| 1 | TOWN OF CHESTER |
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| 2 | PLANNING COMMISSION |
| 3 | February 22, 2023, Minutes |
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| 5 | Commission Members Present: Peter Hudkins, Tim Roper, Cathy Hasbrouck, Barre Pinske, and |
| 6 | Hugh Quinn at Town Hall. |
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| 8 | Staff Present: Preston Bristow, Zoning Administrator/Town Planner and Susan Bailey, Recording |
| 9 | Secretary, via Zoom. |
| 10 11 | Citizens Present: Bill Lindsay at Town Hall; Jason Rasmussen of MARC, and Steve Mancuso via |
| 12 | Zoom. |
| 13 | Call to Order |
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| 15 | Chair Hugh Quinn called the meeting to order at 6:31 p.m. |
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| 17 | Decisions Made: Recess the public hearing to March 20th at 6:30 p.m. at which time they will |
| 18 | review the handful of minor changes, along with the definition of some fence requirements. |
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| 20 | Action Taken: Preston and Jason will continue to work with the flood maps and check the maps |
| 21 | for high ground and low ground; they will be ready to move to the Village Center at the next |
| 22 | meeting. |
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| 24 | Agenda Item 1, Changes to the Agenda |
| 25 | Hugh sales defended that status and there are defended as |
| 26 | Hugh asked for any other status updates and there were none. |
| 27 28 | Agenda Item 2, Review and Approve Minutes from February 6, 2023, meeting |
| 29 | Agenda Item 2, Review and Approve Minutes from February 0, 2025, meeting |
| 30 | Peter moved to review and approve the February 6, 2023, meeting minutes and Tim seconded the |
| 31 | motion. It was noted on page 2 that Bob Flynn should be Bob Flint. Barre hoped someone reads |
| 32 | the minutes and said they were well done. Tim agreed. Preston said that sometimes people read |
| 33 | them and noted DRB minutes are important sometimes for historically searching what their permit |
| 34 | allowed or didn't allow. Preston added that Planning minutes are referred to less but are used when |
| 35 | looking for background as to why a zoning change was passed or why a town plan was passed and |
| 36 | they can be useful. A vote was taken, and the minutes were approved, as amended. |
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| 38 | Agenda Item 3, Citizen Comments |
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| 40 | There were no citizen comments. |
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| 42 | Agenda Item 4, Public Hearing for Updates to Administrative Sections of Bylaws |
| 43 | Unch reminded exercises that they were in the process of undetine the buleves and bedderided to |
| 44 45 | Hugh reminded everyone that they were in the process of updating the bylaws and had decided to do it in sections. They had updated the bylaws for the Village Green District and shortly after that |
| 45 | do it in sections. They had updated the bylaws for the village Green District and shortly after that |

there were changes to accommodate legacy use and adaptive reuse and they were now prepared to go through the changes to the administrative section of the bylaws which by and large are changes that would have to do with definitions, sections, standards, and would apply to every zone. They thought it would make sense to get those updates in place. There would be two public hearings, and this was the first. The other hearing will take place before the Selectboard where they would either accept or reject the proposed changes. After that, they will address the zoning districts in or around the village area.

Preston said the Planning Commission needs to recommend the bylaw change to the Selectboard and the required Chester Planning Commission Reporting Form needs approval. The Selectboard cannot make changes unless there is another hearing. Preston often tells people showing up to the Selectboard hearing is a little late and the hearing before the Planning Commission is the better forum. Preston said someone had come to his office last week to ask if the hearing would involve changes lot sizes in the rural zone and when Preston told him no, he said he didn't need to attend.

Preston said there were two motivations for the proposed changes, one being the reason they received the municipal planning grant to remove obstacles to provide workforce housing and the other was to clarify things that needed clarification or to streamline things that seemed clunky. Preston told those in attendance that they could interrupt him if he went too quickly.

The first was the ability of the DRB to approve certain non-residential structures within the Zone A floodplain. He said Zone A was called that because it was approximate. He said the government is going to update the zones when they have good quality topographical and arial resources and it looks like every hummock will be shown and Zone As may look like Swiss cheese and include some higher points. He said this may not be needed but suggested at this point, they include it.

The second was to give the DRB the ability to approve a second accessory dwelling unit.

The third was to allow up to two non-resident employees in a home occupation. For a home business, they could allow up to five non-resident employees.

Fences up to eight feet tall, they didn't want to allow people to erect spiked fences but on the other hand, you could see over a fence that was 6 feet tall but not over one that was 8 feet, so for privacy and to screen from junk, it seemed appropriate. In 3.14.10, Tim saw no height limit if they struck provided, they are no higher than 6 feet. Preston said that was a good point and it tied to the limitations and exemptions in 4.3. That would be fences and walls which was #14 on page 16 of the condensed version. Tim said that was the list of exemptions and Preston agreed. Hugh said he saw another version of the same document where Preston called out the 8 feet. Preston thought the current wording was a mistake and the 8 feet should be called out. Preston said it was exempt for the setback if it was under 8 feet but thought they did want it under the setback if it was over 8 feet. He thanked Tim for catching it and said it should be changed. Hugh agreed to changing it. Tim recalled a discussion that allowed up to 8 feet as long as it wasn't the front property line. Preston said that applied to the Village District and it showed up under the exemption on page 16. In the Village Green or Village Center District, it can't be more than 4 ½ feet if it was on the front. Tim thought someone may not look to the exceptions and thought it should be included in language in the bylaws. Preston said fences weren't addressed anywhere else in the bylaws so something

would need to be carved out. Tim wondered if they should include language in C.14.10. Preston said it talked about it under the section of setbacks. Preston acknowledged Tim's comment but thought it wasn't the right place to include it. Tim wondered where the right place was, so it didn't get missed. Preston said some towns have an entire chapter on fences and they could do that. Jason said on page 5 they were saying fences and walls weren't considered in the setback measurement. In other words, fences and walls are usually on or close to the property boundary. Jason didn't think height needed to be called out. On page 16 in the exceptions, Jason said they were setting limits on the height of fences that would be exempt in certain districts. If they were higher, they required a permit. Jason thought the language was okay as it was. Hugh was generally in agreement, but wondered if the height wasn't listed on page 5 addressing setbacks, did it mean someone could request a permit for a 12 foot fence on the property line. Preston thought page 5 should say 8 feet. Preston said there were outrageous examples in other parts of the state that they wouldn't want to happen. Barre said every year they nominated someone to be the fence viewer and the parameters of the position must be written somewhere for that person to follow. Tim said they weren't involved in permits but disputes. Peter said a fence viewer's job was to rule who had to fix fences when they were on a property line between neighbors. Barre wondered if they would add an F to the lot and yard requirement and include a definition for what they were trying to define. Jason thought what Barre was saying made sense as section 10 only addressed fences not meeting setbacks and what they were addressing was that fences couldn't be taller than 8 feet. Preston understood they wanted more clarity about how a fence couldn't be taller than 8 feet on the side and if it was going to be in the Village Center or Green, it couldn't be taller than 4 ½ feet on the front and they wanted it addressed somewhere else other than the exemptions. Tim suggested adding it to a list of things for the future. Preston said they could decide to wait until the next meeting to vote on it and add any changes they wanted, or they could vote it forward at this meeting and include it on the list for later. Tim was fine either way but wanted to see this move forward. Preston suggested when they made the motion to correct item 10 to say they were changing 6 to 8. Cathy thought they could modify 3.13 Landscaping and Screening Requirements. She thought that was a good place to include fences. Barre asked if they changed any of it, would they have to go through a public hearing again. Preston's understanding was they could make changes without holding another public hearing. It was just if they wanted a new paragraph, they probably wouldn't be able to do it at this meeting. Hugh wondered if they could work it out and agree to it before their next hearing. Jason suggested continuing the hearing until the next meeting allowing them time to make the necessary changes, give the members a chance to review it, and approving it at the continued hearing and approve it if they liked it. Barre thought it would be helpful to have it in the bylaws clearly. Preston thought Jason's recommendation was the safest.

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Tim moved that language defining fence limitations and setbacks be added wherever appropriate and Preston and Jason would decide where. Peter seconded the motion. A vote was taken, and the motion passed.

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3.19 deals with non-conforming lots. Preston said they had spent time on the language reducing setbacks on small non-conforming lots and addressing the issue of degree of non-conformity. He included a memo that said within the definitions there was a definition of extent of non-conformity. He suggested that they remove the definition because they had dealt with it carefully within the bylaws. Tim questioned 13.19 where B had been crossed out but noted the language for B was

changed. Tim wondered if it was part of A1. Preston said they were not intending B to be crossed out and it was a result of the editing program they were using. Preston said he would correct it.

3.20 changes the off-street parking to what Better Places says. Preston thought it was curious that there was legislation introduced into the Vermont Legislature this session that says no town shall require more than one residential parking space per residential unit. They had included one because that's what Better Places recommends. The Director of Vermont League of Cities and Towns wrote an editorial saying the legislature blames zoning for all the hold ups in housing but that the blame lies with Act 250. Preston said there have been several bills over the years to reform Act 250 but nothing significant ever passes.

3.30 addresses Short-Term Rentals and the attorney recommended they include that it may be regulated by ordinance. They added that they should not have signs. Tim noted in the summary that it went from 3.20 to 3.30 but he saw edits. Preston said they had changed 3.22 but didn't include it in his summary because it was a clarifying note but that he could because the public may question it. The clarifying note for 3.22 stated they have bylaws that regulate renewable energy if a facility isn't regulated. Almost all go through the Public Utility Commission review and are exempt from zoning but there are a few that don't so that's why they included it. The note states it's exempt if they go through the Public Utility Commission. Tim said the third line on page 13 stated it may be regulated by the Selectboard and wondered if "may" should say "is" regulated. Jason had asked the same question. Preston said he could live with using the word is and Tim said he preferred that. Barre thought the word may covered whether they used the word is or isn't and if it changed, they would need to modify the wording. Cathy wondered if the state enacted regulations for short-term rentals, would the regulations invalidate the Chester ordinance. Preston thought they could. Preston has seen drafts stating the state will regulate it unless the town already has. Cathy said if they used may, they could revoke the ordinance and wouldn't have to rewrite the bylaws. Tim thought that was a valid point. Barre thought the question was if using the word may, would cover everything. Cathy said changing the bylaws would require a hearing. Jason had the same question Tim had a few weeks back. Jason agreed with Preston that the first sentence was a benign statement and wasn't sure it mattered if it said is or may but agreed with Preston it could change over time. Hugh was in favor of using the word may, and it would require anyone who read it to follow up to see if there was an ordinance in place. Tim said it worked for him. Hugh and Barre, both thought it was a good question Tim had raised.

Preston said under 4.3, Limitations and Exemptions, they went from the previous bylaw which had a short list to a list of 28. A lot of it was stuff under the current bylaw that customarily is not regulated. Preston thought it was better to spell it out. Tim asked about number 19 and wondered if they had discussed having up to 3 travel trailers. Preston knew they discussed the number of days and that they had settled on 180 but wasn't sure they had focused on three trailers. Hugh recalled a discussion about having a certain number of trailers that considered you having a mobile home park. Preston said more than 3 trailers was considered a campground. They didn't change the campground section. Hugh's inclination was to agree with Tim, as he thought 3 was a lot. Barre wondered if they were talking about creating a junkyard or someone buying and selling them. Tim couldn't imagine a scenario where a homeowner needed to have 3 travel trailers on their lot unless they were storing them for someone else. Barre knew someone who bought one and also had a good one, and then a trailer for his business where he kept his carving stuff. The third trailer wasn't

a camper and Barre wondered if they were only talking about campers. Tim said something like a boat was hard to get rid of and he saw a temptation to just park the old one and bring in the new one. Barre thought that was a junk ordinance. Hugh said one scenario to consider was he has a camper and gets a second one because he's upgrading. Tim added that a relative could visit with theirs. Tim preferred it to say not more than 2 trailers. Preston said number 19 stated whatever number they set that more than that would be considered a campground and a campground required DRB review. It didn't matter to Preston if they decided on 2 instead of 3. Barre thought it got into the junk ordinance and if someone has 3 for a reason and if 2 people come to visit, they would be breaking the rules. Barre didn't think they would police it closely. Hugh didn't think a junk ordinance would address it as it was currently created. Preston said the Supreme Court has made a couple of rulings stating they're not in the business of enforcing neatness and if a junk issue involves pollution or safety, or is considered a business, they may address it, but if it was only unattractive, they aren't dealing with it and thought their junk ordinances had their teeth knocked out a bit. Barre wasn't a fan of junk or clutter but didn't see a problem. Barre suggested a period that there couldn't be more than 3 trailers such as 4 months. Hugh would rather set it at 2 and thought if a third trailer was there for a weekend or week, nobody would enforce it. Tim said it would allow a neighbor recourse if it was an on-going issue. Tim said some places you could have 3 and nobody would complain but if it was someone's village lot, Tim preferred 2. Peter thought 3 was alright and thought it had been discussed before. Tim disagreed they had discussed the number. Peter said he didn't have a dog in the fight.

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Hugh moved to change the number of travel trailers from 3 to 2 in #19 of the exceptions. Tim seconded the motion. A vote was taken and there were 3 ayes: Hugh, Tim, and Cathy; Barre voted nay; and Peter abstained. The motion carried.

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4.9 deals with smoke and odor having to do with air pollution.

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4.10 provides clearer guidance on the purpose and uses of planned unit development provisions. Preston said they were somewhat oriented only on projects with public water and sewer and they said that was too limiting. Preston still gets questions from people wanting to set up a commune.

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4.12 was originally 4 steps to have a subdivision and now it was down to 2 with an option for 1 in terms of a hearing or a meeting, if necessary. All subdivisions go before the DRB in Chester, who is very thorough in its review so it didn't change the quality of the outcome. Tim could attest to that.

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4.12.G addresses the ability to waive requirements for minor subdivisions and is something the DRB already does so it makes it easier to say they can do that.

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5.2 stated any private road must meet the town road standards and those standards have to do with stormwater and the state is very eager to reduce stormwater. Preston thought it was the right thing to do and what they were doing in reality.

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7.16 waives setback requirements for low- and moderate-income housing. Cathy has been the guinea pig to say she could consider a project on the lot next to her and they would have to waive

the setback requirements to fit in a meaningful housing project and that was appropriate and would only be the DRB who did it in a public session.

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8.2 addressed definitions. An ADU would go from 900 to 1,000 square feet but every little bit helps. 1,000 was a number a lot of other towns are accepting. They also define primitive camp and short-term rental.

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Preston thought it was the time to recess the hearing until the next meeting unless there were questions. Preston thought there were 3 or 4 minor changes and a new paragraph on fences.

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Barre asked if there were any primitive camps in Chester and if they knew what was happening with the wastewater with them, not that he wanted to bring up a specific example on Route 103. Barre asked if someone would check on them and how that worked. Preston said the most common primitive camp was a hunting camp and there were plenty of them in Chester and when the state passed their septic regulations they had to do something about hunting camps because they are all throughout Vermont. They allow an outhouse and cold running water for a sink. They have a formula that allows it to be used not more than 3 weeks at a time and not more than 60 days of the year. The one visible from Route 103 is approved as a primitive camp and was a Jamaican Home that had been placed on the property. Preston doesn't inspect them. Barre said he was thinking of a different spot and asked if someone was living in a camper was it checked on. Preston said a camper can be occupied up to 6 months. Preston was aware of a camper in town that someone was living in full-time and hasn't enforced it but thought once the bylaw change has passed, he will likely have to tell him he can't live in it for more than 6 months out of the year. Barre was wondering if it was in one spot for a long time and they weren't able to drive it to Springfield to have it pumped, what was going on with the wastewater. Barre thought they should have some language to address situations like that. Preston didn't know realistically if they wanted to set up an enforcement mechanism and said they usually are dealt with on a complaint basis. With the camps, if someone registers to vote or tries to put their kids in school and they're living in a camp, they can tell them they're not living in a legal place. Preston said the one guy living in a camper puts his water and wastewater tanks in a pickup and dumps them periodically. That was an instance where a neighbor complained. Preston has been out there and satisfied he hasn't seen any pollution on the ground including gray water or septic water. Hugh thought this was like everything else and if a neighbor complained, Preston checked it out. Preston said most violations he knows about because of a complaint or a lister inspects it and notices something doesn't look right. Preston thought if he had to inspect everything, it would be a much bigger program than it currently is.

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38 39 Hugh moved to recess the public hearing to March 20th at 6:30 p.m. at which time they would review the handful of minor changes, along with the definition of some fence requirements for the pending updates. Tim seconded the motion. A vote was taken, and the motion passed. Preston said they wouldn't have to readvertise the continuation and the theory behind it was that anyone who cared would already be at this hearing.

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Agenda Item 5, Review draft UBD updates for the Open Space and Village Center Zoning

Hugh said this was a continuation of what was started at the last meeting. They would go through the next iteration of the maps and the language for the proposed open space district that they had been discussing at the past few meetings.

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Jason said on page 20 of their packet there was a new section for open space district. The only change Jason believed was made since the last meeting was 10 acres had been changed to 5 acres. He asked if there were any questions on the language. Preston said under the open space district on the last page, he had thought a lot about it because they were trying to establish a district that has no current structures in it. Preston said they had spent a lot of time viewing aerial photos and setting up something entirely in floodplain with no structures. If that was truly true, there were no permitted uses. They were all conditional uses or some that were exempt uses. Preston wanted to make sure they realized that's what he and Jason were saying. Jason said it was an open space district and they wanted to allow for some things such as recreation and the other things listed under other conditional use. Tim thought it was terrific. Hugh was also fine with it and said they had talked at length that there should be no permitted uses in this area since it was a floodplain but not rule out doing anything with the land so make no permitted uses and a handful of conditional uses which seemed like a great strategy. Cathy said the first conditional use was accessory structures and wondered if they should clarify that to say they were accessory to the use such as a ballfield accessory structure may be a dugout. Preston said he agreed with that and had written something that said that but had not been included in the draft. Preston said an accessory structure should be an accessory to an allowed use. Preston said a classic example was in a residential district, your garage is accessory to your house and here if you had a ballfield, the dugouts are structures that would be accessory to the ballfield. Tim asked if a snack bar would be the same thing. Preston agreed and thought some of the floodplains were a great place to have an event and noted Barre had his Big Buzz down on a floodplain one year. Preston said they didn't want to say nothing could happen, but they wouldn't want them to be permanent. Barre liked accessory structures not being defined because his dream is to put a go-kart track on the floodplains, and they need a garage for the go-karts. Hugh said that would be an acceptable accessory structure. Hugh asked Preston to include the language he had drafted about accessory structures.

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Jason presented the map they had worked on. Barre liked the way they had edited the map but noted the space next to the house that's next to the fire station on Route 11 before the railroad tracks and across from The Pizza Stone and said it was high ground there. Barre was almost positive the water didn't come up very far in the area. There was discussion about the area and Preston said he was willing to look at it.

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Jason said they had discussed previously about having mylar overlays for the map and it ended up being more difficult than doing it online. Otis was able to create the map that Jason was presenting. The map showed the existing zoning districts, except for the Village Green which was not yet included. Jason was able to superimpose the draft of the Open Space District. The members were pleased with how the map worked.

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Barre thought the lot along Route 11 was valuable and could be used for something and didn't know why it needed to be green space.

44 45 Peter wondered how they were going to deal with 2.14, the Flood Damage Prevention District. Jason suggested they keep 2.14 because the Open Space District did not include all the floodplain in Chester. Peter asked if the open space district would supersede the floodplain district and how it would work. Jason was thinking it would be above and beyond to some extent but asked for Preston's input. Preston suggested the floodplain district which was technically an overlay was required by law. Preston said they are making a land use district under it for this particular and specific important floodplain and making it more restrictive. Peter thought they should consider saying it supersedes it because it's stricter. Preston thought because they still had to go through floodplain review, they shouldn't use the word supersede but would say the district was stricter. Some of the land didn't make sense to go in business or residential so they came up with a better way of categorizing it and Preston gave Peter kudos for that. Preston suggested calling the flood district an overlay and it was subject to the flood district just like everything else. Hugh agreed.

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Hugh went back to Barre 's question that if part of the zone looked like it was on higher ground, were they trying to figure out how to take it out of the zone or trying to figure out how to deal with it and make it useable. Hugh said it wasn't clear to him. Preston said his goal was the zone was only mapped flood lands and if they find something that was high enough ground, they take it out of the zone. Peter was willing to bet that it was an agricultural current use, so it wouldn't be built upon unless it was taken out and all the back taxes were paid. Barre thought current use had to do with forest land and confirmed with Peter that it also has to do with agricultural use. Preston said there are two current use programs, agricultural and forestry, and a lot of people aren't aware of that. The property that Barre liked on the corner of Green Mountain Turnpike was also likely in current use so if someone wanted to develop it, they would need to pay all the back taxes. Peter said they are going to make it stricter. Barre wondered if they should leave it white because it's high ground because the overriding factor is the current use stops them from doing anything or should it be left green because of the current use factor even though it's high ground. Peter said it was easier to have the zoning bylaws follow the property line and it was open space. One of the things they were trying to do is eliminate strip development. Peter said the objective was to leave it open space so it could flood around the village. Peter would leave it open because it was easier to follow the property lines than to follow elevation and he would use current use as a factor in the decision. Barre thought the whole thing was a field at one point and then they put the housing development, the town garage and another house at one point. Peter said it was a sawmill. Barre wondered if it was in current use. Barre wasn't against preservation but hated to see a good high ground lot that was within walking distance of schools and the grocery store removed if it really wasn't a problem. Peter said if it was a problem in 10 years, it could be removed and noted that zoning wasn't a permanent decision. Tim said if someone was going to build on it, they would likely need to subdivide the lot and Cathy agreed. Tim said that would open the door for discussion of whether it was in the right zone and if it should be moved to another zone. Tim said in the spirit of what they were doing, he thought whoever was in their seats 5 years from now, would be open to changing the zone if it was subdivided. Barre said since they were in a process of changing the zoning and could avoid that problem by making it white now. Barre said it wouldn't matter if it was white or green because they would have to go through all that process anyway and it was on high ground and didn't know why it was so important to make it green. Preston said he would look at it. Hugh had listened and was fine with it being green or white and was fine with what Preston and Jason recommended. Preston said any high ground that was developable and out of floodplain they didn't want in this district. Jason would provide the map link to everyone. Jason said the map

included parcels, the existing zoning districts, and the proposed zoning districts. For now, Village Green hasn't yet been incorporated into the map. The members were happy with the map. Jason said they could add other layers such as floodplain.

Hugh said Preston and Jason would double check the map for high ground and low ground pursuant to the discussion that was just had. Hugh thought it sounded like there weren't any more changes to the language regarding the open space district. Hugh asked if the next thing was to move on to the Village Center. Jason said that was the idea for whenever they were ready. Hugh thought at the next meeting they would be ready to move to the Village Center on the 20th. Jason said the map he was sending them included the proposed Village Center District so they could review it before the next meeting. Tim brought up Article 2.3 and it was decided that they would pick it up as a unit next time.

Agenda Item 6, PC Roundtable

Cathy said they were present for the process of moving stuff to adoption.

 Barre said two Planning Commission members were running for Selectboard but only one could remain on the Planning Board if both were elected and wondered if a special vote would be required if both were elected to the Selectboard because they would have to replace a member who wasn't currently up for replacement. Peter said if he is elected, he wasn't planning to resign as he is retired and has enough time to devote to both boards. Barre said according to the rules, if he wasn't mistaken, only one person can be on both committees in the town. Barre had spoken with Arne and Julie about it. Barre was devastated because they've been doing so well as a board and saw it as a chance for something to go awry. Cathy said they weren't in charge of it and Peter and Tim said to wait until the results of the election. Hugh appreciated Barre raising the issue as he wasn't aware. Barre asked if they would have to have a special election. Cathy said the members of the Planning Commission are appointed by the Selectboard and the members don't have say in who is on the commission. Barre said they run a risk of losing one of the members and he found that unfortunate if it happened.

Bill Lindsay noted that he served on both boards, and he didn't think it was as critical as it sounded, and they all have life experience which the boards need. Bill thought they could both serve on both boards. Bill thought the decision was recorded in the minutes. Barre said the only issue then would be if they did not have enough members present for a quorum.

Steve Mancuso thanked them for their work. The Chester Business Coalition will have Bob Flint speak on March 27th and he is all about state incentives for businesses who want to start up and he is a lot of help. They want to get the word out about empty buildings that could be businesses due to all the Planning Commission's work and changes, which not everyone is aware of. Steve asked if one of the members could attend the meeting for Bob's presentation. Hugh said they would take care of it.

Preston said they hoped to have registration online for short-term rentals in April and they were working on it.

Agenda Item 7, Adjournment

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Tim moved to adjourn, and Cathy seconded the motion. A vote was taken, and it passed unanimously. The meeting was adjourned at 8:20 p.m.

