+			+
13.5.1: Establish land use patterns and densities for energy conservation												
13.6.1: Encourage land use patterns and bylaws to lessen auto-dependency	+	+	+	+	+				+			+
13.7.1: Promote policies for environmentally sound solid waste disposal						+			+	+		+