

# Appendix B: Tier 1B Memorandum

February 24, 2026

TO: Vermont Land Use Review Board  
FROM: Jason Rasmussen, AICP, Executive Director  
SUBJECT: Tier 1B Memorandum for Chester, Ludlow, Reading, Springfield, West Windsor and Windsor

This memorandum is for the Mount Ascutney Regional Commission's (MARC) pre-application Tier 1B Status Request in accordance with Section 1.102 of the Regional Planning Commission Application Guidelines (Version 1.2 12-15-2025).

The MARC is respectfully requesting Tier 1B status for five communities, including the following areas as depicted on the MARC Regional Plan Future Land Use Map:

- Chester: Planned Growth Area surrounding the Village Center. This boundary is consistent with the Legacy Neighborhood Designation Area.
- Ludlow: Village Area surrounding the legacy Village Center.
- Springfield:
  - Planned Growth Area surrounding the legacy Downtown Center.
  - Village Area surrounding a proposed new Village Center in North Springfield.
- West Windsor: Village Area surrounding the legacy Village Center in Brownsville.
- Windsor:
  - Planned Growth Area surrounding the legacy Downtown Center.
  - Village Area proposed as a "new village" area in order to implement recent master plan for the former Windsor prison site, which has adequate water and sewer infrastructure.

All of the above proposed Tier 1B areas include the full extent of the downtown centers, village centers, planned growth areas, and village areas. Attached is a map of these proposed Tier 1B areas. This document also includes descriptions of these areas and how each community has adequate capacity to administer and enforce its land use and development regulations. Also included are Tier 1B Resolutions from each municipality signed by selectboard members.

## Chester

The proposed Tier 1B area in Chester corresponds to the full extent of the legacy Village Center and the Planned Growth Area, which has the same boundary as Chester's legacy Neighborhood Development Area. No portion of those areas are excluded.

Chester's Town Plan was adopted on May 6, 2020, and will expire in 2028. Chester's planning process was confirmed by the MARC in accordance with 24 V.S.A. § 4350. Chester just received a Municipal Planning Grant and is beginning its process to update their Town Plan in 2026.

Chester's Unified Development Bylaws – which contain zoning, subdivision and flood hazard area bylaws – were last amended January 7, 2026.

The Tier 1B area is consistent with the Neighborhood Development Area designated by the Community Investment Board on October 24, 2025. The Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development.

The Town of Chester maintains a municipal water and sewer system that can accommodate compact housing development in the proposed Tier 1B area.

The Town of Chester certifies that it has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area. (See the attached Resolution.)

## Ludlow

The proposed Tier 1B area in Ludlow corresponds to the full extent of the legacy Village Center and the Village Area. At this point, the Village Area is within portions of both the Village of Ludlow and Town of Ludlow. A vote to merge the Village and Town is scheduled for this spring. No portion of those areas are excluded.

Ludlow's Municipal Plan was adopted on Oct 7, 2019, and expires in 2027. Ludlow's planning process was confirmed by the MARC in accordance with 24 V.S.A. § 4350. In 2026, Ludlow is beginning its process to update their Municipal Plan.

Ludlow administers land use bylaws, including: Town of Ludlow Zoning and Flood Hazard Regulations, Village of Ludlow Zoning Regulations, Village of Ludlow Flood Hazard and River Corridor Bylaws, and Town and Village of Ludlow Subdivision Regulations. Ludlow's Planning Commission is currently preparing amendments to the Town's Zoning and Flood Hazard Regulations.

The Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development.

The Village of Ludlow maintains a municipal water and sewer system that can accommodate compact housing development in the proposed Tier 1B area, including the proposed portions of the Town of Ludlow as well.

The Town and Village of Ludlow certify that it has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area. (See the attached Resolution.)

## Springfield

There are two proposed Tier 1B areas in Springfield. One corresponds to the full extent of the legacy Downtown Center and the Planned Growth Area in Springfield. The other is the full extent of a new proposed Village Center and Village Area in North Springfield. No portions of those areas are excluded.

Springfield's Town Plan was adopted on August 12, 2024, and will expire in 2032. Springfield's planning process was confirmed by the MARC in accordance with 24 V.S.A. § 4350.

Springfield's Land Use Ordinance – which contains zoning, subdivision and flood hazard area bylaws – were last amended October 24, 2022. In February 2026, Springfield's Ordinance Committee is reviewing proposed amendments.

The Tier 1B areas exclude identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development.

The Town of Springfield maintains a municipal water and sewer system that can accommodate compact housing development in the proposed Tier 1B areas.

The Town of Springfield certifies that it has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area. (See the attached Resolution.)

## West Windsor

The proposed Tier 1B area in West Windsor involves the full extent of the legacy Village Center and the Village Area in Brownsville. No portions of those areas are excluded.

West Windsor's Town Plan was adopted on September 14, 2020, and will expire in 2028. West Windsor's planning process was confirmed by the MARC in accordance with 24 V.S.A. § 4350.

West Windsor's Zoning and Subdivision Bylaws were last amended on October 28, 2024. West Windsor's Flood Hazard Area and River Corridor Bylaws were adopted on October 28, 2024.

The Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development.

The Town of West Windsor maintains a municipal water and sewer system that can accommodate compact housing development in the proposed Tier 1B area.

The Town of West Windsor certifies that it has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area. (See the attached Resolution.)

## Windsor

There are two proposed Tier 1B areas in Windsor. One corresponds to the full extent of the legacy Downtown Center and the Planned Growth Area. The other is the full extent of a new proposed Village Area at the former Windsor Prison site. The intent with the new Village Area is to take advantage of the existing water and sewer infrastructure to develop housing (see the master plan except on the next page). No portions of those areas are excluded.

Windsor's Town Plan was adopted on November 12, 2019, and will expire in 2027. Windsor's planning process was confirmed by the MARC in accordance with 24 V.S.A. § 4350. The Planning Commission is beginning their Town Plan update process during the winter of 2026.

Windsor's Zoning Regulations, which also include flood hazard area bylaws, were last amended on April 11, 2023. Windsor's Subdivision Regulations were last amended on September 26, 2006.

The Tier 1B areas exclude identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development.

The Town of Windsor maintains a municipal water and sewer system that can accommodate compact housing development in the proposed Tier 1B areas.

The Town of Windsor certifies that it has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area. (See the attached Resolution.)



Redevelopment Concept divided into 3 distinct areas with Recreational/Hospitality acreage indicated in yellow. Re-purposed buildings are indicated with corresponding square footages.

Source: *Master Plan for the Redevelopment of the Former Southeast State Correctional Facility Property* (Bell Design Studios, September 22, 2024)

# Municipal Resolution on Tier 1B Status

## Town of Chester

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction for housing;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Town of Chester has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Town of Chester has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Town of Chester has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

WHEREAS, the Town of Chester has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

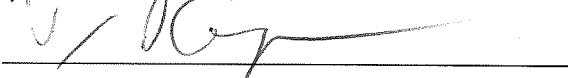
The Town of Chester hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Village Center and Planned Growth Area qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on July 18<sup>th</sup>, 2026.

Chester Selectboard



Lee Gustafson, Chair



Tim Roper



Arianna Knapp

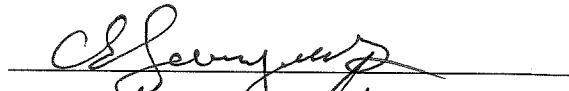
ATTEST:



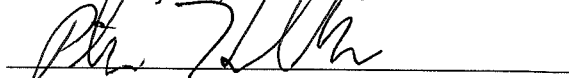
Amie Record, Town Clerk

July 18<sup>th</sup>

2026



Arunas Jonynas, Vice Chair



Peter Hudkins

# Municipal Resolution on Tier 1B Status

## Village of Ludlow

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Village of Ludlow has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Village of Ludlow has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Village of Ludlow has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

WHEREAS, the Village of Ludlow has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

The Village of Ludlow hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Village Center and Village Area qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on 10<sup>th</sup> of February, 2026.

Ludlow Village Trustees

Bob Brandt

Bob Brandt, Chair

Justin Hyjek

Julie Nicoll

Julie Nicoll

ATTEST:

Ulla Cook

Ulla Cook, Town Clerk

# Municipal Resolution on Tier 1B Status

## Town of Ludlow

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Town of Ludlow has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Town of Ludlow has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Town of Ludlow has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

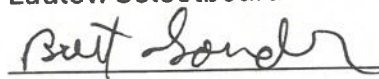
WHEREAS, the Town of Ludlow has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

The Town of Ludlow hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Village Center and Village Area qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on 9<sup>th</sup> of February, 2026.

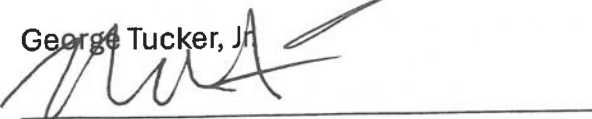
Ludlow Selectboard

  
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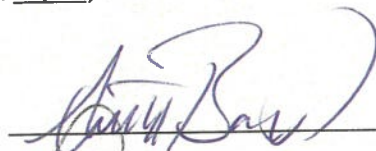
Brett Sanderson, Chair

  
\_\_\_\_\_

George Tucker, Jr.

  
\_\_\_\_\_

Noah Schmidt

  
\_\_\_\_\_

Scott Baitz

  
\_\_\_\_\_

Justin Hyjek

ATTEST:

  
\_\_\_\_\_

Ulla Cook, Town Clerk

# Municipal Resolution on Tier 1B Status

## Town of Springfield

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Town of Springfield has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Town of Springfield has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Town of Springfield has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

WHEREAS, the Town of Springfield has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

The Town of Springfield hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Downtown Center and Planned Growth Area in Springfield as well as the proposed new Village Center and Village Area in North Springfield qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on 1/26, 2026.

Springfield Selectboard

  
\_\_\_\_\_  
Kristi Morris, Chair

  
\_\_\_\_\_  
Mike Martin

  
\_\_\_\_\_  
Tara Chase

\_\_\_\_\_  
Heather Frahm

\_\_\_\_\_  
Mike Schmitt

ATTEST: \_\_\_\_\_

# Municipal Resolution on Tier 1B Status

## Town of West Windsor

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Town of West Windsor has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Town of West Windsor has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Town of West Windsor has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

WHEREAS, the Town of West Windsor has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

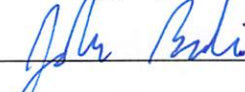
The Town of West Windsor hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Village Center and Village Area qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on January 26, 2026.

West Windsor Selectboard

  
\_\_\_\_\_

Mark Higgins, Chair

  
\_\_\_\_\_

John Brodie

  
\_\_\_\_\_

Mark Harley, Vice Chair

ATTEST:

  
\_\_\_\_\_

Amy Yates, Town Clerk

# Municipal Resolution on Tier 1B Status

## Town of Windsor

WHEREAS, in accordance with Vermont law, 10 V.S.A. § 6033, a municipality may request Tier 1B area status for the purposes of Act 250 jurisdiction;

WHEREAS, the Mount Ascutney Regional Commission may seek approval of Tier 1B area status from the Vermont Land Use Review Board on the municipality's behalf;

WHEREAS, the Town of Windsor has a duly adopted and approved plan and a planning process that is confirmed in accordance with 24 V.S.A. § 4350;

WHEREAS, the Town of Windsor has adopted permanent zoning and subdivision bylaws in accordance with 24 V.S.A. §§ 4414, 4418, and 4442;

WHEREAS, the proposed Tier 1B area excludes identified flood hazard and fluvial erosion areas, except those areas containing preexisting development in areas suitable for infill development;

WHEREAS, the Town of Windsor has water supply, wastewater infrastructure, or soils that can accommodate a community wastewater disposal system for compact housing development in the proposed Tier 1B area; and

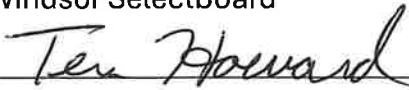
WHEREAS, the Town of Windsor has municipal staff, municipal officials, or contracted capacity adequate to support development review and zoning administration in the Tier 1B area.

NOW, THEREFORE BE IT RESOLVED THAT:

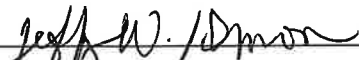
The Town of Windsor hereby requests that the Mount Ascutney Regional Commission seek the Land Use Review Board's approval to have the Downtown Center and Planned Growth Area as well as the Village Area for the prison redevelopment site qualify and be mapped for Act 250 Tier 1B area status.

Adopted at a duly noticed public meeting held on 2/11, 2026.

Windsor Selectboard




Tera Howard, Chair



Jeffrey Johnson



Emma Caffrey



Mary McNaughton

ATTEST:



Riley White, Town Clerk