

CHAPTER 7- PUBLIC FACILITIES AND SERVICES

As Williston has grown over the years keeping pace with the ever present demand for affordable public services for Williston's ever increasing number of residents, workers, commuters, and shoppers has been a challenge. While the town has made significant strides in addressing the demands for these services by investing in new facilities, the process of meeting the needs of the town is an ever evolving one. This chapter assesses the current capacity of each town service to accommodate growth and provides policy direction for how capacity should, where necessary, be expanded.

7.1 Administration – This objective assesses the buildings that house town government. Now that the new (2007) public safety buildings are in place, all existing town buildings, except the public works shop which needs replacement, should meet the town's needs for many years to come.

7.2 Cemeteries – Williston has four cemeteries. Three are nearly full, but the new Deer View Cemetery on North Williston Road will have available plats for many years into the future.

7.3 Fire and Rescue – Williston's Fire Department is now housed in a modern, state-of-the-art fire station at the former Mahan Farm property on Williston Road. The Fire Department's challenges moving forward will be maintaining the staffing levels necessary to meet the demands of the expanding number of calls for service.

7.4 Law Enforcement – The Williston Police Department moved into new, modern quarters in 2007, designed to meet the facilities needs of the department well into the future. As with the Fire Department, the Police Department's attention has shifted to providing the needed personnel to meet the growing demands for police service in the town.

7.5 Library – Williston residents are served by the Dorothy Alling Memorial Library, which is anticipated will meet the community's needs for the next five years.

7.6 Sewerage – Installation of central sewerage completed in 1985, combined with Williston's central location set the stage for the rapid growth of the 1990's. Even after an expansion of the plant's treatment capacity in 2005, however, the sewage treatment plant Williston shares with Essex and Essex Junction has a limited amount of capacity available for Williston to access to accommodate only modest growth.

7.7 Solid Waste – This is not a municipal service - solid waste collection is provided by private haulers, and disposal and composting by the Chittenden Solid Waste District. The CSWD property is also the proposed location of a future regional landfill.

7.8 Water – The town provides municipal water service in those areas of Williston designated for moderate and higher intensity development. Rural areas rely on private wells for their water supply. The town's water system will, with planned improvements, be adequate for the next five years.

7.9 Capital Budget – Facilities' needs must be matched with financial resources. Williston does this through its capital budgeting process.

7.10 Public Works Specifications – The town's public works specifications provide guidance to engineers and contractors working for the town and to developers.

Public Facilities and Services Described in Other Chapters:

- **Transportation** is discussed in Chapter 6 – Transportation. Numerous highway improvements needed to carry growing traffic volumes. That chapter also addresses needs for sidewalks and paved paths as an alternative to vehicular travel.
- **Recreation** is discussed in Chapter 8 – Parks and Recreation. Williston’s town-owned country parks, community parks, and primitive trail system are described in this chapter. This chapter also addressed the town’s recreation programs and the need for additional public recreation facilities.
- **Schools** are discussed in Chapter 9 – Education and Child Care. Current demographic and development trends suggest that the town’s existing school facilities will be sufficient for the next five years, but the town should be preparing plans for expansion in light of an anticipated expansion in the number of households and population.
- **Stormwater Management** is discussed on Chapter 11 – Watershed Health. Williston now finds itself with major stormwater management responsibilities.

7.1 Administration - The Town of Williston will strive to maintain adequate space for the administration of municipal services.

Williston maintains seven principal buildings. The town’s administrative services are largely concentrated in Williston’s historic village center. Two exceptions are the fire station and the public works garage. These are shown on Map 13 – Public Facilities.

- The Thomas Chittenden Town Hall houses the Selectboard meeting room, which is also used for meetings of other town boards, and the town’s main administrative offices including those of the Town Manager and Town Clerk.
- The Town Hall Annex houses the public works office including recreation, and the planning and zoning office. This building was remodeled after the police department moved into their new facility in 2007. It now includes a conference room in addition to the public offices.
- The new fire station was completed in 2007 near the intersection of Talcott Road and Williston Road, providing a modern base for the town’s fire and rescue vehicles and personnel. The building also includes a room for training and public and community meetings.
- The new police station and headquarters completed in 2007 replaced the cramped and inadequate space occupied by the police department in the Town Hall Annex. The new facility also includes a public meeting room.
- The Old Brick Church, which is across Route 2 from the town hall is also a town owned building. This building is leased for events like weddings.
- The Dorothy Alling Memorial Library, which is also on the north side of Route 2 in the village center.

- The public works shop, which is located in northwestern Williston, off James Brown Drive.

With the completion of the new police and fire department buildings in 2007 and the remodeling of the Town Hall Annex, these buildings should be adequate through the 2011-2016 planning period. The completion of the new police and fire department facilities have prepared the town for addressing its emergency service facilities needs for decades to come. The one exception is the public works maintenance shop which is too small, outdated, and not well located.

7.1.1 Renovate the older town facilities for energy efficiency and conservation. A series of energy audits of the Town Hall, Town Hall Annex, the Old Brick Church, and the Dorothy Alling Memorial Library were completed in 2009 and 2010. These audits recommended a number of measures for weatherizing and improving the energy efficiency of these older town buildings. The town should implement these recommendations in order to lower the town's energy costs and energy fuel consumption. These measures will not only result in savings to the town in future years, but will also set an example of good stewardship for town residents and businesses.

7.1.2 Move the Town Public Works Shop. The current town shop housing the Public Works equipment and trucks is too small. It is also too near the Winooski River for a facility that has its potential water quality impacts. Most of all, it is essentially inaccessible at critical times. The volume of traffic on Rt. 2A is such that the town's snowplows cannot function effectively during winter storms. The preferred location for a new shop is on Redmond Road, on property that is zoned industrial (IZDE).

7.2 – Cemeteries - The Cemetery Commission will continue to maintain the town's burial grounds. The Historic Architectural Advisory Committee will assist the Cemetery Commission in seeking funds to restore historic gravestones.

Williston has four cemeteries, which are maintained by the Cemetery Commission using what remains of its endowment funds which are now supplemented by town funds. Three of the cemeteries – East, Morse, and Thomas Chittenden have historic grave sites and markers. They are nearly full. The fourth, Deer View Cemetery, was established in 2001. It adds the potential of approximately 4,000 lots. At this time, only 432 lots have been marked, and 177 of these have been sold.

7.2.1 Enhance the appearance of the Deer View Cemetery. The Deer View Cemetery, while providing much needed space for the future, currently lacks much definition and is plain in appearance. The Cemetery Commission town should consider developing a beautification plan to enhance the appearance of the cemetery through landscaping and other design modifications.

7.3 – Fire and Rescue - The Town of Williston will strive to continue to provide a high quality level of fire and rescue and Emergency Medical Services (EMS) services. Keeping pace with the town's growth may require additional investments in personnel during the 2011-2016 planning period as the demands for fire protection and EMS increases.

The Williston Fire Department responded to 1,566 total calls for service; 785 calls for rescue and EMS and 781 fire calls in FY2009. In contrast, the Fire Department responded to only 325 calls for service during FY 2000. The need for the equipment and trained personnel necessary to respond to calls for fire protection and/or emergency medical services has grown as Williston has grown.

The Fire Department moved into a new, modern facility in 2007 at the intersection of Williston Road and Talcott Road. The new fire station has provided the Fire Department with sufficient space to house all of their vehicles and equipment in one place. In addition, the new fire station has meeting space for training and community meetings and events, as well as a dormitory that enables the Fire Department to have staff at the facility 24 hours a day. The Fire Department operates with two people on duty at all times, and these people are aided by Call staff who responds to calls for service as needed. In 2010 the Fire Department began offering ambulance service for the first time, thereby filling out what had been a weak area of service response capacity. A list of the Fire Department's apparatus is provided in Table 7.A below.

Table 7.A Fire and Rescue Apparatus

Williston Fire / EMS Apparatus:

Engine 1	1997 Spartan/Smeal	1250/1000	Engine
Engine 2	2009 KME/KME	1500/750	Engine
Engine 3	2003 KME/KME	1250/1000	Engine
Engine 4	1992 International /Dingee	1000/1600	Engine/Tanker
Tower 1	2001 KME/KME	2000/300/95'	Tower/Ladder
Brush 1	1999 Dodge/Greenwood	250/250	Forestry
Car 1	2008 GMC Yukon	SUV	Chief's Car
Car 2	2010 GMC Yukon	SUV	Duty Car
Utility 1	2011 GMC 2500	Pick-Up	Utility/Duty
Rescue 1	2010 Ford/Osage	Type I	Ambulance
Rescue 2	2004 GMC/Lifeline	Type III	Ambulance

The completion of the fire station and the addition of several new pieces of fire suppression trucks and the two ambulances in 2010 have addressed the department's immediate needs for facilities and equipment. Moving forward, the needs and priorities of the Fire Department will shift from providing facilities to providing the people necessary to respond to calls and deliver fire safety and emergency services.

7.3.1 Level of Service: Firefighters/EMTs. The Williston Fire Department is authorized to have 60 Firefighters and EMTs. 10 are part-time or full time paid Career staff and 50 are paid On-Call. The number of paid On-Call staff who can respond varies greatly during the day and throughout the week. Daytime, weekday calls may have turnouts as low as one, and that response may take seven to nine minutes. There are always retention issues, and the Department usually operates with six vacancies and two leaves of absence. Williston needs to consider continually adding career Firefighter/EMTs in order to provide a prompt, adequate response. Williston should have a Career Fire/EMS staff that is proportional to its effective population, including residents, commuters, shoppers, and employees. Comparing Williston's ratio of Career Staff to that in towns with similar levels of population, service, and commercial activity suggests that it should have a minimum of 12 Career Firefighter/EMTs.

7.3.2 Adopt and Enforce National Fire Codes. The Vermont Division of Fire Safety enforces building codes for commercial construction throughout the state. Local adoption of the National Fire Codes would provide Williston's fire and planning departments with independent authority to address basic life safety issues as development and redevelopment occur. Fire codes protect both the occupants of a building and the firefighters who may be called there. They also facilitate "pre-

planning,” in which the department decides in advance how it will deal with a call at a particular location.

For information on the Vermont Division of Fire Safety go to www.dps.state.vt.us/fire/. Information about the National Fire Codes may be obtained from the National Fire Protection Association <http://www.nfpa.org/index.asp>.

7.3.3 Cooperate with the Williston Police Department in Studying Ways to Improve Dispatch. The Williston Fire Department is currently dispatched by the Shelburne Fire Department. Previously, fire and EMS dispatch had been provided by the Essex Police Department and St. Michael’s College. See 7.4.2 for more on this issue. The town should consider the feasibility of providing its own coordinated emergency response dispatch for both police and fire department delivered services.

7.4 - Law Enforcement - The Town of Williston will continue to provide law enforcement protection and services at a level that keeps pace with the town’s growth and demand for services. This will require attention to staffing levels and how call dispatch is administered during the 2011-2016 planning period.

The Williston Police Department responded to approximately 3,893 complaints and made 534 criminal arrests in FY 2010. The number of complaints has declined by approximately 5% since FY 2005, but the number of arrests has increased by roughly 27% over that same period. The police department also had 6,298 motor vehicle contacts, an increase of approximately 63% over the previous year. Since FY 2005, the number of motor vehicle contacts has risen from approximately 2,400 in FY 2005 to almost 6,300 in FY 2010.

In 2007, the Police Department welcomed the completion of a much anticipated new police station on Williston Road next to the Williston Town Hall. This enabled the Police Department to move out their previous cramped quarters in the Town Hall Annex building. The new police station contains office space, a call dispatch area, holding areas, and interview rooms for police business, and has provided the town with sufficient space to accommodate the needs of the department for years to come. In addition the police station also has a meeting room for public meetings.

The completion of the police station has addressed what has been a long standing need for a more modern facility. In the future, the primary needs of the police department will be in providing the necessary number of trained personnel to provide police protection.

- The Williston Police Department has been budgeted to have 14 sworn officers in FY 2011 including the chief and three sergeants, down from 15 officers in the previous fiscal year. Because of vacancies, training, and job-related injuries, however, the number of officers available for patrol is often below that number. This results in increased workloads and overtime hours for many officers, and contributes to a reduction in services to the community.
- The Williston Police Department currently provides its own dispatch with two employees from 7:00 A.M. through 11:00 P.M., Monday through Friday. Dispatch at other times is handled by the Vermont State Police, with serving all state officers in Addison, Chittenden, and Lamoille Counties, as well as several police departments. The dispatch workload often affects traffic enforcement and officer safety issues.

The town's capital budget provides for replacement of the department's five marked and three unmarked cars, but not until they have approximately 100,000 miles on them.

7.4.1 Level of Service: Officers. Williston should have a police force that is proportional to its effective population, including residents, commuters, shoppers, and employees. Comparing Williston's ratio of sworn officers to that in towns with similar levels of commercial activity suggests that it should have a minimum of 18 officers in 2010.

7.4.2 Level of Service: Dispatch. The dispatching of emergency response services in Williston in an efficient and coordinated fashion has been a challenge for the town. Fire and EMS dispatch is handled separately from police, and police dispatch is provided during night and evening hours through the Vermont State Police. Williston should work toward ending the current problems with police, fire, and rescue dispatch, with the goal of providing 24-hour dispatch. This may require a regional solution, and the town should work with other municipalities, the county, and the state police to that end.

7.5 Library – The Town of Williston will continue to provide exemplary library services for its residents. The Library Board will prepare an updated facilities plan.

The Dorothy Alling Memorial Library (DAML) is located in Williston's historic village. The 9,507 square foot building consists of the original structure donated to the town in 1959 and two additions, one made in 1986 and one in 1998. DAML holds more than 41,000 items, including books, magazines, videos, and audio recordings. It also houses the collection of the Williston Historical Society. Circulation in 2008-09 was 115,863, and the library had 7,164 patrons that year. The library also offers eight computers for public use, online databases, and a wi-fi hotspot. The staff consists of three full-time, five part-time, four student assistants, and numerous volunteers. The library has a meeting room, and held 192 programs in 2008-09, with a total attendance of 8,297. These included literacy programs for preschoolers and school age children, a monthly teen group, lectures, author visits, films, and other programs for youth and adults. The library also offers extensive outreach services including the operation of a bookmobile and visits to homebound individuals.

The library's immediate facilities plans are focused on improving the energy efficiency of the existing library building, improving interior lighting, and other minor changes to the interior design to enhance the comfort of library patrons. Expansion of the existing facility will need to be considered at some point as the population of the town and the demand for services increases.

7.6 Sewerage – The Town of Williston will continue to provide sewerage, but only within the sewer service area, and within the limits imposed by treatment plant capacity. The town will continue seeking additional sewerage capacity in order to meet the town's long term growth needs.

Williston provides sewerage in the service area shown on Map 7. Sewage is collected through some 70 miles of mains and nine pump stations, it is then pumped under the Winooski River to a treatment plant in Essex Junction. The plant is jointly owned and operated by the Village of Essex Junction, the Town of Essex, and the Town of Williston.

Williston had less than 100 gallons per day of unallocated sewage treatment capacity remaining when a 200,000 gallon per day expansion came on line in 2005. That expansion will allow the town to meet the residential growth target set in Chapter 5 and permit a modest amount of industrial and commercial development through the end of FY 2015. The town will need more sewage treatment plant capacity starting no later than July 1, 2015 (FY 2016) in order to ensure that the capacity of the sewer collection and treatment system keeps pace with growth. Additional sewer capacity will also be necessary to

support the goals of the town's growth center in near Taft Corners and the goals of the residential growth target as they are defined beyond FY 2015.

Sewage Math? How much sewage treatment capacity is needed for typical uses? Two-bedroom condominiums use an average of 135 gallons per day. A three-bedroom single-family home averages about 230 gallons per day (gpd). A busy restaurant can use more than 5,000 gpd.

Table 7.C appears here.

7.6.1 Continue to Confine Central Sewerage to the Sewer Service Area. This plan proposes no changes in the sewer service area shown on Map 7. Municipal sewer service will not be extended outside the defined sewer service area except in response to public health emergencies, as defined in the sewer allocation ordinance.

7.6.2 Allocate Sewage Treatment Plant Capacity in Accord with This Plan. Williston has linked the allocation of limited waste water treatment plant capacity and its planning goals for many years. Recent revisions to the sewer allocation ordinance and development regulations described in Chapter 5 of this plan have confirmed this policy. The projected ten-year allocation which runs through the end of FY 2015 is shown in Table 7.C.

7.6.3 Purchase additional sewer capacity. Williston has had some discussions with the Village of Essex Junction about the possibility of purchasing some of the remaining uncommitted sewer treatment capacity from Essex Junction. This will likely require voter approval of the bonds necessary to purchase this capacity. The town should consider purchasing additional sewer treatment capacity soon in order to meet the town's anticipated future needs.

7.6.4 Implement the Facilities Plan for Sewerage. The town completed a study of its wastewater facilities in 2008. This study examined the condition of the town's existing sewerage collection system, including pump stations and force mains, and resulted in a number of recommendations and a schedule of anticipated system improvements with estimated costs. This plan should be used as a guide in making future capital expenditure decision for improvements to the existing system to ensure its ongoing viability and safe operation.

7.6.5 Refurbish the Existing Waste Sewerage Treatment Plant. The existing Essex Junction sewerage treatment plant will need to be refurbished within the next few years in order to remain in compliance with its operating permits from the state and federal governments. This work is likely to take place between 2012-2015. Williston should actively participate in the plans for this refurbishment and develop appropriate funding methods for paying its fair share of the costs.

7.6.6 Make Better Use of Existing Capacity. The town allocated capacity in the sewage treatment plant to private landowners in 1990 and 1999. As Table 7.B shows, these individuals currently hold almost 95,000 gallons per day of unused plant capacity. Given the time required to add capacity, the town will continue efforts to reacquire it from landowners who are not expected to use it. The town will also permit transfers of privately-held capacity (the capacity committed to landowners was linked to specific parcels) that facilitate development without using new capacity.

7.6.7 Continue to Assess Sewer Connection Fees. Update the Fees Upon Completion of the Current Studies. The town will continue to collect fees for connection to the sewerage system. These fees should result in each new user making a fair, proportional contribution to the costs of expanding the system. They should be updated on a regular basis.

7.7 Solid Waste – The Town of Williston will collaborate with the Chittenden Solid Waste District in providing solid waste disposal, recycling, and composting for Williston and for the Chittenden County Region.

The Town of Williston does not provide solid waste collection or disposal. Rather, these services are provided by private haulers and the Chittenden Solid Waste District (CSWD). Williston is, however, the host community for a proposed regional landfill and a composting facility to be relocated from the Intervale in Burlington. The site, which includes a former town landfill that is now monitored by CSWD, also includes CSWD's headquarters, a solid waste and recycling drop-off center, and a planned regional

composting facility is shown on Map 12 – Public Facilities. Construction of the regional landfill will go through a rigorous regulatory process that is not described here. More information may be obtained from CSWD. The proposed landfill does have transportation and land use implications that must be addressed.

For more on solid waste collection, including recycling and a list of private haulers, visit the CSWD website at: <http://www.cswd.net/>.

7.7.1 While the improvements to Mountain View Road called for in Policy 6.5.7 and construction of the proposed Circumferential Highway would serve the proposed landfill and composting facility and would help reduce truck traffic on Williston roads, they are not essential to its operation. Currently haulers all find their way to one of the two private transfer stations in Williston. Waste is then trucked from those facilities to landfills in other counties. In the event that CSWD decides to pursue the location of a regional solid waste facility off Redmond Road, the town should only support such a proposal if there are transportation facilities necessary to support the levels of truck traffic generated by the facility. Any transportation improvements proposed as alternatives to the Circ should anticipate accommodating the demands of truck traffic related to the development of a regional landfill.

7.7.2 *Require Host Town Agreements for the Operation of All Solid Waste Disposal Facilities.* CSWD is authorized to operate its solid waste facilities under the provisions of 10 V.S.A § 6604, also known as Act 78. Solid waste facilities operators are considered to be quasi-independent local government entities regulated by the State of Vermont. CSWD has operated its facilities under a Host Town Agreement that defines the nature and extent of CSWD operations and provides a mechanism for CSWD to make appropriate payments in lieu of taxes to pay its fair share for the costs of using town services and infrastructure. The town will continue to require CSWD or any other solid waste facilities operator to enter into a Host Town Agreement prior to locating or operating any new or expanded solid waste facilities in Williston, and ensure that that agreement is included as a condition of any solid waste certification. A Host Town Agreement shall define the maximum extent of the solid waste facility’s operation, and include a payment schedule to the town for the use of town services, pursuant to Section 20 of the Williston Town Charter.

7.7.3 *Explore Recycling Requirements.* The town will work with CSWD to explore the feasibility of requiring recycling by commercial uses and of requiring the use of recycled materials in construction projects. This task may be made part of the municipal energy planning effort called for by Objective 10.7.

7.8 Water – The Town of Williston will continue to provide a safe and reliable supply of potable water.

Williston buys water wholesale from the Champlain Water District (CWD), which relies on surface water from the La Platte Watershed. The town distributes treated water through a system of storage reservoirs and mains that is divided into two pressure zones. The “high zone” is served by storage tanks in the village and just east of Route 2A, south of I-89. It lies mostly east of Route 2A. Water users along Route 2A and to the west are in the “low” pressure zone served by a tank at Maple Tree Place. The water system is one of the few town facilities that is adequate through the current planning period.

7.8.1 *Protect the Town’s Water Source.* Williston includes a small part of the LaPlatte River Watershed. See the source water protection objective adopted at 11.5.

For more information on Williston's water supply visit the Champlain Water District's home page at <http://www.cwd-h2o.org/>. Additional information on Shelburne Bay is also available at <http://www.shelburnebay.org/home/homeindex.html>. Williston includes a small portion of the LaPlatte Watershed, the CWD's source water area. See Chapter 11 – Watershed Health for more on source water protection.

7.8.2 Level of Service: Storage. Maintaining one day's consumption in storage is a typical level of service standard for public water systems. Williston currently has 1.1 million gallons of storage distributed among tanks on Tower Lane in the village, at Maple Tree Place, and just east of Route 2A, south of I-89. Given current peak demands of 700,000-800,000 gallons per day, water storage will be sufficient through the current planning period. The town is considering either expanding the capacity of the Tower Lane tank by approximately 300,000 gallons per day, or building a larger replacement tank near Old Stage Road north of Mountain View Road to address the town's anticipated water needs. Additional storage may be needed before 2018 if the high growth pressures experienced over the longer term in water use resumes.

7.8.3 Level of Service: Eliminate Dead-Ends. No use should be served by a dead-end water main, which may not support adequate water pressure or fire flows, and raises water quality concerns. Rather, new connections to the town's water lines will be made by a looping system. The town will work to eliminate any existing dead-ends in its water system, beginning with the extension of a water main along Old Stage Road that is currently being designed and scheduled for construction FY 2011-12.

7.8.4 Continue to Collect Water Connection Fees. The town will continue to collect water system connection fees. These fees should result in each new user making a fair, proportional contribution to the costs of expanding the system. Connection fees should be updated on a regular basis.

7.9 – Capital Budget – The Town of Williston will continue to use its capital budgeting process to help staff and decision-makers understand the need for, and costs of, additional or improved facilities. The fall 2011 revision of the capital budget will incorporate the general priorities and proposed improvements established by this plan.

The amount and pace of spending on the capital improvements recommended in this plan will be guided by the town's capital budget. That budget covers a six-year period, and is updated every fall for adoption by the Selectboard in January. The capital budget may be found on-line at <http://town.williston.vt.us/mgr/budget.htm>. The current year's capital budget is summarized each year in the town's annual report.

7.10 Public Works Specifications – The Town of Williston will implement its recently adopted public works specifications and monitor their effectiveness in addressing the town's infrastructure needs. The town adopted a newly revised set of specifications for public infrastructure such as roads and other street standards. The town's public works department will monitor these new standards for their effectiveness and will recommend revisions as necessary.