WINDSOR TOWN PLAN

Windsor, Vermont

Adopted by the Windsor Selectboard
September 30, 2014

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1. INTRODUCTION

ABOUT THE TOWN PLAN

The Windsor Town Plan is a comprehensive municipal development plan in accordance with 24 V.S.A. § 4381. This Plan is intended to include all required elements per §4382, to be consistent with State planning goals under §4302, and to be compatible with the Regional Plan and adjacent town plans in accordance with §4350.

The purpose of this Plan is to describe existing conditions and articulate policies and implementation strategies that help to achieve the desired future conditions for Windsor. The primary goal of this Plan is to maintain the historic settlement pattern of a compact downtown area surrounded by a rural countryside as identified in the subsequent sections of this document.

Although the Plan is adopted for five years at a time, it can and should be modified and readopted as often as necessary to meet the changing needs of the Town. The Plan was written through the efforts of the Windsor Planning Commission and the Southern Windsor County Regional Planning Commission, with input from municipal staff and townspeople, and adopted by the Windsor Selectboard.

BACKGROUND

Windsor is a small town in terms of land area (12,544 acres), but has a population of 3,553 residents (according to the 2010 U.S. Census). The area to the west of I-91 is mostly a low-density rural countryside, with high density areas to the east of I-91, primarily located in and around the downtown area. Located between Exits 8 and 9, Windsor has good access to I-91. The historic buildings in the Downtown are surrounded by outstanding natural assets, including the Connecticut River, Mount Ascutney State Park, Mill Pond, Lake Runnemede and Paradise Park. A large infrastructure system, built for the large manufacturing industry that thrived in the mid-1900s, serves the more developed parts of Town. Mt. Ascutney Hospital, the Windsor school system and smaller-scale shopping opportunities in Windsor serve the surrounding towns. In recent years Windsor's economy is transitioning away from a large-scale manufacturing center to one with residents increasingly traveling to work in larger surrounding towns. The Town is focused on supporting the existing businesses, revitalizing the Downtown, providing the amenities desired by residents, and attracting new businesses in and around the Downtown where infrastructure exists.

HISTORY

A portion of a letter printed in London in 1797, by John Andrew Graham best describes Windsor in a manner that still holds true today:

> *Windsor is built immediately on the bank of the river, and is the capital of the county to which it gives its name. The site rises sufficiently to secure houses from any apprehension of being inundated: and a more picturesque, or more commodious or situations for building upon can scarcely be conceived than those formed by the curvatures of the waters along this delightful shore. The houses are of wood, some of them erected with great taste and judgment.... Added to the beauty of its situation Nature has profusely bestowed vast local advantages on this charming spot. Lying on one of the first rivers of the world, and contiguous*

> *to, and maintaining a constant and unavoidable intercourse with New Hampshire, and the immense country to the North; these circumstances, and industry and enterprising spirit of its inhabitants, the great probability of its increasing population from the accession of fresh numbers drawn thither from other countries (and now states) by the real and solid attractions it holds forth; its rising manufactures; in short, everything unites to increases its consequence and render WINDSOR sooner or later, a grand emporium of commerce and wealth.*[1]

The bridge built in 1796 is described as follows:

> *This bridge is universally allowed to be the best and most perfect in AMERICA, and is the first of its kind thrown across the Connecticut River. Later the bridge was even built to be more grand in 1866 as a 'covered bridge.'*

The Ascutney Mill Dam was erected in 1834 by the Ascutney Mill Dam Company and is the first masonry, gravity-arch dam built in the United States. The purpose of the dam was to increase the utility and potential of the Mill Brook's waterpower to sites located along the brook by providing a storage reservoir which would regulate the flow of water in the brook and thereby eliminate seasonal irregularities. The Ascutney Mill Dam Company's principal interest in building the dam was to accelerate the industrial growth of the village of Windsor by guaranteeing continuous waterpower. The dam was designated a National Historic Civic Engineering Landmark in 1970.

In this historical background, the assets of the community today are revealed. The beautiful wooden and brick structures, the enterprising spirit, the vast beauty of the location, and the welcome arrival of new manufacturing and business trades still echo the history of the town.

The Birthplace of Vermont

Windsor's original 23,600 acres were chartered by New Hampshire to Samuel Asgley, Jacob Cummings and 57 others on July 6, 1761. The town was named "Windsor" for John Stuart, the Earl of Windsor. At the time, New Hampshire did not have the right to grant these lands but the Province of New York did. However, the lack of clear title did not prevent settlers from building homes, roads and mills. The people immediately sought to be granted a new charter from The Province of New York. Clear titles were secured eleven years later, in 1772.

Windsor is the birthplace of Vermont. The first meetings of the town were held as Province of New York in 1769 but operated under the New Hampshire Charter until 1777. The name Vermont was proposed and approved on June 4, 1777; however, the proposed constitution received no action on this date. A constitutional convention was held in Windsor, starting on July 2, 1777. On July 8, 1777, the delegates retreated from the meeting hall to Elijah's tavern. As the meeting was adjourned, word came that Ticonderoga once again had been seized by the British. A severe thunderstorm followed this news**,** making it difficult for the delegates to leave. It was then and there that the Vermont Constitution was adopted. A Council of Safety was formed to run the State until government became formally organized. Delegates left to join their militia units and prepared to defend their homes.

In March of 1778 the first meeting of the Vermont Legislature was held at the Windsor Town and Meeting House. In 1781, Windsor was named a town in the State. In 1791, after the Revolutionary War, Congress admitted "Vermont" as the fourteenth state in the Union.

IMPLEMENTATION PLAN

Implementation of the Windsor Town Plan will be carried out primarily by the Town's legislative body (Selectboard), Department Heads, Development Review Board, and the Planning Commission. The Town will work to achieve the goals described in this Plan by coordinating its efforts on a number of fronts. These efforts will include the following broad implementation recommendations, which are further developed in each section of the Plan:

1. The Town will apply for renewal of Windsor's Downtown Designation in order to further the goals of this Plan.
2. Promote all efforts to re-establish Windsor as a regional center;
3. Review and amend land use regulations (zoning and subdivision regulations, and official map) where appropriate;
4. Refer to the Town Plan when planning additions and improvements to local infrastructure such as local roads and public utilities. Such additions or improvements should be used to plan for appropriate growth and development;
5. Implementation of sewer and water allocation policies;
6. Use tax policy and tax stabilization contracts to further goals of this Town Plan;
7. Maintain an up-to-date Capital Budget and Program;
8. Capital expenditures on municipal services to further goals of this Town Plan;
9. Participate in regional and state-wide planning initiatives, including regional planning, solid waste, transportation and economic development;
10. Participate in Act 250 proceedings;
11. Participate in Section 248 proceedings (resulting in a Certificate of Public Good issued by the Public Service Board);
12. Work with public and private entities to help them design development or resource management plans in ways that will further the goals of this Plan;
13. Continue to plan and work to conserve important resource lands; and,
14. Work with the Regional Planning Commission on evaluating and addressing local housing needs.
15. Engage in coordinated planning efforts with surrounding towns on issues of mutual interest, such as evaluating regionalized municipal or school services, multi-town recreational facilities (i.e. trail networks), and transit services between Exits 8 and 9.

The Plan will be implemented in less direct ways, as well. It is hoped that landowners and private developers will use the document when designing development projects. The Plan can be used to express local concerns to state agencies when they create planning and resource management policies and programs. It can also be used to demonstrate local foresight and commitment when applying for state and federal funding for planning, development, and infrastructure improvement projects.

The Planning Commission must carefully monitor changing conditions in the Town and amend the Plan and Zoning Regulations in accordance with the changing needs of the community.

WINDSOR'S RELATIONSHIP TO THE REGION

Windsor borders New Hampshire, via the Connecticut River, at the Towns of Cornish and Plainfield. Windsor's Vermont neighbors are Weathersfield, West Windsor, and Hartland. Of this cluster of towns, only Windsor has: a regional hospital; a downtown area equipped with an urban infrastructure (i.e. public water and sewer, extensive sidewalk network, etc.); a modern industrial park; full time police, fire, and ambulance services; and a high school that also serves surrounding towns. In addition, Windsor's downtown offers a concentration of retail opportunities to shoppers, including a supermarket, drug store and pharmacy, none of which are available in neighboring towns. The geographic location of Windsor's downtown is such that, with the exception of US Route 5, most of Windsor's borders with its neighbors are rural and wooded. The side of Windsor which faces Cornish, NH could be improved aesthetically. Elements of this Plan point out this need, and recommend steps which should lead to eventual improvements. The Town Plans of the neighboring Vermont communities were evaluated for compatibility as they relate in particular along the shared town boundaries (see below).

Hartland

Hartland's Town Plan calls for a *Rural* future land use category along most of Windsor's town line, with a small section designated as *I-91 Interchange* along US Route 5. The corresponding future land use categories in Windsor include: *Conservation* between the railroad and Connecticut River, *Industrial* immediately to the west of the railroad track, and *Rural* along the remaining area. The *Industrial* designation reflects the existing land uses in Windsor's Industrial Park (i.e. Artisans Park). The 2013 Windsor Town Plan eliminated the former *Mixed Use* category along the US Route 5 border with Hartland. Policies were added to improve compatibility with Hartland's Town Plan and access management provisions were added to discourage strip commercial development in this area.

Weathersfield

At the time of preparing this document, Weathersfield is updating the Land Use Chapter of its Town Plan. However, in reviewing the 2013 public hearing draft copy, the future land uses in Weathersfield mostly consist of *Conservation* along the Windsor town line. A combination of *Open and Agricultural* as well as *Rural* categories are located by the town line and along the US Route 5 corridor. Windsor's Land Use Chapter includes a *Conservation* designation that is consistent with the State park and Weathersfield's Town Plan. It also is reducing the size of the *Industrial* category to reflect the existing uses (i.e. Biebel Builders, Miller Construction) just north of the Weathersfield town line. However, the revised Town Plan includes policies that seek to allow for this current type of use, while minimizing the impacts on Weathersfield neighbors. These changes improve compatibility with Weathersfield's Town Plan, and this designation does not appear to significantly reduce the desired effect of implementing that Plan.

West Windsor

West Windsor's Planning Commission is preparing updates to their Town Plan at the same time as this document. West Windsor designates the following future land uses along the Windsor town line: *Conservation* along the State Park area, *Village/Primary Growth/Affordable-Moderate Housing Overlay* along the VT Route 44/sewer line corridor, *Secondary Growth/Residential* located in the Brook Road and Coon Club Road areas, and *Rural Residential* along the northerly boundary with Windsor. Windsor's future land use

designations include *Conservation* (e.g. State Park, Prison Lands), *Agriculture and Open Land* along Brook Road and Hunt Road), and *Rural* in the remaining areas. Windsor's designations do not reduce the desired effect of implementing West Windsor's Plan.

This Windsor Town Plan offers goals and recommendations which should lead to a better future for Windsor as well as its neighbors. The planning goals of surrounding towns, and a recognition that Windsor provides many services for the region as a whole, should be considered when implementing and updating this Plan. The time for Windsor to be a major source of influence beyond its immediate neighbors has come, gone, and will come again when economic forces so dictate. Until such time, Windsor will pride itself on being a good neighbor and a good place to live.

However, Windsor and the surrounding towns would benefit from coordinated planning efforts, such as evaluating regional municipal services (e.g. multi-jurisdictional police force, regional water or sewer services, etc.), connections to establish outdoor recreational facilities that connect multiple towns (e.g. mountain bicycling trails around Mount Ascutney), linking transportation facilities and transit services between Exits 8 and 9 in order to better serve all affected towns, and consideration of designating the Windsor High School to serve area towns.

Southern Windsor County Regional Plan

Windsor's 2013 Town Plan is compatible with the 2009 Southern Windsor County Regional Plan as both documents call for maintaining the historic settlement pattern of Windsor's downtown area to be surrounded by a rural countryside. Windsor's Downtown and Residential future land use categories correspond with the Regional Center and Medium-Density Neighborhood categories in the Regional Plan. The industrial areas in both documents are compatible. Windsor's Town Plan encourages non-residential uses in the Roadside category along US Route 5 North, while the Regional Plan does not. However, Windsor's 2014 Town Plan added provisions to limit strip commercial development in these areas and reduce negative impacts on the Downtown. Both the Regional Plan and Windsor's Town Plan call for a rural, working landscape in the rest of the community. Based upon this analysis, Windsor's Town Plan does not significantly reduce the desired effect of the implementation of the Regional Plan.

2. MUNICIPAL SERVICES, UTILITIES AND FACILITIES

Municipal services include those provided by the Town Administrative Offices, Fire Department (including Emergency Medical Services), Highway Department, Municipal Recycling Center, Police Department, Recreation Department, Utility Department, and Windsor Public Library, as well as all publicly owned land, facilities, highways, roads, streets, rights of way, structures, trails and paths, and equipment that serve the functions of such services for the benefit of the community. Due to recent trends, Windsor does not anticipate significant growth in next five years. Therefore, the Town is primarily focused on maintaining the existing capacity. Unless otherwise noted in the text, these facilities and services are presently sufficient to meet Town needs for the foreseeable future.

Several community facilities and services have been upgraded. Nevertheless, a need exists to repair or replace components of the Town's infrastructure and Town facilities, and replace equipment, such as fire engines and snow plow trucks. Addressing such concerns is one of the main functions of this document, by proposing goals and recommendations pertaining to each of Windsor's municipal services. Windsor's Capital Budget and Program informs this Town Plan by listing specific anticipated future projects, costs and methods of financing. Regionalized municipal facilities or services, such as providing one large library facility to serve the broader area instead of maintaining many smaller libraries, may be beneficial for Windsor as well as surrounding towns.

It is obviously of primary importance to provide adequate community facilities and services for people who live or work in, or who visit, the Town of Windsor. The Town should pursue outside sources of funding and assistance to encourage projects in the Town's interest. The following broadly stated goals identify effective uses of our community resources.

In addition to the specific recommendations listed under each department in the pages that follow, it is recommended that all municipal departments develop and distribute a comprehensive needs assessment for capital budgeting purposes, and strive to achieve the maximum average length of retention of municipal employees.

PUBLIC LANDS (MUNICIPAL, STATE AND FEDERAL)

There is a substantial amount of publicly owned land in Windsor, the biggest portion of which is made up of Ascutney State Park. Other significant pieces include Paradise Park and Lake Runnemede, the Fairgrounds and National Guard armory, school grounds, the State Correctional Facility, the State Highway Garage, and various other holdings. Additional background information on Public Lands is included in the Land Use section of this Plan. Maps showing public lands are at the end of the document.

Goals

1) Preserve the integrity of public lands that are important to the community through the use of appropriate land use regulations, conservation easements and land purchases.
2) Maintain Town recreation areas at a level that is safe, accessible, economical and comfortable to users.

3) Realize the full tax revenue benefit of lands that are outside of Town control.
4) Obtain higher compensations in lieu of taxes for State lands from Vermont via the PILOT Program.

Policies

1) Expand the use of State and other public lands for recreation purposes and other appropriate uses (e.g. sustainable agriculture, composting, etc.).
2) Encourage State and Federal governmental offices to locate within Windsor's designated Downtown area.

Recommendations

1) On an annual basis, all town organizations involved with municipal lands should meet to discuss and coordinate their activities.
2) Support the Paradise Park Commission with conservation and recreational uses or activities.
3) Create a subcommittee to investigate the feasibility of attaining access to the Connecticut River. Obtain limited access for recreational activities along the Connecticut River.
4) Support negotiations and/or legislation to realize the full tax revenue benefit of State-owned property and other lands that are outside of Town control.
5) Assess the potential for increased recreational and other appropriate uses of State and other public lands (e.g. sustainable agriculture, composting, etc.).

TOWN BUILDINGS

The Town of Windsor owns, or is partially responsible for, many buildings including: the Municipal Building, the Windsor Public Library (not Town-owned, but Town supported), State Street School, the Junior/Senior High School, the Town Highway Garage and its accessory structures, the sewage treatment plants and pumping stations, water department structures, the bath house at Mill Pond, and various accessory structures at the Fairgrounds and parks.

The National Guard may soon transfer ownership of the Armory to the Town.

Goals

1) Maintain municipal facilities for municipal functions in a pleasant and functional condition.
2) Maintain Town structures in accordance with sound standards and practices.

Policies

1) Energy audits should be conducted prior to undertaking major improvements to Town-owned buildings, and the Town should invest in priority energy efficiency upgrades as called for in energy audits.

Recommendations

1) Develop and implement management plans for all publicly owned facilities. These plans should include inventory of plant, physical needs, and maintenance requirements.
2) Develop a plan for reducing energy consumption in town-owned buildings.

3) Maintain a Capital Budget and Program.
4) Develop plans for use of the former National Guard Armory building.

PUBLIC SAFETY

Windsor Fire Department

The Windsor Fire Department provides the town with around-the-clock fire protection using a combination of paid and on-call fire fighters. Fire prevention education is an important part of the Department's mission. The Department provides needed instruction to schools, hospitals, nursing homes, municipal employees, and individual property owners. Presently, the Fire Department is operated by a staff of four full-time fire officers assisted by volunteer firefighters.

The Windsor Fire Department is a member of the Connecticut Valley Fire Mutual Aid System and the Upper Valley Fire Mutual Aid System. This means that in addition to the equipment and personnel at the local fire station, the town has access to literally dozens of other fire departments that can respond within minutes to a large-scale emergency in Windsor.

The Fire Department is planning to address the following needs in the next five years (see the Capital Budget and Program for more details regarding financing):

1. Installing an exhaust system in the fire station garage bays;
2. Air packs;
3. Defibrillator; and,
4. Vehicle replacements.

Windsor Police Department

The Windsor Police Department maintains a staff of full-time and part-time officers. The Windsor County Sheriff and Vermont State Police also provide law enforcement services to Windsor. West Windsor is contracting with the Windsor Police Department to provide law enforcement services.

There are no identified capital needs other than routine vehicle replacement.

Emergency Medical Services

This service, organized in July 1970, is operated by the Windsor Fire Department. Emergency Medical Services personnel now include Emergency Medical Technicians and Emergency Care Attendants.

Ambulance vehicle replacement needs are listed in the Capital Budget and Program and are being paid for through the Operating Budget (see the Capital Budget and Program for more information).

Goals

1) Provide comprehensive emergency public safety services to the communities served.

Policies

1) Provide consistent, ample amounts of water at sufficient volume and pressure for adequate fire protection.
2) Rural water supply reservoirs will meet Insurance Services Officers' requirements.
3) Encourage the installation of sprinkler systems in all new and renovated buildings.

Recommendations

1) Before buying new vehicles or other major investments, explore the advantages and disadvantages of regionalization of Police, Fire and EMS operations.
2) Encourage the advancement of all personnel to the level of EMT or higher.
3) Establish service fees and contract charges at a level sufficient to operate the service.
4) Maintain all apparatus and equipment for maximum safe useful life.
5) Recruit and train call personnel from within each community served.
6) Maintain an Emergency Management Plan.
7) Maintain Hazardous Materials certification.
8) Develop a comprehensive Fire Prevention and Public Education Program which includes fire inspections by local department officials, an education program in schools, and public education presentations for local groups and clubs.
9) Continue use of the mutual aid system in an effort to manage the cost of fire suppression.
10) Continued departmental involvement in the school systems and community by emphasizing the informative/educational and prevention role of the Police Department.
11) Continue cooperation with State and area law enforcement agencies.
12) Initiate a Neighborhood Watch Program for interested neighborhoods.
13) Invite Public Safety personnel within commuting distance to training sessions conducted for Windsor personnel, with registration fees set to provide a reasonable profit and risk allowance.
14) Continue the development of the relationship between the Police Department and local youth.

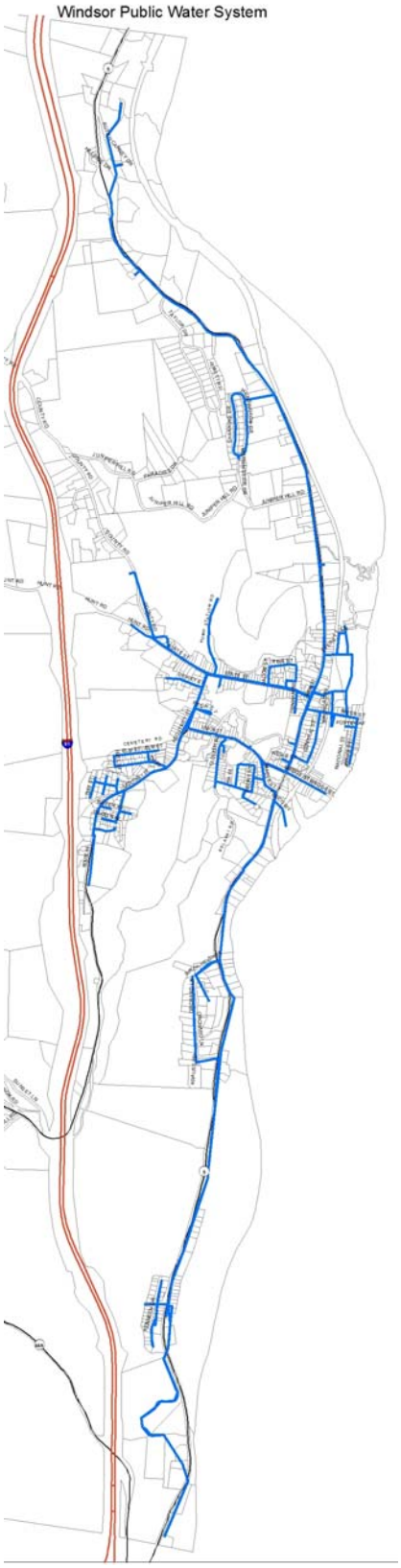
PUBLIC UTILITIES - WATER AND SEWER

Background

The maintenance and operation of Windsor's water and sewer systems are critical to achieving orderly and cost-effective growth and land development. Currently, much of the infrastructure is in serious need of replacement. Windsor's current users of water and sewer services will likely not be able to afford projected future utility rate increases. Therefore, outside grant funding and/or a substantial expansion of the water/sewer customer base is needed in order to pay for these needed repairs and improvements. Development that depends on municipal water and sewer service should occur in areas that are already served by the municipal systems, or where the Town and/or private developers are prepared to extend them. Extensions and upgrades to the water and sewer systems should be planned in order to encourage the highest-density development in areas identified in the Land Use section of this Plan as being most appropriate and most capable of supporting it. Provision of these services should be planned in accordance with and in anticipation of development, rather than in reaction to it.

Water Department

The Windsor water system serves an area bounded by the Industrial Park to the north, the Connecticut River to the east, the Armory and Mt. Ascutney Hospital to the west, and Biebel Builders to the south. The water source is a series of drilled wells off Pumping Station Road, adjacent to Lake Runnemede. It appears that this source, with a capacity of 1.5 million gallons per day, will be adequate to meet present and future water demands. Water storage facilities are located at the west end of the Village off State Street, and to the north off Route 5. Windsor water customers currently use about 254,049,000 gallons of water per year, which is approximately 696,000 gallons of water per day. The Town made $2.2 million of water line upgrades (Phase 1 and a portion of Phase 2 improvements) along US Route 5 South, Ascutney Street, Depot Avenue and State Street in 2009-10. Upgrades were made recently to the water pump house. The Town will continue the Phase 2 upgrades as funding allows. See the image below showing the water delivery system.



Goals

1) Provide potable water service to all users of the municipal water supply.
2) Provide consistent, ample amounts of water at sufficient volume and pressure for adequate fire protection.
3) Co-align the number of customers in order to pay for the ongoing maintenance of the existing water system and improve efficiency.
4) Provide municipal water service in ways that encourage growth in desirable areas, result in lower construction and maintenance costs for taxpayers, and protect known water sources and other natural resources.

Policies

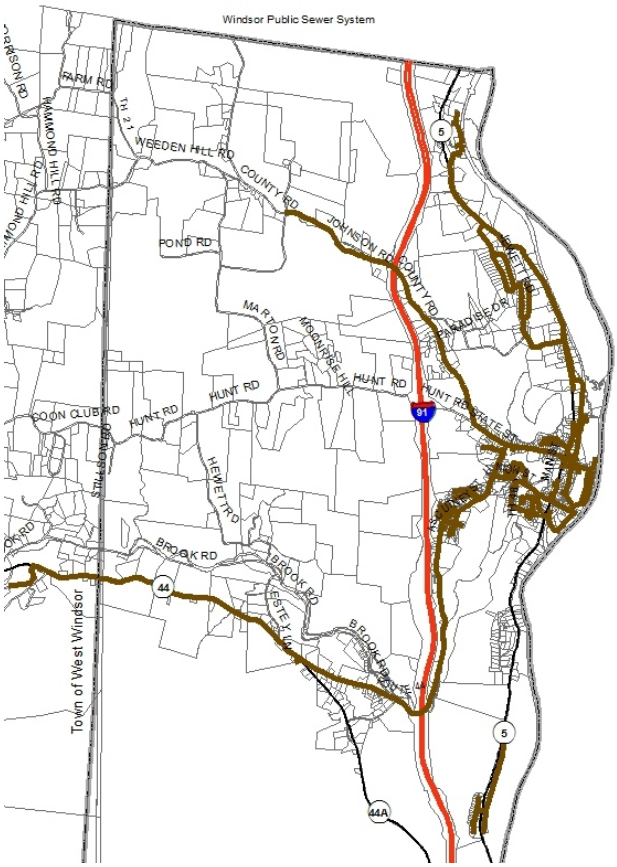
1) Maintain a safe and clean town water supply.
2) Any new lots or developments or failed on-site potable water wells that are located on properties along or within close proximity to the existing public water line lots must connect to the public water service.
3) Actively pursue opportunities to increase the number of water system users when it is economically feasible to do so including exploring options for delivery of water service to neighboring communities. Water service connections to neighboring communities should be planned in such a way as to leave the Town of Windsor with sufficient capacity to

meet its future growth and water service needs.

Recommendations

1) Enact a prioritized maintenance and replacement program for water pipes and other components of the physical plant in accordance with the existing plan adopted by the Selectboard. Correlate such projects with needed repairs to streets, bridges, and sidewalks.
2) Actively pursue replacement and major repairs of the water department infrastructure.
3) Continue to map all water lines in the Town.
4) Seek additional funding to complete Phase 2 water system upgrades.
5) When replacing equipment, consider improving the energy efficiency of the water facilities in order to reduce operational costs.

Sewer Department



Windsor's primary sewer system serves an area bounded by the Industrial Park to the north, the Connecticut River to the east, the Windsor Correctional Facility to the west, and the Sewage Treatment Plant to the south. Sewage also flows to the Main Treatment Plant from a sewer line which is privately owned and operated and runs from the National Guard Armory to the Ascutney Mountain Resort in West Windsor. West Windsor plans to purchase this sewer line in 2013. The Weston Heights Treatment Plant serves a small area surrounding Weston Heights. The Town's system consists of the Main Treatment Plant, the Weston Heights Treatment Plant, and several pump stations. During the 97/98 fiscal year, a total of 171,500,000 gallons of raw wastewater was processed by the system. The Main Treatment Plant has a capacity of 1.13 million gallons per day, and the Weston Heights Plant has already reached its capacity of 15,000 gallons per day. Voters at the 2013 Town Meeting supported a bond for improvements to the wastewater treatment facility, and the Town is actively working to advance that project. See an image of the sewer collection system above.

Goals

1) Provide sanitary sewer service for all sewer users.
2) Maintain an acceptable quality of effluent discharges.
3) Maximize the number of customers in order to pay for the ongoing maintenance of the existing

water system.

4) Provide municipal sewer service in ways that encourage growth in desirable areas, result in the lowest construction and maintenance costs for taxpayers, and protect known water sources and other natural resources.

Policies

1) Any new lots or developments or failed on-site septic systems that are located on properties along or within close proximity to the existing public water line lots must connect to the public wastewater service in accordance with the Town Sewer Ordinance.
2) Actively pursue opportunities to increase the number of sewer system users when it is economically feasible to do so, including exploring options for delivery of sewer service to neighboring communities. Sewer service connections to neighboring communities should be planned in such a way as to leave the Town of Windsor with sufficient capacity to meet its future growth and sewer service needs.

Recommendations

1) Maintain an updated and prioritized program of restoration, repair, or replacement of physical plant components in accordance with the existing plan adopted by the Selectboard. When practical, correlate renovation projects with needed repairs to streets, bridges, and sidewalks.
2) Continue to map all sewer lines in the Town.
3) Develop a sewer allocation program for the community (i.e. residential, industrial, commercial, etc.).
4) Identify the future expansion of sewer service for concentrated development or where a negative environmental impact may exist.
5) Upgrade sewer lines where grades and pipelines are not up to standard.
6) Extend the collection system in built-up areas.
7) Retain well-trained employees.
8) When replacing equipment, consider improving the energy efficiency of the sewer facilities in order to reduce operational costs.

DRAINAGE

The Town maintains drainage facilities along the town-owned roadway network, including bridges, culverts, closed drainage systems and drainage ditches. These facilities are discussed in the Transportation Chapter. The needs for these facilities generally involve routine inspection, maintenance and replacement. All bridge and culverts to be replaced must meet the town highway and bridge standards most recently approved by the Selectboard.

There are three publicly-owned dams and one dike in Windsor. Those structures are addressed in the Natural Resources Chapter. The priority need is to address structural improvements to the Mill Pond Dam. Recent work has been done to the Mill Pond dam (about $1.5 million), but more improvements are needed, as are currently being identified in an ongoing engineering review. The other structures are assets for the community, and need routine inspection and maintenance.

Goals

1) Maintain drainage and dam facilities in accordance with best management practices.

Policies

1) Drainage facilities and structures should be built and maintained in accordance with the town highway and bridge standards as most recently approved by the Selectboard.
2) Preserve the prison pond dam as a recreational and scenic asset for the community.
3) Address public safety concerns associated with deteriorated condition of Ascutney Mill (Pond) dam (a.k.a. Kennedy Pond dam). Repair and restore dam in such a way as to re-establish its structural integrity while at the same time preserve the aesthetic and recreational value of the pond. Seek outside funding assistance for this project—one that is expected to be very costly.
4) Seek every means available to repair and maintain dams to the historic water-levels enjoyed for generations.

Recommendations

1) Seek the funding necessary to maintain and repair drainage and dam facilities.

SOLID WASTE

Solid Waste Disposal

Windsor is one of thirteen member towns in the Southern Windsor/Windham Counties Solid Waste Management District ("the District"). The District is a union municipal district dedicated to providing solid waste management authority, services, and planning to its member towns. The District was chartered in 1982 and serves: Andover, Baltimore, Cavendish, Chester, Grafton, Ludlow, Plymouth, Reading, Rockingham, Springfield, Weathersfield, West Windsor, and Windsor.

For twenty years, until 2007, the District was part of the bi-state agreement under the NH/VT Solid Waste Project. Twenty-nine member towns were contractually obligated to tip all municipal waste at the Wheelabrator incinerator in Claremont, New Hampshire. When the Project's contract with Wheelabrator expired, the Project disbanded. Thirteen of the fourteen Vermont towns which had previously comprised the SW/WCSWMD decided to stay together. In July 2007, the District entered into a one-year contract with the Southern Windsor County Regional Planning Commission (SWCRPC) to provide administrative and management services; the District renewed the contract in July 2008.

Under 24 V.S.A. §2202a, solid waste disposal and recycling is the responsibility of the Town of Windsor. Windsor residents, businesses, industries and institutions contract with commercial solid waste haulers.

Act 148 was passed in 2012 establishing universal recycling of solid waste in Vermont, which includes requirements for mandated recyclables and compostable food residuals.

Recycling

A recycling program in Windsor has been operated for several years, having been inaugurated by local Eagle Scout members of the Green Mountain Council, Boy Scouts of America. Recycling services are now available at the Wincycle facility located on River Street.

The Southern Windsor/Windham Counties Solid Waste Management District employs a recycling coordinator (see discussion above). The District assists with the Town recycling program, organizes household hazardous waste collections, and maintains a website (www.vtsolidwastedistrict.org) which contains information about reducing, reusing and recycling.

Composting

In 2009, a collaborative institutional composting program began in Windsor functioning between the elementary school cafeteria services sub-contractor and the local correctional facility with individual parent and teacher assistance. This program, though small and developed on a grass-roots basis, has yielded substantial results in the reduction of food waste, the development of productive soils, and the provision of fresh vegetables at the school and facility grown in gardens supplemented with the composted material. The true measure of this program may be the unique and mutually beneficial collaborative relationships developed between the entities as judged by the recent addition of the Mt. Ascutney Hospital to the composting alliance. Many local families compost individually.

Goals

1) Dispose of solid waste in a legal and environmentally responsible manner with emphasis on recycling, composting and on private sector involvement.
2) Maximize efforts to reduce waste, reuse, recycle and compost materials in order to minimize landfilled or incinerated solid wastes.
3) Reduce/eliminate litter in public areas, encourage/mandate the cleanup of private areas, and develop a culture that respects and takes pride in a clean environment.

Policies

1) Encourage the schools, the hospital and other local large institutions and facilities to reduce their use of materials, reuse what they can, recycle, and compost.
2) Develop, encourage and continue agricultural practices that minimize environmental impact and maximize human health.
3) Strongly encourage community-wide curbside recycling.

Recommendations

1) Continue to review the viability of Municipal Recycling with respect to private haulers and local enterprise and suitability of 'no-sort' methodology.
2) Develop publicity and education programs to inform the public about recycling.
3) Design informational materials to demonstrate the long-term financial and environmental benefits to the community by reducing its waste stream.
4) Encourage Regional Planning and coordination of local and municipal recycling efforts.
5) Require all private haulers to provide curbside recycling service.
6) Develop a wide-reaching composting program through cafeteria and foodservice entities.
7) Formalize composting in school supervisory union and at area institutions and facilities.
8) Continue to grow and develop the alliance and provide education programs to inform students, administrators, officials and the public about the importance of composting.

9) Develop a wide-reaching composting program through cafeteria and foodservice entities.
10) Review allegiances with towns seeking means of waste disposal alternate to burning.
11) Participate in and work towards the expansion of composting and recycling programs.
12) Strengthen regulations and increase enforcement of anti-litter and trash ordinance.
13) Initiate a community-wide education and awareness campaign to reduce litter and trash.
14) Explore cost effective solutions for bulky waste disposal (e.g. couches).

RECREATIONAL FACILITIES

Windsor is fortunate to have a considerable variety of recreational facilities, particularly for a town of Windsor's size. Camping, swimming, hunting, fishing, tennis, ice skating and ice hockey, hiking, picnicking, observing wildlife, track and field, baseball, softball and basketball, biking, cross-country skiing, snowshoeing, and snowmobiling are all available to Windsor residents and visitors. The Cornish-Windsor Covered Bridge, Windsor Public Library, American Precision Museum, Old Constitution House, The Windsor School District facilities, Summer Recreation Program and Concerts on the Common, Constitution Common, and the countless attractions of Paradise Park and Mill Pond comprise some of Windsor's many recreational resources. Many important recreational opportunities in Windsor are provided by the recreation programs of the State Street School and Windsor Jr./Sr. High School, as well as the Health Unlimited programs offered through the Mt. Ascutney Hospital and Health Center.

The existence of a great network of trails is a benefit to the whole area. In addition, the immediate Windsor area offers unusually diverse recreation facilities and programs. These include the John P. Larkin Country Club golf course; Wilgus State Park; Vermont Association of Snow Travelers (VAST) trails, Ascutney State Park; St. Gaudens National Historic Site; downhill and cross-country ski facilities at Ascutney Mountain Resort (currently closed); the Mt. Ascutney Sports and Fitness Center; the year-round programs offered by the Vermont Adaptive Ski and Sports Association; the Windsor Community Center, Mill Pond Aquatic Center (swimming area) and the Windsor Resource Center.

The beauty of Windsor's Connecticut River Valley setting lends a special quality to the unusually rich choices of recreational opportunities for people of all ages.

The ongoing success of Windsor's recreational programs is attributed to the dedicated efforts of the many individuals, municipal departments, and organizations whose commitment to their task is exemplary. The Town Plan recognizes Windsor's fine record of providing a complete range of recreational opportunities to all its citizens. What is being proposed is to recognize what we have, to keep it viable, and to broaden its operations where feasible. Some of Windsor's downtown recreational facilities are shown on a map in the back of the Plan.

Goals

1) Maintain and enhance recreational opportunities for all residents and visitors.
2) Broaden accessibility to recreational facilities for handicapped and elderly citizens.

Policies

1) Developments should not significantly diminish the value and availability of outdoor recreational activities.

2) Public access to non-commercial outdoor recreational opportunities, such as lakes, rivers and hiking trails, should be protected.
3) Provide public access to the Connecticut River.
4) Maintain historic water-levels at Mill Pond, Lake Runnemede & Prison Pond.

Recommendations

1) Attempt to maintain the diverse number of recreational opportunities and continue to make them available for townspeople of all ages. A comprehensive list of all recreational activities in Windsor is attached as Appendix A.
2) Create an inventory of each of Windsor's existing recreational facilities. This project could involve student volunteers, working under the supervision of a faculty advisor, perhaps for academic credit. A suggested listing format for these facilities appears as Appendix B. For some public recreation sites, completion of state Recreation Facilities Inventory forms for use by the Department of Forests, Parks and Recreation may be advantageous.
3) Establish optimum physical standards for each of Windsor's existing recreational facilities. This project could be assisted by a temporary committee including appropriate members of the Municipal Staff, the Director of the Recreation Department, and interested citizens.
4) Establish optimum operating and maintenance standards for each of Windsor's existing recreational facilities. This project could also be assisted by an advisory committee. Create a plan for regularly scheduled maintenance and upkeep of all recreational facilities.
5) Work with State, regional and local officials to maintain or improve water quality standards at Mill Pond and Lake Runnemede.
6) Support municipal funding of activities for the Windsor Community Center Program.
7) In response to strong and consistent requests, investigate actively the feasibility, design, construction, and maintenance of a facility to provide public access to the Connecticut River. *"The TOWN should budget for the acquisition and development of a public access to the river, and should provide the necessary facilities for that use."* - Windsor Town Plan, 1986.
8) It is significant to note that maintenance and expansion of Windsor's recreational facilities were strongly supported by participants in a 1996 Town Plan Survey, as well as in previous surveys and town plans. In recognition of this support, it is recommended that the land adjacent to Paradise Park and public swimming areas be protected through the use of buffer zones and other land use patterns.
9) Continue support for and promotion of better use of the Connecticut River as a recreational resource.
10) Develop collaborative partnerships with neighboring towns and organizations to create and maintain a regional network of trails.

3. EDUCATION AND CHILD CARE

A quality school is a cornerstone of a vibrant town. Maintaining the State Street School and Windsor Middle and High Schools in the present downtown location is a key element in maintaining a vibrant community.

Windsor is a member of the Windsor Southeast Supervisory Union (WSSU) which provides centralized administrative services, including superintendant, special services and business management for four towns: Hartland, Weathersfield, West Windsor and Windsor. The Windsor school system now employs one principal (K-12), and professional and support staff. A five-member elected Board of School Directors is responsible for budgets and setting policies for the school system. A separate Board exists for the WSSU.

Windsor opened the doors to its new school, housing grades K-12, with a total capacity of 950 students in March of 1997. Tuition students come from surrounding areas. However, surrounding towns currently have school choice and some of those students opt to attend Hartford, Dresden, Kimball Union Academy or Woodstock schools. Enrollment in the State Street School was 250 students and 274 students in the High School during the 2012-2013 school year.

Besides a balanced academic program, there are other distinctions making the Windsor Schools a desirable learning environment. They are as follows:

- The Windsor Youth Court was created by the legislature with the cooperation of the civics teacher.
- The State Street School has a partnership with the Vermont Institute of Science, Math and Technology. The school was chosen due to its commitment in these academic areas that relate to the Common Core Standards.
- The Lois F. White Theater is included as part of the new building complex.
- The school has state championship-level athletics and a no-cut athletic team policy. The new gym seats 800 and offers a sports walking track that is open to the community.
- The academic program offers advanced placement English and Studio Art.
- The school has recently implemented a new process that requires every teacher and administrator be evaluated annually.
- Town lands (Paradise Park) are accessible as an outdoor classroom adjacent to the school complex. Forestry, wildlife management and other outdoor educational opportunities are at the Windsor Schools doorstep.
- Qualified Windsor Students may attend a program offered at Dartmouth College. Some college freshman classes are offered to students based on space availability.
- Windsor High School Student Vocational needs are met through the Hartford Vocational School.

Continuing Education

Various types of higher education are offered in communities surrounding Windsor. Community College of Vermont has two convenient sites, one in White River Junction and the other in Springfield, VT. In New Hampshire, River Valley Community College in Claremont, Lebanon College and Granite State College in Lebanon, and Dartmouth College in Hanover also offer continuing education programs. In Windsor, various enrichment and health related programs are offered by the Prevention Partnership through the Mount Ascutney Hospital.

Education Facilities

The main goal of improving the quality of buildings, grounds and learning environment has been addressed by the construction of the new school. The school was designed to accommodate students for at least five years and also designed to be expanded in the future if necessary. Windsor is in a very favorable position in this respect, as other communities struggle with school expansion issues. The new school is located in the center of town, unlike schools in many communities which are located on the fringes of town or in outlying rural areas. In 2012, the sidewalk in front of the State Street School was extended to connect with the Ascutney Street sidewalk in order to address a recommendation of the School Travel Plan. Around the same time, the playground was resurfaced with a recycled-rubber material, which migrates into the stormdrain system.

Educational Improvements

Efforts should be made to improve academic performance of students. Tests scores have been rising and now results performance tests can be obtained by using the Internet. This information has always been public but now can be accessed by those wishing to evaluate a community's educational performance. Academic performance, as well as athletics, are often the first lines of research done by companies and individuals desiring to relocate. Every effort should be launched to be certain that Windsor students can compete at higher levels of education and compete in the workforce. The Town of Windsor will support efforts to attract institutions of higher education such as trade and technical schools and colleges.

Child Care Facilities

Child care is an important consideration for employers and families with young children. Windsor has four licensed child care providers and two registered homes, with an additional five licensed providers and four registered homes in the surrounding towns. To date, there has not been an analysis of the need for additional child care providers in the area.

Goals:

1) Maintain and broaden access to educational and vocational training opportunities for the youth of the Town.
2) Provide an efficient and effective public school system that serves the educational needs of the broader community.
3) Encourage access to work force training and life-long learning opportunities for adult residents.
4) Ensure the availability of safe and affordable child care for residents and workers in Windsor.

Policies:

1) Encourage policies that attract more families to the community and attend the Windsor schools as the current capacity for more students allows.
2) Maintain a rate of growth that does not exceed the ability of the community to provide educational services.
3) Encourage the development and operation of child care facilities within the Town in accordance with the zoning bylaws.
4) Encourage municipal policies and student awareness of the environment, energy, agriculture and nutrition.

Recommendations:

1) Encourage the school system to plan for capital needs and maintenance.

2) Support and enhance pre-kindergarten education programs with a goal towards ensuring all students enter school ready and able to learn at grade level.
3) Review Zoning Bylaws and other town regulations to make sure they facilitate the creation and retention of licensed and registered child care facilities in the town.
4) Work with all members of the community to evaluate the need for additional child care facilities or services.
5) Given declining enrollment trends, explore ways to maintain or enhance enrollment or consider other options to provide a quality, cost-effective education for residents.
6) Encourage any and all efforts to designate the Windsor High School to serve as the regional school for surrounding towns.
7) Encourage any and all efforts to maximize educational performance and for all students in the Windsor schools to reach their full potential.
8) Encourage environmental educational and farm-to-school programs.
9) Continue to sponsor and hold regional education events.
10) Implement Act 148 by starting school recycling and composting.

4. ENERGY

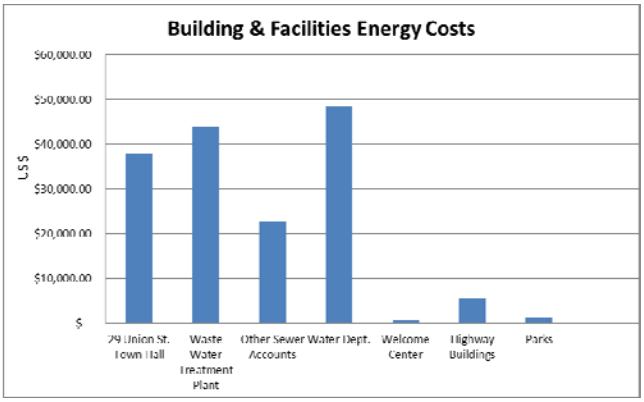
PURPOSE

The purpose of this chapter is to analyze energy resources and needs in accordance with 24 V.S.A. §4382(a)(9), and to articulate policies and standards for energy conservation, developing renewable energy systems, and land use patterns and densities that support energy conservation. Vermont's *2011 Comprehensive Energy Plan* recommends setting a path to obtain 90% of the State's total energy from renewable sources by 2050. The Town of Windsor embraces working toward that recommendation as articulated in this Chapter. This chapter also includes standards intended to guide the Public Service Board on projects subject to a Certificate of Public Good under 30 V.S.A. §248.

ENERGY ANALYSIS

Most energy resources used by the Town are imported from other areas, including but not limited to propane gas, gasoline and fuel oil. Non-renewable energy sources are generally not clean sources of energy. Costs for these fuels fluctuate greatly, but recent trends are for significantly increasing costs for oil. Therefore, it is a primary goal of the Town to conserve energy and promote alternative renewable energy resources.

Transportation (43%) is the largest portion of energy use in the State of Vermont, followed by space heating (28%), water heating (9%), industrial processing (8%) and other (12%). Transportation energy usage can be reduced in a variety of ways, including but not limited to public transit, carpooling, walking, bicycling, hybrid or electric cars, and telecommuting. Heating demand can be reduced through weatherization and insulation improvements to existing buildings, high-efficiency heaters, siting design for solar advantage, state energy codes for new construction, and other means (see ways to save at Efficiency Vermont's website).



In Windsor, home heating fuel is comprised of fuel oil (65%), propane/gas (16%), wood (10%), electric (5%) and other fuels (4%), according to the American Community Survey (2007-2011). Wood is the only local heating fuel that is typically used by residents. Solar is an underutilized opportunity to heat buildings with no fuel costs.

A baseline municipal energy study was conducted recently. According to that study, municipal buildings accounted for 59% of total municipal facility energy usage in 2009; the municipal vehicle fleet accounted for 30%, and street lights were 11%. When comparing energy costs for all municipal facilities, the town water and sewer departments are the most expensive (see chart). Significant potential cost savings have been identified, which are included in projects planned to be completed in the next few years: LED street lighting retrofits and reclamation of methane from the wastewater plant's anaerobic digester to use for heating.

Residents generally desire to lower their energy costs. In order to do this, this Plan promotes energy efficiency and conservation measures (e.g. weatherization, insulation, CFL or LED light bulbs, energy star appliances, etc.). After those measures are completed, it may make sense for some homeowners to invest in high-efficiency or renewable heating systems or residential-scale renewable power generating systems. Investment costs are fairly high, but incentive programs and operational

cost savings make it a smart long-term investment. The Property Assessed Clean Energy (PACE) Program may help to incentivize such investments for residents.

UTILITY PROVIDERS

Green Mountain Power provides electricity for Windsor and the surrounding area. There are no utility-scale power plants in Windsor. The only power generating facility in Windsor at this time is a roof-mounted photovoltaic system, according to the Vermont Renewable Energy Atlas. VELCO operates the electricity transmission lines in Vermont, including the line that runs through Windsor roughly parallel to I-91 and County Road (see Current Land Use and Facilities Map).

RENEWABLE ENERGY RESOURCES

There are currently no operating hydroelectric dams in Windsor. However, the Town-owned Ascutney Mill Dam has the potential to generate up to 228 kW of power according to the Renewable Energy Atlas. It is currently in need of significant repairs, which have been evaluated for the Town by GeoDesign. Mini-hydro or run-of-the-river technology is relatively low impact and presents an opportunity for residential-scale power production in suitable locations throughout Town.

Current technologies and funding incentives encourage investment in solar energy or heating systems. Small-scale solar heating systems present one of the better ways to help reduce demand for fossil fuels while reducing home heating costs. There is significant opportunity for solar energy or heating systems in Windsor. In 2012-2013, there are a number of one- to two-MW solar farms being proposed in the area, but none in Windsor to date. Roof-mounted solar systems are preferred over ground-mounted.

There are currently no known wind turbine sites in Windsor. According to the Renewable Energy Atlas there is very limited potential for commercial-scale wind (at 70 meters in height); however, there is considerable opportunity for residential-scale wind turbines (30 meters) in Windsor. The potential for smaller-scale commercial wind turbines (50 meters) are limited to higher elevations on Mt. Ascutney. Safety, operational noise, lightning, impairment of scenic views, height, and habitat destruction are important considerations when determining the appropriate location for commercial facilities. Of particular concern are the potential impacts of commercial wind turbines on the migratory birds in and around Paradise Park, Mount Ascuntey and the prison property.

Other renewable sources of energy that can be locally sourced are desired, such as sustainably harvested fuel wood for heat, biofuels (i.e. waste vegetable oil, seed oil crops), and geothermal heat pumps for home heating and cooling.

Goals

1) Promote energy efficiency and conservation improvements of homes and businesses, such as weatherization, insulation, lighting upgrades, high-efficiency appliances, siting design for solar advantage, and/or building construction standards.
2) Reduce the demand for non-renewable fuels by:
   a. Developing a transportation system that reduces single-occupant vehicle travel and increases opportunities to walk, bicycle or ride a bus to reach destinations; and,
   b. Promoting the development of renewable energy systems at a scale that is appropriate for the character of the area in which it is located.
3) Ensure the desired future land use densities and patterns, as described in the Land Use Chapter, are followed in order to result in the conservation of energy.

Policies

1) Power generation and transmission facilities shall meet the *Standards for Section 248 Proceedings* listed below.
2) Conserve energy in all town buildings through cost-effective measures such as weatherization and reduction of oil dependency. Where feasible, promote the use of alternative energy and energy-efficient resources.
3) This Plan requires transportation practices that promote energy efficiency and allows travel without driving as much. This includes the following initiatives:
   a. Invest in bicycling and walking facilities (sidewalks, crosswalks, bus stops, bike lanes, bike racks) within the downtown area;
   b. Invest in bicycle facilities that connect the downtown with outlying neighborhoods and the industrial park/Path of Life area to the north;
   c. Continue investment in public transportation and rideshare programs to reduce dependency on single-occupancy vehicle trips;
   d. Support transportation facility design enhancements that better accommodate bicycling, walking and transit services on existing roads and bridges.
   e. Require large-scale private land use developments to invest in transportation infrastructure and services that promote bicycling, walking and transit or provide the necessary right-of-way to allow public investment in those facilities.
4) Promote land use densities and patterns that are likely to result in the conservation of energy through the following strategies:
   a. Land use densities and patterns shall be consistent with the Land Use Chapter as well as Vermont planning goals and smart growth principles;
   b. Foster transit-oriented development at a rural Vermont scale (i.e. dense, mixed use, walkable village and downtown centers);
   c. Promote walkable development.
5) Future town and school district facilities must be renovated or designed and constructed for maximum energy efficiency.
6) Review and encourage the newest, best technology, such as electric vehicle charging stations.

Recommendations

1) Include a warrant article for the 2014 Town Meeting to determine if voters will designate the Town of Windsor as a Property Assessed Clean Energy (PACE) District to enable participating property owners to access funding for eligible energy efficiency and renewable energy projects and then pay back the cost as a regular municipal assessment on that property owner's property tax or other municipal bill as provided for by 24 V.S.A. Chapter 87 (Section 3261 et seq.).
2) Notify permit applicants of state energy code requirements [i.e. Vermont Commercial Building Energy Standards (CBES) and Vermont Residential Building Energy Standards (RBES)].
3) Promote the State of Vermont Use Value Appraisal Program to stimulate fuelwood production and improve forest management.
4) Encourage energy savings by turning off lights in public and school district buildings.
5) Conduct an energy audit with the assistance of an Energy Audit Team to determine specific energy conservation measures in town and school district buildings.
6) Improve local awareness of renewable and alternative energy resources for homes and businesses, such as wood, solar, wind and mini-hydro.
7) Increase awareness of energy conservation among town residents by providing information concerning methods of reducing energy consumption in the home (such as weatherization, upgrading to energy efficient appliances, etc.) and methods of using alternative resources.

8) Provide education about the requirements of Act 148 of the 2012 Vermont Legislative Session that requires diversion of mandated recyclables, food residual, and leaf and yard residuals from being disposed of in solid waste landfills.
9) Evaluate the feasibility of Town energy projects, including but not limited to re-establishing the hydroelectric facility at the Ascutney Mill Dam.
10) Participate in Section 248 proceedings in accordance with the applicable policies and standards in this Plan.
11) Review town regulations to identify opportunities to encourage renewable energy systems and energy efficiency and conservation.
12) It is a priority to research solar system opportunities for municipal buildings.

STANDARDS FOR SECTION 248 PROCEEDINGS

Public utility power generating plants and transmission facilities regulated by the Vermont Public Service Board under 30 V.S.A. § 248 are exempt from local zoning. Therefore, the following standards are provided to guide the Public Service Board in reviewing all such projects. The following standards shall apply to all Section 248 projects in addition to other relevant statements of policy found throughout this Town Plan.

1) The Town shall endorse the following projects provided they do not result in undue adverse effects on the character of the area in which they are located:
   a. Residential-scale renewable energy systems.
   b. Commercial-scale solar systems.
   c. Any project that imposes de minimis impacts, which is determined by meeting the following criteria:
      i. Project consists of either: collocation on a legally existing tower, upgrades to legally existing equipment, or similar projects; and,
      ii. Project does not involve: new towers, extending the height of existing towers, new access roads or expansions of existing access roads, or similar projects.
2) Ground-mounted solar systems (i.e. commercial-scale) shall minimize impacts by locating to the periphery of important resources identified in this Plan, including steep slopes, prime agricultural soils, wetlands, and other important natural resources. Any proposed photovoltaic system in designated growth areas shall not preclude the primary desired use of the area for dense settlement patterns clustered along existing or planned roadways.
3) Prior to the approval of new commercial power generation facilities and additional or upgraded transmission or distribution lines or facilities, utilities shall demonstrate that they have first maximized demand management and energy efficiency and conservation efforts.
4) Commercial energy production, related access roads and transmission facilities shall not have undue adverse impacts on significant wetlands, plant or wildlife habitat, recreational, scenic resources or inventoried historic or cultural resources.
5) Where development and construction of commercial renewable electric power generation facilities are proposed, plans must consider placement of such facilities in locations where aesthetic and wildlife impact is minimal or reasonable measures have been employed to mitigate adverse impacts.
6) The Town requests that the Public Service Board require the developer to provide the following information as part of a complete application:
   a. A wildlife habitat assessment, including assessment of impact to migratory, resident and breeding avian and bat populations;
   b. A rare species assessment; and mitigation plans, if necessary;

c. A visual impact assessment, including pre- and post-construction photo simulations of the project as seen during the day and at night;
d. Alternative sites analysis;
e. Adequate financial surety, either in cash or letter of credit, to repair damage to local roads and to stabilize the entire construction site during construction of the project. The financial surety should be available to the municipality in the event that the municipality is forced to conduct work to secure the stability of the soil and vegetation on the site, including the access road, after construction is completed;
f. Sufficient decommissioning funds, kept in an escrow account associated with the property that is separate from the developer's general accounts, so that the site will be restored to natural conditions once power is no longer being generated;
g. A contingency plan that outlines mitigation action, in the event of unforeseen and unacceptable negative impacts from the completed project; and,
h. Financial assistance to the municipality to pay for the hiring of qualified engineering, environmental, and legal consultants to assist the Town in reviewing the application and establishing local revenue agreements.

5. HOUSING

PURPOSE

The purpose of this chapter is to document the existing housing situation in Windsor and address housing needs for the community. The densely-settled downtown served by urban infrastructure supports fairly high levels of affordable housing, and rental housing makes up for a significant percentage of Windsor's housing stock. One of the Town's challenges is to improve the quality of the existing rental housing structures, while trying to keep rent costs affordable. Windsor also seeks to provide a greater diversity and integration of different housing types (i.e. mixed-income neighborhoods).

Table 1: Total Housing Units 1970-2010

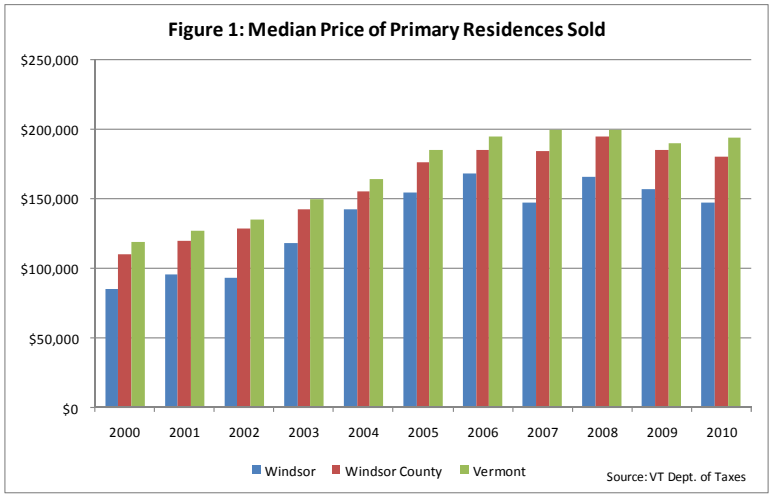
Jurisdiction	1970	1980	1990	2000	2010
Andover	158	229	301	347	408
Baltimore	58	78	88	105	100
Cavendish	512	649	785	860	965
Chester	1,014	1,360	1,527	1,611	1,793
Ludlow	1,192	1,726	2,677	3,001	3,285
Reading	267	354	394	407	448
Springfield	3,561	4,076	4,256	4,232	4,324
Weathersfield	724	1,069	1,249	1,315	1,427
West Windsor	276	487	773	716	799
Windsor	1,441	1,584	1,647	1,611	1,712
REGION	9,203	11,612	13,697	14,205	15,261
Windsor County	17,508	24,275	29,849	31,621	34,118
State of Vermont	165,063	223,199	271,214	294,382	322,539

Source: U.S. Census Bureau, Decennial Census 1970-2010

HOUSING ANALYSIS

The largest concentration of housing in Windsor lies within one mile of the downtown Central Business District. The reason for this is a combination of available infrastructure, historic development patterns, and development constraints, such as mountains, steep slopes, rivers, ponds, wetlands, and other natural constraints as discussed in other chapters of the Plan. The housing is dispersed throughout the rest of town in typical rural settlement patterns. Between 1990 and 2000, the total number of housing units in Windsor decreased by about 2%, but increased by approximately 6% between 2000 and 2010, according to the U.S. Census Bureau. As illustrated in Table 1, the percentage increase in Windsor – an annual average growth rate of 0.4% – is smaller than in most other communities. The reason for this was a combination of jobs lost in the machine tool industry and a dramatic increase in service-related jobs in Lebanon and Hanover, N.H. and White River Junction, VT. In more recent years, the increase in the number of housing units is, in part, due to Upper Valley worker's attraction to Windsor's proximity to DHMC, outstanding recreational and historic amenities, and the integrity of the traditional downtown. However, high vacancy rates temper the increase in total housing units.

The median price of a residential house increased by about 98% between 2000 and 2006 from $85,000 to $168,500 (see Figure 1). However, median home prices declined approximately 12.5% between 2006 and 2010, according to data from the Vermont Department of Taxes. The 2010 median value of mobile homes with land is $80,000 (Vermont Department of Taxes). Fair market rent (based on 40th percentile costs for rent and utilities) for a two bedroom unit is $904 for 2011,



according to the U.S. Department of Housing and Urban Development.

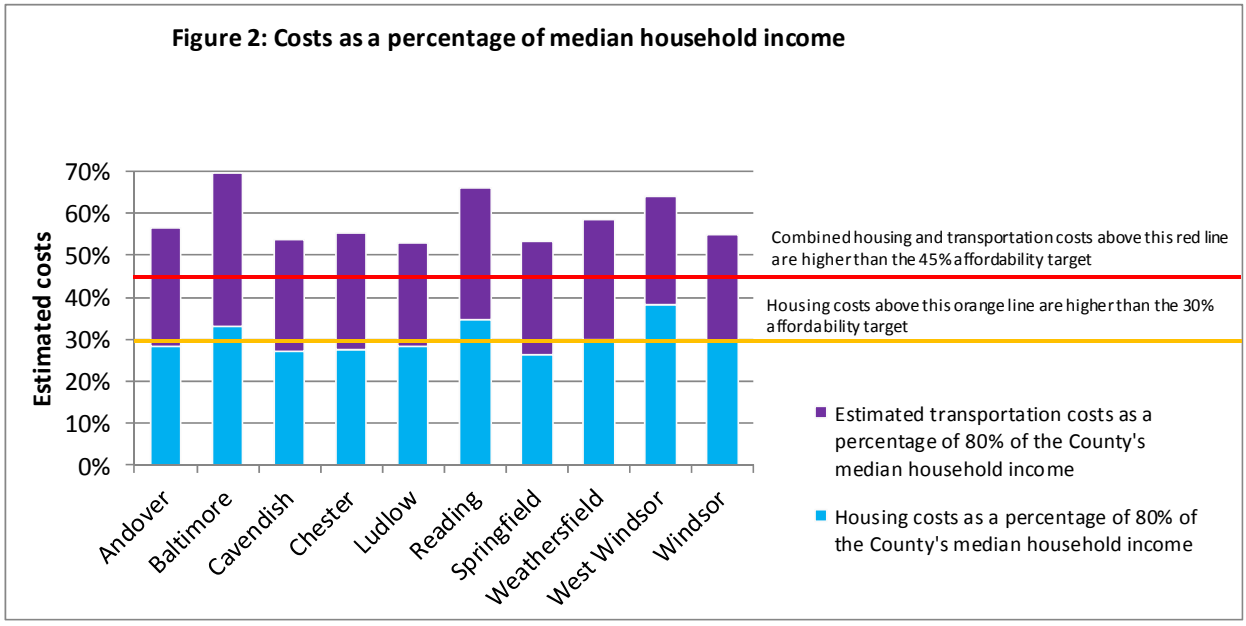
Table 2: Median Family Adjusted Gross Income

	Town of Windsor	Windsor County	State of Vermont
2000	$40,873	$46,381	$46,113
2001	$41,149	$46,397	$47,296
2002	$40,416	$46,573	$47,090
2003	$42,376	$47,603	$48,162
2004	$44,193	$50,107	$50,396
2005	$44,010	$52,526	$52,682
2006	$47,858	$55,371	$55,090
2007	$47,895	$58,103	$57,433
2008	$49,353	$57,870	$58,069
2009	$46,508	$55,597	$56,392
2010	$46,917	$56,971	$57,665

Source: VT Dept. of Taxes

There is an obvious disparity between the rates of growth in the cost of housing compared to income levels of Windsor residents during approximately the same time period. Between 2000 and 2008, according to the Vermont Tax Department, residents of Windsor experienced moderate growth in their Median Family Adjusted Gross Income of 20.7%, an annual average growth rate of 2.1%. Income decreased the following year. The gap between the median family adjusted gross income for Windsor and the State has increased. Windsor's income in 2000 was nearly 89% of the State level of $46,113, but slipped to 81% in 2010 (see Table 2). As the gap caused by the disparity of falling wages and relatively high housing costs continues to widen, the ability of some local residents to afford housing declines.

A recent analysis by the Southern Windsor County Regional Planning Commission (SWCRPC) suggests that transportation costs significantly reduce the affordability of living in Windsor, as opposed to housing costs. In general, housing costs are at the 30% affordability target, but



transportation costs are estimated to be approximately 25%, far exceeding the affordability target of 15% for transportation costs. This is largely due to traveling to out of town locations for work, shopping and services. Figure 2 shows the results of this housing and transportation affordability analysis; see the SWCRPC's Technical Bulletin for more information. However, the median percent of income paid for rent in Windsor is 33.7% as reported in the *Windham and Windsor County Housing Needs Assessment* (Windham and Windsor Housing Trust, 2011). According to this Assessment, Windsor has experienced a 5% decline in renter households and currently has relatively high vacancy rates.

Windsor provides a significant amount of the existing affordable housing units in the region. Rental units constitute 38% of occupied housing units, and vacant rental units are 5% of the total housing units (2010 U.S. Census Bureau). However, there are no local quality standards and the existing

condition of many apartment buildings in Windsor is in need of improvement. Windsor has a need for more starter homes as well as a better integration of housing types and models, including middle- and high-end housing.

The Town's relatively small geographic size combined with land subject to current conservation easements, floodplain and floodway restrictions, an abundance of state-owned land, and former industrial sites with brownfields contamination all serve to substantially limit available land for new growth. Therefore, with some exceptions, efforts to provide housing are generally limited to fixing up or converting existing buildings and in-fill development within the Downtown and surrounding high- and medium-density neighborhoods. A number of the existing historic buildings in the Downtown that currently provide affordable housing are in need of some repair. Windsor's participation in the Downtown Program makes these building owners eligible for tax credit programs that encourage improvements to historic buildings.

EQUAL TREATMENT OF HOUSING

Under the equal treatment of housing provision (24 V.S.A. §4412 (1)), no local bylaw may have the effect of excluding affordable housing for low and moderate income populations. This statute also enables accessory dwelling units for single-family residential dwellings. An accessory dwelling unit is an efficiency or one-bedroom apartment that is clearly secondary to the owner-occupied residence, but it does not need to be physically attached to it. Accessory dwelling units are a good way to provide additional affordable housing opportunities while allowing homeowners an ability to earn supplemental income, if desired.

Goals

1) Establish decent affordable housing in a suitable living environment for all residents of the Town of Windsor.
2) Ensure sufficient availability of a variety of housing types and models.
3) Promote more extensive public transportation services in order to provide better access to jobs, reduce transportation costs, and improve the affordability of living in Windsor.

Policies

1) Apartment buildings are subject to applicable State Building Codes and shall be maintained in safe condition.
2) Encourage the preservation, development or rehabilitation of attractive, energy-efficient housing, designed to maintain the character of the residential areas of Town.
3) Support the Windsor Housing Advisory Committee and the Windham and Windsor Housing Trust in their efforts to provide affordable housing in a manner that is consistent with Windsor's Town Plan.
4) Ensure that the primary focus of Windsor's housing revolving loan fund be directed toward owners of existing single- and multi-family housing who are ineligible for rehabilitation loans through conventional sources.
5) Allow mixed residential and commercial development in the downtown business district.
6) Encourage the development of programs that improve the quality of the housing stock in the town.
7) Ensure that the design of any proposed new or renovated housing is consistent with the characteristics of the surrounding area in terms of unit design and site location.
8) Encourage developers planning new housing to consider the location with respect to the

physical limitations of the land, proximity to roads, distance from commercial or service centers and other constraints. Larger-scale developments and housing facilities should be located within or adjacent to the downtown area and served by public water and sewer. Housing developments in the rural areas of Town shall be of limited size and appropriate for the character of the area.

9) Ensure that affordable housing is integrated with housing for other income levels in order to maintain or establish mixed-income housing patterns.
10) Encourage innovative site plans and construction designs that utilize cost-saving materials, efficient site location, and other cost- and energy-efficient methods for the development or rehabilitation of housing.
11) Encourage architectural styles and patterns which are compatible with and responsive to traditional building characteristics and land use patterns; projects in the Design Review District are subject to Windsor's Design Guidelines.

Recommendations

1) Analyze the housing stock in Windsor to determine where housing is inadequate or in need of repair.
2) Develop a compliance plan to improve the condition of existing housing properties that are in disrepair.
3) Develop and enforce local building standards.
4) Work with the Southern Windsor County Regional Planning Commission, Windham and Windsor Housing Trust and other partners to develop a regional fair-share housing analysis and program.
5) Seek funding mechanisms and opportunities to improve existing housing.
6) Provide educational workshops to the community on building code and legal requirements, and enforcement and implementation methods.
7) Coordinate building code enforcement efforts with the Vermont Division of Fire Safety.
8) Implement recommendations of the Downtown Master Plan that integrate housing, infrastructure and economic development needs.
9) Review the zoning bylaws and subdivision regulations to make sure the regulations better support desirable housing types and patterns.
10) Work with partners to improve public transportation (e.g. buses, commuter rail, etc.) in order to improve access to jobs and services, and lower housing and transportation costs for Windsor residents.

6. TRANSPORTATION

PURPOSE

This chapter serves as Windsor's transportation plan in accordance with 24 V.S.A. §4382(a)(3) that documents the present and prospective transportation related infrastructure. The existing transportation system is generally considered adequate in order to support anticipated growth within the next five years, unless otherwise noted in this chapter. The FY 2013-2018 Capital Budget and Program includes anticipated needs for highway department equipment as well as road and sidewalk projects.

HIGHWAYS

Driving cars and trucks on the road network is the primary form of travel for Windsor residents. There are 16.6 miles of State-maintained highways. State highways include I-91 and US Route 5 connecting to points north and south, VT Route 44 connecting to West Windsor and Reading, and VT Route 44A connecting Ascutney to VT Route 44.

The Town of Windsor maintains 33.7 miles of Town highways, including 4.1 miles of class 1 roads (i.e. Main Street, Union Street, western portion of Ascutney Street), 5.3 miles of class 2 roads (i.e. State Street, County Road, Bridge Street, Cole Hill Road, northeastern portion of Ascutney Street), and 24.3 miles of class 3 roads. There is just under 1 mile of class 4 roads and 0.2 miles of legal trails, as defined in 19 V.S.A. §302, both types of which are valued for their public recreational uses. The Town highway system also includes bridges, culverts, storm drains, roadside ditches, guard rails, right-of-way tree maintenance, traffic control devices, pavement markings and street signs.

In 2011 Tropical Storm Irene caused significant damage to infrastructure along the Mill Brook, including the pedestrian bridge connecting Union Street to the school athletic fields, Bridge 10 on VT Route 44, Bridge 22 on Brook Road, and large sections of Brook Road. Storms of 2013 caused flooding damage in a number of locations, including but not limited to County Road and Hunt Road. FEMA funds are anticipated to address these needs.

The primary needs of the roadway network include repaving, resurfacing and grading unpaved roads, replacing and upgrading drainage structures. Paving Main Street is being submitted to VTrans to be added to the State Transportation Program. Bridge projects are also being submitted to VTrans as Town Highway Bridge Program pre-candidate projects: Bridge 55 on Main Street (top priority) and Bridge 24 on Brook Road (second priority). Sign and culvert replacement programs should continue to strategically replace structures in poor condition and make upgrades as needed to meet the current standards.

Years of differed maintenance has left the roadways and bridges in need of resurfacing and replacing/upgrading culverts. Using gravel from the municipal pit on VT Route 44A, the Town has been making improvements to address the backlog of needs in the last couple years. The Capital Budget and Program can be used to plan for a mid- to long-term program to address these deficiencies. However, due to cost limitations, the Town may need to consider alternative options, such as discontinuing dead ends or other roads that do not serve the public interest.

The Cornish-Windsor Covered Bridge is an iconic landmark, but it is owned and maintained by the State of New Hampshire.

BICYCLING & PEDESTRIAN FACILITIES

The Town maintains about 8 miles of sidewalk, which are primarily located in and around the downtown area (see the image below for the extent of the sidewalk network). Windsor is a dense, walkable downtown due to the pattern of growth and existing sidewalk network. In this way, the community is clearly an example of the Smart Growth Principles as defined in 24 V.S.A. §2791. The Town is currently developing a strategic sidewalk improvement plan to improve walkability and pedestrian safety, and should seek grant funding to implement that plan.

The Windsor TCSP TCSE(008) project, included in the State Transportation Program, funded sidewalk improvements by Armory Square, and in 2013-2014 will be completing sidewalk improvements along Depot Avenue, River Street and portions of Main Street. This is part of a $1 million dollar project that requires an 18.92% local match, spread out over a number of years.

The Windsor STP SRIN(22) project, funded through the Safe Routes to School Program, will make improvements to the sidewalk and retaining wall near the swimming area and install at least one radar speed feedback sign. There is no local match required.

A riverwalk is being developed along the Connecticut River to connect the downtown area with the Path of Life area in the industrial park. A longer-term goal is to extend the riverwalk to connect to Mount Ascutney to the south and the Appalachian Trail in Norwich to the north. In addition, establishing a trail network on and around Mount Ascutney and connecting to the trails in West Windsor are desired. This planned trail network is part of an effort to improve local bicycle and pedestrian facilities as well as economic development strategies to improve outdoor recreational opportunities.

Bicycle-related improvements are desired at the S-curves along US Route 5, connecting the downtown to the industrial park area and beyond.

RAILROAD

The New England Central Railroad (NECR) passes through Town, providing freight and passenger rail services. Amtrak passenger service to Washington, D.C. stops at the train station located on Railroad Avenue in the heart of downtown Windsor. This is an important asset that should be maintained for the community. Recently completed track upgrades improve the speed of travel along this rail line.

PUBLIC TRANSPORTATION

Connecticut River Transit (aka “the Current”) provides public transportation services for Windsor and the surrounding region. Current services include a commuter route to the Upper Valley with stops at the Exit 8 and Exit 9 park and ride lots. With at least two-day notice, dial-a-ride service between Windsor and Springfield is available. Service is also available for elders and persons with disabilities for medical appointments. Enhanced marketing within Windsor would help to inform residents of the existing services that are available. A study is needed to determine the needs for more frequent service and adding bus stops in the downtown area. Connecticut River Transit is currently seeking funding to provide additional bus service for Windsor.

Greyhound provides intercity bus service, but there are no stops in Town. The closest Greyhound bus stop is in White River Junction. Dartmouth Coach (Lebanon, N.H.) provides bus service to Boston Logan Airport and New York City.

The Veterans Administration and Volunteers in Action provide rides to medical appointments for veterans and the elderly, and school buses provide rides for Windsor students to Windsor schools and to the Hartford Vocational-Technical Center.

AIRPORTS

There are no airports in Windsor. The closest commercial airports include the Burlington International Airport (Burlington, V.T) and Manchester Boston Regional Airport (Manchester, N.H.), both approximately 1.5 hours drive from Windsor. In addition, the airport in Lebanon, N.H. and Rutland provide regional passenger services. The Hartness State Airport in North Springfield provides general aviation services.

PARKING

Parking within the downtown consists of on-street parking, approximately 50 municipal lot spaces, and about 150 private off-street parking spaces. Parking capacity appears adequate at the present

time. However, the Downtown Windsor Master Plan includes concepts to improve or maximize off-street parking.

Goal

1) To provide for a safe, convenient, economic and energy efficient transportation system that respects the integrity of the natural environment, including public transit options and facilities for pedestrians and bicycles.
2) To maintain a functional and attractive roadway network that preserves the rural and historic character of Windsor.
3) To provide a multi-modal transportation network that supports the development goals and policies of the Town Plan.

Policies

1) A Traffic Impact Study shall be required of all applicable developments in accordance with Appendix A of the *Town of Windsor Zoning Regulations*.
2) Ensure that development does not adversely impact traffic flow. If traffic mitigation is required, financial contributions to provide public transportation services can be used in lieu of roadway improvements.
4) New and expanded developments must provide adequate parking. Off-street parking requirements shall be waived for the redevelopment of existing historic structures within the Designated Downtown District.
5) The types of transportation infrastructure to be provided shall be consistent with the Future Land Use Category descriptions.
6) Town highways as well as private development roads and structures must meet the most current town highway codes and standards, which includes road widths as specified in Section 5.05 of Title 11 of Town of Windsor Ordinances.
7) Roads within the downtown shall be designed for slow speeds and narrow streets in order to further smart growth principles, improve pedestrian safety and protect the historic character of the area.
8) Development along a town highway shall be subject to a local access permit and related standards. Development along a state highway must meet *VTrans Access Management Program Guidelines*.
9) Encourage the use of rail as an alternative for the movement of goods and people.
10) Structural improvements to Bridge 55 on Main Street shall not diminish the historic character of this concrete arch structure.
11) Improve bicyclist safety along US Route 5 between the downtown and industrial park with any major state repaving or reconstruction project by narrowing travel lanes and increasing shoulder widths.

Recommendations

1) The Town should conduct a condition assessment of culverts, bridges, roads and sidewalks at least every three years.
2) Implement a strategic maintenance program of roads, culverts, bridges and sidewalks through the Capital Budget and Program.
3) When replacing bridges and culverts, upgrade structures in accordance with the town highway

standards, including conducting hydraulic studies on all roadway structures to be replaced in order to determine the adequate replacement size and promote flood resiliency/climate adaptation.

4) Participate in regional Transportation Advisory Committee (Southern Windsor County TAC) activities.
5) Explore opportunities to improve and maximize off-street parking within the downtown.
6) Integrate local transportation planning with land use policies.
7) Coordinate with local and regional public transit providers to address the transportation needs of the elderly and persons with disabilities populations.
8) Encourage the use of Amtrak passenger and commuter service through promotion and local events.
9) Improve the Amtrak platform and connections to public transportation.
10) Improve access into and through the industrial area as identified in the Windsor Downtown Master Plan.
11) Explore amending town highway standards and subdivision road standards to be more like the standards found in the Smart Code.
12) Re-evaluate road surface types and winter maintenance strategies in order to save money.

7. LAND USE

PURPOSE

This chapter documents existing land use patterns and articulates the desired future growth patterns for the Town of Windsor in accordance with 24 V.S.A. §4382(a)(2).

A community rich in history, Windsor is the birthplace of Vermont and is notable for the precision manufacturing industry that was the foundation for the American industrial revolution in the 1800s. While manufacturing is still an important component of the local economy, Windsor has largely transitioned in recent years into a bedroom community for people employed in the Upper Valley.

Windsor's walkable historic downtown, surrounded by a rural countryside is a rare, real-world example of the State planning goal to "maintain the historic settlement pattern of compact village…separated by rural countryside" [24 V.S.A. §4302(c)(1)]. The downtown is surrounded by outstanding natural and recreational assets, such as the Connecticut River, Mill Pond, Runnemede Pond, Paradise Park and Mt. Ascutney State Park. The Downtown Master Plan completed in 2012 explores what is possible when focusing redevelopment efforts on the downtown area, along with strategic infrastructure investments.

EXISTING LAND USE

Land use patterns in Windsor have developed naturally in a classic village pattern. There is a downtown commercial center near the Connecticut River with industrial uses nearby. The downtown is home to many beautiful historic buildings. Immediately outside of the downtown and to the west of Route 5 are high- and medium-density residential neighborhoods, sprinkled heavily with historic structures. Beyond these neighborhoods are rural areas, where large residential lots are the rule, with substantial farmland and forested areas. All of the high-density residential areas are served by Town water and sewer, as are most of the medium-density residential areas, and portions of the rural residential areas along County Road and Route 44. The density of development and population is highest in and around downtown, and tapers off to the north, south, and west. The Interstate highway generally separates the densely developed areas from the rural countryside that consists of forests, farms, and rural settlements that are generally limited by steep slopes and other natural constraints.

Discussed below, and shown on the Existing Land Use Map which is included with this Plan, is an illustration of existing development patterns.

Downtown

Historic buildings line the streets in Windsor. The original site of the town center is where the legion hall stands today. It is characterized by the village green on the north side of State Street. A granite marker, south of the Congregational Church, was the spot of the first meetinghouse until 1798.

Downtown Windsor is easily accessible by foot. Banking, restaurants, retail shops, professional services are located within downtown, and schools and the Mount Ascutney Hospital are located within a half mile of downtown. This area is served by an urban infrastructure, including sidewalks, on-street parking, Amtrak rail station, and public water and sewer services. Connecticut River Transit provides public transportation services for Upper Valley-bound commuters as well as dial-a-ride services for medical appointments and similar trips.

The 2012 Downtown Master Plan identified neighborhoods that combine to create the downtown area, including the following:

- Central Business District (CBD) along Main Street where dense, multi-storied buildings support commercial uses on the ground floor with offices or residential uses on the second and third floors.
- North Main Street comprises an area between the CBD and Price Chopper, with many large historic homes and a mix of museums, inns, residences and professional offices.
- South Main Street extends from the CBD to Lowell Street and includes a mix of uses, including churches, professional offices, commercial uses, museums, and residences.
- Court Street Square and the surrounding historic neighborhood along State Street include residential and civic uses in many notable historic buildings.
- The Bridge Street neighborhood is between the Cornish Windsor Covered Bridge and the New England Central Railroad tracks. This area includes a number of historic homes, but it is largely located in the floodway. Buildings along much of this road are subject to the flood hazard regulations.
- Riverfront includes areas along River Street east of the railroad tracks and the Jarvis Street neighborhood. Similar to Bridge Street, this area is located within either floodway or floodplain zones, and is subject to local flood hazard regulations.
- Industrial heritage area includes a few large industrial sites located between the railroad track and the Connecticut River, including Goodyear, Cone-Blanchard and the railyard area. While redevelopment is subject to floodplain-related local standards, there is significant potential for redevelopment. Portions of this area are active in the regional and state brownfield cleanup programs.

A number of local initiatives and rules are in place for all or portions of this downtown future land use area, including the following:

- **Downtown Program Designation**: In 1999, Windsor applied to the Vermont Downtown Board to include the downtown historic district, Court Square and the Industrial Heritage area (formerly known as Rails-to-Riverfront) as a "Designated Downtown." Designated downtowns are eligible for state grants and tax credits through the Downtown Program and receive priority for state and federal funds. (See the Downtown District boundary on the Future Land Use Map.) Designation under this program is a highly valuable tool for implementing many aspects of this Plan.
- **Design Review District**: In 2005, the Selectboard adopted an expanded Design Review District to encompass the entire designated downtown district, in accordance with an amendment to state enabling legislation requiring that the boundaries of the Design Review District must coincide with those of the designated downtown. Buildings within this District are subject to the applicable design review standards in the Zoning Ordinance and the Design Review Guidelines.
- **Windsor Village Historic District**: This historic district located along Main Street, Depot Avenue, State Street, Court Square and Phelps Court is on the National Register of Historic Places. This area encompasses 512 acres and 47 buildings. The Town has applied to expand this historic district significantly. The application is under review at the time of updating this Town Plan.
- **Certified Local Government**: Windsor is designated as a Certified Local Government (CLG). A 1980 amendment to the National Historic Preservation Act of 1966 requires that at least 10% of states' Historic Preservation Funds be given to CLGs. A local government becomes eligible for this program when the State Historic Preservation Officer (SHPO) certifies that the local government has established its own historic preservation commission and a program that meets state and federal standards. In addition to being eligible for matching survey and planning grants, CLGs review nominations of National Historic

Register properties within their jurisdictions and provide local perspective to the plans and programs of the VT Division of Historic Preservation.

Residential

Residential development is most concentrated surrounding Windsor's downtown where the most municipal services are provided. There is a mix of single- and multi-family housing with single-family housing becoming prevalent immediately west of Route 5. Minimum lot sizes range from 7,000 to 12,000 square feet allowed by existing zoning standards for locations served by public water and sewer. In the further reaches of the town, low-density residential development predominates, and is permitted by current zoning, in minimum lot sizes ranging from 40,000 square feet to 25 acres.

US Route 5 Corridor

US Route 5 connects Windsor to I-91 to the north at Exit 9 in Hartland and at Exit 8 in Ascutney to the south. Sections of US Route 5 both north and south of downtown are notable for clusters of single-family residences and scenic farm land. Development along the Roadside Business and Industrial zoning districts is starting to look like typical strip commercial development. However, there are a number of opportunities for redevelopment along this corridor in ways that improve this situation, as articulated in the future land use section.

VT Route 44 Corridor

VT Route 44 is the western approach to Windsor, and connects to Ascutney State Park, and the Towns of West Windsor, Reading and Woodstock. This is an important access to the Ascutney Mountain Resort, once it reopens. Most of the land along this road is developed as small residential lots, and has topography or natural features that limit commercial development options. A sewer force main line runs along this corridor servicing the ski resort area, but it does not currently serve the rural areas located between downtown and the resort. A small cluster of residences is located around the area roughly defined by the area near VT Routes 44 and 44A, Cole Hill Road, and a portion of Brook Road. Scenic fields and prime or statewide important agricultural soils are found along much this corridor.

Industrial Areas

Industrial activities have historically occurred in three areas, all between Route 5 and the Connecticut River. The Windsor Industrial Park (i.e. Artisans Park) consists of a total of 23.6 acres. Businesses in the park currently include Simon Pearce Glassblowing and Pottery, Harpoon Brewery, Lebanon Screw Products, Land Air Express, Vermont Farmstead Cheese Company, and American Crafted Spirits Distillery. This area also houses a canoe rental establishment and a garden for visitors to stroll through. The remainder of a permitted Planned Unit Development may still be developed. The Windsor Industrial Park now offers recreation and amenities, and in addition allows visitors to view pottery, glass-blowing and beer-making operations in action. Industrial uses are also allowed on Route 5 to the south of the industrial park, where they have access to town water and sewer, as well as easy access to the Interstate.

The second industrial area is a tract of land immediately north of the Weathersfield town line which is currently occupied by Biebel Builders and Miller Construction. It is not fully utilized, but may be the best location for heavier industrial development. However, industrial uses can have a dramatic impact on neighboring non-industrial uses. Special consideration should be given to how these uses impact neighboring Weathersfield.

The third industrial area is discussed as the Industrial Heritage area in downtown. This area was the historical core of the local manufacturing area. It is now occupied by older industrial buildings that are currently occupied, but underused. Seldon Technology, a nanotechnology firm, occupies a

portion of the former Cone manufacturing building. Several small manufacturers, woodworkers, recycling center, offices and retail uses occupy buildings on the former Goodyear campus.

Agricultural and Open

Agriculture in Vermont has been on the decline for many years but now appears to be growing. Windsor typifies this change. The largest tracts of prime agricultural land in town lie in the flood plain along the Connecticut River both north and south of the downtown area. These strips of good, usable farmland are valuable not only for their agricultural function, but also for their scenic and cultural significance along the Connecticut River Corridor and for their capacity to store and convey flood waters.

The farmlands along US Route 5 north and south are noteworthy not only as quality agricultural soils, but also as scenic resources. These fields communicate a visual transition between the more built up downtown and roadside business district areas, with the rural portion of town.

Since even "postage stamp" gardens can produce significant yields of fruits and vegetables to their owners, agricultural uses of any scale should be encouraged in every part of town. Roadside stands and farmers' markets for selling locally grown produce should be supported by the community.

Prime agricultural farmland and soils of statewide importance are identified based on county-based soils mapping data and USDA definitions. Not all of these mapped areas may be economically viable for farming and, therefore, may be well suited for development, especially in close proximity to the downtown. Additional scientific and economic information may be required to refine these areas and to determine if mitigation efforts are warranted for developments on a case by case basis.

Open fields contribute to the valued scenic resources in Town, affording dramatic views of the Connecticut River, Mt. Ascutney and other resources. Open fields are also beneficial as wildlife habitat.

Outdoor Recreation and Forest Lands

Nearly one-third of Windsor's total land area is publicly-owned, a large proportion of which is owned by the State. In the northwestern part of town, the State owns 946 acres on which the Southeast State Correctional Facility is located. Most of this land consists of woods and open fields, and is available for outdoor recreational uses. In the southern part of town, Mt. Ascutney State Park covers 2,333 acres of land, most of which is wooded and is used for outdoor recreational purposes. Town-owned recreation lands, such as the Mill Pond beach area, Paradise Park, and the Fairgrounds, are discussed in the Public Lands and Recreation sections of the Municipal Services/Utilities and Facilities portion of this Plan. While these lands do not directly contribute to the local tax base, these areas generally do not require local expenditures to provide services. In addition, they contribute toward rural character, protect water quality and provide opportunities for outdoor recreation. Despite the abundance of forest and recreation lands in Windsor, Town-owned access to the Connecticut River is lacking.

FUTURE LAND USE

In accordance with the State Planning Goals, growth is desired to further the existing settlement patterns by concentrating most commercial and civic uses as well as multi-family residential in the downtown and surrounding residential areas where infrastructure supports such densities, and maintaining a rural countryside in the surrounding areas to support a working landscape and low-density residential uses and home occupations. Industrial uses are desired in those locations shown on the future land use map and discussed below. Non-residential uses located outside of the downtown shall take measures to avoid or mitigate strip commercial development as discussed

below. The Downtown Master Plan provides specific ideas for growth in the downtown, including infrastructure improvements to support such growth.

The Future Land Use map is a representation of the general land use patterns that the Town would like to see develop in the years to come. The future land use designations described below correspond with the designations included on the Future Land Use map. Together, this information is intended to show the types and relative concentrations of development that are most appropriate for different parts of Windsor. This information is meant to:

1. Guide and update effective implementation of local bylaws;
2. Give clear guidance on local priorities in state planning and regulatory proceedings; and,
3. Provide landowners and developers with a tool that will help them locate and design projects in efficient and locally acceptable ways.

Downtown

This area, including a number of discrete neighborhoods that combine to represent the traditional center of the community, is served by urban infrastructure allowing for the highest densities in Town and encourages travel by walking, bicycling and public transit. All of the following desired traits shall apply to the downtown area:

a) Served by public water and sewer;
b) Served by sidewalks, bicycle lanes, bicycle parking, bus stops;
c) Served by on-street parking; off-street parking, when needed, shall be located to the side or rear of buildings;
d) Pedestrian building orientation; new developments shall not be auto-oriented or result in strip development patterns;
e) Existing buildings that are substantially redeveloped (i.e. knock-down, rebuild) shall incorporate site design techniques to meet the desired character of the area, including points (c) and (d) above;
f) This area shall be the primary location in Town for commercial activities, such as retail, and civic uses typical for downtown areas;
g) Design review is required per the Zoning Ordinance in order to maintain historical character.

Downtown Neighborhoods: In addition to the desired downtown traits as described above, desired future conditions for each sub-category shall be as described below.

Central Business District (Downtown)

This area shall continue to serve as the commercial center of the community in accordance with the following desired attributes:

a) Highest densities in Town (5,000 square feet minimum lot size);
b) No setbacks/buildings are built along the edge of sidewalks;
c) Relaxation of parking standards for existing buildings;
d) New parking lots shall not front Main Street; existing parking lots that front Main Street shall provide landscaping or other improvements for a change or expansion of use;
e) Mixed use buildings:
    1) Primary first floor use is commercial or professional offices;
    2) Second and third floor are used for apartments or professional offices;
    3) On side streets, mixed use buildings may allow residential uses on the first level as long as a conversion to commercial or office space is enabled;
f) Public and recreational uses.

North Main Street (Downtown)

The primary objective for North Main Street is to preserve the historic character. This portion of the downtown shall primarily allow for the adaptive reuse of the existing large, historic homes while maintaining the existing character of the area. The following attributes apply to this area:

a) Moderate to high density (7,000 square feet minimum lot size); Desired uses include:
    1) A mix of residential uses (i.e. single-family, two-family, and multi-family units);
    2) Professional offices;

3) Civic uses (e.g. museum, etc.);
4) Inns and bed and breakfasts;
5) Restaurants without drive-through windows;

b) Maintain historic character and existing land use patterns, including the existing tree canopy along Main Street;
c) Adaptive reuses are encouraged, but shall not undermine the historical character of buildings, including historically significant interior features.

South Main Street (Downtown)

This area currently serves a mix of uses including professional offices, churches, museum, restaurants, gas stations, banks and apartments. In-fill development and investments in some of the existing buildings is desired. This area is intended to facilitate a continuation of the traditional village center, but at slightly lower densities that the CBD. The following attributes apply to this area:

a) High density (5,000-7,000 square feet minimum lot size)
b) Desired uses include:
   1) A mix of residential uses (i.e. single-family, two-family, and multi-family units)
   2) Professional offices
   3) Civic uses (i.e. post office, museum, etc.)
   4) Inns and bed and breakfasts
   5) Restaurants without drive-through windows
c) Maintain historic character where appropriate or improve the existing character to be more in keeping with the desired downtown traits
d) In-fill development is desired as identified in the Downtown Master Plan

Industrial Heritage (Downtown)

This area is comprised of the former Goodyear and Cone-Blanchard sites as well as the Windsor Railyards area. The following attributes apply to this area:

a) High density (5,000 square feet minimum lot size);
b) Redevelopment is desired as identified in the Downtown Master Plan;
c) Desired uses include:
   1) Retail;
   2) Professional offices;
   3) Civic uses;
   4) Inns and bed and breakfasts;
   5) Bars and restaurants without drive-through windows;
   6) Cultural facilities;
   7) A mix of residential uses (i.e. single-family, two-family, and multi-family units);
   8) Light industrial uses that are compatible with residential and other existing adjacent uses;
   9) Solar farms are desired in this area, but only if they are incorporated into a design that is in keeping with the desired character of the area (e.g. roof-mounted, built onto the existing Goodyear slab, etc.);
d) Maintain historic character where appropriate or improve the existing character in order to be more in keeping with the desired downtown traits;
e) Where appropriate, development in this area is subject to local flood hazard regulations
f) Construction or improvement of a recreational path along the Connecticut River, including recreational access to the River.

Court Square and State Street Area (Downtown)

This area currently serves a mix of uses including single-family residential, apartments, the square, churches, library, and other compatible uses. The following attributes apply to this area:

a) Moderate to high density (7,000 square feet minimum lot size)
b) Maintain the character of this residential neighborhood with the existing mix of compatible uses
c) Maintain the historic character, including the existing tree canopy

Riverfront and Bridge Street Neighborhoods (Downtown)

For the purposes of this document, these two neighborhoods generally have the same desired future conditions. The intent of this area is to maintain and improve the existing buildings and neighborhood, and mitigate against flood hazards. The following attributes apply to this area:

a) Allow for the active and safe use of existing buildings;
b) Where appropriate, development in this area is subject to local flood hazard regulations;
c) Construction or improvement of a recreational path along the Connecticut River, including recreational access to the River.

Roadside

Historically, these were rural areas that, combined with the other sections along US Route 5 North, served as an attractive gateway into Windsor from the north. In the last few decades, these transitional areas are developing a mix of uses that are not, in their current form, desirable. There are a few distinct areas along US Route 5 north of downtown that currently have a mix of non-residential uses and exhibit emerging strip commercial development patterns, including the following areas:

a) Price Chopper plaza area – existing uses in this area include a small super market, hardware store, discount store, restaurant, and a small manufacturing facility.
b) Roadside Business Zoning District – a wide variety of existing land uses are present in this area, such as small engine repair, restaurant, the Barn People, mobile home park, and a gas station.
c) The area between the golf course and Industrial Park includes existing uses such as contractor yards, fuel distribution and quarry.

The recent transitional development detracts from both rural character and the visual effect of the northerly gateway into Windsor. In order to improve this situation, these areas shall be subject to special design considerations under site plan or conditional use review, and development of this type is to be limited in nodes in order to avoid spreading out along the entire highway corridor. In addition, industrial-type uses (e.g. contractor yards, fuel distribution and similar uses) must provide landscaping and screening in order to reduce the visual impact of travelers along US Route 5 and adjacent properties. Traveler's services, such as gas stations and automotive repair, may be suitable in these areas as long as they provide landscaping and screening as noted above. Retail and other businesses that are compatible with Vermont's so-called "Downtown Initiative" shall locate within Windsor's downtown, not in these Roadside areas. Development that meets the definition of strip commercial development – which exhibits auto-oriented designs such as parking in the front, large internally-lit signs, and big box-type siting of structures – are not appropriate in these areas. Traveler services and similar uses will be allowed if they provide pedestrian-oriented design, which shall include siting the building close to the roadway, providing parking to the rear or side of the building, and similar techniques. These areas are also subject to the access management requirements noted in the special considerations section.

Residential

The residential designation provides an area for residential and other compatible uses at moderate- to high-densities, as appropriate for the physical characteristics of the land and the availability of community facilities and services. Residential land uses will predominate within these areas, but dispersed agricultural and open land, small-scale neighborhood stores and/or home based businesses, and country inns and Bed & Breakfasts may be appropriate within some residential areas. In some rural areas, where preservation of open lands, wildlife habitat, or scenic views is a priority, cluster development is the preferred development approach for any large development. Smaller developments are encouraged to protect these resources and shall be consistent with historic settlement patterns.

Industrial

The industrial designation makes provision for uses which are inappropriate for commercial or residential areas. The overriding use within the industrial area will be light industry, including light manufacturing or related "See it Made" uses. There may be a few remaining residences within the industrial area; however, future residential development is to be discouraged. Industrial uses shall limit negative impacts on neighboring non-industrial uses by providing landscaping or screening and meeting the other performance standards in the zoning bylaws.

Rural

This category includes rural areas that are generally comprised of larger tracts of land which are best suited to maintaining rural character and supporting outdoor recreation or working landscape activities, including farming and sustainable forestry. Many of the forested areas provide valuable wildlife habitat. Low-density residential and home occupations are also allowed in these areas. Development densities shall depend on several factors, including proximity to major roadways and environmental constraints, such as topography, wetlands, prime agricultural soils, important wildlife habitat, site suitability for on-site water and sewage disposal, and other factors. Larger developments shall not be allowed in these areas unless approved as Planned Unit Developments (PUDs) that allow for increased densities of the houses in order to preserve the majority of prime agricultural soils and/or large tracts of forested lands in order to minimize fragmentation.

Farmlands and Open Fields

This designation includes a combination of prime agricultural soils, agricultural soils of statewide importance, active farmlands and open fields. These areas are valued for their existing and future farming uses, as well as their contribution toward rural character. In these areas, clustered or low density development may occur as long as it maximizes the area of land on which economically viable agricultural uses may occur (including forestry, tree farms, and other horticultural activities). Development plans should also consider the aesthetic and rural nature of these areas. Innovative site plans may be required to protect these features. Strong consideration will be given to maintaining healthy, local food production.

Conservation

This area is designated for conservation or preservation based on unique environmental characteristics, such as wetlands, shorelines, flood hazard areas, rare and endangered plant and animal species, aquifer recharge areas or a combination of important environmental characteristics. This area also includes publicly-owned lands that are designated for outdoor recreation, agriculture, forestry or other civic uses. This designation consists of areas designated for large-scale outdoor recreation, including but not limited to hiking, camping and snowmobiling. Other varied land uses may occur in these areas, but will be comprised primarily of very low density residential, agricultural and forestry uses. Very low density residential uses may be allowed, but shall be located to the periphery of important natural resources as noted above and identified in this Plan. Any commercial services provided within this designation will directly support the outdoor recreation activity.

SPECIAL CONSIDERATIONS

Special Design Considerations. The area between I-91 and the Connecticut River due to site conditions and being located in close proximity to public water and sewer infrastructure, invite more intensive developments. Therefore, land development is subject to special design considerations (i.e. site designs, development/building envelopes, building pattern, minimum densities, landscaping, etc.) in order to encourage appropriate types of uses while avoiding strip commercial development patterns. Development in these areas shall be consistent with Smart Growth Principles as defined in 24 V.S.A. §2791(13). Buildings and roads will be sited in order to achieve pedestrian-oriented

designs, minimize strip commercial development, avoid irregular shaped lots, promote safe pedestrian accommodations, and minimize impacts to natural resources such as steep slopes, prime agricultural soils, wetlands, significant wildlife habitat areas, flood hazard areas and other development constraints. Minimum densities and site appropriate setbacks may be considered by the Development Review Board.

Access Management. Development along the US Route 5 North corridor is also subject to access management and setback considerations in order to reduce strip-like developments, require new parking areas to locate to the side or rear of buildings, minimize curb cuts/promote shared access, and not adversely affect traffic safety. This area currently exhibits emerging strip development land use patterns. Developments and re-developments along Route 5 should incorporate sound access management practices. VTrans' standards within their *Access Management Design Guidelines* shall apply to all developments in this area. New developments will share driveways and access roads or seek direct access from side roads to the greatest extent possible.

Ridgelines and Prominent Knolls. Any development which is proposed at moderate and high elevations and along ridgeline or other prominent knolls should demonstrate that measures have been taken so as the development is not visually obtrusive to surrounding and distant neighbors or from public roadways.

Flood Hazards. All development located within the FEMA special flood hazard areas is subject to flood hazard review in accordance with the *Windsor Zoning Ordinance*. These special flood hazard areas are primarily subject to inundation flooding. Conservation of the broad floodplains along the Connecticut River, including extensive farmland north and south of downtown, will maintain flood storage capacity, which will help mitigate flooding in the lower elevations of the downtown area.

During Tropical Storm Irene, significant erosion damages were sustained in other areas along the Mill Brook. The SWCRPC is currently beginning a stream geomorphic assessment which will help to determine where the river erosion hazard areas are located. Until that process is complete, residents are advised not to build new structures in flood or erosion prone areas of the Mill Brook in particular.

TIMING AND SEQUENCE OF DEVELOPMENT

One of the most important aspects of planning for future land use patterns is coordination of public investments in local infrastructure. By directing development within the guidelines of the Future Land Use map, the Town can ensure that future investments in roads, water and sewer lines, sidewalks, etc., will not place an unnecessary burden on taxpayers. Conversely, if the Town has an idea of where different types of growth should occur, it can construct utilities and other services in advance, as a way to attract development to Windsor while maintaining some control over its pace and location. Development in any land use designation must be carefully planned in order to maintain the outstanding natural resource characteristics of the area.

The Future Land Use map is based in large part on two important ideas: first, that historical development patterns are what make Windsor attractive, and will foster a healthy economy, strong community spirit, and a stable and affordable tax structure; second, that the most intensive development (commercial, industrial, and medium- to large-scale residential) should occur first and at the fastest pace in and around established and designated centers of these activities. Retail and civic uses shall occur in the downtown and surrounding area that is served by water and sewer. Outlying areas should grow at a slower pace, and should see relatively low-intensity and low-density uses.

Goal

1) Preserve the historic development pattern of a compact mixed-use village area~~s~~ surrounded by open land, agriculture, forest and low-density residential uses.

Policies

1) Future development shall be consistent with the future land use categories and map.

2) Develop only those land use regulations necessary to protect and preserve the health, safety, and welfare of residents and visitors, Windsor's economic viability, and important natural and historic resources, and to effectively reduce municipal costs to support development.
3) Intensive growth shall be directed to those areas along major roads and served by existing or planned public water and sewer infrastructure. Where infrastructure expansions are planned, the developer shall pay their proportional share of the necessary expansion costs.
4) Ensure that the pace of development correlates with the Town's ability to provide necessary public services, through the use of bylaws and through strategic investment in public infrastructure.
5) Direct the placement of appropriate governmental buildings, such as municipal offices, state offices, and Post Offices, to downtown areas, and utilize existing space whenever possible.
6) Develop a diverse economic base that will provide jobs, grow the Grand List, increase the number of users of water and sewer services, and have no undue adverse affect on surrounding neighborhoods.
7) Efforts to revitalize and redevelop the former industrial and commercial base within the designated downtown shall enhance the vitality and livability of the downtown while restoring employment opportunities for local residents.
8) Where development encroaches unnecessarily on forestlands, farmlands, wildlife habitat and/or wildlife travel corridors, development shall cluster or locate to the periphery in order to minimize fragmentation. Planned unit development review shall be required for large developments or developments on large tracts of land.
9) Development on large lots in rural areas shall be designed to focus development activities along existing roadways and on portions of land that have the least constraints (i.e. minimize disturbance of water courses, wetlands, steep slopes and other constraints).
10) Encourage shared driveways for developments off VT Route 44 outside of the village.

Recommendations

1) Review and revise the zoning, subdivision and flood hazard bylaws to ensure conformance with the Town Plan. Explore ways to streamline the local permitting process for desirable projects that are consistent with the future land use categories and map.
2) Seek funding to translate the Downtown Master Plan into a Smart Code, Form Based Code or other innovative land use regulation in order to better guide development in the Downtown area.
3) Develop special review standards and procedures for development along US Route 5 North in accordance with the Special Considerations in this Chapter.
3) Regularly update the Capital Budget and Program to reflect the goals of this Plan.
4) Coordinate local land use planning activities with local conservation and recreation groups, local and regional economic development agencies, and historic preservation groups.
5) Actively explore cooperative agreements between landowners and the Town to meet on-street and off-street public parking needs. Provide adequate signage to clearly direct visitors to public parking areas.
6) Review permit applications for commercial developments outside the downtown area with the potential impacts on the downtown business climate in mind.
7) Actively encourage downtown revitalization and scenic byway beautification programs and projects.
8) Discourage future expansion of Southeast State Correctional Facility at its present site or in other areas of the Town.
9) Seek easements or land purchases to gain public access to the Connecticut River.
10) Promote the development of a Connecticut River Corridor Greenway through Windsor.

11) The removal of any additional lands from the tax rolls must be very carefully considered, especially with regard to the likely impact on the remaining tax base.
12) Invite and actively encourage public participation in local planning and development activities.
13) Develop an open space plan in order to lay out priorities for open space preservation and protection**,** including the identification of economically viable farmlands.
14) Work with the Vermont Department of Fish and Wildlife and Southern Windsor County Regional Planning Commission to refine the wildlife habitat map and identify important wildlife travel corridors.
15) Seek improvements to non-motorized connections between recreational facilities, civic areas and residential areas.
16) Consider establishing impact fees to help finance the Capital Budget and Program.
17) Maintain designation in Vermont's Downtown Program in order to provide tools that help to implement goals of this Town Plan.

8. NATURAL, SCENIC AND CULTURAL RESOURCES

GROUNDWATER/WELLHEAD PROTECTION AREAS (WHPA)

Groundwater is the primary source for drinking water in Windsor, and has many points of exchange both to and from surface water systems. Maintaining good quality and adequate quantities of groundwater are important considerations for preserving the public health and safety.

Windsor's municipal water supply comes from wells on Pumping Station Road near Lake Runnemede. The wells are fed by a "confined unconsolidated aquifer," as defined by the Vermont Department of Environmental Conservation, Water Supply Division. The Water Supply Division identifies Public Water Source Protection Areas for each Public water system source. Groundwater sources are protected through the delineation of Wellhead Protection Areas (WHPAs), which "include recharge areas, transmission zones and groundwater storage areas." The approximate area of a WHPA, which the Water Supply Division defines as "the surface and subsurface area surrounding a water-well or field, supplying a Public water system, through which contaminants are likely to move toward and reach such water well or field," is 175 acres. This area for the municipal WHPA encompasses Lake Runnemede, a large portion of Paradise Park, and sections of high and medium density residential neighborhoods (see map in Appendix). All buildings within the municipal WHPA are served by Town water and sewer. If properly protected, this abundant source of excellent drinking water should provide for Windsor's community water needs well into the future.

Contamination at brownfield sites may impact the quality of groundwater and the public drinking supply. The Town is actively engaged in the regional Brownfields Program, and should continue to monitor and seek funding to cleanup these contamination sites.

WHPAs serving smaller populations are established for the Southeast State Corrections Facility and the Mt. Ascutney Trailer Park.

Goal

1) Preserve the integrity and security of aquifers and maintain the sustainability of Windsor's groundwater resources.

Policies

1) Protect Windsor's community water supply by minimizing the introduction of new sources of pollution, and containing existing sources of pollution, within the Wellhead Protection Area.
2) Discourage new high-density development in Wellhead Protection Areas.
3) Do not allow salt or salted sand piles and limit the use of road salt in WHPAs.
4) No new roads or parking areas should be allowed in WHPAs.
5) Do not allow on-site disposal of hazardous waste, including disposal of household hazardous waste through on-site sewage disposal systems.
6) New and existing on-site underground storage tanks should be designed, installed, and inspected in accordance with the Agency of Natural Resources Underground Storage Tank Regulations for Aquifer Protection Areas or Class II Groundwater Areas.
7) All storm water runoff should be managed by best management practices or diverted away from wells and Wellhead Protection Areas.
8) Any use of herbicides or pesticides within WHPAs must be strongly discouraged.
9) Chemically treated swimming pool or hot tub water should not be drained in WHPAs.

Recommendations

1) Consider refining the WHPA map.
2) Monitor the soils, surface water and groundwater to ensure that hazardous substances from the contaminated site at the high school do not contaminate the town water supply or surface waters.

SHORELANDS/SURFACE WATERS/WETLANDS

Shorelands, surface waters, and wetlands are parts of very fragile and important ecosystems (see map in Appendix). Surface waters, wetlands, and adjacent land areas provide recreational and educational opportunities (fishing, boating, wildlife viewing, etc.), and contribute to the scenic and aesthetic properties of Windsor. They also supply local residents with food (by providing habitat for fish and wildlife) and drinking water (through exchanges with groundwater sources). Proper protection of these areas is vital to the protection of water quality, the basis of all life on our planet. We want our waters to be beautiful, clean, and accessible.

The Connecticut River Corridor is still partially undeveloped and much of the land within 500 feet of the river is open farmland. However, there is some industrial, commercial, and residential property along the river as well. Both types of riverfront property are valuable assets, and the town should support efforts to improve environmental and aesthetic resources along the river banks.

Other valuable shorelands in Windsor surround Mill Pond, Lake Runnemede, and several major streams. The Town owns shoreline and the Town beach on Mill Pond. Paradise Park abuts Lake Runnemede, and the Town water wells are by the shore of Lake Runnemede. The shores of these two major water bodies are largely undeveloped, though future development pressure seems likely.

Valuable public and private wetlands are scattered throughout Windsor. The Town has historically provided no special protection to these fragile and indispensable natural resources. One large wetland is located in the Wellhead Protection Area and may have a direct impact on the quality and quantity of groundwater used by the community water system. Another is located along Mill Brook just upstream from Mill Pond, which serves as the Town's swimming area. This wetland provide**s** important wildlife habitat, and removes significant quantities of pollutants from water entering the pond. Wetlands also provide flood storage capacity and can be used as valuable educational tools. All wetlands in Windsor deserve special attention and protection.

Phosphorus influences surface water quality in Vermont more than any other single pollutant. Controlling the introduction of phosphorus into Windsor's surface and ground waters is critical to maintaining the quality of these waters.

Maintaining adequate vegetated buffers along surface waters is beneficial for the community. Natural vegetation, including trees shrubs and natural ground cover plants, should be encouraged along all surface waters. According to guidance from the VT Department of Environmental Conservation (*Native Vegetation for Lakeshores, Streamsides and Wetland Buffers*, 1994), minimum width of 50 feet is needed to protect streambank stability and aquatic habitat. Widths of 100 feet may be necessary to remove suspended sediment in runoff. In some cases, buffer widths between 200 and 600 feet may be beneficial as habitat for birds and mammals. The widths of each buffer should depend on site conditions, including soil type, slope and the purpose of the buffer.

Goals

1) Prevent nutrients (especially phosphorus) and sediments from entering Windsor's wetlands and surface waters.

2) Strive for aesthetically pleasing shoreland landscapes with buffers of natural vegetation on all shores and around all wetlands, while providing as much free access as possible to the shores of the Connecticut River, Mill Pond, and Lake Runnemede.
3) Prevent the introduction of exotic, invasive species to unaffected water bodies.
4) Encourage the conservation of wetlands so they can continue to provide valuable wildlife habitat.

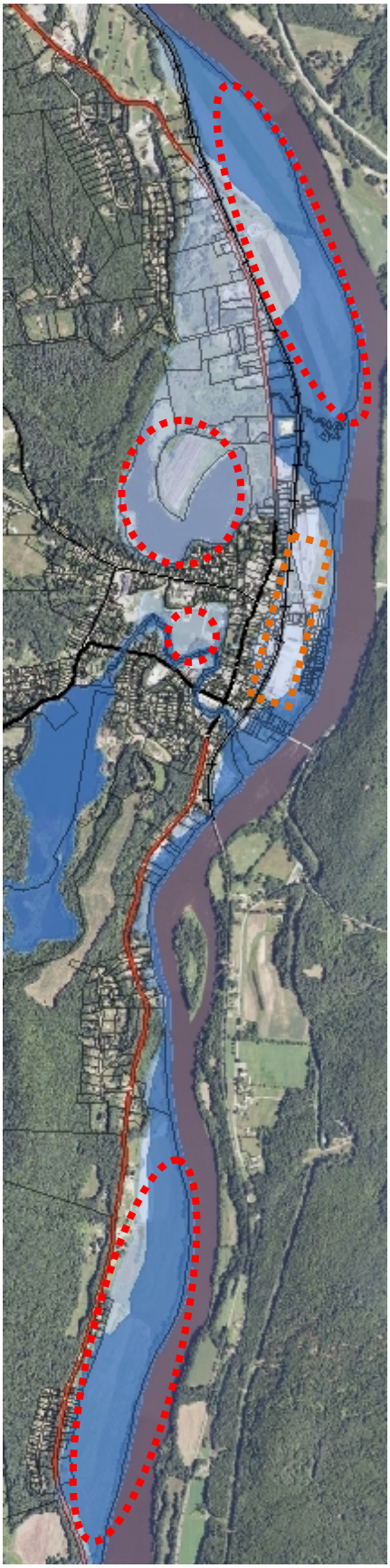
Policies

1) Maintain buffers of natural vegetation around surface waters. Adequate buffer widths depend on soil conditions and slope. Limited buffer maintenance activities may be necessary and should be defined in the land use regulations.
2) Prevent erosion of disturbed soil, particularly if there is danger of sediment being washed directly into wetlands, lakes, streams, or rivers. Routine measures may include the use of diversion dikes, vegetated buffers, seeding and mulching, hay bale sediment traps, and barriers consisting of a snow and silt fence combination.
3) Maintain adequate buffers between on-site sewage disposal systems and surface waters or wetlands. The Health Officer shall report any failed septic systems or related problems to the Vermont Department of Environmental Conservation for enforcement.
4) Require boaters to clean Eurasian milfoil and other exotic, invasive species, from boats after use in infested waters (i.e. Mill Pond), and before use in unaffected waters, to prevent the spread of this noxious weed.
5) Paths providing access to shores should not run straight down to the shore so that they provide a conduit for runoff. They should follow best management practices in order to reduce runoff and minimize erosion.

Recommendations

1) Provide relevant public education concerning the control of Eurasian milfoil and other exotic, invasive species, with the goal of eliminating the problem in all local surface waters.
2) Discourage the use (or presence) of fertilizers, pesticides, insecticides, and other hazardous chemicals in and near surface waters and wetlands.
3) Adopt and implement the Connecticut River Corridor Management Plan as proposed by the Connecticut River Joint Commissions.

FLOOD RESILIENCY



In accordance with State statute, town plans shall include a statement of policy on the preservation of natural areas [§4382(a)(5)] as well as discussion of open spaces reserved for flood plain purposes [§4382(a)(2)]. This section is also intended to address the new flood resiliency element as approved as Act 16 by the Legislature in 2013. The Town adopted flood hazard regulation within the Zoning Bylaws and is enrolled in the National Flood Insurance Program, which makes property owners eligible for flood insurance. Any development in the flood hazard area requires local permits and must meet standards to mitigate against inundation flooding.

The Federal Emergency Management Agency (FEMA) updated Windsor's flood hazard map effective September 28, 2007. The image in the sidebar shows the floodways in dark blue and floodplains in lighter blue as regulated by Windsor's flood hazard regulations.

A significant portion of the downtown area is located within the flood hazard area. Future development in the floodway is mostly limited to maintaining existing structures. In the floodplain within downtown Windsor (see the rectangular area in the image), redevelopment and infill development is encouraged as long as it meets standards to mitigate against flood hazards.

Four large areas, including portions of school athletic fields, Paradise Park and the fields along the Connecticut River north and south of the downtown area, serve as important flood storage areas (see circular areas shown in the image). Maintaining these areas for activities that also allow for continued flood storage will help to prevent increasing the flood risk to the downtown.

The regulated flood hazard areas extend to the west along the Mill Brook, ending approximately where Estey Lane and Brook Road intersect. Much of the areas damaged in 2011 by Tropical Storm Irene are not located within the flood hazard area. However, most of this damage was caused by erosion, not flood inundation. The Southern Windsor County Regional Planning Commission received funding in 2013 to complete a study to identify erosion hazard areas along the Mill Brook. Once erosion hazard areas have been determined, this section will need to be updated.

Flood resilience is also addressed by existing zoning provisions for stream buffers. (See the Shorelands section of this Plan.)

The Town owns two dams: Ascutney Mill Dam (Mill Brook/Pond) and Lake Runnemede Dam. The Lake Runnemede dike is also owned by the Town. Prison Pond Dam on the Hubbard Brook is owned by the State of Vermont. The Town has developed an Emergency Action Plan for the Ascutney Mill Dam. The structure is in poor condition and improvements are being planned at the writing

of this document.

Goals

1) Increase disaster preparedness of critical town services to enhance public safety, avoid economic destruction, and reduce human suffering from flood losses.
2) Prevent flood damage through land use policies and regulations that control development in flood hazard areas and recognize the natural flood storage capabilities of wetlands.
3) Prevent flood damage through proper ongoing maintenance of dams, dikes, berms or other flood control structures.

Policies

1) When property is subdivided in flood prone areas, require subdivision plats to clearly show elevations and borders of flood prone areas.
2) Development within FEMA floodway and floodplain areas are subject to the flood hazard provisions within Windsor's zoning bylaws.
3) The lands along the Connecticut River that are within the Conservation future land use category are intended to only allow land uses that preserve floodplain areas for conveyance and storage of floodwaters, such as farming or outdoor recreation.
4) Regulate new development outside the floodplain to minimize adverse effects of increased stormwater runoff on the floodplain.
5) Maintain the capacities of drainage channels and detention facilities, and avoid substantial reductions in flood storage through wetland destruction.

Recommendations

1) Advise residents about flood hazard, flood insurance, and flood protection measures.
2) Ensure that potential purchasers of flood prone property are aware of the hazard.
3) Maintain a library of references on flood insurance sources and flood protection in the Municipal Building.
4) Provide flood warning to the public and develop a response plan.
5) Investigate the possibility of earning an improved CRS classification for the Town in order to decrease the adverse effects of flooding on the community and reduce flood insurance rates.
6) Work with partners to evaluate erosion hazards along the Mill Brook.
7) Update this section and/or the local Hazard Mitigation Plan to analyze and mitigate these erosion hazards in order to improve community resilience to flooding and erosion damages.

LAND AND MINERAL RESOURCES

Soils vary greatly in their composition, which will determine where water impoundments occur, the kind and amounts of vegetation that will grow, and what types and intensities of land uses are most appropriate. In rural areas, where public water and sewer services are not available, the development potential of each site will be determined by the on-site septic suitability of the soils.

Steep Slopes

According to the U.S. Department of Agriculture, Natural Resources Conservation Service (NRCS), all types of construction should be avoided on lands with slopes over 25 percent. However, some uses – such as hiking or ski trails – may be suitable in those steep slope areas. Slopes between 15 and 25 percent may not be suitable for development due to limitations for septic systems, erosion and stormwater runoff problems, and high construction costs. Engineering or other special design techniques may be needed to avoid these potential problems. Driveways over 12 percent in grade are

generally considered to be too steep for safe emergency vehicle access, and are difficult for maintenance and vehicle access in the winter months. Town highway standards, subdivision and zoning regulations contain provisions regulating the steepness of grade and drainage techniques of roads and driveways.

Agricultural Soils

There are a few working farms in Windsor, which contribute to the local economy, provide crops to support local businesses (e.g. American Crafted Spirits), and maintains rural character. Working farms are important to support the growing desire for local foods and healthy lifestyles. Farm-to-Plate and Farm-to-School programs are valuable, and are supported by a number of organizations, such as Vital Communities, Vermont Sustainable Jobs Fund and the National Farm to School Network. As discussed previously in this chapter, some active farms also serve as floodplains or other important functions.

The NRCS has identified the most productive agricultural soils (see the Natural Resources Map). The NRCS category of "prime agricultural soils" has the greatest potential for productivity and is important for current and future food production. "Soils of statewide significance" are also important, but limited in their productive capacity by slope or other mitigating factors. Once these soils are disturbed for construction, their potential for farm productivity is lost. Preserving large contiguous areas of these important agricultural soils is important for future local food production.

Forestry

Forests serve a variety of functions and uses (i.e. protect air and water quality, wildlife habitat, forestry, home heating fuel, maple sugaring, and outdoor recreation), and contribute significantly to rural character. The larger the blocks of contiguous forestland, the greater the number of wildlife species it supports. Connections between large blocks of forest land allow for larger habitat areas and greater biodiversity. (The Current Land Use Map shows undeveloped, forested areas and conserved lands.) Ascutney State Park and the prison lands include large areas of forested lands. In addition, there is over 3,000 acres enrolled in the Use Value Appraisal (Current Use) program. However, significant forested areas are under private ownership at this time. Fragmentation and parcelization of forest lands threaten the value of or access to these resources.

Earth Extraction

Rock, sand, gravel and other mineral resources are important commodities for home or road construction or other uses. There are a few gravel pits or quarries in Town: adjacent from Miller Construction on US Route 5 South, next to the golf course on US Route 5 North, and the Town-owned gravel pit off the Back Mountain Road. Local production of these materials could benefit the taxpayers. However, mining and mineral extraction activities can also adversely affect the roads, rural landscape, essential wildlife habitat, and the peace and quiet of the rural community. New or expanded extraction operations are subject to conditional use review under the zoning bylaws.

Goals

1) Land use types and intensities will be consistent with the suitabilities and limitations of the soils and topography of each site.
2) Promote the continued use of agricultural and forested lands in a manner which helps to maintain or preserve the natural beauty, function and productivity of the lands.
3) Encourage the sustainable extraction and processing of mineral resources in a manner that is appropriate and consistent with Windsor's rural character.

Policies

1) Development on steep slopes must take special precautions to avoid undue environmental impacts, such as erosion and stormwater, including:
   a) Avoid development (other than appropriately designed recreational trails and related facilities) in areas predominated by slopes exceeding 25% or at elevations above 2,500 feet; and,
   b) Developments on slopes over 15% shall:
      i. Minimize areas of earth disturbance (i.e. clearing vegetation and grading);
      ii. Minimize the potential impacts of erosion and stormwater; and,
      iii. Maximize on-site water infiltration.
2) Primary agricultural lands, as defined by the USDA, should be devoted to the production of agricultural products, or to uses that will maintain or preserve such lands for future agricultural operations.
3) Promote farming and the production of local, healthy foods.
4) Any development planned for agricultural or forested lands should locate to the periphery of these resources in order to avoid fragmentation and encourage the natural productivity of these lands.
5) Earth resource extraction activities shall:
   a) Not cause undue adverse effects upon surrounding properties;
   b) Mitigate adverse impacts on important wildlife habitat and the environment; and,
   c) Provide adequate site restoration at the completion of extraction activities.

Recommendations

1) Review zoning and subdivision bylaws for consistency with the policies in this section.
2) Provide healthy food, an increase awareness of agricultural and environmental responsibility.
3) Support Farm-to-Table and Farm-to-School programs.

WILDLIFE HABITAT/NATURAL AREAS

There are five key ingredients of wildlife habitat: food, cover, water, space, and arrangement. The wise use of our natural resources through effective planning and zoning will provide a wide diversity of wildlife for all to enjoy.

Along with surface waters, wetlands, and shorelands, forest land is especially valuable as wildlife habitat, and should be managed as an important natural resource. Large blocks of forest lands and other undeveloped lands, and the connections between them, are important for wildlife habitat; the larger the blocks of these lands are, the better they support biodiversity. Policies regarding the use of forest land are discussed in the Land Use chapter of this plan.

Windsor also possesses several unique and outstanding natural areas. These are areas that deserve special attention because they contain rare plant or animal species; provide unique or irreplaceable economic, aesthetic, recreational, or educational value; or represent an outstanding or unique example of a particular type of natural feature or habitat. Examples include Lake Runnemede, Mill Pond, Paradise Park, Ascutney State Park, and rare, threatened and endangered species as shown on the Natural Resources Map. Special care should be taken to protect these unique natural features from future development or redevelopment.

Goals

1) Maintain and improve significant wildlife habitat and travel corridors.

Policies

1) Avoid adverse impacts of development to rare, threatened and endangered species. The Development Review Board may seek recommendations from the Vermont Fish and Wildlife Department in order to evaluate how a project impacts known locations of rare, threatened and endangered species.
2) Developments shall be sited in order to minimize impacts on significant wildlife habitat and travel corridors. Require a planned unit development review process for large developments in order to allow flexibility in site design and minimize impacts on wildlife habitat and travel corridors.
3) Maintain adequate food, water, shelter, and travel corridors for wildlife.
4) Promote a heightened level of awareness among the general public concerning the fact that most natural areas contain wildlife habitats which deserve our respect and protection.

Recommendations

1) Consider the potential impact of any development proposal on wildlife.
2) Recognize, maintain and improve wildlife habitat and travel corridors in and between Paradise Park, prison lands, State Park and Connecticut River corridor.
3) Surface water must be kept clean for wildlife. (See "Shorelands/ Surface Waters/Wetlands")
4) Maintain up-to-date maps of deer wintering areas and other significant wildlife habitats, particularly if threatened or endangered species are involved as recognized under state or federal law. Work with the Vermont Fish and Wildlife Department to improve habitat maps and identify priority habitat and wildlife travel corridor areas for protection.
5) Establish a Conservation Commission to inventory significant plant and animal species and their locations, map wildlife travel corridors, and to advise the Planning Commission on these and other matters concerning the natural environment.
6) Study options of preserving significant habitats and woodlands such as the purchase, donation, or transfer of development rights.
7) Encourage local school use of environmental educational programs to instruct children on environmental issues and the Farm-to-School initiative.

AIR RESOURCES

Windsor currently does not have an air quality problem according to national standards. As a result, the Town's good air quality constitutes an environmental resource that has aesthetic as well as human health benefits. Elements that could negatively affect air quality include: smell, light, particulate matter (from dust, smoke or fumes), radiation, chemical vapors, motor vehicle exhaust and power plant emissions. Outdoor lighting can also negatively impact safety and the dark night sky.

Goals

1) Maintain Windsor's existing ambient air quality.

Policies

1) Development is subject to the performance standards in the Windsor Zoning Regulations as they relate to air resource impacts.
2) Proposed new lighting shall avoid glare and other unnecessary light pollution.
3) Outdoor lighting levels should be a balance between aesthetics, security, energy efficiency, reducing adverse impacts on the night sky, and safety (i.e. reducing glare).

Recommendations

1) Town equipment should meet emission standards.
2) The Town should take an active role in the review of development proposals or plans that could adversely affect air quality.

SCENIC RESOURCES

Mount Ascutney, which is partially located in the Town of Windsor, is known regionally as an important scenic resource. Distant views of the mountain are an important sense of identity for Windsor and the surrounding area. The scenic mountain was an important focal point for the Cornish Artist's Colony centered in Cornish, NH in the late 1800s and early 1900s.

Other significant scenic resources include:

1. Connecticut River – Views of the River from US Route 5 are an essential aspect of the Connecticut River Scenic Byway. The large farm fields located between US Route 5 and the River both to the north and south of Downtown are very significant to maintain this scenic corridor.
2. Pastures and Farm Fields – In general, these features contribute to rural character and are results of the desired working landscape economic activities in rural areas. Specifically, fields along US Route 5 across from Artisans Park are scenic and maintain a pleasant rural gateway from I-91 Exit 9 into the Town of Windsor, as well as the fields along the river as discussed above.
3. Ridgelines and Prominent Knolls – High elevation areas and ridgelines include Mount Ascutney as well as the long ridge that roughly parallels I-91 to the west and extends generally between Hunt Road and the Hartland town line. Not only is this ridgeline in itself scenic, but it also divides the rural countryside to the west from the urbanized areas in Windsor to the east.
4. Natural areas controlled by the State including the State Park and the scenic portions of the prison lands along the Marton Road area. Not only are these areas scenic, but they provide other valuable functions, such as wildlife habitat, stormwater/groundwater recharge, and outdoor recreational opportunities.
5. Lakes and Ponds – Mill (Kennedy) Pond, Lake Runnemede and the prison pond are important scenic assets for the community.
6. Paradise Park – Not only is this park an outstanding recreational asset, it is also an important scenic area surrounding Lake Runnemede. Located just north of Downtown, this area provides a clear divide between the urban area and the rural countryside. This area contributes to a pleasant rural gateway for visitors entering Windsor from the north.
7. Great views of the Connecticut River can be found from the Great Farm and other properties to the east of US Route 5 North. These areas could support developments that take advantage of these views and great access to I-91 Exit 9. These scenic qualities may be impacted by adjacent uses, such as fuel distribution and contractor yards.
8. Hunt Road – Rural western sections of Hunt Road are very scenic and worth preserving the rural character that it currently provides.

Goals

1) Preserve these scenic resources that most contribute to Windsor's rural character.

Policies

1) Development is discouraged in identified scenic resource areas. Any development in these areas shall minimize negative visual and environmental impacts through the careful placement of buildings, limited clearing, landscaping, screening and other methods.

Recommendations

1) Consider mapping scenic resources.
2) Consider land use regulations to restrict developments in scenic areas.

HISTORIC PRESERVATION

The Town of Windsor has played a conspicuous and important role in the history of Vermont and of the United States. Groundbreaking political events have taken place in Windsor: the ratification of the Vermont Constitution in 1777 in Elijah West's tavern on Main Street established the Republic of Vermont and set an important precedent for the guarantee of personal freedom enjoyed today by all Americans. Windsor was home, in the 19th Century, to the birth of the American machine tool industry and to the pioneering of mass production techniques; a local factory supplied federal troops with rifles during the Civil War. This part of the town's history is preserved and explained today at the American Precision Museum. Windsor was also important in the early development of Vermont's legal and correctional systems.

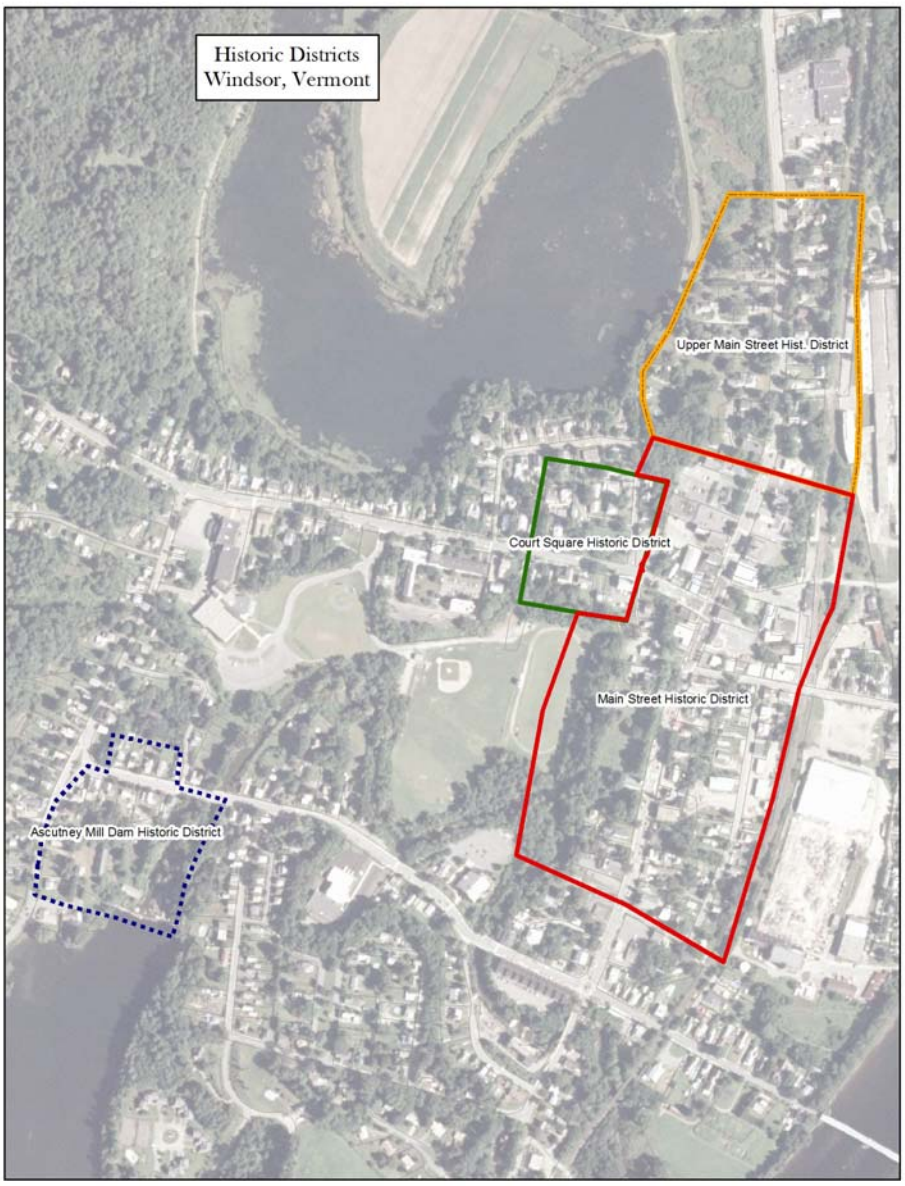
The town's role in the making of regional, state, and national history is a source of pride and community spirit for local residents. It is also an economic engine for the town and the region. The development and promotion of "heritage tourism" can simultaneously preserve valuable resources and support the local economy.

Windsor's architectural heritage spans the late Eighteenth, Nineteenth, and early Twentieth Centuries and represents the entire spectrum of commercial, domestic, and public architectural styles. Individual buildings and the streetscapes on Main Street and around the Common create a downtown with many of its historic resources intact. Only a few non-contributing buildings interrupt the cohesiveness of the following distinct areas in Town:

a) Upper Main Street Historic area that is listed on the State Register of Historic Places extends along both sides of North Main Street from approximately 100 feet north of the Constitution House to approximately 25 feet north of the Stoughton House, encompassing approximately 500 feet both east and west of Main Street.

b) Main Street Historic area that is listed on the State Register of Historic Places includes the downtown area, from approximately 25 feet north of Stoughton House, encompassing 500 feet both East and West of Main Street to Durkee Street. Also included are Depot Street and lower State Street between Main Street and Court Square.

c) Court Square Historic area that is listed on the State Register of Historic Places encompasses approximately 250 feet from any point on the center line of a parallel and adjacent perimeter street to form a perimeter around Court Square.



d) The Ascutney Mill Dam Historic area that is listed on the State Register of Historic Places centers around the Ascutney Mill Dam and surrounding buildings. The boundaries are Ascutney Street, Union Street, a parallel line approximately 300 feet west of Clough Avenue and a parallel line approximately 400 feet south of Union Street.

State historic districts are catalogued in the Vermont Historic Sites and Structures Survey, which is a list of "districts, sites, buildings, structures, and objects" of local, state, and national significance in "history, architecture, archeology, and culture" maintained by the state Division for Historic Preservation. The state survey characterizes the building stock in areas a, b, and c as "excellent, if not outstanding." Together, these three contiguous areas also comprise a National Historic District along with Phelps Court. The National Register of Historic Places is "the official federal listing of historic, architectural and archeological resources worthy of preservation." See the image above which shows Windsor's Historic Districts as described in this Section.

In 2012, a proposal to expand Windsor's Historic District was submitted to the State. The review of this proposal is pending at this time.

An important part of Windsor's downtown revitalization and historic preservation efforts is maintaining the Downtown District that is designated under Vermont's Downtown Program. See the Land Use Chapter for a map and more information. Also important are the Design Review Districts and related standards as most recently adopted in Windsor's zoning bylaws.

Another important part of Windsor's history and heritage is agriculture. Agriculture has seen significant declines in recent years, but has historically played an important part in Windsor's culture and economy. Policies for the use of agricultural land are discussed in the Land Use chapter.

Historic farmhouses, barns and other accessory structures, such as carriage houses, are important resources for the community.

Goals

1) Identify, protect and preserve important historic features, including important historic structures, sites or districts, and archaeological sites.

Policies

1) Preserve the existing facades, and, to the extent possible, preserve the historic integrity of the interiors of all buildings of historic significance.
2) Continue appropriate regulations for signage.
3) Ensure compatibility of new buildings and additions in the Historic Districts.
4) Promote the cultural heritage (local, state, and national) of Windsor, in order to protect historic resources and expand the heritage tourism economy.
5) Maintain and extend the inventory of historic districts and landmarks.
6) Identify significant archeological sites that may be hidden or not readily apparent.
7) Any development should take precautions to preserve historic farmhouses, barns and other historically significant accessory structures, such as carriage houses, where structural conditions make it feasible.
8) Preserve and maintain the historic character of the Cornish-Windsor Covered Bridge.
9) When making repairs to the historic concrete arch bridge (i.e. Bridge #55) on South Main Street efforts should be made to preserve the historic arches and railings.

Recommendations

1) Utilize the Windsor Design Review Commission as advisors to the Development Review Board for review of exterior changes in buildings, demolition, and new construction within locally designated Historic Districts or involving Historic Landmarks.
2) Utilize Historic Windsor, Inc. staff and volunteers, and volunteers from the Windsor Historical Society for assistance, planning, and implementation of preservation projects in the community.
3) Encourage and support the concept of historic, or heritage, tourism and make the promotion of local and regional historical and cultural resources a priority of the community in order to increase the number of tourists visiting Windsor annually.
4) Review land use regulations to ensure that they encourage use and reuse of existing buildings and carefully control land use, signage, and parking in locally designated Historic District(s).
5) Encourage the Board of Selectmen to enact tax incentives for rehabilitation of buildings and compatible new construction in the Historic Districts.

6) Encourage the town to provide the highest quality maintenance and upkeep of all cemeteries in Windsor.
7) Encourage the use, and require the maintenance and upkeep of vacant and historic structures.
8) Encourage owners of downtown historic properties to take advantage of tax credits for building rehabilitation, façade or code improvements, available through Vermont's Downtown Program.

9. ECONOMIC DEVELOPMENT

PURPOSE

The purpose of this chapter is to document the existing local economy and identify desired future economic development conditions in accordance with 24 V.S.A. §4382(a)(11).

PRESENT ECONOMIC CONDITIONS

Windsor has a proud history as a manufacturing center. While manufacturing has declined in recent decades, it is still an important local economic sector along with education, health care, government, trade/transportation/utilities and professional services. A large proportion of residents are employed in the Upper Valley, an easy 15-20 minute drive north on I-91. Historic and existing economic conditions are discussed in the next sections.

History

Windsor's economy has traditionally been based largely on industry and manufacturing. As long ago as the early 1800s, the foundation for the American industrial revolution was being laid in Windsor. The Town's industrial base took shape and expanded during the years leading up to the turn of the Century, and remained strong for another 75 years or more. Its growth went beyond town borders and blossomed throughout the region, most notably in Springfield. The design and manufacture of machine tools were so prevalent in the regional economy during this period, and played such an important role in the industry at the national scale, that the area became known as Precision Valley.

During the past 25 years, national and international economic trends have brought major changes to Windsor. Manufacturing continues to play an important role in the local and regional economy, but it does so at a dramatically reduced scale when measured in jobs and contribution to the local tax base. A large network of infrastructure and services established to support the historic manufacturing center is expensive to maintain, but presents a unique opportunity to support desired growth in and around the historic downtown.

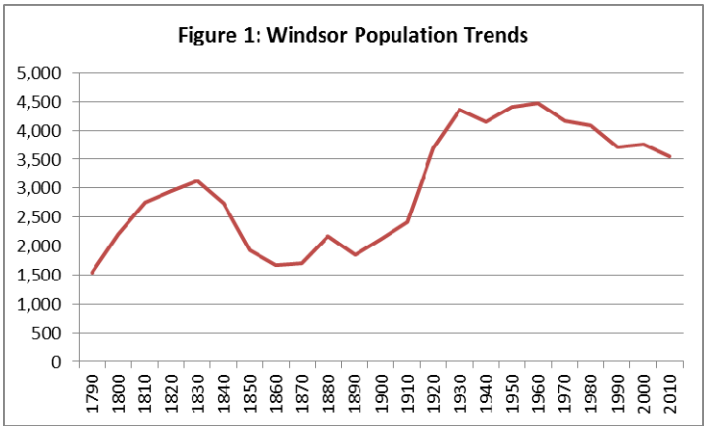
Local Businesses

According to the Vermont Department of Labor statistics, there were 120 local employment establishments in 2010 (see Table 1). A few notable, large employers include Mt. Ascutney Hospital, Windsor School District, Cedar Hill Continuing Care Community and Seldon Technologies. Located in the Windsor Industrial Park are Harpoon Brewery, Simon Pierce, Land Air Express, Lebanon Screw Products and other businesses. Recently established local businesses include American Crafted Spirits, Vermont Farmstead Cheeses, and The Sustainable Farmer. Soon to come, a new restaurant is locating in the former Windsor Station Restaurant building.

Employment and Wages

Since 1990, employment trends in Windsor have been mixed. The recent growth of the Windsor Industrial Park has been positive. Mount Ascutney Hospital, the largest employer in town, has been expanding in recent years and has an excellent reputation. Revitalization of several downtown properties is completed or underway, and many are fully leased. The Cone property has changed hands, with its current high-tech tenant expanding. The former Goodyear Campus is a currently underutilized asset, but the brownfield contamination is being addressed.

However, the loss of the two largest employers in Town, Goodyear and Cone-Blanchard, has impacted the community in terms of lowering household incomes and reducing local tax revenues. Household incomes lag behind Windsor County and the State of Vermont; the Town's median family adjusted gross income is about 82% of the County level (see the Economic Profile). During this same period, Windsor's population has declined 20% since it apex in 1960 (see Figure 1).



Employment sectors that have been growing in Windsor between 2000 and 2010 include education, health care, professional and business services, and trade/transportation/utilities (see Table 1 below). Other important local economic sectors include manufacturing and government jobs, which have declined during the same 10-year period. In addition to employment by economic sector, Table 1 also presents average wage rates by sector. See Table 2 and the related discussion on median family adjusted gross income in the Housing Chapter for more information on wages.

Table 1: Covered Employment & Wages in Windsor (2010)

	Establishments		Employment		Average Wage	
Industry	**2000**	**2010**	**2000**	**2010**	**2000**	**2010**
Manufacturing	16	12	291	180	$29,053	$49,223
Trade, Transportation, and Utilities	24	26	161	188	$21,239	$25,654
Information	3	2	10	N/A	$21,163	N/A
Financial Activities	9	8	35	N/A	$23,832	N/A
Professional and Business Services	12	20	48	73	$26,046	$45,686
Education and Health Services	12	15	446	632	$25,359	$43,792
Leisure and Hospitality	11	9	99	60	$10,246	$16,182
Other services, except public administration	22	15	68	67	$18,126	$20,421
Federal Government	3	3	15	11	$34,825	$46,837
State government	1	2	56	60	$34,381	$56,782
Local government	9	8	218	204	$25,712	$34,311

Source: VT Department of Labor, Economic & Labor Market Information (June 9, 2011)

Many residents commute to the regional job center in the nearby Upper Valley (i.e. Lebanon and Hanover, NH and Hartford and Norwich, Vermont) due to higher wages and large employers, such as Dartmouth-Hitchcock Medical Center, Veterans Administration Hospital and Dartmouth College. According to 2010 Longitudinal Employer-Household Dynamics (LEHD) data from the U.S. Census Bureau, nearly 40% of working residents commute to the Upper Valley. Relatively low housing costs, easy access to the Upper Valley via I-91, and other factors combine to make Windsor an attractive location for commuters. As a result, Windsor is becoming increasingly a bedroom community for this area.

Local Assets and Opportunities

Windsor has a number of assets that can serve to attract new development and expand existing businesses. These assets include the following:

1. **Access -** Excellent Interstate access (I-91 and I-89) and the strong "influence" of regional metropolitan areas (Boston, New York, and Montreal) that offer complimentary opportunities for

tourism and economic development. Windsor is also accessible by rail for both passenger and freight transportation.

2. **Downtown Property -** A substantial amount of "unused facilities assets" in the town and the region are available for development without adversely impacting open land. These include several former industrial properties, including the former Goodyear campus, that are undergoing site assessment in order to determine the nature and extent of contamination, and the costs for cleanup. These properties are already connected to public water and sewer, and are therefore attractive for commercial and light industrial development. Relatively cheap rents for downtown store fronts present a unique opportunity for start-up businesses. The Downtown Master Plan identifies vacant properties that can support a lot of growth in a way that is consistent with State planning goals and Smart Growth principles.
3. **Artisan Park** – The Industrial Park has grown significantly in recent years. Now called Artisan Park, it is home to Simon Pierce, Harpoon Brewery, Vermont Farmstead Cheese Company, Sustainable farmer, Great River Outfitters, American Crafted Spirits and Path of Life Garden.
4. **Entrepreneurial energy -** A high level of entrepreneurial energy presents an opportunity for economic development. This energy is the result of the major economic changes that have taken place in the region over the last 20 years. The growth of technology-oriented businesses and start-ups coming out of the Dartmouth College and DHMC academic/medical hubs are creating job and business development opportunities throughout the region.
5. **Infrastructure -** The Town has ample infrastructure capacity in its water treatment and sewer plant, as well as established sewer and water lines within most of the desired area for economic development. The Town recently completed a large upgrade to the municipal water system. Windsor has high speed internet services available, but is lacking faster speeds made available with fiber optic. However, a fiber optic line crosses over from New Hampshire into Windsor along River Street. Extending fiber optic into Windsor would support local economic development initiatives.
6. **School Capacity -** The Town has ample space within its school system to encourage property and business development that would attract a younger workforce with school age children. The school facility was renovated in 1997 and is within easy walking distance of the Downtown, residential neighborhoods and recreational assets. It would benefit Windsor to become designated as a regional high school for the surrounding area.
7. **Natural Resources -** Natural resources abundantly located within Windsor add an intrinsic value to the Town as a location for economic development. Nowhere else in this area is such an attractive historic downtown surrounded on all sides by water: the Connecticut River, Mill Brook, Lake Runnemede and Mill Pond. Mount Ascutney provides a scenic backdrop for the downtown, with the State Park and trail networks providing excellent recreational opportunities.
8. **Historic and Cultural Resources -** The commitment of the Town and property owners to preserving important historic resources and celebrating local history, combined with strong community support for the arts and innovation adds value to existing businesses and enables economic development officials to market the cultural vibrancy of the community.
9. **Social Services -** Along with Windsor's cultural and historical attractions, the community's continued commitment to strengthening the Town's social services infrastructure via the Mount Ascutney Hospital, the Mount Ascutney Prevention Partnership, the Windsor Community Resource Center, the Windsor Recreation Department and other organizations and programs denotes a community invested in all of its citizen's needs.
10. **Local Incentive Programs** – The Town offers a wide array of programs to encourage economic development, including: a Downtown Program, tax stabilization, revolving loan fund, Windsor

Improvement Corporation (WIC), as well as a brownfield redevelopment program (in coordination with the State and Southern Windsor County Regional Planning Commission).

Challenges and Limitations

In addition to the assets that favor Windsor's economic future, the Town faces several challenges or limitations in its economic development efforts:

1. **Balancing Growth and Change with Quality of Life** – Windsor has gone from being an employment center and bustling community of over 4,100 residents, to being a bedroom community to the Upper Valley with less than 3,600 residents. These changes, along with the aging of the population, have made the Town a quieter community than it was in years past. The Town may face challenges as new developments are proposed in defining the community's historic character.
2. **Balancing Housing with Job Creation** – The need for housing in the Upper Valley has increased the interest on the part of developers to develop housing in surrounding towns, including Windsor. The community needs to be mindful of the structural limitations to development noted previously, while at the same time carefully consider the best locations for new housing, and to encourage the types of development that will best serve the needs of a growing community and a vibrant downtown. Housing should serve a broad spectrum of income groups but an emphasis should be on upgrading the current stock of housing and encouraging development of housing that will maximize contributions to the tax base while at the same time minimize cost to the community to provide municipal services.
3. **The NH Advantage** – Windsor borders the State of New Hampshire, which does not assess a state sales or income tax. This limits the ability to establish a local option tax in Windsor.
4. **Available Land Area** – Windsor is one of the smallest towns with a total land area of 12,544 acres, while the average size of a municipality in Vermont is approximately 24,000 acres. In addition, approximately 4,360 acres of land in Windsor are owned by the State of Vermont, leaving Windsor with potential taxable acreage of just over 8,000 acres, or one-third the amount of taxable land available to most other towns. Development opportunities are further reduced by other constraints including lands with excessive slope, FEMA floodway and floodplain areas and other factors. However, the recently completed Downtown Master Plan identified significant development and redevelopment potential within and adjacent to the downtown. Furthermore, the future land use map identifies other areas that, with careful site planning, could be developed with significant benefit to the Town.
5. **Infrastructure** – The public water and sewer infrastructure system and level of municipal services – that is similar to those found in larger communities – was designed for Windsor's past role as a regional center and hub of manufacturing activity. It is costly and there is only a limited tax base to maintain the existing levels of service and the aging infrastructure. Therefore, Windsor seeks to grow the grand list in areas that are served by this infrastructure and maximize existing buildings to hook into the water and sewer systems when applicable.
6. **Brownfield Contamination** – Assessment and remediation of contamination on former industrial properties (i.e. brownfield sites) designated for economic development hamper the timely development of buildings and/or properties for other uses. The Town is actively working to help remediate these contaminated sites.
7. **Floodplains** – Much of the Town needs to resolve issues inherent in the re-mapped floodplain areas along the Connecticut River and other sections of the Town with the Federal Emergency Management Agency (FEMA) so that developers and property owners can accurately determine the costs associated with construction and insurance. The Town is developing a community flood study to better understand the development limitations and educate property owners.

A significant amount of planning and environmental assessment work has been completed for the Downtown area. The strong economy of the Upper Valley has resulted in a tight housing market that

brings many who work in the Hanover and Lebanon area to Windsor in search of housing. Windsor's current challenge is to continue the work of rebuilding and revitalizing its downtown while working to achieve a balance of jobs and housing. A strong employment base in or near the downtown is important for maintaining and building a strong downtown business district.

DESIRED FUTURE ECONOMIC DEVELOPMENT

Windsor's primary goal is to encourage economic development that is consistent with the Land Use Chapter and State Planning Goals. Economic development activity is desired in locations that are to the east of I-91 and where infrastructure exists to support it. The Downtown Master Plan identifies opportunities for significant development and redevelopment. Desired land use development patterns are described in more detail in the Land Use Chapter, the following descriptions highlight the types of economic growth that the Town would like to see in certain areas of the community.

1. **Downtown** – In general, the Downtown is the location for retail, civic and other high-intensity and pedestrian-oriented uses. Economic development in this area generally involves adaptive reuse of historic buildings, upgrading existing facilities and in-fill development opportunities. The Downtown Development Committee supports this activity by working with current and prospective business and property owners. (See the Downtown Master Plan presentations available through Windsor on Air for more information.) Certain manufacturing uses that are compatible with residential and commercial uses are encouraged in and around the former Cone-Blanchard and Goodyear sites, as long as they meet the flood hazard provisions in the zoning bylaws.
2. **Industrial Activity** – Industrial or manufacturing uses are generally to be located in the Windsor Industrial Park (i.e. Artisan park) and the industrial zoning district along US Route 5 at the southern end of Town. Activities in these areas need to minimize negative impacts on neighboring properties and provide landscaping to screen the industrial sites from the traveling public. The average visitor to Artisan Park may not associate that it is located within Windsor; improving connections via infrastructure or marketing to the rest of Windsor would help improve this situation.
3. **Roadside Areas** – These areas as shown on the Future Land Use Map is for traveler-related services, but shall not include retail and other uses that detract or compete with uses designated for the Downtown area. The primary concerns for this area are to site buildings closer to the road, place parking to the side or rear of the buildings, and employ sound access management strategies in order to prevent strip commercial development and to create a safe and pleasant gateway into downtown Windsor.
5. **Rural Working Landscape** – Rural working landscape economic activities (e.g. farming, forestry, and earth extraction) are suitable for the rural areas that surround the downtown and other built-up areas. These working landscape activities and home occupations will help to preserve rural character and provide economic development options for rural parts of Town. Such activities should follow best management practices in order to minimize impacts on the environment and adjacent properties.

ECONOMIC DEVELOPMENT STRATEGIES

The following economic sectors have seen a great deal of growth in the last few years or are highly desirable, and are encouraged to locate or expand in Windsor:

- **Wood products**, from craftsman level to the small manufacturer, is a consistent growth sector in Vermont, Windsor County and the Town of Windsor. Specialty and niche market Vermont made wood products have global appeal and a sustainable market. Wood specialty products are a viable economic activity.
- **Entrepreneurial start-ups** and established **"high tech" research and development companies** are viewing our area as an attractive location for its quality of life and proximity to higher education

- **"Cultural Heritage Tourism"** offers a significant opportunity to attract visitors to the community. Windsor's has numerous opportunities to capture this economic sector by capitalizing on its historical significance, early industrial activities, and proximity to art colonies, artists and museums. The recent relocation of the Cornish Colony Museum to Main Street in Windsor has enhanced this sector in the downtown.
- The **Creative Economy** is a term that refers to the changing nature of the economy from one that is machine-driven to one that relies on the creativity of individuals. The term also refers to the value of cultural amenities in the decisions that individuals and companies make about where they want to live and work.
- Ranging from artisan-based shops to internet-based services and products, this sector is growing in Vermont, and has strong representation in Windsor. This "creative sector" includes the activities of cultural organizations, individual artists, self-employed creative professionals, inventors, performers, and craftspeople. It also includes services such as: software development, news, entertainment, and advertising and is an economy based on ideas that add value across the economic spectrum.
- Maintain designation in Vermont's Downtown Program.

WINDSOR'S DESIGNATED DOWNTOWN DISTRICT

The purpose of this section is to document Windsor's designated Downtown District and the importance of maintaining this designation in order to further goals of this Plan per Act 59 [24 V.S.A. §2793(c)]. Benefits of designation are listed in 24 V.S.A. Chapter 76A.

Windsor has been pursuing economic revitalization efforts in the downtown for many years. In 1999, Windsor received an official Downtown Designation from the State of Vermont. This designation was most recently renewed in 2010. Renewal is due again in October 2015. It is critically important to maintain designation in support of Windsor's downtown revitalization efforts.

The boundaries of the Downtown District are shown on the Future Land Use Map. This area is comprised essentially of the traditional central business district, and it includes a substantial part of Windsor's historic district as listed in the National Register of Historic Places. A pending proposal to expand Windsor's National Register historic district encompasses the entire Downtown District area and beyond.

A Design Control District was adopted by the Town to maintain the historic character and scale of the structures within this area. Both design control sub-districts, when combined, coincide with the Designated Downtown boundary.

The Windsor Downtown Committee is the entity that is primarily responsible for the local Downtown Program. The Town and Committee have been very active in recent years, completing the following downtown revitalization efforts:

a) Completing a Downtown master planning effort;

b) Reconstructed sidewalks along South Street;

c) Made streetscape improvements along Depot Avenue and River Street;

d) Rehabilitated the historic arch bridge on South Main Street;

e) Is hiring a consultant in 2014 to develop a scoping and feasibility study for bicycle and pedestrian improvements within the Downtown and extending north along US Route 5;

f) Developed a Capital Budget and Program for planned infrastructure improvements within Downtown and beyond.

In addition, VTrans plans to pave Main Street in 2015.

Renewing Downtown Designation is important to recognize local efforts to preserve and revitalize historic downtown Windsor, and to provide tools that help to implement goals, policies and recommendations of this Plan, including the following excerpts:

a) Furthering the intent of the Land Use Chapter for the Downtown to serve as the traditional center of the community, with an urban infrastructure that allows for the highest densities in Town and enables travel by walking, bicycling and public transit.

b) Implementing the Downtown Master Plan as discussed in Land Use and Economic Development Chapters.

c) Windsor's participation in the Downtown Program makes these building owners eligible for tax credit programs that encourage improvements to historic buildings (see page 27).

d) The importance of keeping Downtown Designation for maintaining certain local incentive programs for economic development as discussed on pages 59-60.

Goals

1) Create a diversified, sustainable economic base within Windsor that will provide measurable job creation and retention.
2) Seek economic activities that will provide competitive wages, benefits and job opportunities.
3) Create an incubating environment for "creative economy" enterprises to start-up and flourish in Windsor.
4) Maintain local downtown revitalization programs and initiatives in order to achieve an economically strong Downtown District in accordance with the Historic Downtown Development policies and purposes in 24 V.S.A. §2790.

Policies

1) Develop a technology environment (Wi-Fi, high speed internet access and bandwidth) within the core downtown area that will support potential business applications.
2) Achieve sustainable occupancy within designated economic development areas with businesses and activities that are compatible with the goals and objectives of this chapter.
3) Establish Windsor as a prime destination for "heritage tourism" and outdoor recreation, and as a regional center for cultural institutions and events.
4) Provide reliable, affordable, and relevant social services attractive to employers and workers, such as day care, elder care, recreation, health care, arts and culture, etc.
5) Build on the community's past history of innovation and cultural development to attract the casual visitor with goal of encouraging them to think of Windsor as a place to spend time, and perhaps live or start a business.
6) Match economic development activities with proportional growth in Town provided infrastructure, services and support required to sustain a robust and diverse community.
7) The Town shall continue to participate in Vermont's Downtown Program.

Recommendations

1) Evaluate extending fiber optic into Windsor in order to support local economic development initiatives.
2) Improve connections between Downtown and Artisans Park via a Riverwalk path, bicycle routes or other linkages.

3) Support the Windsor Improvement Corporation as Windsor's Economic Development "arm."
4) Continue to work towards integration of local economic development efforts through WIC with regional efforts through the Springfield Regional Development Corporation and statewide efforts through the Vermont Agency of Commerce and Department of Economic Development.
5) Participate in the creation and maintenance of a web-based database of commercial and industrial properties in Windsor.
6) Ensure continued cooperation between the planning commission and local economic development groups.
7) Ensure the availability of adequate municipal services in Windsor's designated downtown and other locations where development is specifically encouraged in this Plan.
8) Encourage the rehabilitation and use of existing, downtown retail and industrial space through zoning, local tax incentives, and other appropriate means.
9) Support the continued use and expansion of rail facilities for passenger and freight service.
10) Work with state and regional agencies to market Windsor and the surrounding area as part of the Connecticut River Scenic Byway.
11) Ensure the presence of a stable and capable workforce by supporting local education and encouraging local businesses to participate in the local vocational curriculum.
12) Collaborate with Mt. Ascutney Hospital to maintain a strong health care presence in the region.
13) Support the continued development of the hospitality industry.
14) Support, where appropriate, the activities of the Windsor-Mt. Ascutney Region Chamber of Commerce.
15) Encourage the Chamber of Commerce, Windsor Improvement Corporation, and large businesses to work with area daycare providers to support expanding the daycare capacity in town.
16) Address structural impediments to growth resulting from factors – including Windsor's scarcity of taxable land, historic pattern of development, State tax policy and natural development constraints – by pursuing initiatives such as:
    a) Identify areas where policy flexibility as it relates to local, state and federal regulations will help facilitate growth while maintaining many of the very positive and historic aspects of the community.
    b) Undertake further analysis of the "development capacity" of Windsor. An analysis of the amount of currently undeveloped or underdeveloped land should be undertaken to identify realistic projections for future growth via development of these areas. An inventory of land not suitable for development will also be identified (wetland areas, areas with excessive slopes, etc.). Growth projections will be analyzed alongside projected levels of future expenditures required to support municipal operations and their overall impact on tax and utility rates.
    c) Identify potential remedies, re-development and development tools, and financial policies for use by planners and economic development officials to correct the economic contradictions and resulting inequities described in the prior paragraphs. Additional analysis will likely be needed to fully explore the potential costs/benefits of individual policy options prior to implementation. Policy options might include, but are by no means limited to: establishment of a tax free zone; a waiver of state matching requirements for projects funded in the community; full funding of the Payment in Lieu of Taxes (PILOT) program; the transfer of state-owned land to the municipality as a way of increasing the amount of property available for development; additional policy flexibility; or a number of other potential approaches, many of which may require special legislation.

d) Seek to fund the cost of water and sewer system repairs and upgrades with grant funding to the fullest extent possible. Other efforts to minimize the impact of the cost of water and sewer system improvements will be to obtain the most advantageous financial available for town financing of projects, and to aggressively seek to add new water and sewer customers when it is economically feasible to do so.

10. Telecommunications Facilities

The maintenance of a modern and accessible telecommunications network is essential to the public welfare. Public safety agencies, such as emergency medical services, fire and police departments, rely on broadcast and communications facilities to provide essential services. In addition, a modern and accessible telecommunications network provides communities with economic, social and cultural benefits.

At the same time, network infrastructure should be developed in an efficient, safe and thoughtful manner. Possible impacts upon scenic and cultural resources, aesthetics, and public health and safety should all be considered during the planning process.
The field of wireless communications and telecommunications is undergoing rapid change. Advancements in this technology have and will continue to affect growth in the Town of Windsor. Technological improvements will enable people to work at home and telecommute to work or to other remote or central offices more readily.

The major planning issue with wireless communications technology today is the siting and construction of new communications towers and supporting network infrastructure including power lines, access corridors and support buildings. These include towers[1] for wireless communications facilities[2] and wireless telecommunication facilities[3] (see definitions of these terms in the side bar). In the hilly topography characteristic of this Region, towers and related facilities need to be located on the hilltops or higher elevation points in order to provide the broadest service area coverage. These towers and their supporting infrastructure can alter mountaintops and ridge lines in ways that negatively impact scenic resources vital to the Region's economic future and cultural richness. Aesthetic concerns will increase as more mountains and ridgelines are developed. The towers and network infrastructure must be developed in an efficient, safe and thoughtful manner. Possible impacts upon scenic and cultural resources, aesthetics, and public health, and alternative tower designs that mitigate these impacts, should all be considered during the planning process.

There is ample opportunity for co-locating new antennae

Definition of Terms

[1] **Tower** - Any structure that is designed and constructed primarily for the purpose of supporting one or more antennas, including self-supporting lattice towers, guy towers, or monopole towers. The term includes radio and television transmission towers, microwave towers, common-carrier towers, cellular, personal communication service (PCS) and similar service towers, alternative tower structures, and the like.

[2] **Wireless Communication Facility** - A tower, pole, antenna, guy wire, or related fixtures or equipment intended for the use in connection with transmission or receipt of radio or television signals or any other electromagnetic spectrum-based transmission/reception and the construction or improvement of a road, trail, building or structure incidental to a communications facility. Wireless Communication Facilities include Wireless Telecommunication Facilities.

[3] **Wireless Telecommunication Facility** - A facility consisting of the structures, including the towers and antennas mounted on towers and buildings, equipment and site improvements involved in sending and receiving telecommunications or radio signals from a mobile communications source and transmitting those signals to a central switching computer which connects the mobile unit with land-based or other telephone lines.

on the prominent, existing towers on the summit of Mount Ascutney, before new towers are built.

In recent years, new towers are being constructed in the region to allow for co-located antennae that often never take place. The result is towers that are taller and more prominent over the existing tree canopy than necessary.

The Telecommunications Act of 1996 restricts the authority granted under Vermont law to municipalities, such as the Town of Windsor, to prohibit wireless telecommunication facilities by zoning. Municipalities may not prohibit or have the effect of prohibiting efforts to provide wireless telecommunication facilities, and must provide reasonable opportunities for location of such facilities. [Federal Telecommunications Act of 1996, Section 704, (a),(7), (B),(i),(ii)] Other wireless communication towers such as towers for radio and television are not covered by the Telecommunications Act of 1996, leaving communities with greater authority to regulate these facilities. The Town of Windsor should assess where these facilities may be located within the municipality and enact conditions under the zoning authority to implement that policy decision.

In addition, there is some uncertainty about the health effects of the electromagnetic fields generated by wireless communications facilities upon people living near them. The Telecommunications Act of 1996 provides that no local government may regulate a wireless telecommunication facility on the basis of environmental effects of radio frequency emissions to the extent that such facilities comply with the Federal Communication Commission's (FCC) regulations concerning such emissions. [Federal Telecommunications Act of 1996, Section 704, (a),(7), (B),(iv)] An applicant for a wireless telecommunication tower must prove to the satisfaction of the Town of Windsor that the proposed facility will be and remain in compliance with the FCC's regulations of radio frequency emissions.
The Federal Communications Commission retains jurisdiction over the public airwaves and the communications industry in general. Additionally, the Federal Aviation Administration (FAA) exercises control over the location and height of wireless communication towers and similar structures to prevent interference with airport operations.

Goals:

1) Provide residents with the benefits of an integrated and modern telecommunications network while minimizing the economic, aesthetic and cultural costs of its development.
2) Support the enhancement of integrated and modern wireless communications networks when such facilities do not have significant adverse environmental, health or aesthetic impacts.
3) Enable new economic opportunities through the use of wireless communications technology.

Policies:

1) New communications towers and supporting infrastructures detract from the beauty of the Town and shall be sited and constructed only as necessary to meet the Town's changing needs. New towers, access corridors and utility poles serving towers shall not be sited or constructed where adequate communication coverage can be obtained through use of existing structures. The use of existing structures, such as water towers,

farm silos, church steeples and buildings, to support the wireless communications broadcast equipment is encouraged whenever it will not have a negative impact on significant historic or aesthetic resources.

2) New wireless communications towers, access corridors, and utility poles serving towers shall not be sited or constructed as long as the existing site is viable. Those wishing to provide new or expanded communications services must utilize the existing Town tower and supporting infrastructure, unless it can be demonstrated that the sharing or collocation is prohibitive due to frequency interference, adverse aesthetic impacts or risk to public health. The Town should facilitate the sharing of space to the fullest extent possible. Those building new towers or support infrastructure shall not prohibit the sharing of those facilities by other users for reasons other than frequency interference or avoiding a demonstrated risk to public health, in that the public exposure to Radio Frequency (RF) radiation will exceed the applicable FCC standards for human exposure. If the Town tower cannot be utilized, the use of existing structures, such as water towers and buildings, to support telecommunications broadcast equipment is encouraged wherever appropriate and where it will not have a negative impact on significant historic or aesthetic resources nor a risk to public health.

3) Siting and design of new communications towers and facilities (including any support and maintenance structures, necessary access corridors and utility lines) shall minimize impacts on natural, scenic, wildlife habitats and corridors and aesthetic resources. The use of the ridges for communications towers and related facilities needs to be undertaken in a manner that will neither unduly detract from nor adversely affect Windsor's scenic values. Access roads and utility lines shall minimize disturbance or fragmentation of important natural and historical resources.

4) To minimize conflict with scenic values, facility design and construction for new communication towers and accessory facilities should adhere to the following principles:

   a) Where feasible, new towers shall be sited in areas not highly visible to the traveling public and not visible from residential areas, historic districts and public use areas or outdoor recreation areas;

   b) New towers should be located in forested areas or be sufficiently landscaped to screen the lower sections of towers and related ground fixtures from public vantage points, such as trails, roads or water bodies;

   c) Towers, including antennae, shall be less than 150 feet as measured from the lowest grade at ground level to the top of the highest structure or component, and shall not exceed a height greater than the average height of the adjacent tree canopy measured from a distance of 300 feet from the base of the tower.

   d) New towers shall use materials, architectural styles, color schemes, lighting fixtures, mass and other elements to promote aesthetic compatibility with surrounding uses and to avoid adverse visual impacts (e.g. stealth technology such as cupolas, spires, chimneys or eastern white pine stealth towers);

   e) Where prominent views of a site exist, new towers shall be located downgrade of the ridge so as not to exceed the elevation of the immediate ridge;

   f) Where new access roads are proposed, they shall be located to follow the contours of the land and to avoid open fields or meadows in order to minimize their

visibility;

g) New towers should not be sited on peaks and ridges that function as regional focal points;

h) Existing tree cover shall be maintained to the maximum extent possible, with tree removal allowed only to clear the footprint area of the tower structure and accessory facilities; and

i) A balloon shall be raised to indicate the height of the tower for at least one day before a hearing is held provided it is in compliance with all local, state and federal regulations, including FAA restrictions on height limitations.

j) The applicant of any new proposed tower locations will need to prove that co-location on the existing towers on Mount Ascutney or other existing locations is not practicable.

k) For any new tower site, the application shall demonstrate demand for co-location in order to justify proposed additional structure height.

5) An applicant for installation of new transmission facilities shall demonstrate that public exposure to Radio Frequency (RF) radiation will not exceed the applicable FCC standards for human exposure. Assessment of possible health effects shall be based on the cumulative effects of all RF emissions at any given location, and should include both preconstruction and post-construction monitoring.

6) Any equipment that is discontinued or not in use for a period of 1 year shall be removed. In the event that use of a tower is discontinued, the site shall be restored to its natural condition, or to the condition that existed prior to construction, as appropriate. The developer of a new tower will provide the Town of Windsor with a site restoration and reclamation plan at the time of application for the new tower site in the event the tower and accessory facilities are abandoned in the future. This site restoration and reclamation plan must include provisions for removal of the tower and accessory facilities, regrading, revegetation, a time frame for accomplishing the site restoration, and adequate security, such as a letter of credit or a performance bond, including anticipated inflation, to provide funds necessary for completing the site restoration and reclamation plan.

7) The Secretary of Administration of the Office of the Governor of Vermont, pursuant to under 30 V.S.A. Section 227b, should notify the Planning Commission of the Town of Windsor in order to conform with this Plan before allowing the use of state or private property in the Town for a new or expanded communication facility.

8) The Vermont Public Service Board should notify the Planning Commission of the Town of Windsor in order to determine conformance with this Plan before allowing the use of state or private property in the Town for a new or expanded communication facility.

9) The Agency of Natural Resources in its capacity as managers of State Lands should notify the Planning Commission of the Town of Windsor in order to conform with this Plan before allowing the use of state property in the Town for a new or expanded communications facility on state land in the Town.

Recommendations:

1) The Town of Windsor, its officials and Planning Commission should develop and

incorporate wireless communication policies and elements into the Town's zoning Regulations, and adopt the provisions of Title 24, V.S.A., Chapter 117, Section 4407, Subsection 17, into Windsor Zoning Bylaws. This subsection provides that any proposed tower developer pay the reasonable costs to the Town of a technical study of how the tower would affect the Town. The development of alternative technologies to serve the industry, such as satellite technology that would eliminate the need for towers should be encouraged.

APPENDIX A

Recreational Opportunities in Windsor

Archery
Basketball
Biking
Camping
Canoeing and boating
Children's recreational program
Concerts on the Common
Craft classes
Fishing
Football
Golf
Hiking
Horseback riding
Horseshoes
Hunting
Ice fishing
Leaf peeping
Little League program
Nature Trails
Performing Arts
Skating
Skiing (Alpine and Nordic)
Sleigh rides
Snowmobiling
Snowshoeing
Soccer
Softball (men's and women's)
Swimming (recreational and lessons)
Tennis
Volleyball
Walking tours

APPENDIX B

SUGGESTED FORMAT FOR INVENTORY OF EXISTING RECREATIONAL FACILITIES

type	Museum
name	American Precision Museum
location	Main Street, Windsor
ownership	Private
description	Exhibits display the industrial revolution form its beginning in Windsor in the early 19th century to the present. The building has been designated a National Historic Site and is open during the summer season.

type	Town Forest
name	Paradise Park
location	West of Lake Runnemede
ownership	Public
description	A 115 acre forest and recreation area with trails, picnic grounds, and some camping facilities. It is a uniquely beautiful natural area.

APPENDIX C

STATE STREET SCHOOL MISSION STATEMENT

The State Street School family consists of administration, staff, parents, students, and community members.

Combining knowledge and desire to educate with high expectations for our students, opportunities for academic, personal, and social growth will be provided for all.

We will develop independent learners by teaching skills, fostering positive self-concepts, and promoting self-esteem. Each student will be provided with the opportunity to experience success and to achieve his or her personal best in a changing society.

APPENDIX D

WINDSOR HIGH SCHOOL – STATEMENT OF PHILOSOPHY

It is our commitment to provide the necessary knowledge, skills and guidance to each student and to assist him in becoming a contributing member of a democratic society. Using all of the appropriate resources at our disposal, we shall offer experiential training, the opportunity for critical thought, and the means to understand, judge and work toward the establishment of useful cultural values.

Knowledge flows from the academic, vocational technical, social and work experiences garnered during the student's years in school. In recognition of the uniqueness of this experience for each individual, we shall make every effort to provide both group and individual instruction as needed whenever possible.

It shall be our goal to prepare Windsor High School students academically for higher education, as well as to prepare them for practical service in the community as responsible citizens and efficient workers.

GOALS AND OBJECTIVES

1. Provide opportunities for all youth to be educated to the fullest extent of their capabilities.

    a. Provide a variety of course offerings and encourage students to make responsible selections.

    b. Provide experiences in both group and individualized instruction.

    c. Provide a curriculum designed to challenge all levels of intellectual ability.

    d. Provide all students with the opportunities to participate in intramural and extracurricular activities.

2. Graduate only those students who are deemed competent in listening, speaking, reading, writing, reasoning and mathematics.

    a. Focus upon reading, writing, concentrating, listening, reasoning and speaking skills in both required and elective courses.

    b. Insure the maintenance of the above skills through continued observation and evaluation.

c. Evaluate all students to ensure mastery of Basic Competencies established by the State Board of Education.

d. Provide students who are deemed deficient in any competency with activities to meet their needs.

3. Encourage each student to develop decision-making abilities by providing experiences where responsibilities and accountability are integral factors of performance.

a. Instill in students the realization that their education is a personal responsibility.

b. Provide opportunities for student participation in school and class government.

c. Encourage the skills and commitment required for involvement in citizenship.

d. Encourage students to share in making decisions regarding their choices of courses of study.

e. Provide courses in which outside related work/homework is a course requirement.

f. Encourage each student to select courses appropriate to career expectations.

g. Help students develop and utilize attitudes and habits essential to critical thinking.

4. Develop within students the ability to reason, to communicate clearly and precisely and to discriminate among alternative courses of action.

a. Encourage proper language usage in all subject areas.

b. Present experiences requiring the discrimination between essential and non-essential data and the proper use of gained information.

c. Assist the student in differentiating between fact and fiction.

d. Assist the student in the development of skills necessary for clear and precise oral and written expression.

e. Present the student with a variety of ideas and encourage him to evaluate them rationally.

f. Assist the student in developing a systemic, logical approach to any task as a preparation for success.

5. Assist students in gaining knowledge and understanding of the relationships and interdependence among people and their environment.

a. Encourage students to compare their experiences and traditions with those of other cultures.

b. Encourage an understanding of the traditions, institutions and economic organization of the United States and of Western Civilization.

c. Promote the perspective that human societies are becoming increasingly interdependent on a global scale.

d. Provide experiences which will enable students to follow the progression of human development from past to present.

e. Encourage the understanding of the nature of people and their relationship to t heir environment.

f. Encourage the prudent use of and conservation of natural and personal resources.

g. Help the student understand our technological environment.

6. Development in each student an appreciation of moral, cultural, aesthetic and recreational aspects of life.

a. Provide opportunities for analysis and interpretation of moral, cultural, aesthetic and recreational aspects of life.

b. Provide opportunities for discussion of the themes which reflect the attempt of people to deal with themselves and their environment.

c. Assist the student in attaining an understanding of and an appreciation for the creative process.

d. Encourage the ability to evaluate and to respond to conflicts characteristic of present day society.

e. Encourage reading as a pleasurable activity.

f. Provide students with the opportunity to observe and experience the arts and talents of others.

7. Help each student develop realistic personal goals, provide encouragement toward their attainment, and foster appreciation of this personal worth.

    a. Promote a positive self-image, group identity and mature attitude.

    b. Discuss with students possible career options.

    c. Provide each student with experiences in which he can succeed.

    d. Provide opportunities, encouragement and assistance to do individual or specialized work which includes consideration of each student's needs, interests, desires and goals.

8. Encourage each student to become a responsible participant in his career and economic community.

    a. Provide training and experience to help the student develop skills and abilities to become a responsible participant in our economy, both as a worker and as a consumer.

    b. Provide students with the opportunities to acquire skills necessary for success in post-secondary education.

    c. Encourage the students to extend their special interests to work and leisure time experiences, in situations suitable to their needs and desires.

9. Maintain and improve the quality of education within our school. We will review and revise methods and programs to insure their effectiveness, feeling free to experiment and adopt new and promising ideas and procedures.

    a. Involve students in curriculum decisions.

    b. Encourage staff participation at conferences and in-service programs.

    c. Subscribe to appropriate professional publications.

    d. Incorporate with the school program consideration of contemporary and foreseeable problems, issues and needs confronting society.

    e. Consider, with the content of specific courses and the sequences of course offerings, the recommendations or requirements of established advisory groups or agencies and interested concerned individuals.

Population Of Windsor and Other Towns in Southern Windsor County

Place	Total	Median Age	Under 18		Under 20 years		20-34	36-49	50-64	Over 65		Male		Female	
			Number	Percent	Number	Percent				Number	Percent	Number	Percent	Number	Percent
ANDOVER	467	51.8	70	15.0%	77	16.5%	48	94	132	116	24.8%	232	49.7%	235	50.3%
BALTIMORE	244	42.6	54	22.1%	61	25.0%	33	69	51	30	12.3%	133	54.5%	111	45.5%
CAVENDISH	1,367	47.5	268	19.6%	294	21.5%	173	279	362	259	18.9%	681	49.8%	686	50.2%
CHESTER	3,154	47.3	632	20.0%	715	22.7%	422	571	877	569	18.0%	1,516	48.1%	1,638	51.9%
LUDLOW	1,963	49.5	329	16.8%	358	18.2%	299	344	511	451	23.0%	954	48.6%	1,009	51.4%
READING	666	47.9	125	18.8%	138	20.7%	80	143	175	130	19.5%	324	48.6%	342	51.4%
SPRINGFIELD	9,373	43.8	1,937	20.7%	2,119	22.6%	1,590	1,915	2,083	1,666	17.8%	4,665	49.8%	4,708	50.2%
WEATHERSFIELD	2,825	49	484	17.1%	541	19.2%	339	583	774	588	20.8%	1,441	51.0%	1,384	49.0%
WEST WINDSOR	1,099	49.8	200	18.2%	216	19.7%	92	245	325	221	20.1%	529	48.1%	570	51.9%
WINDSOR	3,553	42.9	714	20.1%	784	22.1%	659	677	793	640	18.0%	1,705	48.0%	1,848	52.0%
Total for Towns of southern Windsor County	*24,711*		*4,813*	*19.5%*	*5,303*	*21.5%*	*3,735*	*4,920*	*6,083*	*4,670*	*18.9%*	*12,180*	*49.3%*	*12,531*	*50.7%*
VERMONT	625,741	41.5	129,233	20.7%	150,255	24.0%	113,473	128,469	142,466	91,078	14.6%	308,206	49.3%	317,535	50.7%

Source: 2010 Decennial U.S. Census

Town of Windsor, VT
Economic Profile

2010 Jobs [1]	
Primary Jobs	1,698
Secondary Jobs	159
Total Jobs	*1,857*

Age of Workers (2010) [1]	
Age 29 or younger	19.7%
Age 30 to 54	55.3%
Age 55 or older	25.1%

Jobs by Worker Educational Attainment (2010) [1]	
Less than high school	6.0%
High school or equivalent, no college	24.6%
Some college or Associate degree	27.7%
Bachelor's degree or advanced degree	22.0%
Educational attainment not available (workers aged 29 or younger)	19.7%

Jobs by Earnings (2010) [1]	
$1,250 per month or less	26.3%
$1,251 to $3,333 per month	36.5%
More than $3,333 per month	37.3%

Median Family Adjusted Gross Income (2010) [2]	
Town of Windsor	$46,917
Windsor County	$56,971
State of Vermont	$57,665

Livable Wage for Rural Areas (2010) [3]	
Two people, two wage earners, no children	$54,246
Single person, one wage earner, no children	$34,132
Single parent, one wage earner, one child	$47,923
Single parent, one wage earner, two children	$59,446
Two parents, one wage earner, two children	$62,629
Two parents, two wage earners, two children	$78,000

Poverty Status in the Past 12 Months [4]	
Poverty Rate (2010)	14.6%

Employment Status in the Past 12 Months [5]	
Unemployment Rate (2010)	6.2%

Jobs by NAICS Industry Sector (2010) [1]	
Agriculture, Forestry, Fishing and Hunting	0.3%
Mining, Quarrying, and Oil and Gas Extraction	0.1%
Utilities	0.3%
Construction	4.7%
Manufacturing	8.9%
Wholesale Trade	3.3%
Retail Trade	13.2%
Transportation and Warehousing	2.4%
Information	1.9%
Finance and Insurance	2.4%
Real Estate and Rental and Leasing	0.8%
Professional, Scientific, and Technical Services	4.1%
Management of Companies and Enterprises	0.3%
Administration & Support, Waste Management and Remediation	2.3%
Educational Services	15.9%
Health Care and Social Assistance	24.0%
Arts, Entertainment, and Recreation	1.0%
Accommodation and Food Services	6.4%
Other Services (excluding Public Administration)	3.1%
Public Administration	4.5%

Work Location of Residents (2010) [1]	
Windsor town (Windsor, VT)	20.1%
Lebanon city (Grafton, NH)	17.1%
Hanover town (Grafton, NH)	10.7%
Hartford town (Windsor, VT)	10.2%
Claremont city (Sullivan, NH)	3.3%
Woodstock town (Windsor, VT)	2.0%
Keene city (Cheshire, NH)	1.8%
Springfield town (Windsor, VT)	1.8%
Norwich town (Windsor, VT)	1.7%
Newport town (Sullivan, NH)	1.3%
Rutland city (Rutland, VT)	1.3%
Hartland town (Windsor, VT)	1.3%
Brattleboro town (Windham, VT)	1.2%
Concord city (Merrimack, NH)	1.0%
Ludlow town (Windsor, VT)	1.0%

Sources:

[1] U.S. Census Bureau, LEHD Origin-Destination Employment Statistics (2010)

[2] VT Department of Taxes Personal Income Tax Returns Years 2000-2010

[3] *Basic Needs Report* Vermont Joint Fiscal Office, January 2010 (via Vermont Livable Wage Campaign Website)

[4] U.S. Census Bureau, 2006-2010 American Community Survey 5-Year Estimates

[5] Local Area Unemployment Statistics (LAUS) program, produced by the Vermont Department of Labor, Economic & Labor Market Information, in cooperation with the U.S. Bureau of Labor Statistics

Vermont housing data profiles

General housing data: Windsor, Windsor County, Vermont

Housing demand	Windsor		Windsor Co.		Vermont			
Total population, 2010	3,553		56,670		625,741		About	Trend
... in occupied housing units	3,357		55,772		600,412		About	Trend
... owner occupied	2,226		41,961		444,608		About	Trend
... renter occupied	1,131		13,811		155,804		About	Trend
Total group quarters population, 2010**	196		898		25,329		About	Trend
***Military barracks, college dorms, nursing homes, etc.*								
Number of households, 2010	1,492		24,753		256,442		About	Trend
... owning home	920		17,897		181,407		About	Trend
... renting home	572		6,856		75,035		About	Trend
Number of families, 2010	898		15,420		160,360		About	Trend
Average household size, 2010	2.25		2.25		2.34		About	Trend
... in owner-occupied housing units	—		—		—		About	Trend
... in renter-occupied housing units	—		—		—		About	Trend
Average family size, 2010	2.84		2.77		2.85		About	Trend
Owner-occupied units, 2005-2009	803	●	17,923	●	179,710	●	About	Trend
... with 1.01 or more people per room	—		0.5%	▲	0.7%	●	About	Trend
Renter-occupied units, 2005-2009	483	●	6,475	●	70,665	●	About	Trend
... with 1.01 or more people p/room	—		2.8%	■	2.5%	●	About	Trend
Year householder moved into unit, 2005-2009								
... for owner-occupied units								
... 2005 or later	7.1%	■	11.9%	●	12.1%	●	About	Trend
... 2000 to 2004	24.2%	●	23.0%	●	22.9%	●	About	Trend
... 1990 to 2000	23.5%	●	27.7%	●	28.2%	●	About	Trend
... 1980 to 1989	20.0%	●	17.9%	●	17.7%	●	About	Trend
... 1970 to 1979	7.6%	■	10.4%	●	10.5%	●	About	Trend
... 1969 or earlier	17.6%	●	9.2%	●	8.6%	●	About	Trend

... for renter-occupied units								
... 2005 or later	61.3%	●	56.8%	●	48.5%	●	About	Trend
... 2000 to 2004	21.3%	■	25.0%	●	31.3%	●	About	Trend
... 1990 to 2000	13.5%	■	9.7%	●	13.7%	●	About	Trend
... 1980 to 1989	1.7%	▲	3.7%	●	3.7%	●	About	Trend
... 1970 to 1979	0.0%	●	2.6%	■	1.4%	●	About	Trend
... 1969 or earlier	2.3%	▲	2.3%	●	1.4%	●	About	Trend
Median year householder moved into unit, 2005-2009								
... for all occupied units	2000	●	1999	●	1999	●	About	Trend
... owner-occupied	1992	●	1995	●	1995	●	About	Trend
... renter-occupied	2005		2005		2005	●	About	Trend
Total workers 16 years of age or older, 2005-2009	1,688	●	28,780	●	320,723	●	About	Trend
... working outside town/city of residence	69.5%	●	63.2%	●	64.9%	●	About	Trend
... working outside county of residence	38.6%	●	36.8%	●	22.6%	●	About	Trend
... working outside Vermont	34.5%	●	26.7%	●	7.0%	●	About	Trend
Ability to afford	**Windsor**		**Windsor Co.**		**Vermont**			
Median household income (Census), 2005-2009	$49,231	●	$51,066	●	$51,284	●	About	Trend
... homeowner households	55,762	●	59,403	●	62,105	●	About	Trend
... renter households	31,806	●	27,205	●	29,561	●	About	Trend
Median family income (Census), 2005-2009	$57,470	●	$62,730	●	$63,482	●	About	Trend
... for 2-person families	65,694	●	55,973	●	56,650	●	About	Trend
... for 3-person families	36,894	■	71,366	●	66,011	●	About	Trend
... for 4-person families	72,313	●	70,000	●	76,408	●	About	Trend
... for 5-person families	56,010	■	93,487	●	74,375	●	About	Trend
... for 6-person families	49,231	▲	71,688	●	71,380	●	About	Trend
... for 7-person families	—		80,278	●	59,095	●	About	Trend
Median household income for family of four (HUD), 2012†	$66,800		$66,800		$67,600		About	Trend
Median family adjusted gross income, 2010	$46,917		$56,971		$57,665		About	Trend
Annual average wage (Vermont DOL), 2010	$39,106		$37,136		$39,430		About	Trend
Housing wage, 2013***								
... 0 bedroom unit†	$15.08		$15.08		—		About	Trend
... 1 bedroom unit†	$15.17		$15.17		—		About	Trend
... 2 bedroom unit†	$19.69		$19.69		—		About	Trend
... 3 bedroom unit†	$24.94		$24.94		—		About	Trend
... 4 bedroom unit†	$27.38		$27.38		—		About	Trend
Housing wage as % of state minimum wage ($8.60), 2013								
... 0 bedroom unit†	175%		175%		—		About	Trend
... 1 bedroom unit†	176%		176%		—		About	Trend
... 2 bedroom unit†	229%		229%		—		About	Trend
... 3 bedroom unit†	290%		290%		—		About	Trend
... 4 bedroom unit†	318%		318%		—		About	Trend

****Hourly wage needed to afford an apartment and pay only 30% of income toward housing*

†County and town/village figures are identical, because HUD calculates county values only. Therefore, this value applies to all towns/villages within the county.

Per capita income (Census), 2005-2009	$20,899	●	$29,269	●	$27,036	●	About	Trend
Income needed to afford an apartment at HUD's FMR, 2013								
... 0 bedroom unit†	$31,360		$31,360		—		About	Trend
... 1 bedroom unit†	$31,560		$31,560		—		About	Trend
... 2 bedroom unit†	$40,960		$40,960		—		About	Trend
... 3 bedroom unit†	$51,880		$51,880		—		About	Trend
... 4 bedroom unit†	$56,960		$56,960		—		About	Trend
Labor force (Vermont DET), 2010	1,970		32,950		360,800		About	Trend
... employed	1,860		31,000		338,300		About	Trend
... unemployed	120		1,950		22,500		About	Trend
... unemployment rate	5.9%		5.9%		6.2%		About	Trend

†County and town/village figures are identical, because HUD calculates county values only. Therefore, this value applies to all towns/villages within the county.

Housing stock	Windsor		Windsor Co.		Vermont			
Total housing units, 2010*	1,712		34,118		322,539		About	Trend
... owner-occupied	920		17,897		181,407		About	Trend
... renter-occupied	572		6,856		75,035		About	Trend
... vacant housing units, 2010*	220		9,365		66,097		About	Trend
... for seasonal, recreational, occasional use	54		7,402		50,198		About	Trend
... for rent	85		787		5,635		About	Trend
... for sale only	23		494		3,598		About	Trend

**Read why some Census data might conflict with this number*

Building permits estimated (total units), 2010	0		72		1,319		About	Trend
... permitted units in single-family buildings	0		70		980		About	Trend
... permitted units in multi-family buildings	0		2		339		About	Trend
Home heating fuel, 2005-2009								
... all occupied housing units	1,286	●	24,398	●	250,375	●	About	Trend
... gas	17.6%	●	21.4%	●	29.2%	●	About	Trend
... electric	1.3%	▲	4.4%	●	4.1%	●	About	Trend
... fuel oil, kerosene	73.6%	●	60.3%	●	53.6%	●	About	Trend
... wood	4.8%	■	13.1%	●	11.8%	●	About	Trend
... all other fuels	2.7%	▲	0.9%	●	0.9%	●	About	Trend
... no fuel used	0.0%	●	0.0%	●	0.4%	●	About	Trend
... owner-occupied housing units	803	●	17,923	●	179,710	●	About	Trend
... gas	13.7%	■	20.0%	●	26.5%	●	About	Trend
... electric	0.0%	●	1.8%	●	1.5%	●	About	Trend
... fuel oil, kerosene	74.6%	●	61.4%	●	56.4%	●	About	Trend
... wood	7.4%	■	15.8%	●	14.6%	●	About	Trend
... all other fuels	4.4%	▲	1.0%	●	0.9%	●	About	Trend

... no fuel used	0.0%	●	0.0%	●	0.1%	●	About	Trend
... renter-occupied housing units	483	●	6,475	●	70,665	●	About	Trend
... gas	24.0%	■	25.1%	●	36.1%	●	About	Trend
... electric	3.5%	▲	11.6%	●	10.7%	●	About	Trend
... fuel oil, kerosene	71.8%	●	57.3%	●	46.3%	●	About	Trend
... wood	0.6%	▲	5.3%	●	4.7%	●	About	Trend
... all other fuels	0.0%	●	0.5%	▲	0.9%	●	About	Trend
... no fuel used	0.0%	●	0.2%	▲	1.3%	●	About	Trend
Housing by units in structure, 2005-2009								
... all housing units	1,475	●	33,345	●	311,617	●	About	Trend
... in buildings with 1 unit	59.1%	●	69.2%	●	69.8%	●	About	Trend
... in buildings with 2 units	9.0%	●	5.7%	●	6.2%	●	About	Trend
... in buildings with 3 or more units	23.8%	●	17.3%	●	16.7%	●	About	Trend
... that are mobile homes	8.1%	■	7.8%	●	7.2%	●	About	Trend
... that are boats, RVs, vans or other	0.0%	●	0.0%	●	0.0%	●	About	Trend
... owner-occupied housing units	803	●	17,923	●	179,710	●	About	Trend
... in buildings with 1 unit	85.9%	●	85.1%	●	86.2%	●	About	Trend
... in buildings with 2 units	2.6%	▲	3.2%	●	2.5%	●	About	Trend
... in buildings with 3 or more units	1.0%	▲	2.5%	●	3.0%	●	About	Trend
... that are mobile homes	10.5%	■	9.3%	●	8.4%	●	About	Trend
... that are boats, RVs, vans or other	0.0%	●	0.0%	●	0.0%	●	About	Trend
... renter-occupied housing units	483	●	6,475	●	70,665	●	About	Trend
... in buildings with 1 unit	32.1%	■	33.7%	●	26.0%	●	About	Trend
... in buildings with 2 units	9.5%	■	12.2%	●	16.8%	●	About	Trend
... in buildings with 3 or more units	53.4%	●	48.3%	●	51.6%	●	About	Trend
... that are mobile homes	5.0%	▲	5.7%	●	5.5%	●	About	Trend
... that are boats, RVs, vans or other	0.0%	●	0.0%	●	0.0%	●	About	Trend
Homeownership costs	**Windsor**		**Windsor Co.**		**Vermont**			
Primary residences sold, 2012, Jan-Dec								
... number sold	27		463		5,063		About	Trend
... average price of homes sold	$135,104		$276,250		$231,853		About	Trend
... median price of homes sold	$125,000		$173,000		$199,000		About	Trend
Number of primary residences sold, 2011	23		415		4,804		About	Trend
... single family homes	22		366		4,036		About	Trend
... condominiums	0		34		651		About	Trend
... mobile homes with land	1		15		117		About	Trend
Average price of primary residences sold, 2011	$154,997		$219,009		$223,496		About	Trend
... single family homes	$161,179		$229,177		$229,038		About	Trend
... condominiums	—		$176,520		$212,732		About	Trend
... mobile homes with land	$19,000		$67,228		$92,221		About	Trend
Median price of primary residences sold, 2011	$142,900		$176,000		$195,000		About	Trend

... single family homes	$145,100		$180,000		$200,000		About	Trend
... condominiums	—		$158,750		$185,000		About	Trend
... mobile homes with land	$19,000		$62,000		$70,000		About	Trend
Number of vacation residences sold, 2011	2		239		1,471		About	Trend
... single family vacation homes	2		152		1,050		About	Trend
... vacation condominiums	0		84		395		About	Trend
... vacation mobile homes with land	0		3		26		About	Trend
Average price of vacation residences sold, 2011	$567,550		$372,912		$309,663		About	Trend
... single family vacation homes	$567,550		$437,362		$318,730		About	Trend
... vacation condominiums	—		$267,699		$300,637		About	Trend
... vacation mobile homes with land	—		$53,400		$80,635		About	Trend
Median price of vacation residences sold, 2011	567,550		260,000		225,000		About	Trend
... single family vacation homes	$567,550		$271,750		$225,000		About	Trend
... vacation condominiums	—		$251,000		$237,000		About	Trend
... vacation mobile homes with land	—		$35,200		$75,000		About	Trend
Primary residence mobile homes sold without land, 2011	2		33		249		About	Trend
... average price	$46,900		$32,710		$35,699		About	Trend
... median price	$46,900		$30,000		$27,000		About	Trend
Vacation residence mobile homes sold without land, 2011	0		7		22		About	Trend
... average price	—		$33,700		$38,670		About	Trend
... median price	—		$26,000		$29,850		About	Trend
Municipal tax rate (plus LAR and highway) (p/$100), FY2011	1.1087		—		—		About	Trend
Educational tax rate for homesteads (p/$100), FY2011	1.2887		—		—		About	Trend
Educational tax rate for non-residential (p/$100), FY2011	1.3858		—		—		About	Trend
Common level of appraisal ratio, FY2012	1.0011		—		—		About	Trend
Median monthly owner costs, 2005-2009	$1,029	●	$1,117	●	$1,131	●	About	Trend
... with mortgage	$1,223	●	$1,424	●	$1,442	●	About	Trend
... without mortgage	$477	●	$591	●	$563	●	About	Trend
... as percentage of household income	21.7%	●	23.1%	●	22.9%	●	About	Trend
Owner-occupied housing units, 2005-2009	803	●	17,923	●	179,710	●	About	Trend
... at or above 30% of household income	30.3%	■	33.8%	●	32.4%	●	About	Trend
... at or above 50% of household income	9.6%	■	13.7%	●	11.6%	●	About	Trend
... with a mortgage	532		11,455		120,420		About	Trend
... with owner costs at or above 30% of household income	34.0%		40.2%		37.0%		About	Trend
... with owner costs at or above 50% of household income	6.2%	■	15.3%	●	12.8%	●	About	Trend
... without a mortgage	271		6,468		59,290		About	Trend
... with owner costs at or above 30% of household income	22.9%	▲	22.6%	●	22.9%	●	About	Trend
... with owner costs at or above 50% of household income	16.2%	■	10.9%	●	9.2%	●	About	Trend
Median value of owner-occupied housing units, 2005-2009	$147,100	●	$207,100	●	$200,600	●	About	Trend
Rental housing costs	**Windsor**		**Windsor Co.**		**Vermont**			
Specified housing units with gross rent (total), 2005-2009	412	●	5,710	●	64,766	●	About	Trend

... at or above 30% of household income	53.4%	●	53.4%	●	51.0%	●	About	Trend
... at or above 50% of household income	15.3%	■	26.4%	●	24.2%	●	About	Trend
Median gross rent (all units), 2005-2009	$754	●	$811	●	$781	●	About	Trend
... as a percentage of household income	33.7%	●	31.6%	●	30.5%	●	About	Trend
Fair market rent (HUD), 2013								
... 0 bedroom unit (40%)†	$784		$784		—		About	Trend
... 1 bedroom unit (40%)†	$789		$789		—		About	Trend
... 2 bedroom unit (40%)†	$1,024		$1,024		—		About	Trend
... 3 bedroom unit (40%)†	$1,297		$1,297		—		About	Trend
... 4 bedroom unit (40%)†	$1,424		$1,424		—		About	Trend
Median rents (HUD), 2013								
... 0 bedroom unit (50%) — Median rents†	$833		$833		—		About	Trend
... 1 bedroom unit (50%) — Median rents†	$839		$839		—		About	Trend
... 2 bedroom unit (50%) — Median rents†	$1,089		$1,089		—		About	Trend
... 3 bedroom unit (50%) — Median rents†	$1,379		$1,379		—		About	Trend
... 4 bedroom unit (50%) — Median rents†	$1,514		$1,514		—		About	Trend

†County and town/village figures are identical, because HUD calculates county values only. Therefore, this value applies to all towns/villages within the county.

Special Needs	Windsor		Windsor Co.		Vermont			
Supplemental security income recipients, 2009	—		1,173		14,649		About	Trend
... younger than age 18	—		161		1,810		About	Trend
... aged 16-64	—		832		10,363		About	Trend
... aged 65 and older	—		180		2,476		About	Trend
Monthly SSI payments in Vermont, 2010	$726		$726		$726		About	Trend
... amount available for housing	$218		$218		$218		About	Trend
... % income needed for efficiency apartment	88%		88%		90%		About	Trend
... % income needed for 1-bedroom apartment	99%		99%		103%		About	Trend
Total population, 2000	3,756		57,418		608,827		About	Trend
... under 5 years	189		2,854		33,989		About	Trend
... 5 to 11 years	343		5,325		59,240		About	Trend
... 12 to 15 years	206		3,515		36,333		About	Trend
... 16 to 17 years	95		1,707		17,961		About	Trend
... 18 to 20 years	121		1,549		27,956		About	Trend
... 21 to 61 years	1,959		31,845		341,733		About	Trend

... 62 to 64 years	66		1,550		14,105		About	Trend
... 65 to 74 years	331		4,650		40,683		About	Trend
... 75 years and older	446		4,423		36,827		About	Trend
Age of householder								
... owner-occupied housing units, 2000	916		17,285		169,784		About	Trend
... with householder 15 to 24 years	8		115		1,668		About	Trend
... with householder 25 to 54 years	458		9,333		101,141		About	Trend
... with householder 55 to 64 years	152		3,115		28,351		About	Trend
... with householder 65 to 74 years	150		2,458		21,116		About	Trend
... with householder 75 years and older	148		2,264		17,508		About	Trend
... renter-occupied housing units, 2000	604		6,877		70,850		About	Trend
... with householder 15 to 24 years	67		714		9,563		About	Trend
... with householder 25 to 54 years	352		4,392		44,715		About	Trend
... with householder 55 to 64 years	55		609		5,599		About	Trend
... with householder 65 to 74 years	58		495		4,688		About	Trend
... with householder 75 years and older	72		667		6,285		About	Trend
Noninstitutionalized population (civilians 5 years and older), 2000	3,340		54,059		568,445		About	Trend
... 16 to 20 years	217		3,196		45,506		About	Trend
... with a disability	7		331		5,390		About	Trend
... percent unemployed	100		44		47		About	Trend
... 21 to 64 years	1,923		33,193		353,932		About	Trend
... with a disability	278		5,042		57,181		About	Trend
... percent unemployed	51		43		40		About	Trend
... 65 years and older	651		8,759		73,355		About	Trend
... with a disability	253		3,087		28,293		About	Trend
Total tallies of disability types for people 5 years and older, 2000	1,007		15,884		170,641		About	Trend
... for people 5 to 15 years	55		908		7,650		About	Trend
... sensory disability	22		96		903		About	Trend
... physical disability	0		91		728		About	Trend
... mental disability	26		620		5,435		About	Trend
... self-care disability	7		101		584		About	Trend
... for people 16 to 64 years	498		9,345		107,972		About	Trend
... sensory disability	15		787		9,631		About	Trend
... physical disability	86		2,026		23,847		About	Trend
... mental disability	84		1,380		16,467		About	Trend
... self-care disability	30		455		5,412		About	Trend
... go-outside-home disability	89		1,298		13,946		About	Trend
... employment disability	194		3,399		38,669		About	Trend
... for people 65 years and older	454		5,631		55,019		About	Trend
... sensory disability	92		1,145		10,844		About	Trend
... physical disability	142		2,005		18,925		About	Trend
... mental disability	87		719		7,036		About	Trend

... self-care disability	40		576		5,948		About	Trend
... go-outside-home disability	93		1,186		12,266		About	Trend
Institutionalized population (all ages), 2000	226		511		5,663		About	Trend
... in nursing homes	137		349		4,037		About	Trend
Population for whom poverty status was determined, 2000	3,535		56,640		588,053		About	Trend
Below poverty level in 1999	271		4,346		55,506		About	Trend
... under 5 years	29		267		4,476		About	Trend
... 5 to 11 years	20		459		7,013		About	Trend
... 12 to 17 years	0		364		5,106		About	Trend
... 18 to 64 years	142		2,589		32,694		About	Trend
... 65 to 74 years	19		314		2,785		About	Trend
... 75 years and older	61		353		3,432		About	Trend
Families for whom poverty status was determined, 2000	963		15,792		158,684		About	Trend
... below poverty level in 1999	62		817		9,925		About	Trend
... with related children under 18	54		573		7,788		About	Trend
Poverty status by tenure								
Total owner occupied housing units, 2000	917		17,284		169,777		About	Trend
... with householder(s) below poverty level in 1999	41		779		8,492		About	Trend
Total renter occupied housing units, 2000	603		6,878		70,857		About	Trend
... with householder(s) below poverty level in 1999	99		1,370		15,032		About	Trend
Households for whom public assistance income was determined, 2000	1,525		24,166		240,744		About	Trend
... with public assistance income in 1999	107		949		11,610		About	Trend
Civilian veterans, 2000	607		6,790		62,809		About	Trend
Housing units lacking complete plumbing facilities, 2000	0		528		6,641		About	Trend
... occupied	0		150		1,481		About	Trend
... owner occupied	0		92		1,044		About	Trend
... renter occupied	0		58		437		About	Trend
Housing units lacking complete kitchen facilities, 2000	25		572		6,092		About	Trend
... occupied	25		194		1,330		About	Trend
... owner occupied	9		99		784		About	Trend
... renter occupied	16		95		546		About	Trend
Median year structure built, 2000								
... all housing units	1939		1966		1968		About	Trend
... occupied housing units	1939		1964		1967		About	Trend
... owner occupied	1943		1967		1971		About	Trend
... renter occupied	1939		1953		1953		About	Trend

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Fiscal 2014

5 year capital plan

5 YEAR CAPITAL PLAN - FY 2014	2014	2015	2016	2017	2018	Total
RECREATION						
Parks, Ballfield equipment, facility repair	$25,000	$10,000	$10,000	$10,000	$10,000	
RECREATION - TOTAL	**$25,000**	**$10,000**	**$10,000**	**$10,000**	**$10,000**	**$65,000**
FIRE DEPARTMENT						
2000 F-350						
1999 Quality FT						
1974 Imperial - leased payment moved to operating	$0	$0	$0	$0	$0	
1991 International	$45,000	$45,000	$45,000	$45,000	$45,000	
1991 KME						
Total new truck capital funding						
TOTAL - FIRE ROLLING STOCK	**$45,000**	**$45,000**	**$45,000**	**$45,000**	**$45,000**	**$225,000**
Rescue Struts						
Hydraulic Rescue Tools						
Air Packs	$35,225	$35,225	$35,225	$0	$0	
Defibrillator	$0	$0	$0	$0	$0	
TOTAL - FIRE SUPPORT EQUIPMENT	**$35,225**	**$35,225**	**$35,225**	**$0**	**$0**	**$105,675**
AMBULANCE DEPARTMENT - Fleet upgrade 2013 exp. Moved to operating						
1993 Ford - replaced payment moved to operating $24K X 5 years						
1995 Ford - replaced payment moved to operating $24K X 5 years						
2001 Ford - replaced payment moved to operating $24Kx 5 years						
2006 Ford						
Heart Monitor						
TOTAL - AMBULANCE						
HIGHWAY DEPT - EQUIPMENT						
2000 F-550 - replaced in 2013 lease payment moved to operating						
2002 Freightliner FL60 small dump		X				
2005 Freightliner M2 Dump			X			
2006 Freightliner M2 Dump			X			
2007 Freightliner M2 Dump				x		
1998 Case Loader/backhoe						
1991 Caterpillar Grader						
2008 Caterpillar Loader						
2008 Tenco Snowblower						
1997 Backhoe					X	
2005 Holder Sidewalk Tractor						
Elgin Street Sweeper						
Chipper						
TOTAL - HIGHWAY VEHICLES	**$75,000**	**$75,000**	**$75,000**	**$75,000**	**$75,000**	**$375,000**
HIGHWAY DEPT. - ROAD & BRIDGE						
Roadway Material Replenishment - Crushing contracting	$10,000	$10,000	$10,000	$10,000	$10,000	**$50,000**
Blacktop Resurfacing & Reclaiming		$25,000	$75,000	$75,000	$100,000	**$275,000**
Culvert Replacements/Repairs		$10,000	$25,000	$25,000	$25,000	**$85,000**
Sidewalk Repair/Replacemnts	$5,000	$25,000	$25,000	$25,000	$25,000	**$105,000**
Reserve for future bridge repairs			$25,000	$25,000	$25,000	**$75,000**
Guardrail Replacements		$5,000	$10,000	$15,000	$10,000	**$40,000**
Grant match - streetscapes 19.92% match requirement	$75,680	$65,500				
Grant match - town highway class 2 program, structures & better back roads	$40,000	$40,000	$50,000	$50,000	$50,000	**$230,000**
Total road expense excluding materials				$0		
ROAD & BRIDGE TOTAL	**$130,680**	**$180,500**	**$220,000**	**$225,000**	**$245,000**	**$1,001,180**
MUNICIPAL BUILDINGS						
OSHA REQUIRED EXAUST SYSTEM IN FIRE BAYS	$0	$0	$30,333	$35,000	$30,333	**$95,666**
TOTAL MUNICIPAL BUILDINGS	**$0**	**$0**	**$30,333**	**$35,000**	**$30,333**	**$95,666**
TOTAL -5 YEAR CAPITAL PLAN	**$310,905**	**$345,725**	**$415,558**	**$390,000**	**$405,333**	**$1,867,521**

	A	B	C	D	E	F	G
1	**5 YEAR CAPITAL PLAN - FY 2013**	**2013**	**2014**	**2015**	**2016**	**2017**	**2018**
2	**RECREATION**						
3	Parks, Ballfield equipment, facility repair	$10,000	$25,000	$10,000	$10,000	$10,000	$10,000
4	**RECREATION - TOTAL**	**$10,000**	**$25,000**	**$10,000**	**$10,000**	**$10,000**	**$10,000**
5							
6	**FIRE DEPARTMENT**						
7	2000 F-350						
8	1999 Quality FT						
9	1974 Imperial - leased payment moved to operating	$38,000	$0	$0	$0	$0	$0
10	1991 International		$42,428	$42,428	$42,428	$42,428	$42,428
11	1991 KME						
12	Total new truck capital funding	$70,000					
13	**TOTAL - FIRE ROLLING STOCK**	**$108,000**	**$42,428**	**$42,428**	**$42,428**	**$42,428**	**$42,428**
14	Rescue Struts						
15	Hydraulic Rescue Tools						
16	Air Packs	$79,000	$157,888	$0	$0	$0	$0
17	Defibrillator	$31,000	$0	$0	$0	$0	$0
18	**TOTAL - FIRE SUPPORT EQUIPMENT**	**$110,000**	**$157,888**	**$0**	**$0**	**$0**	**$0**
19	**AMBULANCE DEPARTMENT - Fleet upgrade 2013 exp. Moved to operating**						
20	1993 Ford - replaced payment moved to operating $24K X 5 years						
21	1995 Ford - replaced payment moved to operating $24K X 5 years						
22	2001 Ford - replaced payment moved to operating $24Kx 5 years						
23	2006 Ford						
24	Heart Monitor						
25	**TOTAL - AMBULANCE**						
26							
27	**HIGHWAY DEPT - EQUIPMENT**						
28	2000 F-550 - replaced in 2013 lease payment moved to operating						
29	2002 Freightliner FL60 small dump			**X**			
30	2005 Freightliner M2 Dump				**X**		
31	2006 Freightliner M2 Dump				**X**		
32	2007 Freightliner M2 Dump					**x**	
33	1998 Case Loader/backhoe						
34	1991 Caterpillar Grader						
35	2008 Caterpillar Loader						
36	2008 Tenco Snowblower						
37	1997 Backhoe						**X**
38	2005 Holder Sidewalk Tractor						
39	Elgin Street Sweeper						
40	Chipper						
41	**TOTAL - HIGHWAY VEHICLES**	**$125,000**	**$75,000**	**$75,000**	**$75,000**	**$75,000**	**$75,000**
42	**HIGHWAY DEPT. - ROAD & BRIDGE**						
43	Roadway Material Replenishment - Crushing contracting	$50,000	$10,000	$10,000	$10,000	$10,000	$10,000
44	Blacktop Resurfacing & Reclaiming						
45	Culvert Replacements/Repairs						
46	Sidewalk Repair/Replacemnts						
47	Reserve for future bridge repairs						
48	Guardrail Replacements						
49	Total road expense excluding materials	$50,000	$125,000	$175,000	$200,000	$225,000	$250,000
50	**ROAD & BRIDGE TOTAL**	**$100,000**	**$135,000**	**$185,000**	**$210,000**	**$235,000**	**$260,000**
51	**MUNICIPAL BUILDINGS**						
52	OSHA REQUIRED EXAUST SYSTEM IN FIRE BAYS	**$30,333**	**$30,333**	**$30,333**	**$30,333**	**$0**	**$0**
53							
54							
55	**TOTAL MUNICIPAL BUILDINGS**	**$30,000**	**$30,000**	**$30,000**	**$0**	**$0**	**$0**
56	**TOTAL -5 YEAR CAPITAL PLAN**	**$483,000**	**$465,316**	**$342,428**	**$337,428**	**$362,428**	**$387,428**