

# **NEWBURY TOWN PLAN**

**ADOPTED BY THE**

**BOARD OF SELECTMEN**

**SEPTEMBER 26, 2005**

This Plan was partially funded by a municipal planning grant from the Vermont Agency of Commerce and Community Development.

Technical Assistance was provided by the Two Rivers – Ottauquechee Regional Commission.

## TABLE OF CONTENTS

<b>INTRODUCTION.....</b>	<b>4</b>
<b>TOWN GOALS.....</b>	<b>5</b>
<b>GROWTH POLICY.....</b>	<b>6</b>
<b>ECONOMIC DEVELOPMENT.....</b>	<b>7</b>
AGRICULTURE AND FORESTRY: .....	8
INDUSTRY: .....	8
RECREATION/TOURISM: .....	8
COMMERCE:.....	8
CHILD CARE: .....	9
<b>NATURAL AND CULTURAL RESOURCES.....</b>	<b>9</b>
<i>NATURAL RESOURCES</i> .....	9
WATER.....	9
WETLANDS .....	10
RIPARIAN AND WETLAND BUFFERS .....	10
WILDLIFE.....	10
OTHER LAND RESOURCES.....	10
<i>Policies and Recommendations:</i> .....	10
<i>HISTORIC DISTRICTS AND RESOURCES</i> .....	12
<i>Recommendations:</i> .....	13
<b>OUTDOOR LIGHTING AND SCENIC IMPACTS.....</b>	<b>14</b>
<i>Goals:</i> .....	14
<b>SCENIC EVALUATION CRITERIA.....</b>	<b>15</b>
<b>LAND USE.....</b>	<b>15</b>
<i>Preface:</i> .....	15
<i>Background Issues:</i> .....	16
<i>Goals - The Future Pattern of Settlement:</i> .....	16
POLICIES FOR LAND USE SETTLEMENT.....	17
WELLS RIVER .....	17
<i>Policies:</i> .....	17
NEWBURY VILLAGE / HISTORIC DISTRICT .....	18
<i>Policies:</i> .....	18
SOUTH NEWBURY, WEST NEWBURY, AND NEWBURY CENTER.....	19
<i>Policies:</i> .....	19
BOLTONVILLE .....	20
<i>Policies:</i> .....	20
RURAL AREAS .....	21

<i>Policies:</i> .....	21
<i>Recommendation:</i> .....	21
CONSERVATION AND NATURAL RESOURCE AREAS.....	21
<i>Recommendations:</i> .....	22
AGRICULTURAL LAND AND FARMING .....	23
<i>Policy:</i> .....	23
<i>Recommendations:</i> .....	24
HIGHWAY INTERCHANGE AREA .....	24
<i>Recommendation:</i> .....	25
OTHER LAND USE AREAS .....	25
<i>Industrial:</i> .....	25
<i>Public Lands:</i> .....	25
<i>Shorelands:</i> .....	25
<i>Recommendation:</i> .....	26
<b>TRANSPORTATION PLAN .....</b>	<b>26</b>
<i>Transportation Inventory</i> .....	26
<i>Policies/Recommendations/Guidelines:</i> .....	27
ACCESS MANAGEMENT.....	28
<i>Goals:</i> .....	29
<i>Recommendations:</i> .....	29
<b>COMMUNITY UTILITIES AND FACILITIES .....</b>	<b>30</b>
WATER SUPPLY AND SEWERAGE FACILITIES .....	30
<i>Newbury Village Water System</i> .....	30
<i>Wells River Village Water System</i> .....	31
<i>Wells River Village Sewer System</i> .....	31
OTHER COMMUNITY SERVICES AND FACILITIES .....	32
<i>Policy:</i> .....	32
<i>Recommendations:</i> .....	32
RECREATION AND OPEN SPACE.....	32
<i>Recommendations:</i> .....	32
EDUCATIONAL FACILITIES AND SERVICES .....	33
PUBLIC BUILDINGS .....	33
LIBRARIES.....	34
FIRE PROTECTION AND PUBLIC SAFETY .....	34
ROAD MAINTENANCE .....	35
<i>Recommendations: (Also see Transportation Plan above.)</i> .....	35
SOLID WASTE DISPOSAL.....	35
<i>Goal:</i> .....	35
<i>Policies:</i> .....	35
<i>Recommendation:</i> .....	36
TELECOMMUNICATIONS FACILITIES.....	36
<i>Goals:</i> .....	37
<i>Recommendation:</i> .....	37

<b>HOUSING PLAN.....</b>	<b>38</b>
<i>Background:</i> .....	38
<i>Goal:</i> .....	40
<i>Policies:</i> .....	40
<i>Recommendation:</i> .....	40
<b>ENERGY PLAN.....</b>	<b>41</b>
<i>Goal:</i> .....	41
LAND USE.....	41
<i>Goals:</i> .....	41
RENEWABLE ENERGY RESOURCES.....	41
<i>Goals:</i> .....	41
TRANSPORTATION.....	42
<i>Goals:</i> .....	42
MUNICIPAL FACILITIES AND SERVICES .....	42
<i>Goals:</i> .....	42
WIND GENERATION FACILITIES .....	42
<i>Goals:</i> .....	43
<i>Recommendations:</i> .....	43
<b>IMPLEMENTATION .....</b>	<b>43</b>
<b>COMPATIBILITY WITH ADJACENT TOWNS' PLANS AND REGIONAL PLAN.....</b>	<b>44</b>

## INTRODUCTION

"Vermont is a land of hills and Newbury has its full share."  
History of Newbury, Vermont 1704-1902

The Town of Newbury, Vermont, is situated along the Connecticut River midway between White River Junction approximately 35 miles to the south and St. Johnsbury 30 miles to the north. Interstate 91 and U.S. Route 5 provide long distance and local parallel transportation corridors north/south through the town.

Town history is told in terms of its people, the settlers whose names are still amply woven among the current 1,965 inhabitants; and its place, on the most famous oxbow along the 320 mile reach of the Connecticut River. This river corridor and the lands riparian to it constitute a most precious natural resource.

Newbury has long held the cultural traditions of an agrarian community. Even today, much of the town's economy is based in agriculture and silviculture with approximately seventy percent of the town's lands in forest parcels of 20 acres or more. Newbury, almost 60 square miles in area, is a mixture of diverse villages and hamlets, each one distinct with its own set of characteristics. For the purposes of this Town Plan, these areas have been identified as follows:

Wells River - a town center area at the northern limits of Newbury that forms the commercial/retail nucleus of the town. Wells River is linked via east/west Route 302 to Woodsville, New Hampshire, directly across the Connecticut River. This link provides access to a broadened commercial/retail pool; however, economic viability in the business sector of Wells River is fragile and complex because of the different tax structures of Vermont and New Hampshire. Herein exists a major challenge to the Village as well as the Town at large.

Newbury Village - Centrally located on the north/south axis of the town along U.S. Route 5 and adjacent to the Connecticut River, Newbury Village's Historic District and Village Common harken back to the typical New England Village Green. It was here in 1833 that the Newbury Seminary was chartered and until 1868 this institution provided education to an estimated 7,000 young men and women. Many of the buildings remaining in this Village have historic significance.

South Newbury - an area of the town, designated hamlet, which includes a number of Newbury's active farms. The farmlands are carved out of river valley bottom land to the east of U.S. Route 5, and south to the Bradford Town border. One of the farms located on this terrace raises vegetables, selling produce directly to the consumer. The other farmlands of South Newbury are in dairy production. This area is slightly unique in that all the agricultural lands are contiguous to each other and are currently being actively farmed.

West Newbury - Located to the west of Interstate 91 and approximately 7 miles southwest of Newbury Village, West Newbury is hill farm country. Today the center of the hamlet is comprised of large farmhouses, barns and associated outbuildings. The West Newbury Congregational Church, an old school house and a post office provide the only counterpoint to the farms. It is a very scenic

area, high and with pasturelands opening to spectacular views east and south.

Boltonville - On the northern border, adjacent to Ryegate and near the I-91 Interchange, Boltonville is another population core area. Newbury's industrial park is sited just off I-91 on Route 302, almost centrally between Boltonville and Wells River Village. Boltonville in the 1800s was a thriving town center where industrial enterprises generated on and around the hydropower of the Wells River. Where once the Wells River provided opportunity and incentive for development, so now does the area's proximity to an interstate interchange.

This is Newbury with its differing and geographically diverse sets of community interests, values and functions, for which the Planning Commission is charged with the task of planning.

Newbury's Town Plan has been prepared as provided for under Section 4382, Chapter 117, Title 24, Vermont Statutes Annotated, known as "The Municipal and Regional Planning and Development Act". This law requires the planning commission to attempt in-depth analysis and comprehensive planning. However, in our meetings with citizens around the town, we have heard, "keep it simple". The following plan is an effort to meet both requirements.

We have spent months thinking about Newbury. We have talked to as many people with as many different interests as would respond to our questions. We have asked you about business: Where, what kind and how much? We have asked you about forestry and farming. We have asked you what you want your villages to look like. Your answers have helped to shape this plan and have had a direct influence on the future directions Newbury may choose to follow.

## **TOWN GOALS**

The town goals express the aspirations of Newbury's residents for the future of their town. A Town Plan survey was made available to voters at polling booths on November 2, 2004 and mailed to a sampling of Newbury landowners that live out of town; ninety-five responses were received. The top concerns of respondents were - preserving rural character, maintaining a moderate tax rate, planning for controlled growth, retention of undeveloped lands, and economic development. Copies of the survey results are available from the Town Clerk.

The following goals are set forth to achieve these important values.

1. Plan development so as to maintain the historic settlement pattern of Newbury's town center, villages, hamlets and surrounding rural countryside.
2. Ensure the availability of safe and affordable housing to all Newbury Residents.
3. Provide Newbury with a strong and diverse economy that provides rewarding job opportunities while maintaining high environmental standards.
4. Encourage and strengthen agricultural and forestry industries through vocational education, economic development and land use management techniques.

5. Protect and preserve important natural and historic features of Newbury.
6. Preserve the quality of air, water, wildlife and land resources in Newbury.
7. Provide for the wise and efficient use of Newbury's natural resources including lands used in solid waste disposal and earth resources extraction; and facilitate proper site restoration and preservation of the aesthetic qualities of the area.
8. Encourage efficient use of energy and development of renewable energy resources.
9. Plan for, finance, and provide an efficient system of public facilities/utilities to meet future community needs.
10. Broaden access to educational and vocational training opportunities with special emphasis on adult literacy capability.
11. Provide for safe, convenient, economic and energy efficient transportation systems that respect the integrity of the natural environment.
12. Maintain and enhance recreational, cultural and artistic opportunities for Newbury residents and visitors.

## GROWTH POLICY

<b>Population and Rates of Change 1980 - 2000</b>					
	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>1980 - 1990</b>	<b>1990 - 2000</b>
Bradford	2,191	2,522	2,619	15.1%	3.8%
<b>Newbury</b>	<b>1,699</b>	<b>1,985</b>	<b>1,965</b>	<b>16.8%</b>	<b>-1.0%</b>
Norwich	2,398	3,093	3,544	29.0%	14.6%
Thetford	2,188	2,438	2,617	11.4%	7.3%
Topsham	767	944	1,142	23.1%	21.0%
Orange County	22,739	26,149	28,226	15.0%	7.9%
State of Vermont	511,456	562,758	608,827	10.0%	8.2%

*Source: U.S. Census.*

During the decade of the 1980s, Newbury's population grew faster than that of the State of Vermont, Orange County, Bradford or Thetford, but it did not experience the elevated rate of growth seen in Norwich or Topsham.

During the decade of the 1990s, the population of Newbury declined by 20 people, resulting in a negative growth rate for the town. While the county, state, and neighboring towns experienced

growth, only Newbury experienced a loss of population.

According to the Vermont Department of Aging and Independent Living, Newbury is projected to experience a slow rate of growth in the twenty years between 2000 and 2020 - beginning with a population of 1,965 and ending with a projected population of 2,005. This represents a growth rate of roughly one-half percent in each of the five-year intervals. The State of Vermont and Orange County are projected to grow at a rate of roughly two percent during each of those same five year intervals.

While the Town of Newbury experienced modest percentages of population decrease and housing unit increase, Wells River Village and Newbury Village both experienced larger percentages of decreases in both population and housing units between 1990 and 2000; a table that summarizes this data is in the Housing section of this Plan.

A Growth Policy for Newbury is recommended as follows: first, that Newbury continue to grow slowly; secondly, that Newbury retain and/or encourage more young people to migrate to the town; third, as the town has already done, continue to consider its elderly population's needs; and, finally, retain the rural community character of the town.

The following policy statements reflect the opinions of Newbury residents as expressed at area town meetings and are an effort to restate attitudes of the community regarding growth.

1. Encourage an economic base in Newbury that will offset the cost of services to town residents.
2. Provide more work opportunities and amenities for younger adults by developing commercial areas, farming incentives and recreational facilities, thus encouraging our young people to stay.
3. Offset potentially severe impacts of any single development which in and of itself meets or exceeds the town growth rate per year by phasing and if appropriate, the assessment of impact fees.
4. Manage growth in Newbury so that undue hardship will not be experienced by the residents nor impact the environment through the following implementation measures: continually updating the Town Plan, Zoning Regulations and Subdivision Regulations, and by creating a Capital Budget Program.

## **ECONOMIC DEVELOPMENT**

The Town of Newbury realizes that it is desirable to have a balanced economic base in order to help: 1.) pay for services to a developing residential community; 2.) to provide ample and broader employment opportunities for young adults; and 3.) to protect our elderly population's fixed incomes. The Planning Commission held two public forums in October 2004. Additionally, Town Plan surveys were made available to voters on Election Day and mailed to a sampling of Newbury landowners that live out of town. Input from survey respondents and forum participants framed the balance that should be achieved between the desire for economic development, lower taxes, controlled growth, and protection of irreplaceable natural resources. These goals can be

complimentary and do not need to be mutually exclusive. Certain statements of fact, or policies, have been made based on information derived from the surveys and public forums.

### **Agriculture and Forestry:**

The maintenance of the traditional elements of agriculture and forestry as a prime economic base in the town should be encouraged. (Specific recommendations appear in the Land Use section.)

### **Industry:**

Small, clean industry should be encouraged in and of itself, and also to help defray the costs of services as the town expands residentially. At present, the Industrial Park is full, developed to capacity. If more small and clean industry is to locate in Newbury, additional land needs to be identified for such use.

The Adams Paper Mill, on Route 302 in Wells River, has been evaluated for potential reuse. A title search uncovered a long-term lease with a power company and that issue must be resolved before further planning for reuse can continue. A Phase II Environmental Assessment is presently being completed on the Mill site.

### **Recreation/Tourism:**

Newbury possesses marketable treasures in the beauty of its landscape, its many and varied historic districts and structures, and its very distinct charm as a "rural community". Coordination of these assets into an integrated "product" is worthy of investigation. At the same time, however, the town needs to remain protective of its environment, and ever watchful that the municipal cost-benefit balance is not impaired by having to provide an undue amount of services. There continues to be support for a bicycle lane on US Route 5, the highway has been designated a National Scenic Byway.

Newbury supports the continued development of the Cross Vermont Trail (CVT) through the Wells River Valley; utilization of the Cross Vermont Trail promotes the Wells River Village as a special recreational community. Strengthening the relationship between the Village and recreation is important to the vitality of Wells River's economic future, as stated in the "Wells River North Bank Conservation and Development Plan" of April 2002, and as promoted by the Wells River Action Program (WRAP). The Cross Vermont Trail spans the state from Lake Champlain in Burlington to the Connecticut River in Wells River. The Trail connects seventeen communities with on-road and off-road links between village centers, state parks, recreation areas and schools.

### **Commerce:**

One of the questions on the Town Plan survey asked: "Do you feel additional business or employment opportunities are desirable in Newbury?" Sixty-seven out of eighty-five respondents said yes. They were then asked to select the types of businesses they would like to see established (they could pick more than one). The top three business types selected were: Inns/Bed & Breakfasts (80), Small Home-Based Businesses (73), and Farms (69). Other business types received the following levels of support: Auto Repair (62), Ecological/Agricultural Tourism (64), General Stores (63), Light Industry (62), Motels/Hotels (60), Nursing Homes (66), Professional Offices (67), Recreation and/or Amusements (50), Restaurants (65),

Service/Gas Stations (57), and Small Retail Shops (65).

As the targeted growth center for the Town of Newbury, the Village of Wells River continues to work toward revitalization. An action oriented group, the Wells River Action Program (WRAP) has been successful in rehabilitating 5 major buildings in the downtown area. These buildings now have 6 commercial spaces and 29 affordable apartments. WRAP has also built a Welcome Center at the junction of US 5 and US 302 that is staffed with volunteers during the summer months. Other WRAP projects include Rivers Reach Resource Center, which provides social services information and help to local residents, the new sidewalk to the recreation field south of the village, and the planters along the main street with flowers during the summer and holiday decorations later in the year.

### **Child Care:**

With 44% of the female population of Newbury at childbearing age and 92% of the workforce working outside the home, it is important to assure that quality and convenient childcare is available within the town for working families with children. Current childcare programs fulfill some of the need for after-school and pre-school childcare, but there remains a need for year-round childcare programs for children of all ages (especially infants), preferably located close to the village centers.

According to *Vermont Child Care: A Survey of Market Rates and Capacity*, 15% of school-age childcare facilities, and 39% of infant care facilities in the state, have to turn away families that request services due to lack of capacity. Presently in Newbury, registered childcare services are provided by the Blue Mountain Union School EEI/Preschool, the Central Vermont Head Start (Boltonville School), Newbury Elementary School Preschool, and an in-home childcare provider.

It is in the interest of the Town of Newbury to encourage and support the creation of additional childcare facilities that meet the diverse requirements of the working population. It is also in the interest of the Town of Newbury to support the creation of licensed childcare facilities that are run from the home as home occupations.

## **NATURAL AND CULTURAL RESOURCES**

### ***NATURAL RESOURCES***

Natural resources may be defined as those natural elements relating to land, water, air, plant and animal life of an area or community and the interrelationship of these elements. Newbury's elevation ranges from approximately 400 feet above sea level along the floodplains of the Connecticut River to almost 1,700 feet at the summit of Woodchuck Mountain and along to Tucker Mountain. A wide variety of vegetation provides habitats for a multitude of wildlife species.

### **Water**

The Wells River flows along the northern boundary of Newbury and in the past its steep gradient provided ample water power to drive the mills along its borders. The Wells River joins the Connecticut River at the Village of Wells River. The Connecticut River forms the eastern boundary

of the town and its flood plains provide much of the rich agricultural soils for Newbury's farms along U.S. Route 5. Both rivers have Vermont Fish and Game access points.

### **Wetlands**

There are significant wetlands, bogs, streams and brooks throughout the town. Scenic waterfalls include those in Newbury Village and Starch Factory Falls behind the West Newbury Hall. Halls Lake is the largest body of water in the town, others include Round Pond, Long and Muddy Ponds, Fish Pond, Harriman Pond and Tenney Pond. The majority of these pond and lake areas are zoned as shoreland districts in the Newbury Zoning Regulations.

One cannot mention the Connecticut River and the Town of Newbury in the same breath without bringing to mind the famous oxbow just north of Newbury Village. The oxbow holds a fascination both as a land form and as an archaeological site of Native American culture.

### **Riparian and Wetland Buffers**

Vegetative buffers located adjacent to rivers, streams, and wetlands protect these resources by maintaining the chemical, physical, and biological integrity of the water; removing pollutants; reducing erosion; stabilizing streambanks; impeding flood waters; maintaining water temperatures and desirable aquatic organisms; providing wildlife habitat; and furnishing scenic views, open space, and recreational opportunities.

### **Wildlife**

Wildlife habitat is a most important resource in Newbury. The variety of terrain provides cover and browse for wildlife such as deer, moose, black bear, snowshoe hare, grouse, woodcock and wild turkey. The northwest corner of Newbury shares Pine Mountain Wildlife Management Area with Topsham and Groton.

### **Other Land Resources**

Among its natural resources Newbury has several gravel and sand pits. One of the more notable gravel deposits is along the Wells River just outside of the Village. Other areas exist along Peach Brook and Scotch Hollow roads. The value of these lands lies not only in their inherent physical properties, but also because they are resources that directly provide for "public good". Prudent management and use of these resources is essential. Planning associated with these particular natural resources must include a land restoration and site rehabilitation component. Methods for reclamation should include plans for timing and phasing for the restoration, soil replacement, regrading, landscaping and revegetation.

### Policies and Recommendations:

1.) The Newbury Selectboard, Conservation Commission and Planning Commission should always be represented at Act 250 hearings on projects in the town. The ten criteria of Act 250 provide ample opportunity for review, comment on and the development of protection strategies for natural resource issues.

2.) The Planning Commission, with the Conservation Commission and any other relevant

department, agency, or commission of the town, should coordinate and collaborate on any planning initiatives which involve Newbury's natural resources.

3.) Zoning and subdivision regulations for the town should reflect preservation strategies. These regulations should control or restrict development of such key natural features as ridgelines and/or high elevations, slopes over 15%, designated wildlife habitats, and rare plant and animal communities, wetlands, prime agricultural and forest lands, views and vistas. Such controls should also be intended to provide for adequate open space.

4.) A complete Natural Resource Inventory for Newbury is a project that is under consideration by the Conservation Commission. Much information currently exists, but it is in piecemeal form. A formal inventory would aid in preservation of these natural assets and offer valuable information on which to base decisions regarding development intensity, environmental impact and potential imbalances between development and the environment

5.) Public Access - Often natural resource planning includes a recommendation to "improve and/or increase opportunities for public access to riparian lands or remote, scenic highlands." The extensive network of "legal trails" that presently exists throughout the town provides access to otherwise remote areas. Newbury should selectively, as part of the inventory above, identify existing access points to the Connecticut River and other valuable natural areas, and protect and expand access opportunities for recreational, agricultural or forestry use.

6.) Lands or water bodies which are valued because of their natural beauty or pristine condition should not as a matter of public policy, have that value put at risk by increased human contact. Rather, access should be carefully refined and in some cases limited. Enhancement strategies should lead to better, not necessarily more exposure.

7.) Protection efforts to set aside land around water supplies which may become part of a public water supply should continue, as in the case of lands around the Newbury Village Reservoirs on Moore Hill and the Wells River Reservoir on Roystan Ridge.

8.) Opportunities for environmental education both public and private should be encouraged for Newbury's people to learn about stewardship of land, water and wildlife.

9.) The Town of Newbury seeks to protect all lakes, perennial streams, rivers, and their adjacent wetlands and floodplains by requiring that riparian and wetland vegetative buffers be calculated into development plans.

10.) Providing appropriate riparian buffers maintains the integrity of these areas while allowing the use and enjoyment of the town's natural resources. The Vermont Agency of Natural Resources adopted practices and procedures that provide guidance on riparian buffers for specific purposes such as the maintenance of water quality. The practices and procedures contained in the Riparian Buffer Guidance (dated January 20, 2005) should be followed in Newbury.

11.) The Town of Newbury Planning and Conservation Commissions will work together to:-

- a) assist landowners with desirable riparian buffer maintenance practices;
- b) promote Acceptable Management Practices (AMP) and Best Management Practices (BMP) for maintaining water quality for farmers, loggers and landowners;
- c) establish guidelines for nature, recreational, and educational trails.

12.) The Town of Newbury Planning Commission, Conservation Commission, other boards, and citizens will work together to bring the Newbury Zoning Regulations into accordance with the Town Plan; the Town Plan emphasizes the recreational and economic potential of the Wells River and its adjacent Route 302 corridor. The Wells River serves as a gateway to the Town of Newbury and is a tremendous resource for the town citizens and visitors alike. Long-term protection of the Wells River is vital to the economic and environmental future of the town.

### ***HISTORIC DISTRICTS and RESOURCES***

According to the Vermont Division of Historic Preservation, the Town of Newbury provides one of the most numerous and diverse combinations of historic districts, structures and relics in the State of Vermont, including the former location of Newbury Seminary, the first Methodist Theological School in America, from which sprang Boston University and Vermont College in Montpelier, VT. The formally designated districts are:

- a) Newbury Village Historic District.
- b) The Farnham Atkinson Historic District  
(The Little Plain).
- c) Bayley Historic District.
- d) Oxbow Historic District.
- e) The Wells River Village Historic District.
- f) Boltonville.
- g) West Newbury Village.
- h) South Newbury Village.

These districts are spread along US Route 5 and the first four are within the village limits of Newbury Village.

The Wells River Historic District provides examples of early 19th century commercial architecture. The bridge in Wells River that spans the Connecticut River to New Hampshire is the longest Pratt truss structure remaining in Vermont.

Though too numerous to list here, most of Newbury's historic treasures are catalogued in the town histories. Recorded with pictures and descriptions are not only the districts named above, but also sites and structures throughout the town in Boltonville, Newbury Center, South Newbury and West Newbury.

The Town Goals section of Newbury's Town Plan sets forth Newbury's desire to protect, preserve and to the extent possible, restore and maintain the town's historic heritage. The Land Use Section of this plan establishes some specific standards to apply to historic structures in historic districts. The recommendations that follow are to some degree a restatement of Land Use Plan initiatives.

Recommendations:

- 1.) Designs of new or rebuilt buildings within historic districts or adjacent to historic buildings should be compatible.
- 2.) Restoration and rebuilding of historic structures should be encouraged providing attention is paid to design characteristics of the building and within the context of its immediate surroundings.
- 3.) Newbury is fortunate in having not one, but several historical groups. These societies should be recognized and encouraged. The maintenance of a photographic record of historic structures should be encouraged, especially any structures which may be dismantled or altered.
- 4.) At some point in the future, the town should incorporate Newbury's archaeological sites, historic districts and structures in their entirety in the geographic information system (GIS) mapping for the town.

## **OUTDOOR LIGHTING AND SCENIC IMPACTS**

This section of the Town Plan provides clear policy statements for evaluation of lighting installations planned for both public and private property, residential and commercial. Newbury's historic villages and other areas planned for concentrated mixed use will be best served by lighting designs that enhance the rural nighttime atmosphere.

Development in Newbury has brought about an increase in the use of outdoor lighting including: parking lots, brighter street lighting, floodlights on commercial/industrial complexes, lighted gas station canopies, and excessive use of light on residential properties. While increased lighting may be an inevitable result of growth, excessive or poorly planned lighting results in wasteful energy use, contributes to "light pollution", affects the ability to view the night sky and landscape, and creates an adverse impact on the character of historic villages.

With the advent of new lighting technologies in recent decades, sufficient light can be provided without negatively impacting the rural night sky. Newer lighting installations are attractively designed, provide for safe night vision at reasonable levels, and fit well into their surroundings. These newer fixtures eliminate the problems of over-lighting, glare, skyglow, and energy waste.

Necessary light levels vary according to use. Using the minimal amount of light necessary decreases skyglow and avoids escalation of light levels. Skyglow, or reflected light from surfaces, is visible in the night sky over villages or large commercial/industrial complexes, and is a form of "light pollution". Skyglow limits the ability to see stars and other aspects of the nighttime landscape.

Glare is another problem created by excessive brightness, or by unshielded lamp sources or misdirected fixtures. Light that is not directed towards the ground or towards the surface to be illuminated can shine into the viewer's eyes, impairing vision and causing potential safety problems.

### Goals:

- 1.) Illumination that will adversely impact the night sky shall employ mitigating steps to improve harmony with the surroundings, taking into consideration the type and density of present land use, the topography, and whether the area has scenic value.
- 2.) Nighttime ambiance and aesthetic qualities of the village and rural areas shall be preserved by illuminating them for safety and convenience in ways that enhance the streets, buildings, and public spaces.
- 3.) Outdoor lighting systems should be creatively and functionally designed to conserve energy and minimize life cycle costs.

## SCENIC EVALUATION CRITERIA

This Plan refers to the scenic attributes, amenities, areas, views, values, quality, highlands, and byways of Newbury. The Scenic Evaluation Criteria provide a method for defining “scenic”. There are several types of scenic landscapes, ranging from the built environment of the village to sparsely settled rural residential areas and remote roadless ridgelines. Their relative importance is dependent on several characteristics:

- 1.) Dramatic Focal Points: natural or manmade landscapes which include clear and dramatic focal points are more sensitive to scenic disruption.
- 2.) Landscape Diversity: a combination of elements which increases the scenic effect, may include elements of topographic variation, mixture of open meadows and woodlands, water, distant views, mixture of vegetative types.
- 3.) Order, Pattern, Scale, and Design: landscapes should have a sense of order or logic, with a clear progression from the village, to clustered residential settlements, and then to surrounding rural countryside. Order is heavily influenced by scale and pattern of buildings, and architectural similarities of form, size, and design.
- 4.) Intactness: landscapes that have retained traditional patterns or forms, or have absorbed development with minimal disruption, are more likely to add to the scenic quality of an area.

In Newbury, areas of scenic significance that are most likely to be affected by development include the following:

- 1.) Shorelands and riparian areas adjacent to the Wells River and Connecticut River;
- 2.) Prominent ridgelines, mountain or hilltops, or steep slopes which are highly visible from public corridors and other vantage points throughout the town;
- 3.) Agricultural lands, river bottom lands, and areas within or adjacent to natural areas;
- 4.) Historic areas, including Newbury Village and Wells River Village;
- 5.) Other areas of high scenic quality.

## LAND USE

### Preface:

It should be noted here that prior to undertaking its review, the Planning Commission for the Newbury Town Plan researched other town plans in Vermont as well as our own region's plan drafted by Two Rivers-Ottawquechee Regional Planning Commission. This review of the literature

was conducted to aid the Planning Commission in constructing what it felt would be the most appropriate format for the Newbury Town Plan Land Use Section.

The Planning Commission decided to use the Regional Plan as the model for format and language for three reasons: 1.) it provided useful background for our decisions; 2.) it provided continuity between Newbury's Plan and those of our immediate neighbors; 3.) the format is clear and logically developed.

The Land Use section that follows has been drafted with considerable input from the community at large, data collected from interest groups and vigorous debates within the Planning Commission. The concepts and recommendations presented in the Land Use Plan are intended to address the stated concerns of the citizens and landowners of Newbury about the future of the town.

#### Background Issues:

The character of Newbury is a composite of its landscape, people, institutions, and history. The people of Newbury believe that the town can continue to grow culturally and develop economically. The special character of Newbury's landscape and quality of life can only be retained through the concerned involvement of its citizens and solid local planning.

#### Goals - The Future Pattern of Settlement:

First in importance in formulation of the proposed land use pattern for Newbury is consideration of the existing settlement pattern. The town has already been settled into areas of residential uses and other activities in the form of villages and hamlets surrounded by rural areas of lower densities. This existing settlement pattern has demonstrated itself to provide a system of centers both efficient and economical for the conduct of business enterprise and for the provision of social and community facilities and services. This pattern should, therefore, be protected and enhanced. The continued use of this existing pattern in guiding future development of the town should be adopted as policy.

Due to severe physical site limitations and the relatively high costs associated with land development in certain areas, much of the town is not readily available for intense development. Accordingly, major growth or investments should be channeled into, or adjacent to, existing or planned settlement centers and to areas where adequate public facilities and services are planned or are available. These growth areas, including both villages and hamlets, should include plans for open space for parks, recreational areas, and similar uses. Land development adjacent to and surrounding such areas should be at low and moderate densities to provide diversity in the landscape and a range of choice in rural living environments. Concurrently, owners of lands not suitable for intense development should be encouraged, through public and private means, to maintain valuable resource lands in productivity or for conservation. The land use goals outlined within this section are of primary importance to this Plan. They represent the foundation of the planning and development program for Newbury and are intended to be applied uniformly throughout the town.

The goals outlined within this section are as follows:

- (1) to protect and preserve agriculture, forestry and natural resources;
- (2) to encourage full use of existing and designated future growth centers;
- (3) to maintain and improve the accessibility and economic viability of existing built up centers;
- (4) to protect the character of rural areas and their natural resources by avoiding scattered development and incompatible uses;
- (5) to provide for concentrated development only in areas where adequate public services and facilities are available or planned to adequately support such development;
- (6) to protect the natural environment by wise use of natural resources;
- (7) to promote and protect the town's historical heritage and unique features;
- (8) to continue to research and develop mechanisms for local regulation on issues of local concern; and,
- (9) to identify and evaluate appropriate locations for future light industrial uses.

## **Policies For Land Use Settlement**

For the purposes of this Plan, a basic framework has been adapted to fit the situation as it presently exists in Newbury. Several types of land use settlement areas have been identified as defined by the Two Rivers - Ottawaquechee Regional Commission. These areas have certain existing characteristics that identify them within the town. These areas are:

- (1) Town Growth Center - Wells River.
- (2) Village Settlement - Newbury Village.
- (3) Hamlet Areas - West Newbury, South Newbury, and Newbury Center; Boltonville.
- (4) Rural Areas - R1, R2, and R5 Areas.
- (5) Conservation and Resource Areas - Con 10.
- (6) Interstate Interchange Area (I-91 at US 302) and Highway Commercial Areas.
- (7) Industrial and Highway Commercial Areas - those that are existing and others that are yet to be identified and designated.

## **WELLS RIVER**

The Village of Wells River is considered a town growth center, providing central public utilities for water and sewer. It is a location where commercial, cultural and civic activities are available for the town and the surrounding communities.

Policies:

- (1) Wells River supports the broadest mixture of single family, two family, and multiple family structures in the town and these uses occur at higher densities than elsewhere.
- (2) Conversion of larger older homes, particularly those with historic merit, should be encouraged for new, more economical use to avoid structural obsolescence and deterioration.
- (3) Commercial uses, small-scale specialty retail sales, restaurants, services, offices, wholesale business, and community facilities and services should be encouraged to locate here and to provide the broadest possible range of employment.
- (4) A balance of public and private capital investment determines the economic well being of a town or region. In town centers, intense growth is encouraged when adequate public services such as water, sewer, and highways are available. Continued maintenance or expansion of such facilities must be encouraged in relation to available tax revenues and reasonable levels of public and private capital investment.
- (5) Local capital planning programs and public investment strategies should encourage renovation of and in-filling within town centers or expansion areas.
- (6) To help maintain the rural character of the area, and to minimize the blighting effects of sprawl and strip development along Routes 5 and 302, principal retail establishments should be located in Wells River.
- (7) In Wells River's Historic District, which contains structures and buildings of architectural or engineering significance, new development should be planned to be compatible with existing development and not to impact significantly the general and special character of the area.
- (8) In order to maintain the long-term viability of the Wells River commercial district, traffic patterns through the Village may be streamlined, but should not be significantly altered. No alteration of traffic patterns through Wells River should take place without the approval of both Wells River Village and the Town of Newbury.

## **NEWBURY VILLAGE / HISTORIC DISTRICT**

A Village Settlement is an area that has developed into a small community center and consists of mixed land uses at medium densities. Generally a village settlement has consolidated groups of structures located on a major regional highway and is not an area usually afforded direct access to the Interstate; Newbury Village fits this category.

### Policies:

- (1) Newbury Village should support housing types at lower densities than Wells River.

Newbury Village has a public water system but no public sewer. Moderate densities are recommended to reduce any potential for ground and surface water contamination.

- (2) Conversion of larger older homes and particularly those with historic merit should be permitted for new, more economical use to avoid structural obsolescence and deterioration.
- (3) Convenience shops and services, tourist business, restaurants, lodging, professional offices and public facilities at a small scale with appropriate design characteristics are encouraged.
- (4) New development in Newbury Village should be coordinated with regard for location of existing structures. New development should not place undue burdens on municipal facilities, utilities and services, including transportation systems. To provide for a concentration of land uses and the maintenance of open space, larger or more intense development proposals should be encouraged to locate in areas that have central water systems.
- (5) Because Newbury Village contains structures and buildings of architectural significance, new development should be planned to be compatible with existing development and not to impact significantly the general and special character of the area.

### **SOUTH NEWBURY, WEST NEWBURY, and NEWBURY CENTER**

Hamlet Areas consist of groupings of buildings, smaller in scale than village settlements. They historically have served as the location for single-family homes, with few stores and businesses supported primarily by local residents. These areas generally do not contain a community water supply or sewer system. Minor community facilities and services sometimes are located in these areas. Of the three hamlets listed above, South Newbury and Newbury Center are more residential, less defined in boundary, and quieter in terms of non-residential activity than is West Newbury.

#### Policies:

- (1) The density of development in hamlet areas should reflect the existing settlement patterns, physical land capability, and the availability of utilities for expansion. Particular densities for development shall be designated within the town plan for each of these areas.
- (2) Hamlets should support primarily single and two family homes in rural areas and mixed dwelling types and home occupations in the more developed areas.
- (3) Major traffic thoroughfares should be planned and constructed around hamlets and should not divide them.
- (4) Buildings should be sited to encourage open space. Where unusual natural features, soil

limitations, or special resources including areas of scenic value or prime agriculture land are identified, (the open areas of West Newbury and the river bottom lands of South Newbury, for example) location and arrangement of structures in relation to the land is especially important to protect such resources from unnecessary or unsightly development.

- (5) Where adjacent subdivisions are planned, each should provide for common open space systems to link active recreation areas such as playgrounds, playfields, and natural areas.
- (6) Where adjacent subdivisions are planned, each should provide for common open space systems to link active recreation areas such as playgrounds, playfields, and natural areas.

Design features which contribute to the aesthetic value of residential areas, including open spaces, trees, natural ground cover, stream valleys, historic landmarks and structures, should be considered in planning subdivisions.

## **BOLTONVILLE**

Boltonville is largely a residential hamlet with an industrial legacy. Land north of the Wells River is residential, agricultural, and floodplain in use. In previous versions of the Town Plan this area was designated as a Highway Commercial land use area, but this Plan changes the land use designation here to Agricultural /Residential. Land south of Route 302 is more suited for commercial development and that land use area should be increased in size south of Route 302.

### Policies:

- (1) Boltonville should support housing types at lower densities than Wells River. Boltonville has no public water or sewer system. Moderate densities are recommended to reduce any potential for ground and surface water contamination.
- (2) Conversion of larger older homes, particularly those with historic merit, should be encouraged for new, more economical use to avoid structural obsolescence and deterioration.
- (3) Commercial uses, small-scale specialty retail sales, restaurants, services, offices, wholesale business, and community facilities and services should be encouraged to locate here.
- (4) To help maintain the rural character of the area, and to minimize the blighting effects of sprawl and strip development along Routes 302, building footprints and parking areas should be compact and make the most efficient use of the land.
- (5) In Boltonville's Historic District, new development should be planned to be compatible with existing development and not to impact significantly the general and special character of the area.

## **RURAL AREAS**

Most land in the Town of Newbury lies outside of established villages and hamlets. These areas are generally rural in character and consist primarily of a mixed pattern of low-density residential, agricultural, forestry, and recreation uses. Traditional settlement patterns have concentrated development in the villages and hamlets with farms or undeveloped tracts of forest located along the connecting roads. However, recent zoning regulations have encouraged residential growth along most Class 3 roads, despite relatively high costs of infrastructure development and maintenance.

### Policies:

- 1) Maintenance or enhancement of the rural environment or setting is the primary goal for rural areas. Dispersal of residential growth into rural areas should be avoided. Where residential growth does occur, it should be sited to cause minimum intrusion and impact.
- (2) Rural lands adjacent to villages and hamlet areas that are readily accessible and have appropriate soil characteristics, should be considered as locations for residential development to a density of one dwelling per acre. Such lands should be close to developed areas and may be viewed as expansion areas for villages and hamlets. [R1]
- (3) Rural lands away from existing settlements should accommodate residential uses at lower densities. It is suggested that rural areas located along main town highways but located away from established population centers, should have a residential density of one dwelling per two acres. [R2]
- (4) The special scenic values of certain areas should be protected by maintaining the existing pattern of low-density residential development. Rural roads that are recognized as having exceptional scenic qualities should have residential densities not to exceed one dwelling per five acres. [R5]
- (5) It is strongly suggested that residential densities be controlled by applying land use management.
- (6) It is suggested that all rural districts (R1, R2, R5) be defined based on their perpendicular distance from the centerline of a numbered town highway.

### Recommendation:

- (1) Convene public discussions to reevaluate the suitability of established zoning districts.

## **CONSERVATION AND NATURAL RESOURCE AREAS**

Forests are an important part of Newbury, and have traditionally been used for recreation, wildlife

habitat and as a source of firewood, maple syrup and lumber by landowners. Roughly seventy percent (70%) of the total area of the town is made up of parcels of forestland that are twenty or more acres in size. Large tracts of undeveloped land are found throughout the town and have an impact on the character and appearance of the landscape.

The forest provides a more-or-less unbroken area with many important elements of wildlife habitat, such as food, visual cover, and protection from the elements. Some areas contain dense softwood stands that provide winter cover for deer. Other areas are overgrown pasture lands with aspen, apple, cherry and serviceberry that provide food to many birds and animals. Oaks and beeches provide nuts in autumn that help to fatten animals for the long winter.

Areas that have experienced recent logging often have an abundance of young hardwood trees that are browsed by deer and moose. Parts of Newbury are classified as seasonal bear habitat by the Vermont Department of Fish and Wildlife, and several areas of town are mapped as critical deer habitat. There are at least three locations in town that are recognized by the Vermont Natural Heritage Program as having rare or endangered plant or animal communities.

An extensive system of old town roads and logging trails provide excellent access for outdoor recreation activities such as hiking, horseback riding, cross-country skiing and snowmobiling. (See Transportation Plan)

The eastern portion of Newbury is dominated by forests of hemlock, white pine, oak and red maple. The western part of the town has less oak and more sugar maple, American beech and white ash. All of these species have value and can be sold for pulpwood, firewood or sawlogs to generate income. This ability to draw economic value from forestland has encouraged its maintenance as undeveloped land. This forest resource provides a long-term, stable source of jobs and income to landowners, loggers, foresters, sawmill workers and indirectly to the rest of the community involved in supplying equipment or services to the forest industry.

As a way of gauging the importance of natural resource areas, the 2004 Town Plan survey asked the question - "Should there be policies to stop or control development in the following areas: farmlands, forestlands, steep slopes, wet or saturated soils, critical wildlife habitat, or ridge tops that are in public view?" The responses were overwhelmingly supportive of protecting natural resources. Farmlands – 73.8% said yes; Forestlands – 74.1% said yes; Steep slopes – 85.3% said yes; Wet or saturated soils – 90.8% said yes; Critical wildlife habitat – 88.8% said yes; Ridge tops in public view – 73.1% said yes.

#### Recommendations:

- (1) Conservation and Natural Resource areas should be all lands that front on Class IV Roads, or legal trails, or are greater than 1,000 feet from other public roads.
- (2) Significant commercial or residential development is not appropriate in Conservation and Natural Resource areas. Residential density should not exceed one dwelling unit per 10 acres. [Con 10]

- (3) As a means to mitigate potential financial hardship such a density might cause to landowners, a density bonus percentage for Planned Unit Developments (PUD) should be included in the zoning regulations. This would reward developers using PUDs with the bonus of additional, above what is as defined by the density requirements of the district, but with smaller lot size requirements, thereby allowing for both development and preservation of open space or actively farmed areas. Instead of a ten-acre requirement per dwelling, a Planned Unit Development density bonus would allow for a recommended lot size of 1 acre leaving the 9 remaining acres in open land
- (4) It is in the interest of the Town of Newbury to control scattered residential or commercial development in areas now used primarily for traditional forest uses. Development should instead be directed towards established villages and hamlets.
- (5) Important wildlife habitat should be protected from development, in order to maintain healthy and diverse wildlife populations.
- (6) No development should be allowed within certain reasonable distances of streams, rivers, ponds and lakes.
- (7) Due to their critical ecological importance, significant wetlands (including vernal pools) should not be drained or filled.
- (8) Appropriate development should be sited in such a way that negative effects on rare plant or animal communities is avoided.
- (9) Subdivision of existing parcels should be reviewed to assure that new parcels are accessible and have reasonable configuration to allow long-term, productive use of the land.

## **AGRICULTURAL LAND AND FARMING**

For the purposes of this plan, the category of lands falling under agriculture and forestry uses cross reference under three planning headings: Land Use, Natural Resource, and Community-Economic Development.

As have many other Vermont communities, Newbury recognizes the value of its agricultural lands. However, like many towns, Newbury has limited financial resources to commit toward the conservation of these lands, the open spaces they provide, and the preservation of farms under active operation. As of 2002, 10,370 acres (97 parcels) in Newbury were enrolled in the Current Use Appraisal Program. This represents 25% of Newbury's total land mass of 41,302 acres.

### Policy:

Encourage the maintenance of Newbury's traditional elements of agricultural industries as a prime economic base.

Recommendations:

- 1.) The Town of Newbury should investigate methods of permanently preserving open lands.
- 2.) Located in the Connecticut River Valley, Newbury is a town with an agricultural heritage. Agricultural land use will continue to influence the pattern of development in Newbury and the elements necessary in agrarian life (farmers, farm equipment, manure, livestock, etc.) must be respected by residents and businesses.

**HIGHWAY INTERCHANGE AREA**  
**Highway Commercial**

Newbury realizes that the areas in close proximity to its interchange on Interstate I-91 are prime targets for development due principally to the relative ease of public access, high visibility and favorable site conditions. However, in other areas (West Lebanon, NH, for example) a lack of planning for development has resulted in various forms and types of poorly planned and unplanned development along roads immediate to the interchange.

Typical problems associated with poorly planned or unplanned growth include:

- (1) the undermining of existing town centers as strong commercial areas;
- (2) unnecessary loss of scenic attributes resulting from insensitive land development;
- (3) erosion of cultural, social, and economic values of the traditional town center or village settlement due to a dislocation or redistribution of key uses into the area; loss of a sense of community;
- (4) the eventual existence of high traffic generators in such areas can degrade roadway intersections resulting in lower travel speeds, traffic congestion, pedestrian safety concerns and a need to install traffic control signals; and,
- (5) fragmentation of land parcels in such a manner as to preclude future access or interior roads to properties more removed from the right-of-way.

In consideration of maintaining the integrity of the existing villages and retaining the scenic quality of the area, it is suggested that manufacturing, industrial and highway oriented commercial or retail businesses would be appropriate either as permitted or conditional uses within this district. It is further recommended that the Planning Commission propose a performance standard provision for this area in accordance with Section 4414 (5) of Ch. 117, 24 V.S.A., for adoption into the Newbury Zoning Regulations. This provision would regulate the following by creating standards or thresholds as appropriate: noise, lighting, air and water pollution, hours of operation; buffer requirements between different land uses; and, in some specific instances, require the posting of a performance bond if such is deemed necessary to assure conformance.

Site Plan Review will continue to be required in this district to further the intent and purpose of policies to discourage the creation of uses deemed more appropriate to Wells River and/or Newbury Village; to maintain a high standard of scenic amenities with due regard for impact on neighboring land uses and highway users; to direct and match appropriate uses to appropriate land areas.

Presently there is no municipal sewer or water service serving the parcels around Exit 17 or along the Highway Commercial district. Development at the interchange and along Route 302 is dependent upon the ability of landowners to get private wells and onsite wastewater systems permitted and constructed.

Another consideration for development along the Highway Commercial district is the location of access points, or curb-cuts, from the State Highway into private property. The Vermont Agency of Transportation grants access permits and has reviewed the area 2,000 feet east and west of the interstate interchange. A map depicting the existing and potential access points is appended as part of this Plan.

Recommendation:

- 1.) The size of the Highway Commercial district, located on the south side of Route 302 and west of the interstate interchange to the Ryegate town line, should be increased.

## **OTHER LAND USE AREAS**

### **Industrial:**

Newbury has one industrial site located off Route 302 near the I-91 interchange. This Industrial Park is fully tenanted. The town should continue to research other potential areas that might be appropriate for future industrial growth.

### **Public Lands:**

The State of Vermont owns approximately 376 acres within Newbury and of those 336 are attributable to the Pine Mountain Wildlife Management Area. Wells River Village owns approximately 86 acres; Newbury Village, 218 acres, 188.4 of which are reserved for the Newbury Village Water Protection District, mentioned under the section in this plan for Community Facilities and Utilities. Newbury Town has approximately 161 acres, including three town forest tracts.

### **Shorelands:**

Among Newbury's natural resources are several lakes and ponds. These areas are detailed under the section on Natural and Cultural Resources. The lands around these water bodies are subject to shoreland regulations in Newbury's Zoning Regulations.

Protection strategies should be continued to preserve the quality of these important and tenuous land

areas. At the north end of the Lake, a recommendation calls for the road to be moved from its current path bordering the existing beach area and relocated behind the existing cabins.

Recommendation:

- (1) The Selectmen should lay out a new Halls Lake Road.

## **TRANSPORTATION PLAN**

The Transportation Plan for Newbury is based on two primary goal concepts:

1. That people and goods be able to move freely, safely and efficiently. This includes consideration of highways, back roads, pedestrian routes, trails and public transportation, although modes of public transportation in Newbury are limited to school bus routes and a seniors' transportation service; and,
2. That plans for transportation routes through Newbury will have a major impact on guiding growth to appropriate locations. Growth management can occur by directing construction or improvements of roadways into areas favorable for growth and away from environmentally sensitive areas.

It is the intent of this transportation planning element that there be close correlation between road development policies and the land use plan element policies to ensure appropriate and well directed growth throughout the town. Present service is good and there is room for growth on existing roads. The town does not anticipate the need for creation of any new significant roadways.

In addition to the road network in Newbury, the Boston and Maine Railroad operates a freight line through the town. The tracks roughly parallel U.S. Route 5 north/south. The line is owned and operated by the Guilford Transportation Corp., of North Billerica, Massachusetts. As is the case in many other parts of this state and the country at large, rail transportation has seen better days. Newbury should continue to maintain an open policy with regard to efficient and more frequent utilization of this mode of transport.

### Transportation Inventory

Interstate 91 bisects the town on a north/south axis roughly paralleling Route 5. A segment from the 1971 transportation plan reads as follows:

"The impact of I-91 will not only be one of heavy generation of traffic but also will affect the land use. It is therefore envisioned that Route 302 will be subject not only to considerable improvement, but realignment as well, accommodating the White Mountain traffic coming from Interstate 91."

The above statement remains true, although resulting impacts have been slower to evolve than were envisioned. In 1993, as stated above and in sections of the land use plan, Interstate 91 has had and will continue to have a major effect on traffic and land use planning concerns in the Town of Newbury.

The street and highway network serving the Town of Newbury consists of 116.33 miles of highways in the following classifications:

<b>CLASSIFICATION</b>	<b>MILES</b>
Town Highways	94.56 miles
Class 2	22.71 miles
Class 3	61.64 miles
Class 4	10.68 miles
State Highways	11.74 miles

("State Highways" include US Route 5, US Route 302, and the Newbury State Highway to Haverhill, NH.)

Present surface conditions of highways are:

<b>HIGHWAYS</b>	<b>SURFACE CONDITIONS</b>
Town Highways	Dirt and Improved Gravel.
State Aid Highways #3, #2	Complete with hard surface.
State Aid Highways #1, #4	Part hard surface/ part improved with gravel. (#4 is to be hard-surfaced as funds become available.)
State Highways 5 and 302	Hard surface.

\*Regional Connectors are Tyler Farm Road, Swamp Road, Scotch Hollow Road, and Boltonville Road. The regional connectors have been given that designation because they provide a direct conduit to adjacent municipalities.

Transportation to the public schools is by contract. Privately, Stagecoach (Stagecoach Transportation Services, Inc.), is available to provide bus and van transit services to riders along the fixed route known as the "River Route" which goes from Wells River and Newbury Village to Bradford, Fairlee, Thetford, Hanover, and White River Junction. Stagecoach also provides transportation to other destinations upon request.

Newbury town roads extend through rural farmlands, hill country and forest land. Four of these roads have been specifically identified by the Planning Commission and the transportation committee for designation as "scenic": Rogers Hill Road, Jefferson Hill Road, North Road and Wallace Hill Road all open on scenic panoramas.

Finally, Newbury has several unused highways altered to the status of trails. These trails are not maintained and may be used for recreational purposes. A recommendation is made for identification of some of these trails as an interconnected system of walking trails. The Newbury Conservation Commission and /or other interested groups or persons might assist the Town to accomplish this.

Policies/Recommendations/Guidelines:

- 1.) The Town of Newbury shall continue in the update of its Highway Ordinance.
- 2.) As a part of the adoption of the updated ordinance, standards developed by the Vermont Department of Highways with respect to development of roads, Standard A-76, should become a part of the ordinance. In addition, Standard B71, developed by the Department of Highways for the development of residential and commercial drives, should also become a part of the updated ordinance.
- 3.) Providing year round maintenance for Class IV Roads, beyond the boundaries now served is not an option envisioned by the town at this time.
- 4.) Guardrails should be installed where bodies of water or the immediate slope off the road presents a serious threat to travelers.
- 5.) The Town possesses rights-of-way over pent roads and legal trails. These shall be retained by the town for the purposes of maintaining a recreational trail system and for agricultural or forestry access.
- 6.) Future development along U.S. Route 5 may warrant the installation of traffic signals and/or crosswalks. Bicycle and pedestrian paths should also be constructed. Such provisions could be of particular benefit in Wells River Village in view of housing densities, limited off-street parking, traffic counts and elderly housing.
- 7.) Newbury supports the development of the Cross Vermont Trail (CVT) through the Wells River Valley. When the CVT is completed this 75-mile trail will be a safe bicycle and pedestrian route, an alternative to cars, a recreation resource for communities and a contributor to local economies.

## **Access Management**

Access management planning and regulation can preserve the public's investment in town and state roads, and ensure that private investment in property results in the most desirable land use for the Town. Through the design and control of access cuts or improvements on Newbury's major roads (mainly Routes 5 and 302 and Class 2 Town highways), traffic flows and the carrying capacity of the road can be better managed. Research shows that there is a direct correlation between the number of access points onto a highway and traffic related crashes. The greater the degree of access on a road, the higher the number accidents. This not only includes motor vehicles, but pedestrians and bicyclists. Using accepted management techniques for new development makes for safer and more efficient travel. In addition, it provides a responsible way to link transportation access with land use.

Regulatory authority for access on state highways rests with the Vermont Agency of Transportation and with the Selectboard for town roads. Vermont highway law (19 V.S.A. Section 1111) requires access permits for any private or public access connecting to any State or Town highway. The law provides that permits must be granted to access property. The Town

access permit policy ensures that the access satisfies the test of reasonableness and is compatible with a locally adopted access management plan. Additionally, the Planning Commission, as part of review functions under the town zoning and subdivision regulations, has jurisdiction over how new developments relate to road access.

Accordingly, it is the primary objective of this section to provide transportation and land use goals and policies that will guide the Agency of Transportation, Planning Commission, Selectboard, and project designers in planning for development that involves highway access in Newbury.

Goals:

1. To ensure the safety of the highway users, including bicyclists and pedestrians;
2. To retain the primary function of Routes 5 and 302 as well as major town roads as collector highways and to limit or prohibit land use and access management plans that materially compromise this function;
3. To extend the design life of existing transportation infrastructure;
4. To limit or avoid costly highway upgrades and to maintain the public's investment in Routes 5 and 302 and major town roads;
5. To minimize the negative effects of strip development and to strictly manage access that ensures growth center planning;
6. To reduce vehicle emissions; and
7. To protect the economic value of land.

Recommendations:

1. The Planning Commission, Selectboard and Vermont Agency of Transportation should strongly consider developing a Memorandum of Understanding between one another. The Memorandum could provide means for the Town and the Agency to evaluate and manage access along Routes 5 and 302, and, in particular, the Exit 17 area.
2. The Town should develop more specific access management standards or review criteria and incorporate them into the Zoning Regulations and Subdivision Regulations. By doing so, the Town, landowners, and applicants will have a more predictable review process, complementing the goals and policies set forth above.

The goals and recommendations of the Transportation section, together with the attached Transportation Map generated in GIS format, constitute the body of this transportation plan for Newbury.

## **COMMUNITY UTILITIES AND FACILITIES**

Community facilities are the public's investment and should provide for such services and facilities as municipal buildings, libraries and schools, public water and sewerage facilities, solid waste facility, fire, police and ambulance services. The following provides an inventory of Newbury's existing facilities and a plan for future expansions. For the purposes of this section, public water and utilities will be treated first because of their very direct relation to land use planning.

### **Water Supply and Sewerage Facilities**

Newbury Village and Wells River Village both have municipally owned water systems. In recognition of the importance of the lands providing water sources for both the Villages of Newbury and Wells River, the Newbury Planning Commission created aquifer protection language in the Newbury Zoning Regulations, to address protection of the quality of these water supplies under a district known as the "Reservoir Protection District". For Newbury Village, this protection district has been entered into the G.I.S. Mapping System for the Town. Apart from these two village systems, landowners throughout the town develop private facilities for water and septage.

#### Newbury Village Water System

The Newbury Village Water system now consists of an infiltration system located on the Newbury Village property that lies on the north side of Moore Hill Road. There are two lines approximately 200 feet in length which collect the underground water which is then carried to the storage reservoir by a transmission line.

The storage reservoir is an in-ground concrete tank which consists of two cells that can be separated for maintenance. Total capacity is 350,000 gallons. Incorporated into the system is the valve structure which contains metering and valving as needed for operation and also equipment for chlorine and fluoride introduction.

A transmission line connects the present system to an originally installed line through valving thereby making it possible to maintain and use the original open reservoir for emergency standby. The system was put into service in November 1987, and currently serves 214 units. Newbury Village's average daily use is approximately 50,000 gallons. Slightly over one tenth (1/10) or 5,100 gallons of the daily consumption are allocated to agricultural uses within the Village District. The continuing maintenance and upgrading of this system is an obvious priority for the Village. Notably, the Newbury Elementary School is one of the users on the system.

The Newbury Village Trustees hired an engineering and well-drilling firm in the winter of 2005 to evaluate the potential water supply on the Drugach's property located below the Village. Although a deep channel producing over 1,000 gallons per minute was found, testing proved the water to contain fifty times higher concentration of manganese and iron than allowed by the US EPA, and the arsenic concentration was close to the limit. Otter Creek Engineering advised the Trustees to abandon the idea of using this site as a public water supply because of the complexity of the

operating and filtering procedures.

The Newbury Village Water Commissioners will continue to evaluate options for funding the necessary development of a new water source as well as looking into purchasing additional lands for the purposes of watershed protection.

#### Wells River Village Water System

Groundwater from a well developed in 1956 is the current source of supply in this village, delivering a yield of 350 gallons per minute. Water is pumped to a 275,000 gallon reservoir about 180 feet above the Village to the southwest. This reservoir is ledge with a wood frame and metal roof. Distribution is through a 10 inch cast iron main leading from the reservoir to Main Street. A 8 inch main extends south to Elm Street near the southern end of the system. Service to the area north of the Wells River is via 6 inch and 4 inch pipes and pipes of similar sizes branch off the 10 inch main in the central and southern parts of the Village. Fire protection is also provided by the Wells River Village water system.

Average daily use is approximately 36,000 gallons/day. When the original Town Plan was drafted for Newbury in 1971, it was estimated that the water supply in Wells River Village was adequate for at least 20 years, to meet both domestic and fire protection uses. In 1979, a new, more efficient pump was installed. An old well, sited near the present water source is available for additional capacity should the need ever arise. Presently the Wells River water system serves about 125 residential and commercial users. The source and system are thought to be ample and sufficient for any future anticipated demands.

#### Wells River Village Sewer System

In 1983, Wells River began operation of a new, sanitary, sewer system completely separated from the stormwater system. There are approximately 110 users on the system. Sewage is collected at an underground pumping station located near the Woodsville Bridge on US 302 and is pumped to the Woodsville, New Hampshire Wastewater Treatment Facility.

The Village of Wells River owns 23% of the Woodsville treatment plant's capacity. Presently Wells River only uses 50% of that allotted capacity. The Village is assured a 65,000 gallon-per-day capacity that more than covers the 36,000 gallons-per-day that are pumped through the system. The plant in Woodsville, New Hampshire was designed to accommodate future demand of both communities and in 1993, the treatment facility is operating at less than 50% of its design capacity. The contract agreement between the two municipal entities provides an opportunity to obtain more capacity if necessary. After the initial hook-ons, there have been few increases in connections to either water or sewer lines because very little land remains available for expansion within the Village.

The Utilities, Facilities, and Education map (GIS mapping) that is required for this section of the Town Plan includes sites showing Reservoir Protection Areas for Newbury Village.

## **Other Community Services and Facilities**

### Policy:

It is Newbury's intention to provide adequate services, facilities and amenities as the Town can reasonably afford.

### Recommendations:

- (1) The Town of Newbury should begin work on a Capital Budget Program which would aid the town in budgeting for those major expenditures associated with town facilities and services, whether such capital outlay be made for a new playing field, or a new fire engine.
- (2) While the Town of Newbury and its respective villages of Wells River and Newbury are under separate and distinct governing bodies and charters, mutual coordination and collaboration should be encouraged. Unification of effort in identified areas of service could result in financial benefits to all.
- (3) 24 V.S.A. Section 4413 states that unless reasonable provision is made for public necessities such as public utility power generating plants and transmission facilities ~~lines~~; state or community owned institutions and facilities; public or private schools and other educational facilities; churches and other places of worship, convents, and parish houses; public and private hospitals; and regional solid waste management facilities; and hazardous waste management facilities, the town cannot regulate their location. It is recommended that uses of this type which are not specifically covered elsewhere in this plan be located so as to be the most compatible with present and planned private facilities, and that future revisions of the zoning regulations make provisions so these uses can be regulated.

## **Recreation and Open Space**

At many of the past meetings held for the town plan, a common theme was expressed that the town might expand its service in these areas without a great deal of expense and provide some additional amenities for residents especially younger members of the community as an added incentive for them to remain in or come to the community.

Such amenities could also add to the town's tourist/recreation economy by preserving the quality of the environment and providing facilities that could possibly generate some income for the town. From this basic theme, the following recommendations are made.

### Recommendations:

1. Based on current activity and interest in trail sports (i.e. snowmobiling, cross-country skiing, hiking, horseback riding, etc.) within the town, it is proposed that the town attempt to develop a town system of interconnected trails. Some of the network, in terms of both space and committee members for such a proposal, already exists. Such a system could be used throughout the seasons for various planned events such as ride-ins, educational nature hikes. Such a plan

could be implemented through the Newbury Recreation Committee and Conservation Committee.

2. Continue to pursue recreational opportunities.

### **Educational Facilities and Services**

The Blue Mountain Union School is located in Wells River on Route 302 just east of the I-91 exit 17 interchange. The school opened in 1969 and is a pre-K through 12 facility serving Wells River and the towns of Ryegate and Groton. The school currently has a total of 576 students, 80 of whom are from Wells River. The school was constructed to accommodate the open classroom concept in education which was popular in the 1960's. A long-range study was completed in 1993 by a committee of school and community members.

The Newbury Elementary School is located in Newbury Village and provides K-6th grade education. Enrollment for the school year totaled 172 students (compared with 193 students in 1992-93). The current facility, which was built in 1917, has undergone physical expansion that provided much needed additional space and more flexibility in programming. With the construction of the addition to and renovations of the Newbury Elementary School, it is anticipated that Newbury's school system will adequately provide for our children for the next several years.

Secondary education for grades 7 through 12 is also provided by the Oxbow Union High School that is located in Bradford, Vermont. During the 2004-05 school year, 142 Newbury students attended Oxbow. Completed in 1971 as a regional secondary facility to serve several towns, Oxbow still has capacity remaining. In addition to its regular curriculum, Oxbow offers vocational/ technical training to adults as well as high school students.

Adult Basic Education is available in Newbury through Central Vermont Adult Basic Education. They maintain an office in Bradford and have outreach locations in both of Newbury's town libraries – Tenney Memorial Library and Baldwin Memorial Library. Central Vermont Adult Basic Education works hand-in-hand with local volunteers and coordinates with statewide agencies to provide effective educational services. The majority of work done in Newbury focuses on GED preparation for adults. Adult literacy programs are made available on site at the Tenney Memorial Library and Baldwin Memorial Library.

The people of Newbury will continue to make every effort in providing the best educational opportunities available. The school budget is the greater portion of the yearly town budget and townspeople must continually attempt to find solutions to keep the cost of education within the taxpayers' ability to pay.

### **Public Buildings**

Newbury Village is the site of public administration for the Town. The building that houses the Town Clerk's Office and Post Office is located at the north end of the common. This building also includes the Listers' Office, the Zoning Administrator's Office and a Public Meeting Room used by various town boards. Known as the Town Clerk's Office, the building has undergone renovations to bring it into compliance with Americans with Disabilities Act (ADA) and provide more efficient use

space.

The Town Hall where Town Meeting is held every year is on the west side of the common annexed to the elementary school. In addition, the Newbury Village Trustees hold title to a small, beautifully restored brick building on the east side of Route 5 just south of the common, the Horace W. Bailey Club, which provides another area meeting place for official and social groups. Other publicly owned buildings include the old town meeting house in Newbury Center, the DAR building in Newbury Village, the town highway garages and the new Wells River Village office and highway garage. The Town also has three fire stations that house the Wells River, West Newbury and Newbury Village Fire Departments. The Town also owns brick building just to the north of the Town Clerk's Office was formerly a bank and has been given to the Town.

### **Libraries**

The historic Tenney Memorial Library is located in Newbury Village on U.S. Route 5. This library has approximately 13,000 volumes. In Wells River Village, the Baldwin Memorial Library serves the reading public with over 10,000 volumes. Both libraries are connected to other state educational and administrative programs through a computer link, and both libraries provide neighborhood programs and special reading hours for children. Between Newbury's two libraries, residents have access to library services seven days a week.

### **Fire Protection and Public Safety**

Newbury has a volunteer fire department with three fire stations. The first is located just off the Newbury Village green. The second is located in Wells River Village at the north end of the Village; and, the third is located in West Newbury just east of the Post Office. Volunteers receive training in CPR, LPG emergencies and Water Rescue Tactics and Procedures as well as continuing education in fire fighting. Newbury is a member of the Twin State Mutual Aid System.

Newbury Village received the newest engine in 2002. From their respective reports included in Newbury's Annual Report, fire department chiefs are programming their future equipment needs as follows:

1. \$30,000 set-aside for eventual fire truck replacement (since 1999).

In 2005, the Town received a grant for \$141,930 from the Federal Emergency Management Agency (FEMA) for a new tanker. Each department has also received a Homeland Security grant for each of the past three years. These nine grants have allowed the purchase of SCBA (self-contained breathing apparatus), auxiliary generators for each station, and thermal imaging cameras in Wells River, Newbury Village, and West Newbury.

Emergency Medical Care/Ambulance is provided to Newbury from the Woodsville Ambulance Service, Woodsville, New Hampshire.

Police protection is provided by the Vermont State Police. The state police barracks is located in Bradford, Vermont, seven miles south of Newbury Village. Newbury also has two constables. Additional police coverage is provided through a contract with the Vermont State Police.

## **Road Maintenance**

The Town of Newbury has an appointed Road Commissioner and highway crew. Maintenance is carried out on the basis of a Town Road Ordinance and at the direction of the Selectboard.

Recommendations: (Also see Transportation Plan above.)

1. Continue present system intact as population projections indicate little increase in demand and no expansion of existing system at this time.
2. In general, road maintenance priorities should be according to the intensity of use. This should be tied into the land use and transportation plans. Specific priorities for maintenance should be determined by the Selectboard.

## **Solid Waste Disposal**

### Goal:

The first goal for Newbury should be to reduce the amount of solid waste generated in the town.

The Solid Waste Committee has the primary responsibility to increase the public awareness of, and education about, alternatives that reduce the amount of waste. These alternatives include:

- 1.) Making environmentally sound purchasing decisions; and
- 2.) Reusing and recycling as appropriate, both individually and as a community through our businesses, school system, and town government.

Currently recycling is available in town at the pickup site in Newbury Village. This recycling effort should be encouraged and expanded. Presently there is no operating solid waste transfer station or disposal facility in the town. All solid waste is being collected and transported by non-public operators to transfer stations and solid waste landfills in other areas. This is the preferred alternative and is working well at this time. The Solid Waste Committee is drafting a revised Solid Waste Implementation Plan (SWIP).

Eighty-six percent of the people responding to the Town Plan survey said that the town should adopt an ordinance to regulate the dumping of garbage and junk on private property that is visible from town and state roads. The Selectboard is in the process of adopting a stand alone Solid Waste Ordinance.

### Policies:

If it becomes necessary to site a solid waste facility in Newbury, the following considerations should apply:

- 1.) For disposal of waste generated within the town, Newbury should consider:
  - a) Joining with an established district;

- b) Joining with adjacent municipalities to form a new district; or,
  - c) Developing a municipal solid waste district or facility for only Newbury.
- 2.) Strict siting criteria should be established in the Zoning Regulations for transfer stations and solid waste disposal facilities. Conditions for operation as well as siting criteria should be established in the town Solid Waste Implementation Plan. Like provisions of the zoning regulations ought to complement and correlate with conditions and criteria set forth in the town solid waste implementation plan. Any solid waste disposal facility proposed to be located in Newbury, whether privately owned or publicly owned by Newbury and/or a regional district, should address the following considerations:
- a) All facilities should require conditional use approval.
  - b) All facilities should require at a minimum, compliance with all state laws and regulations as well as the requirements of any town solid waste implementation plan and, if applicable, the regulations of any regional solid waste implementation plan.
  - c) As there is not one magic number that can either be dependably or defendably applied to different natural features for different types of facilities, siting criteria should be considered on a case-by-case basis with attention to:
    - 1) all impacts, sensory or otherwise;
    - 2) the specific characteristics of any proposed site;
    - 3) the specific characteristics of all adjacent land, waters, uses and features which may be impacted by any proposed facility.
  - d) Any on-site or off-site studies deemed necessary by the town and its consultants as part of the review process ought to be separately contracted for by the town at the expense of the applicant.

Recommendation:

- 1.) A transfer station should be established in Wells River.

The Planning Commission, the Solid Waste Committee and other interested residents' groups should work to identify, develop and refine solid waste management options for Newbury through the town's Solid Waste Implementation Plan. It is appropriate that broadly defined conceptual solutions to Newbury's solid waste issues as expressed in this town plan be further expanded and resolved through amendments and revisions to the existing implementation plan, a document expressly written to enact solid waste management practices for the town.

**Telecommunications Facilities**

Telecommunications have become increasingly important to the security and economic needs of the residents and businesses of Newbury; this trend will continue. It will play a key role in the

Town's economic future, creating new opportunities for relocation and decentralized business operations.

The field of telecommunications is undergoing rapid change. Advancements in this technology will continue to impact growth in the Connecticut River Valley. Under present standards, transmission towers are necessary wireless communications facilities. As land uses, these facilities have raised planning concerns. Most facilities (towers and antennae) are located on hilltops or high elevation areas for optimum transmission signals. Thus, due to their higher visibility from multiple vantage points, conflicts with scenic landscapes have become an issue.

Under Vermont law, (24 V.S.A., Chapter 117), municipalities are empowered to regulate wireless telecommunications facilities. In addition, Vermont's Act 250 statutes require permits for facilities extending over 20 feet in height. Prior to granting approval for a project under Act 250, the telecommunications facility needs to be determined to be in conformance with the Town Plan. Accordingly, it is appropriate to include in this section, goals and recommendations relative to communications towers that can serve as a standard of review on the potential impacts to Newbury.

In 2002, the Town of Newbury amended its Zoning Regulations, adding a telecommunications facilities bylaw. This bylaw provides that a permit be applied for these facilities and that the Planning Commission approve a site plan and the Zoning Board of Adjustment grant conditional use approval for the project prior to the issuance of such permit. Given the new technologies developed since that time, the Vermont League of Cities and Towns has recently provided towns with a new model bylaw. The Town of Newbury should consider the use of this model when amending its zoning bylaws in 05-06.

Goals:

1. Preserve the rural character and scenic attributes of Newbury's landscapes;
2. Protect the historic, environmental, and natural resources in Newbury;
3. Provide standards and requirements for the operation, siting, design, appearance, construction, modification, and removal of telecommunications facilities as set forth in the Newbury Zoning Regulations;
4. Facilitate the provision of telecommunications services to the residents and businesses of Newbury; and
5. Direct the location and design of towers and antennae in non-residential areas and away from sensitive areas, including schools and highly scenic areas.

Recommendation:

1. Amend the Town of Newbury Zoning bylaws to reflect the VLCT model language where appropriate.

## HOUSING PLAN

### Background:

	2000	1990	1980	% Change '00 - '90	% Change '90 - '80
<b>POPULATION</b>					
Newbury Town	1,965	1,985	1,699	-1.0%	16.8%
Wells River	325	424	396	-23.3%	7.1%
Newbury Village	406	412	425	-1.5%	-3.1%
<b>HOUSING</b>					
Newbury Town	1,153	1,132	977	1.9%	15.9%
Wells River	176	191	178	-7.9%	7.3%
Newbury Village	159	206	188	-22.8%	9.6%

*Source: U.S. Census.*

As the table shows, 22 housing units were built between 1990 and 2000 throughout the Town of Newbury; this results in a growth rate of 2 housing units per year. New home development is occurring in hamlet and rural lands of the town.

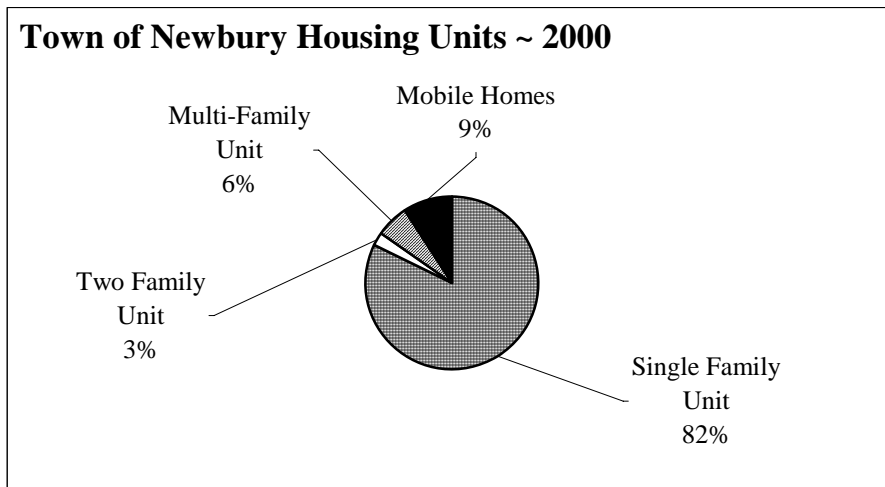
### Present:

#### **ZONING PERMIT APPLICATIONS**

'94	'95	'96	'97	'98	'99	'00	'01	'02	'03	'04
92	97	72	54	85	85	87	75	89	107	129

Just in the last two years Newbury has seen a marked increase in the number of new residences permitted with 9 in 2003 jumping to 26 in 2004 (includes mobile homes but not camps). A number of these were a result of parcel sales in two subdivisions in town.

Twenty-four percent (24%) of all housing in the Town of Newbury is categorized as seasonal/recreational, according to the 2000 Census. In terms of possible conversion to permanent year round dwellings with potential for school age children, this is a segment of the housing stock that bears watching.



Source: U.S. Census.

From the chart below, in response to Town Plan Survey questions about attitude toward different types of housing, ninety-four percent of survey respondents said they preferred single-family homes; seventy-three percent preferred vacation homes; roughly half the respondents supported cluster housing and mixed housing-type developments; and apartments, condominiums, and mobile home parks were preferred by only roughly a third of the survey's respondents.

<b>Housing-Type Preferences from 2004 Town Plan Survey</b>		
	<b>Favor or Strongly Favor</b>	<b>Against or Strongly Against</b>
Apartments, Condominiums	37.5%	62.5%
Cluster homes: Houses situated together, sharing open land.	51.4%	48.7%
Single family homes	94.1%	5.9%
Mobile Home Park	28.4%	71.6%
Vacation homes	73.3%	26.8%
Mixed, single and multi-family developments.	42.5%	57.5%

Source: Newbury Town Plan Survey, 2004.

Wells River Village – 2000 Census

Single-family dwelling units	73.0%
Two-family dwelling units	7.5%
Multi-Unit dwelling units	18.5%
Mobile Homes	1.0%

Newbury Village – 2000 Census

Single-family dwelling units	76.0%
Two-family dwelling units	3.0%
Multi-Unit dwelling units	14.0%
Mobile Homes	7.0%

Wells River Village has the highest percentage of multi-family units in its housing stock with 18.5%, compared to 14% in Newbury Village and 6% in the Town of Newbury. Wells River Village has

the highest percentage of rental housing with 49.5%, compared to 28% in Newbury Village and 25% in the Town of Newbury.

Wells River fills a very special housing need for Newbury residents and will continue to be that section of town which especially provides alternatives in rental housing for families of low to moderate income. Acquisitions, renovations and improvement of some of the multi-family block housing has been completed by the Wells River Action Program (WRAP) group.

Newbury Village on the other hand, because of its historic districts may have more limited housing opportunities on the basis of limited municipal water supply, no sewer capacity and the fact that the Village itself is fully settled within its boundaries.

Goal:

1. A supply of housing that is available in a variety of types and tenures, and that meets the needs of the diverse social and income groups, and is located conveniently to employment, services, retail centers and educational and recreational facilities.

Policies:

1. Dilapidated or abandoned structures which are standing vacant and which pose potential problems to public health and safety should be condemned and removed by public order.

2. Conversion and rehabilitation of vacant houses that are still in reasonably good condition to rental housing units should be encouraged.

3. Mobile homes are recognized as a cost-effective form of housing and are protected under Vermont law; provision must be made for their use in Newbury. Mobile homes must be held to the same permitting standards as any single-family housing unit that would be permitted on individual lots with approved septic disposal capability

4. Large housing developments (more than 5 units) should be permitted as a conditional use only if adequate provision is made (at the developer's expense) for services and facilities, open space, new road construction and maintenance, and only upon Site Plan Approval by the Planning Commission.

5. If affordable housing units that were developed with public money are lost, this Plan requires a planning commission sub-committee to plan for their replacement.

Recommendation:

1. In order to more efficiently use land in the development of future housing in the more rural areas of Newbury, the Zoning Regulations should establish a density bonus percentage for use with Planned Unit Development provisions.

It is Newbury's desire to a.) retain its current settlement pattern b.) retain the pristine quality of its

environment and waters; c.) protect its agricultural and forest land, historic and scenic areas, natural resources; and, d.) retain a balance between town revenue and town expenses.

## **ENERGY PLAN**

### Goal:

The Town of Newbury will promote a reduction in local dependence upon costly non-renewable energy resources by encouraging conservation and the development of local, renewable energy resources. This will be accomplished through policies which influence municipal facilities and services, transportation, land use and the development of renewable energy resources.

Newbury has two hydro-generation plants in town, one located in Boltonville and the other in Wells River.

The following are areas of possible action to accomplish energy conservation:

### **Land Use**

#### Goals:

- 1) Use the zoning regulations to encourage concentration of residential, commercial and industrial development in specifically designated areas thereby reducing tendencies toward development sprawl.
- 2) Encourage maximum use of landscaping for screening from heat and wind, and appropriate building siting as a measure to achieve passive solar heating capability through Site Plan Review Process.
- 3) Any new public utility power generating plants using fossil fuel, wood chips or other solid fuel should be located in an industrially zoned district.

### **Renewable Energy Resources**

(Also see Wind Generation section below.)

#### Goals:

- 1) Promote small woodlot management practices which supply chunk wood and wood chips for fuel.
- 2) Provide educational opportunities to promote the use of solar and wind energy.
- 3) Ensure that Newbury's zoning ordinance allows building modifications for solar or wind collection.

- 4) Protect landowners' access to renewable energy resources (solar, wind, waterpower).

## **Transportation**

### Goals:

- 1) Encourage van and car pooling. Take full advantage of the Stagecoach Transportation Service.
- 2) Limit expansion of town road system and maintenance levels as provided for in the Transportation Plan and the Town Road Ordinance.
- 3) Design school bus routes for maximum efficiency.

## **Municipal Facilities and Services**

### Goals:

- 1) Check with the Public Service Department about federal programs that provide grants for energy conservation measures for schools and municipal buildings.
- 2) Support programs in schools for energy conservation education.
- 3) Conduct Energy audits on town buildings to determine how much energy is used. Identify areas of energy waste and areas of potential savings and identify areas for potential renewable energy modifications.
- 4) Use a capital budget program as a means to incorporate total lifetime operational costs of vehicles or equipment when making purchasing decisions.

## **Wind Generation Facilities**

New technologies are now available to harness wind power that is highly efficient, making it a viable alternative to more traditional sources of power. In Vermont, ridgelines are the favored sites for large-scale commercial generators due to prevailing wind patterns and topography. Locations between 2,000 and 3,500 feet in elevation are considered ideal for "on the grid" generation. For Newbury, this means that there are unlikely to be any sites that are available for commercial generation.

In spite of this, wind energy offers a good prospect for on-site generation for home consumer use. Generally, these are considered accessory uses or structures, subordinate to primary uses such as residences or farms. On-site/off-grid generation facilities are not subject to state permitting as is the case for commercial generators that are required to obtain approval from the Vermont Public Service Board (24 V.S.A. Section 248). Local planning and land use regulation

should consider the potential impacts associated with small-scale, private-use wind towers and provide guidelines for the development of these facilities in Newbury. Wind tower generators need to be high to capture the wind. Home generators can exceed 120 feet in height, raising issues of visual impacts. Other considerations include noises emitted from the generator and possible effects on birds and other wildlife.

Goals:

- 1) While there are benefits in capturing renewable energy, the location and design of wind generators can adversely interfere with scenic and historic resources. Project planning and design must incorporate planning principles that are sensitive to the landscape or character of the area. Highly visible projects should be planned to fit the context of the setting. No project should unduly impact a scenic or historic resource or site.

Recommendations:

- 1) The Planning Commission should consider including new standards for the review of wind generation facilities as part of an update to the zoning regulations.

## **IMPLEMENTATION**

The creation of a Town Plan is an educational process. The Planning Commission never strayed very far from the fact that whatever was planned for land use would of necessity have to be reflected in the zoning regulations. Residents who attended informational meetings also were extremely mindful that to have a plan is to cause ripples and ramifications. There are three challenges that must be met if this plan is to become effective.

The first is political. Newbury's Town Plan needs to be politically feasible which means that the policies and recommendations expressed herein must be acceptable to Newbury residents. After initial approval is received the plan must be continually reviewed, evaluated and changed as often as necessary to ensure that it is an accurate reflection of the wishes of the townspeople. This will be an ongoing public relations campaign for the Planning Commission.

The second challenge is in the administration of the Plan. Newbury has zoning regulations, subdivision regulations, flood plain regulations, and a series of GIS maps in digital format that constitute the maps on which to base land use decisions. Ongoing education of the Planning Commission will be part of the appropriate administrative techniques employed in the implementation of this Town Plan.

Finally, in the administration of this plan and its use in act 250 reviews, a close working relationship between the Selectboard and Planning Commission is essential in carrying through the intent and purpose of the plan as a provisional document directing future growth and development in Newbury.

The third challenge is fiscal as well as administrative. In several separate sections of this Newbury Town Plan a fiscal management program has been referenced, a capital budget program for

Newbury. In reviewing a town plan, a committee can prioritize those community facilities' equipment or improvements that will require capital outlay and budget them over time, usually a 5 or 6 year span. Each year the Capital Program Budget is updated and a new list of priorities is created.

If Newbury can accommodate and maneuver through these three challenges, the plan will become a functional, positive program for growth and development in Newbury, a program in accord with the wishes of the townspeople. If, however, diligence in these three areas should be lacking, plans external to those of the town will begin to drive and direct development in the town.

## **COMPATIBILITY WITH ADJACENT TOWNS' PLANS AND REGIONAL PLAN**

Newbury is bordered by five other towns in Vermont, is a member of the Two Rivers-Ottawaquechee Regional Planning Commission, and as a border town on the Connecticut River, it also considers Haverhill, New Hampshire, a neighbor. Newbury and Bradford, along with Haverhill and Piermont, New Hampshire, are members of the Lower Cohase Regional Chamber of Commerce. The Chamber takes a regional approach; it “has been organized for the purpose of advancing the commercial, industrial, recreational, agricultural, and civic interests of the communities in the Lower Cohase Region.” Adjoining towns are welcome to join.

Our efforts to plan for our town, as set forth in this document, are in no way dissimilar from those of our neighbors. The fact that there is a combined planning effort underway which includes adjacent towns and incorporates all of us into a single visionary unit for this area speaks well for our cooperative and collaborative spirit.

As stated in the preface of the Land Use Plan, the Planning Commission relied heavily on format and language from the Regional Plan to guide the committee through its formulation of the land use segment. A major rationale for using the Regional Plan was that by so doing, the document that resulted would be compatible with those of other towns in the region. The Newbury Town Plan achieves the compatibility standard.

The Newbury Town Plan is an evolving document, a foundation on which to conduct more specific studies and adopt more detailed plans and regulations. As Newbury changes over the years, so also will the town plan continue to be updated to address changing needs.

