

RANDOLPH TOWN PLAN

Our Town in the Heart of Vermont



Adopted September 17, 2013

2013 RANDOLPH TOWN PLAN

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Introduction to Randolph

Randolph is often called the “heart of Vermont” because it is centrally located in the Green Mountain state. The western views from Randolph Center and the Chelsea Mountain are some of the most picturesque in central Vermont. The vibrant landscape has been cultivated by the farming community for more than 200 years.

Randolph’s treasures include educational facilities, cultural venues, a full service hospital, recreational facilities, events and festivals. Randolph also counts among its assets broadband access, business incubator space, industrial space available for development, a healthy and active main street in the downtown, interstate access, ample and affordable housing, rail and two bus services.



Education

Completed in 2000, the Randolph Elementary School consolidated kindergarten through sixth grade education that had previously been delivered at three locations across the town. RES has smart boards in its classrooms, a well stocked library and offers an exceptional experience for its young students. The High School is the product of a Union school district comprised of Randolph, Brookfield, and Braintree. Students graduating from RUHS are accepted at high ranking colleges and universities. The Randolph Technical Career Center provides technical education for high school age and adult students and is adjacent to the High School. Located in Randolph Center is Vermont Technical College, notably one of the best technical colleges in New England.



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Arts

Having recently celebrated its 100th year, the Chandler Music Hall affords incomparable acoustics. Chandler's offerings include concerts, community theater, festivals, a gallery, and ongoing events.

Another treasure is the Kimball Library located just down the street from the Chandler. Both halls were gifted to the community of Randolph by their respective donors. These gracious institutions provide learning and cultural opportunities for young and old alike.



Recreation

Municipal recreation includes an outdoor pool, paved and lighted tennis courts, outdoor basketball and volleyball courts, barbecue and picnic areas, two ball fields, summer camps, swimming and tennis lessons for youth, ice skating rink, eighteen-hole disc golf course, summer concerts at the gazebo and wooded trails.

An eighteen-hole golf course is available privately as well as ready access to thousands of miles of snowmobile trails. There are two privately owned campgrounds in Randolph and an equestrian ring.



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Randolph's pride is its 4th of July celebration spanning three or more days and providing entertainment via musical performances at the Chandler, reunion events, chicken barbeque, fireworks, and a parade of course! Randolph's downtown literally blooms during July.



Other events and festivals include golf events, the annual New World Festival, the Fiddle Head Festival, art exhibits, garden tours, and historical events.



Community

People are Randolph's most important resource--people who organize to develop and build a robust community. People that give generously of their time and participate in organizations like the Rotary, the Chamber of Commerce, our religious institutions and community service organizations.

The photos in this Introduction are from a briefing on the Cultural Component of Randolph's Creative Economy Program, which was presented at a Round Table of Randolph's Business and Arts Leaders on January 13, 2009.

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Executive Summary

The Vermont Municipal and Regional Planning and Development Act, 24 VSA Chapter 117¹ dictates the public process for adoption of municipal plans (a.k.a. town plans) and spells out both general and specific elements which must be addressed in a plan. Town Plans are to serve as a guidance document for assessing and directing desirable development and growth within a community. The Act requires that all municipal zoning and related bylaws implement the plan and be in accordance with the policies set forth in the plan. (24 VSA Sec.4401) Municipalities must update and readopt their Town Plans at least every five years if they want to retain their authority to issue new by-laws and to ensure they keep them current with the evolving nature of community life. This Randolph Town Plan (the Plan) is adopted in accordance with that Act. The 1999 Town Plan was simply a readoption of the previous plan, however the Town Plan underwent major revision in the 2004 version. This plan is largely based on the 2004 version with some formatting changes and reordering of text, however there have been some new goals, policies, and recommendations in places. It is the intent that the Town zoning bylaws will be updated as soon as reasonably possible. In order to bring our zoning regulations up to date and in sync with the desires of the community, we must first set the stage for these revisions through adoption of a new Town Plan.

Organization of the Town Plan

The Plan begins with a statement of the Plan's Purpose and Goals with the overriding principle to maintain a strong sense of community. The general goals established in this Introduction are incorporated by reference into the goal section of each chapter of the Plan and implementation of recommendations should be compatible with these general goals. The following definitions were used for the various components of this Plan:

Background: Facts relevant to each topic in the Town Plan, which help to give context and direction to the planning process

Goals: Long-term objectives for the community.

Recommendations: Specific actions which can be taken by the Town or others to implement the Town Plan Goals.

Policies: A statement of principles for the Town government, guiding its official actions, purchases, or other policies, to implement the Town Plan goals.

The time worn saying, "It's hard to see where you are going if you don't know where you've been" seems to have been coined to guide town planners. Therefore, the Plan begins with a Statistical Profile chapter that presents an overview of past and current demographics primarily of Randolph but also of the region and state. In this section you will find statistics regarding population, income, employment, education and housing.

Subsequent chapters of the Plan continue that premise. After establishing its goals, each chapter contains a Findings section that relays information specific to the current status of the chapter's

¹ 24 VSA Chapter 117 can be found at the Vermont Statutes On line at www.leg.state.vt.us/statutes/statutes2.htm. Scroll down and click on "Title 24".

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topic. For example, in the utilities and facilities chapter, there is a listing of all town-owned facilities and in the transportation chapter there is a listing of the transportation facilities and roads in Randolph as well as an assessment of their adequacy. Some chapters also contain information to explain why the established goals are important to the Town and explain some of the options for attaining the goals. These options may be of many forms, including regulatory (zoning) and non-regulatory methods (e.g. education) or even a mission of fact-finding to identify or accurately inventory valuable elements (e.g. viewsheds, wetlands) of our Town. Where the Plan uses the term “Town” in recommendations to take action, this term means the appropriate body in the town, and where the term “Selectboard” is used it includes any town agency or employee to whom they choose to delegate the matter.

All chapters present recommendations of policies and/or programs to attain the goals outlined for that chapter. These recommendations, along with the Vision, Goals and Objectives in the Introduction, form the heart of the Plan, as they are the elements that are to guide future growth and development within the town.

Implications of the Town Plan

In its broadest terms the Town Plan establishes a vision and goals for a future that will bring a healthy environment, strong economy and vibrant community that is an affordable place to live. The specific tools for achieving these objectives are expressed in the policy statements and recommendations. Some are very concrete actions, such as to keep town sidewalks clean and in good repair. Some focus on data collection, such as to inventory Randolph’s important and scenic views, while others focus on building and maintaining relationships with other entities that can help advance the Town Plan’s goals.

As mandated by the Planning and Development Act, the Plan provides guidance for future town zoning changes. While proposed changes to the Town’s zoning are contained in the recommendations section of many of the chapters, the chapter that lays out the most comprehensive vision for revamping the Town’s zoning is contained in Chapter 3, Future Land Use.

Chapter 3 recommends reducing the current number of zoning districts from 12 to 8 and moving away from the current overly detailed and redundant use tables. The new recommended zones are: Central Business District, Village, Gateway Commercial, Residential, Rural Residential, Rural Agriculture, Interchange District-Exit 4, and Industrial. Overlay districts are also proposed. The Future Land Use Map included as an appendix shows the approximate location of recommended zones, and the Current Land Use Map is also included in the appendix to easily enable comparisons between existing and recommended districts.

While the proposed zoning changes are too numerous to list here, the following lists a few of the more major ones: Creation of an Interchange/Exit 4 District that will attract well paying jobs without compromising the scenic beauty of the area or the vitality of our village centers; Creation of a Village District that will protect the type of villages we already have, which is to say predominantly residential neighborhoods co-existing with businesses that are complementary in scope, size and function; Creation of a Rural Agricultural zone intended to encourage and promote conservation of prime agricultural soils while at the same time providing flexibility to enable farmers to reach their financial goals – a major recommendation of this section is to establish incentives for landowners who develop to do so in ways that conserve the bulk of the prime farm

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soils such as through flexible planned unit development, or strategies to enable farmers to sell the development rights to someone who wishes to develop in another part of town but may have trouble meeting density requirements without purchasing the farmers development rights.

The Plan also recommends establishing Historical and Design Control Districts, which would serve as an overlay to the above districts in areas deemed needing extra protection from historically or visually incompatible development.

Chapter 1: Overview and Profile

Purpose

The purpose of the Overview section is to sketch the overall vision, goals and objectives for the Randolph town planning process, and to offer a statistical profile of Randolph and the surrounding area. This section includes:

- Introduction: Vision, Goals and Objectives
- Chapter 1: Statistical Profile of Randolph

Introduction - Vision, Goals and Objectives

This Town Plan is Randolph’s official policy statement on the growth and development of the Town. The Plan is an assessment of the near-term issues – internal and external – that are likely to affect Randolph into the future in a variety of ways, from land use to cultural enrichment, and from energy conservation to economic development. It provides a vision for the future of Randolph based on the expressed wishes of community members, and sets out goals, policies and recommendations to guide Town actions and expenditures in the pursuit of that vision over the next five years. The Plan distinguishes desirable outcomes from potentially undesirable ones in each of the Chapters. Equally important, it provides guidance for prioritizing and balancing decisions when the means of achieving one desirable goal may have an adverse affect on the achievement of another. As the Town’s policy statement, the Plan serves as a basis for zoning, subdivision, and other land use regulations, and sets a standard for the implementation of those rules by town officials.

Goals

The over-riding principle of this Plan, and all community decisions that arise from it, is to maintain a strong sense of community by conserving the things we like most about what Randolph is and has today as we grow and evolve. While change is both inevitable and desirable in many cases, it is best to build our future on the strength of our successes to date. Members of the Randolph community have identified the following as aspects of Randolph that they value and want to conserve:

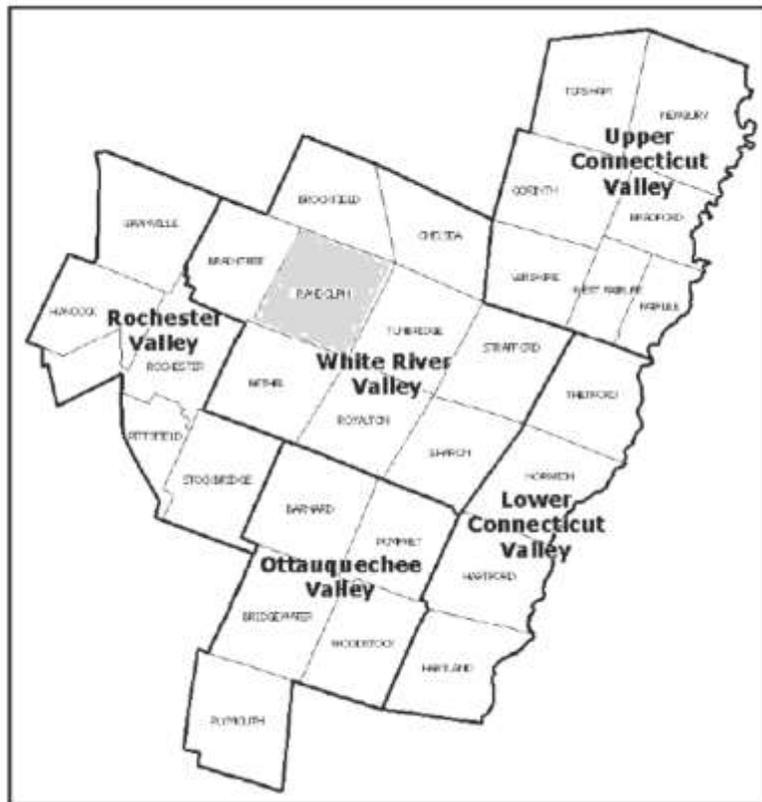
- ❖ Strong citizen interest and involvement
- ❖ Natural beauty and environmental health
- ❖ Strong rural economy: working farms and forests
- ❖ Diverse and strong local economy
- ❖ Rural, small-town feel
- ❖ Valued historic resources
- ❖ Respect and caring for all members of the community.

Each chapter of the Town Plan sets out findings, goals, policies and recommendations specific to the topic of that section, and which support the larger vision and “big picture” goals of the community. These terms are defined in the executive summary. The general goals of the Plan are:

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1. Encourage a compact, efficient pattern of settlement that allows for new growth, while preserving the essential rural characters and livelihoods that are central to Randolph's beauty, legacy and quality of life.
2. Provide for public services and ensure that the rate or pattern of growth does not stress Randolph's ability to provide reasonable facilities and services, now or in the future.
3. Maintain and foster a diverse community that offers good employment opportunities, and plenty of cultural, recreational, spiritual and artistic pursuits for residents and visitors.
4. Encourage the conservation of essential natural resources (agricultural soils, healthy forests, clean water, etc.) and discourage uses that diminish or threaten their future viability.
5. Encourage public participation in Randolph's decision-making process so that all views are properly considered.

TOWN OF RANDOLPH, VERMONT DATA PROFILE



Map: The Town of Randolph within the Two Rivers – Ottauquechee Region and its Sub-Regions

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A. INTRODUCTION

The Town of Randolph, in Orange County, Vermont, was incorporated in 1781. Randolph is located at Exit 4 off I-89 midway between Montpelier and the intersection of I-89 and I-91 in White River Junction, Vermont. Vermont's largest city, Burlington, is just one hour to the north of Randolph. Randolph is home to a diverse array of businesses including agriculture, metal fabrication, services, and Internet industries. The Vermont Forum on Sprawl classifies Randolph as a “Traditional Center,” recognizing its function as a cultural and commercial center for the area, its traditional village-centric land use pattern and moderate growth rate.

B. POPULATION

Over the fifty-year period from 1950 – 2000, the Town of Randolph experienced a 39% rate of growth in population. This was lower than the 56% rate of growth of the two Rivers-Ottawaquechee Region or the 57% rate of growth of the Sub-Region, (the Town of Randolph is part of the White River Valley Sub-Region), or the 61% rate of growth in Vermont. Over the ten year period from 1990 to 2000, the Town of Randolph grew at a rate of 2% while the Region and Sub-Region grew at rates of 7.2% and the State grew at a rate of 8.2%. Randolph, in its role as a “traditional center”, grew at a slower rate than the outlying “bedroom communities” which surround it.

| Population Change 1950 - 2000 | | | | | | | | |
|--------------------------------------|--------|--------|--------|--------|--------|--------|----------------------------------|--|
| | 1950 | 1960 | 1970 | 1980 | 1990 | 2000 | Population Change 1950 - 2000 | Percentage of Change 1950 - 2000 |
| Town of Randolph | 3,499 | 3,414 | 3,882 | 4,689 | 4,764 | 4,853 | 1,354 | 38.70% |
| White River Valley Sub-Region | 10,731 | 10,024 | 10,836 | 14,103 | 15,715 | 16,855 | 6,124 | 57.07% |
| Two Rivers – Ottawaquechee Region | 24,814 | 23,663 | 24,857 | 32,203 | 36,054 | 38,650 | 13,836 | 55.76% |

Source: 2000 Census

Age of Population

| Age Groups and Change 1990 - 2000 | | | |
|--|-------|-------|--------|
| | 2000 | 1990 | Change |
| Up to 19 years old | 1,438 | 1,540 | -6.6% |
| 20 - 24 years old | 464 | 437 | 6.2% |
| 25 - 34 years old | 472 | 642 | -26.5% |
| 35 - 44 years old | 685 | 789 | -13.2% |
| 45 - 54 years old | 699 | 335 | 108.7% |
| 55 - 64 years old | 421 | 353 | 19.3% |
| 65 - 74 years old | 309 | 364 | -15.1% |
| 75 - 84 years old | 273 | 241 | 13.3% |
| 85 years and over | 92 | 63 | 46.0% |
| Total Population | 4,853 | 4,764 | 1.9% |

The State and the Region both saw decreases in the child-aged population over the decade, the Region saw a greater decrease than Vermont did. In 1990, the percentage of children in the regional population was 28%, in 2000 it dropped to 24%. The size of the elderly population also saw a decrease between 1990 and 2000; the State and the Region each had elderly populations of roughly 12%. Despite the decreasing populations of children and elders in our Region, the population did grow nonetheless. The growth in the regional population happened in the age groups that did not have school-aged children associated with them, the population between age

45 and 60, this was true in Randolph as well.

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Randolph's Age Cohorts

Children (1 month – 19 years) – the population of children shrunk, fewer births and less immigration.

Young Adults (20 – 24 years) – this group of college students and young-adults entering the workforce had reason to stay and grow in Randolph.

Young Professionals (25 – 34 years) and Young Families (35 – 44 years) – these two groups lost population perhaps due to constraints in the job and housing markets.

Maturing Families (45 – 54 years) – this population doubled in size.

Early Retirement (55 – 64 years) – this group had a modest increased in population.

Retirement Age (65 – 74 years) - this group decreased in size while the subsequent age groups, Elderly (75 and over) , grew in size. This shuffling is, to some degree, the result of planning for aging.

Population Projections

At the time this Plan was updated, no new Census data were available. Population estimates are made by the U.S. Census Bureau, however, and are presented below. According to these data, the population in Randolph was projected to have grown by 3.8% between the actual 2000 Census count and July 1, 2008. This estimated growth rate is larger than any other town in the White River Valley Sub-Region.

White River Valley Sub-Region Population Estimates

| | 2000 Population | 2008 Estimate | Percent Change |
|------------|------------------------|----------------------|-----------------------|
| Bethel | 1,968 | 1,933 | -1.8% |
| Braintree | 1,194 | 1,228 | 2.8% |
| Brookfield | 1,222 | 1,239 | 1.4% |
| Chelsea | 1,250 | 1,229 | -1.7% |
| Randolph | 4,853 | 5,037 | 3.8% |
| Royalton | 2,603 | 2,439 | -6.3% |
| Sharon | 1,411 | 1,328 | -5.9% |
| Strafford | 1,045 | 1,079 | 3.3% |
| Tunbridge | 1,309 | 1,299 | -0.8% |

Source: US Census Bureau

Another source of population projection data is the Massachusetts Institute for Social and Economic Research (MISER). According to their projections for the State and its counties and towns, Randolph's population contracted slightly over the last decade, and will grow at a slow pace over the next decade, as shown in the table below.

Randolph Population Change, 2000-2020

| Census 2000 | Projection 2010 | Projection 2020 | % Change 2000-2010 | % Change 2010-2020 |
|--------------------|------------------------|------------------------|---------------------------|---------------------------|
| 4,853 | 4,845 | 4,869 | -0.2% | 0.5% |

Source: MISER

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While no town-specific population estimates are available to show changes in age groups, county-wide data were developed by MISER and are shown in the following table.

Orange County Age Group Projections and Change, 2000-2020

| Age Group | Census 2000 | Projection 2010 | Projection 2020 | % Change 2000-2010 | % Change 2010-2020 |
|-----------|-------------|-----------------|-----------------|--------------------|--------------------|
| 0-4 | 1,588 | 1,478 | 1,621 | -6.9% | 9.7% |
| 5-9 | 1,925 | 1,469 | 1,628 | -23.7% | 10.8% |
| 10-14 | 2,319 | 1,703 | 1,575 | -26.6% | -7.5% |
| 15-19 | 2,215 | 2,236 | 1,755 | 1.0% | -21.5% |
| 20-24 | 1,388 | 2,451 | 1,861 | 76.6% | -24.1% |
| 25-29 | 1,419 | 1,765 | 1,787 | 24.4% | 1.3% |
| 30-34 | 1,651 | 1,102 | 2,122 | -33.2% | 92.5% |
| 35-39 | 2,296 | 1,547 | 1,905 | -32.6% | 23.1% |
| 40-44 | 2,590 | 1,801 | 1,193 | -30.5% | -33.8% |
| 45-49 | 2,345 | 2,396 | 1,618 | 2.2% | -32.5% |
| 50-54 | 2,127 | 2,628 | 1,839 | 23.6% | -30.0% |
| 55-59 | 1,566 | 2,354 | 2,434 | 50.3% | 3.4% |
| 60-64 | 1,185 | 2,108 | 2,640 | 77.9% | 25.2% |
| 65-69 | 1,076 | 1,493 | 2,284 | 38.8% | 53.0% |
| 70-74 | 922 | 1,048 | 1,907 | 13.7% | 82.0% |
| 75-79 | 740 | 837 | 1,200 | 13.1% | 43.4% |
| 80-84 | 484 | 599 | 703 | 23.8% | 17.3% |
| 85+ | 390 | 529 | 664 | 35.5% | 25.5% |

Source: MISER

Poverty Status of Population

The percentages of populations in Randolph living in poverty are relatively equal to the poverty numbers for the White River Valley Sub-Region, the Two Rivers – Ottauquechee Region, and the State of Vermont. Randolph’s poverty percentages only exceed the State, Region, and Sub-Region in the category of female householders living in poverty, and here the numbers are only slightly higher.

| Poverty Status - 2000 | | | | |
|----------------------------------|---|--|------------------------------------|--|
| | % of Families with Children Living in Poverty | % of Female Householders Living in Poverty | % of Individuals Living in Poverty | % of Elderly Living in Poverty (65 years old & over) |
| Town of Randolph | 5.3% | 26.8% | 7.9% | 7.5% |
| White River Valley Sub-Region | 5.8% | 22.9% | 9.9% | 10.5% |
| Two Rivers – Ottauquechee Region | 5.7% | 24.1% | 8.8% | 8.6% |
| State of Vermont | 6.3% | 24.1% | 9.4% | 8.5% |

Source: 2000 Census

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Income of Population

From the 1999 tax year, the 2000 Census reported median family income for all towns. Randolph's median family income of \$50,756 was the sixth highest income in a region of 27 towns. It was the second highest income in the White River Valley, (Brookfield's was \$51,071). Over the decade of the 1990s, Randolph's median family income grew faster than that of the State, Region, and Sub-Region. In 1990 Randolph had a lower income than the State, Region, or Sub-Region. However by 2000, the median family income for Randolph in 2000 topped them all.

| Median Family Income - 1999 | | | |
|------------------------------------|-------------|-------------|-----------------|
| | 1990 | 2000 | % Change |
| Town of Randolph | \$30,833 | \$50,756 | 64.6% |
| White River Valley Sub-Region | \$32,582 | \$45,670 | 40.2% |
| Two Rivers – Ottauquechee Region | \$31,250 | \$45,357 | 45.1% |
| State of Vermont | \$34,780 | \$48,625 | 39.8% |

Source: 2000 Census

Occupations of Residents

The 2000 Census reported numbers on Randolph's workforce, (people that live in Randolph, but may or may not work in Randolph). Compared to the Region and State, Randolph had a larger percentage of residents working in "management, professional, and related occupations" and "service occupations". For those residents who worked at two or more jobs, the occupation data they reported refers to the job at which they worked the greatest number of hours during the week they completed the Census long-form. For unemployed people, the occupation they reported referred to their last job.

| Occupations - 2000 | | | | | | |
|----------------------------------|--|------------------------|------------------------------------|---|--|---|
| | Management, Professional, and Related Occupations | Service Occupations | Sales and Office Occupations | Farming, Fishing, and Forestry Occupations | Construction, Extraction, & Maintenance Occupations | Production, Transportation, & Material Moving Occupations |
| Town of Randolph | 40% | 16% | 20% | 1% | 11% | 12% |
| Two Rivers – Ottauquechee Region | 36% | 15% | 23% | 2% | 11% | 13% |
| State of Vermont | 36% | 15% | 25% | 1% | 9% | 14% |

Source: 2000 Census

Top Employers in Randolph, Vermont

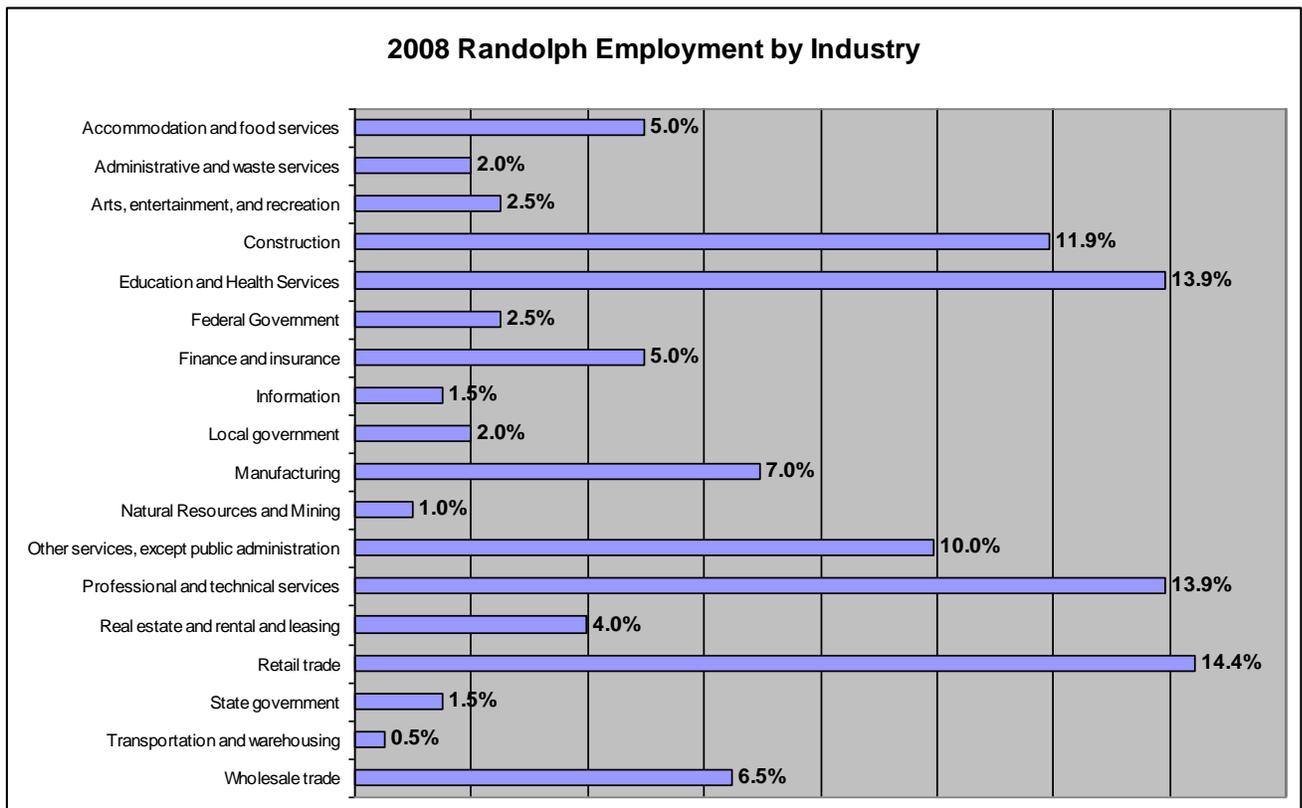
As of October 2006, the Vermont Department of Labor no longer publishes lists of the largest employers. According to the Vermont Business and Manufacturer's Directory 2009/2010, published by the Vermont Business Magazine, and other sources the largest employers in Randolph are:

- 500+ employees: Gifford Medical Center and Vermont Technical College.

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- 50+ employees: Applied Research Associates (a new listing since the last Town Plan), Dubois & King (employs fewer people since the last Town Plan), New England Precision, and Randolph National Bank.

It is important to note that the Directory lists only Vermont-based private employers, excluding government (town, state and federal) and national firms. For instance, the Randolph School District and Shaws are not included on the list, though they are large employers in town. In addition, employment levels may differ significantly from the information reported to the State. Data on the industries that Randolph residents are employed in is shown in the following chart.



Source: 2008 Vermont Department of Labor

According to the Vermont Department of Taxes, Randolph businesses generated \$4.125 million in taxable receipts from the sales of meals during 2008. Meals receipts were 3.7% higher than reported in 2007.

Mode of Travel and Travel Time To Work

Randolph's mode of transportation to work was more diversified than that of the Region or State. Randolph had larger percentages of employed residents that carpooled or walked to work, as well as a lower percentage of workers that drove alone to work. Randolph's percentage of residents that worked at home was higher than the State's and lower than the Region's, and the mean travel

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time to work for Randolph’s employed population, (roughly twenty-two minutes), was lower than the Region’s and almost identical to the statewide average.

| Commuting to Work - Mode of Transportation - 2000 | | | | | | | |
|--|----------------------------------|--------------------------------|---|--------|--------------------------------|-------------------|--|
| | Car, Truck, Van (drove alone) | Car, Truck, Van (carpooled) | Public Transportation (and taxis) | Walked | Other Means of Transport | Worked at Home | Mean Travel Time to Work (minutes) |
| Town of Randolph | 69.4% | 14.9% | 0.5% | 7.4% | 1.4% | 6.4% | 21.7 |
| Two Rivers - Ottauquechee Region | 73.2% | 13.1% | 0.4% | 4.9% | 0.9% | 7.6% | 24.2 |
| State of Vermont | 75.2% | 11.9% | 0.7% | 5.6% | 0.9% | 5.7% | 21.6 |

Source: 2000 Census

Educational Attainment

Generally, the percentages of Randolph’s population aged 25 years old or older who have earned degrees above the high school level are higher than those of Orange County, but lower than those of Windsor County or the State. Conversely, the percentages of Randolph’s population aged 25 years old or older who earned degrees at the high school level or lower, are lower than those of Orange County, but higher than those of Windsor County or the State.

| Educational Attainment - 2000 | | | | |
|--|---------------------|------------------|-------------------|---------------------|
| | Town of Randolph | Orange County | Windsor County | State of Vermont |
| Less than 9th Grade | 5.6% | 5.5% | 4.0% | 5.1% |
| 9th to 12 Grade | 8.0% | 10.4% | 7.8% | 8.4% |
| High School Graduate | 34.1% | 37.4% | 32.3% | 32.4% |
| Some College, no degree | 16.7% | 15.2% | 18.1% | 16.9% |
| Associate Degree | 9.6% | 7.6% | 7.6% | 7.7% |
| Bachelor's Degree | 15.6% | 14.5% | 18.3% | 18.3% |
| Graduate or Professional Degree | 10.6% | 9.4% | 11.9% | 11.1% |
| Percent High School Graduate or higher | 86.4% | 84.1% | 88.1% | 86.4% |
| Percent Bachelor's Degree or Higher | 26.1% | 23.9% | 30.2% | 29.4% |

Source: 2000 Census

C. HOUSING

Number of Housing Units

The U.S. Census defines a “housing unit” to include: conventional houses, apartments, mobile homes, and rooms for occupancy. Randolph is a traditional center of housing and commerce. Although Randolph’s housing supply experienced steady growth over the past two decades, it was not part of the housing boom that occurred in the State and Region in the 1980s.

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| Growth in the Number of Housing Units from 1980 - 2000 | | | | | | | |
|---|--------------------------|--------------------------|--------------------------|-----------------------------------|--|-----------------------------------|--|
| | 1980 Housing Units | 1990 Housing Units | 2000 Housing Units | Change in Units 1980 - 1990 | Percentage of Change 1980 - 1990 | Change in Units 1990 - 2000 | Percentage of Change 1990 - 2000 |
| Town of Randolph | 1,669 | 1,830 | 1,905 | 161 | 9.6% | 75 | 4.1% |
| Two Rivers – Ottauquechee Region | 16,433 | 19,220 | 20,442 | 2,787 | 17.0% | 1,222 | 6.4% |
| State of Vermont | 196,459 | 271,214 | 294,382 | 74,755 | 38.1% | 23,168 | 8.5% |

Source: 2000 Census

Types of Housing Units

The profile of the types of units in the Randolph housing stock is most akin to the statewide housing stock. Randolph has larger portions of two-family and multi-family units than the Two Rivers – Ottauquechee Region or White River Valley Sub-Region, but a smaller percentage of mobile homes than the Region or Sub-Region.

| Housing Unit Types present in Housing Stocks - 2000 | | | | | | | | |
|--|---------------------------|--------------------------|------------------------|--------------------------------|---------------------------|-----------------------------------|----------------|-------------------------|
| | Single Family Units | % of Single Family | Two Family Units | % of Two Family Units | Multi- family Units | % of Multi- family Units | Mobile Home | % of Mobile Homes |
| Town of Randolph | 1,269 | 66.6% | 116 | 6.1% | 367 | 19.3% | 153 | 8.0% |
| White River Valley Sub-Region | 5,656 | 72.0% | 407 | 5.2% | 839 | 10.7% | 922 | 11.7% |
| Two Rivers -Ottauquechee Region | 15,778 | 77.2% | 1,022 | 5.0% | 1,727 | 8.4% | 1,863 | 9.1% |
| State of Vermont | 203,309 | 69.1% | 21,180 | 7.2% | 46,588 | 15.8% | 22,631 | 7.7% |

Source: 2000 Census

Age of Housing

| Age of Construction of the Randolph Housing Stock | | |
|--|------------|------------|
| Year | # of Units | Percentage |
| 1990 - 2000 | 217 | 11.4% |
| 1980 - 1989 | 231 | 12.1% |
| 1970 - 1979 | 279 | 14.6% |
| 1960 - 1969 | 100 | 5.2% |
| 1940 - 1959 | 182 | 9.6% |
| 1939 or earlier | 896 | 47.0% |

Half of Randolph’s housing stock was built before 1940 - 896 units out of 1,905. With the exception of the 1960s, each decade since 1940 has seen an increase in housing stock measuring between roughly 10% and 15%. Randolph has seen a relatively consistent percentage of increase in the size of its housing stock over the past fifty years.

Source: 2000 Census

The percentage of housing units added to Randolph’s housing stock was slightly lower than the percentages added to the Sub-Regional, Regional, and Statewide housing stocks.

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| Percentage of Housing Built in the 1990s | | | |
|--|----------------------------------|-------------------------------|--------------------------------|
| | Housing Units Built in the 1990s | % of Units Built in the 1990s | Total of Housing Units in 2000 |
| Town of Randolph | 217 | 11.4% | 1,905 |
| White River Valley Sub-Region | 933 | 13.0% | 7,173 |
| Two Rivers - Ottauquechee Region | 2,682 | 13.6% | 19,769 |
| State of Vermont | 40,196 | 13.7% | 294,382 |

Source: 2000 Census

Housing Occupancy

A vacancy rate at or below 3% is considered to be a “functional zero”; at that percentage the units that are vacant have limitations like sub-standard conditions that make them uninhabitable. The Town of Randolph had a primary-residence vacancy rate of 7% in 1990, that number dropped to 3.7% in 2000. The vacancy rate for “total units” includes seasonal residences, “camps”, and second-homes. The proportion of vacant seasonal units also decreased during the 1990s. To some degree, this trend indicates a conversion of seasonal units into starter-homes and lower-cost primary residences.

| Housing Occupancy Status 1990 - 2000 | | | | | | |
|--------------------------------------|-------------------------------------|------------------------------|----------------------------|-------------------------------------|------------------------------|----------------------------|
| | 1990 | | | 2000 | | |
| | Vacancy Rate for Primary Residences | Vacancy Rate for Total Units | # of Vacant Seasonal Units | Vacancy Rate for Primary Residences | Vacancy Rate for Total Units | # of Vacant Seasonal Units |
| Town of Randolph | 7.0% | 12.0% | 92 | 3.7% | 7.1% | 65 |
| White River Valley Sub-Region | 7.2% | 21.3% | 1,038 | 3.8% | 14.9% | 876 |
| Two Rivers – Ottauquechee Region | 6.6% | 29.4% | 4,392 | 4.3% | 24.0% | 4,014 |

Source: 2000 Census

Housing Tenure

A larger portion of the Randolph housing supply was occupied by owners in 2000 than in 1990, but that percentage was still lower than in the White River Valley Sub-Region or the Two Rivers – Ottauquechee Region as a whole. The construction of rental units has not kept pace with the construction of home-ownership units in the Region in general, and it is especially true in Randolph. Out of 27 towns in the Region, Randolph was twenty-first in terms of growth in renter occupied units. Property rental in a community is often the step before homeownership in that community. High percentages of owner-occupied units and decreasing supplies of rental units make transition from rental to ownership difficult. The Housing Tenure by Age table below shows the percentage of housing units that are owned or rented by selected age groups.

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| Housing Tenure (Ownership and Rental) 1990 - 2000 | | | | | | |
|--|------------------|-------------------|------------------|-------------------|-------------------------------------|--------------------------------------|
| | 1990 | | 2000 | | Change | |
| | % Owner Occupied | % Renter Occupied | % Owner Occupied | % Renter Occupied | % Growth in Units Owned 1990 - 2000 | % Growth in Units Rented 1990 - 2000 |
| Town of Randolph | 68.2% | 31.8% | 70.4% | 29.6% | 13.4% | 2.3% |
| White River Valley Sub-Region | 73.5% | 26.5% | 72.6% | 27.4% | 14.0% | 19.7% |
| Two Rivers - Ottauquechee Region | 73.9% | 26.1% | 74.5% | 25.5% | 15.4% | 11.4% |

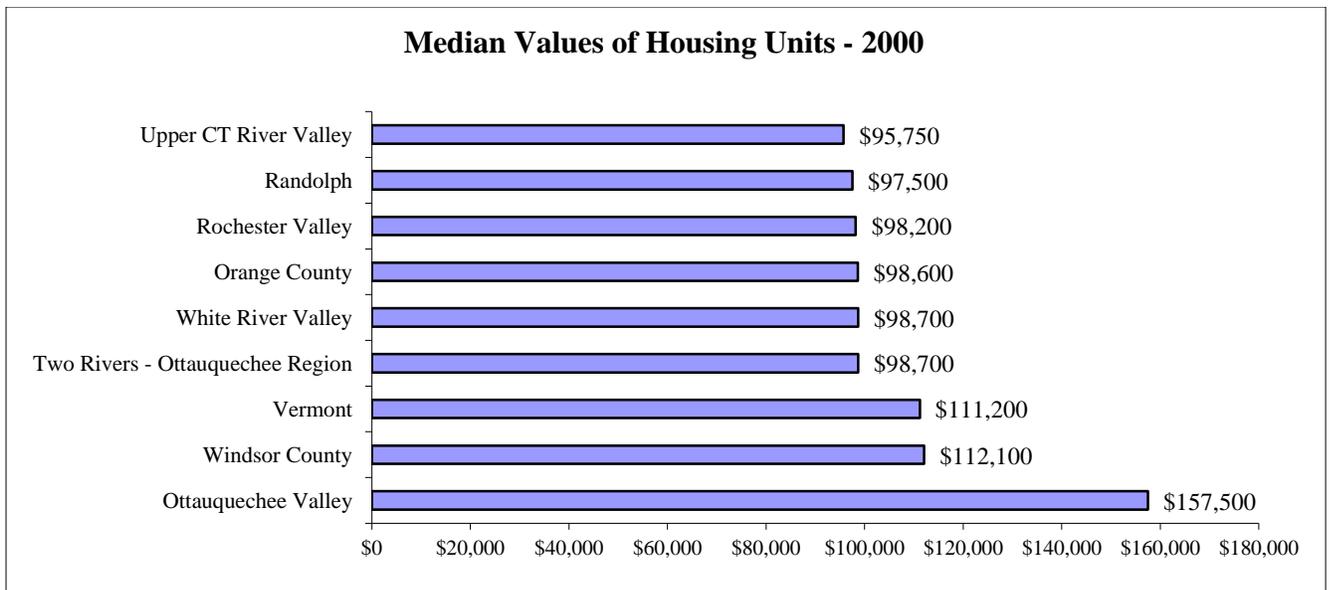
Source: 2000 Census

| Housing Tenure by Age - 2000 | | |
|-------------------------------------|------------------|-------------------|
| | % Owner Occupied | % Renter Occupied |
| Householder 55 - 64 years old | 16.1% | 9.4% |
| Householder 65 - 74 years old | 13.4% | 5.7% |
| Householder 75 - 84 years old | 11.6% | 7.6% |
| Householder 85 years old and over | 3.7% | 2.5% |
| Householder 55 years old and over | 44.8% | 25.2% |

Source: 2000 Census

Housing Values

The median value of owner-occupied housing units in Randolph grew by 10.7% over the 1990s while the Region's median value grew by 11.7%. The White River Valley Sub-Region and the State both experienced growth rates topping 16%: 16.1% for the sub-region and 16.6% for the State. In comparing sub-regional appreciation rates, the White River Valley was second to the Ottauquechee Valley, which experienced a 21.1% rate of growth over the decade.

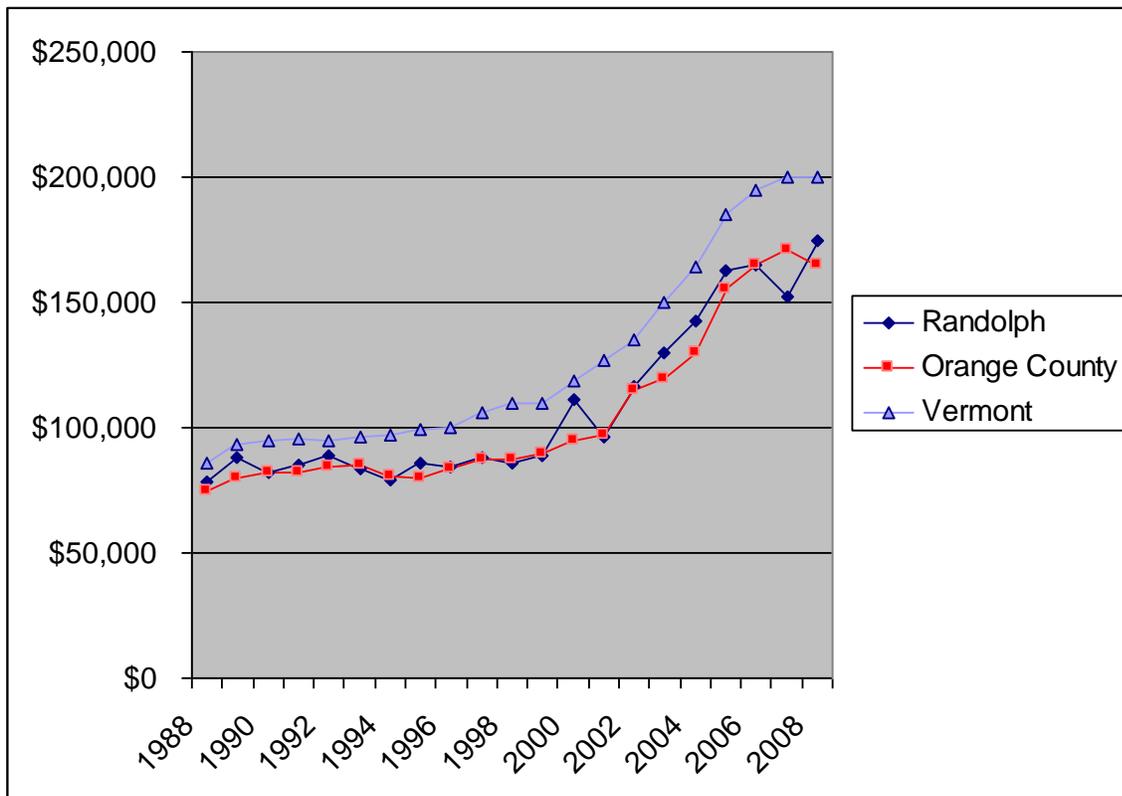


Source: 2000 Census

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The following figure shows that although the Town's median home sale prices have been relatively consistent over the last 20 years with the sale prices in Orange County, the County's median home sale prices are lower than those at the state level. Median home sale prices were somewhat stable in the first half of this period, and all have trended upward more sharply since the turn of the Century, leveling out again since 2006.

Median price of primary residences sold



Source: Vermont Housing Data

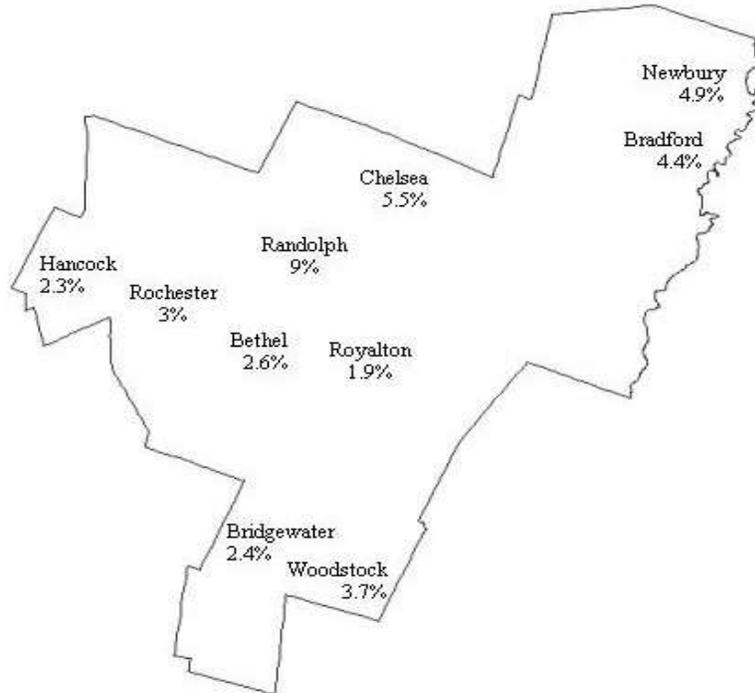
Housing Affordability – 2000

The Census Bureau collected a new piece of information in the 2000 Census: “Housing Costs as a Percentage of Income”. The standard measure of “affordability” is that a household shouldn’t pay more than 30% of its income on housing costs. Randolph had one of the highest percentages of owner-occupied households that paid more than 30% of their income on housing, 30.1%. This was higher than the State, Region, and Sub-Region. Conversely, compared to the State, Region, and Sub-Region, Randolph had a smaller percentage of renters that paid 30% or more of their income on housing, 25.7%.

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| Housing Affordability - 2000 | | |
|-------------------------------------|---------------------------------|----------------------------------|
| | 30% or more for Owners Costs | 30% or more for Renters Costs |
| Town of Randolph | 30.1% | 25.7% |
| White River Valley | 24.7% | 35.9% |
| Two Rivers - Ottauquechee Region | 24.0% | 34.6% |
| State of Vermont | 23.1% | 37.5% |

Geographic Distribution of Public Housing and Mobile Home Parks in the Region – 2003



Source: Vermont State Housing Authority, www.housingdata.org/doarh/

The percentages shown in the map represent the percentage of total housing units in that town that are either publicly subsidized units or mobile homes.

According to VHFA data, there were 273 public housing units in the Region in 1992; ten years later there were 493 units of publicly assisted housing in this Region. The number of units nearly doubled in the decade. The growth in public housing units did not come from existing developments becoming larger and adding units. Instead, the growth came from rehabilitation, or the siting and construction of new housing units in the Region, especially in Randolph, the Village of Wells River in Newbury, Rochester, and Bradford.

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| Randolph's Affordable Public Housing Developments - 2009 | |
|---|----|
| Randolph -- Highland Ave. Safe Haven | 6 |
| Randolph -- Jacobs Mobile Court | 19 |
| Randolph -- Joslyn House | 20 |
| Randolph -- Pleasant St. Group Home | 5 |
| Randolph -- Prospect-Forest Homes | 9 |
| Randolph -- Randolph Circle | 20 |
| Randolph -- Randolph House | 48 |
| Randolph -- Red Lion Inn | 20 |
| Randolph -- Sass Apartments | 16 |
| Randolph -- South Pleasant | 8 |
| Randolph Total: 171 | |

Source: Vermont State Housing Authority, 2009.

The public housing developments in Randolph, listed above, pay the same residential tax rate as the other residences in town. There are private affordable housing developments not listed.

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Chapter 2: Randolph's Natural Resources

A. General Goals

1. to conserve natural resources for future generations and for their own intrinsic value;
2. to conserve the beauty and practical uses of our landscape while allowing development;
3. to ensure that natural systems function and continue to support a healthy community.

B. Background

The careless use of land, water resources and our native flora and fauna saps future potential from a community. This plan acknowledges that when we talk about conserving resources, we are doing so both for ourselves, and for future generations of Randolph citizens.

The plants, animals, streams, surface waters, forests, bedrock, groundwater, soil and air that surround us exist in a complex set of relationships with each other and with us. This system can change and be resilient, but individual components of it may be quite fragile and may not survive those changes in the long run. Our health and welfare depends on this system remaining stable. The following outlines some of our most notable natural resources and the activities that affect them. One objective of this discussion is to avoid land use and other town decisions that will have an adverse impact on the Town's natural resources.

Randolph retains a rich diversity of landscapes and natural resources. It is important to better identify and document our natural areas, fragile and undisturbed areas, irreplaceable habitats, watersheds and aquifers, scenic views and special ecosystems. With these resources identified, policies can be put in place to promote their long-term viability as part of an overall public process to protect Randolph's natural resources to the greatest extent feasible.

Preventing degradation of our natural resources is likely to be much more effective and less costly than the consequences of poor land use decisions. Conserving Randolph's natural resources and protecting those areas identified as fragile, through regulatory and non-regulatory means, are likely to enhance property values and quality of life in the town, provide recreational and aesthetic benefits to the public, and draw visitors to the area.

General Natural Resources Recommendations

1. Randolph's current regulations and permit process do not sufficiently address or protect natural resources and should be amended to make certain that the protection of important natural resources is considered and weighed in all land use decisions.
2. The Town should examine town practices, pursue creative and effective regulatory and non-regulatory approaches to resource conservation, and implement public education to accomplish this.

C. Wetlands

Goal

To encourage the conservation of all wetland areas and the preservation of wetland areas.

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Background

Wetlands are ecologically fragile and biologically productive areas and are considered part of the interface between land and water. How these lands are managed has a direct bearing on the quality and quantity of water resources.

The Vermont Water Resources Board estimates that wetlands comprise less than 5 percent of the surface area of Vermont. In addition to being Vermont's most productive ecosystem, wetlands serve a wide variety of functions beneficial to the health, safety and welfare of the general public, including:

- ◆ retaining storm water run-off;
- ◆ reducing flood peaks and flooding damage to upland areas;
- ◆ improving surface water quality;
- ◆ replenishing ground water;
- ◆ providing spawning, feeding and general habitat for fish and amphibians;
- ◆ providing a wide diversity of habitats and feeding grounds; and
- ◆ contributing to the overall beauty of the rural landscape.

The best means of protecting a wetland is to not allow filling it in and to retain a sufficient buffer around its edges. Maintenance of a naturally vegetated buffer strip between a wetland and land development or disturbance is desirable to reduce the risk of groundwater and surface water contamination and direct discharges into a wetland.

The Vermont Wetland Rules protect significant wetlands at the state level. The level of protection under state law is according to three classes of wetland:

1. Class 1 wetlands are wetlands determined by the Vermont Water Resources Board as exceptional or irreplaceable.
2. Class 2 wetlands are significant and are sometimes contiguous to Class 1 wetlands.
3. Class 3 wetlands are not regulated by the Vermont Wetland Rules, but may be protected by other programs, regulations or laws.

Class 1 and Class 2 wetlands are classified "significant wetlands" and are regulated by the state. Currently, there are no wetlands designated as Class 1 in Randolph. Under the state rules, if land development can be expected to impact a Class 1 or 2 wetland, such activity cannot commence unless the Vermont Agency of Natural Resources first grants a Conditional Use Determination (CUD). In many cases, such approvals are granted with conditions to mitigate impacts and to implement the purposes of wetlands protection. Federal protection also extends to some wetlands under Section 404 of the Clean Water Act.

Although not mandated by law, towns can play a key role in wetlands protection and identification. Unfortunately, the only list of wetlands available to alert regulators to situations in which wetlands are threatened are based on aerial photographs made decades ago. At this scale, it is often not possible to reliably identify wetlands of less than a few acres, and others may have been missed because they were dry or obscured by vegetation. Further, the boundaries of wetlands are neither stable nor clearly defined. More detailed investigations of wetlands within Randolph would result in a more accurate

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map of our wetlands. Towns are enabled by Vermont law to propose additions and corrections to the state lists, to reclassify wetlands, and to establish additional protective measures. At the present time, Randolph has not inventoried its wetlands.

Recommendations – Wetlands

1. Landowners and Town Officials should work together to find voluntary solutions to reduce wetland loss or degradation, especially for wetlands that are not regulated by the state or federal government.
2. Randolph should inventory its significant wetlands that qualify as Class 1 or 2 wetlands. Inventories of this kind are eligible for State municipal planning grants.
3. Randolph’s Zoning Regulations should be amended to:
 - A. avoid development or land uses with adverse impacts to Class 1 and 2 wetlands;
 - B. require that site plans show the location of mapped Class 1 and 2 wetlands and their associated state-required buffer zones, based on federal, state, or local inventories, and on landowner knowledge, whenever such wetlands are located within the parcel for which the application is being requested;
 - C. require that site plan review consider the impact of the proposal on loss or degradation of wetlands, flood plains and other water resources either on or contiguous to the parcel; and
 - D. require vegetated buffer strips around wetlands as a condition of Town approval of a land use on a parcel that includes a significant wetland.

Policies- Wetlands

1. Support the state and federal protection of Class 1 and Class 2 wetlands.
2. Protect or provide for long-term stewardship of significant wetlands and prevent additional loss of wetlands within town.
3. Preserve and enhance the functional values of wetlands already affected by human disturbance.

D. Flood Hazard Areas

Goals

1. To minimize the loss of life and property, disruption of commerce, and demand for extraordinary public services and expenditures which result from flood damage.
2. To conserve Randolph’s floodplains and floodplain forests, through regulatory and non-regulatory methods, for their beneficial natural functions.

Background

Floodplains (low-lands adjacent to watercourses) are periodically inundated by heavy rains or during spring thaws. They are porous and can absorb considerable water before reaching flood stage. However, flooding events are exacerbated by land uses or other human activities that impede or overwhelm the natural “sponge” function of wetlands and floodplains. Flood damage also increases with channel modification or bank armoring that changes the sediment carrying

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capacity of a stream or river, or that restricts the natural sideways movement of a watercourse. The result can be costly in dollars and lives. It is therefore in the public interest to plan for floods, and to adhere to state and federal development guidelines that will protect these areas and minimize the risks to public health, safety, and property.

The science of stream hydrology is complex. Experts have differing opinions as to how rivers and streams can best be managed to protect and preserve natural resources and property. Although unruly floodwaters may appear to be unconstrained, the laws of nature and physics in fact govern them. While no one can predict or prevent all flood occurrences, it is not uncommon during flood events to discover that actions in one location create unintended consequences in another. The key to achieving an appropriate management strategy is to plan for those potential consequences before it is too late. This requires that we, and others that affect the floodplain, look at the function of the whole watercourse and “think like water” to avoid potential negative consequences downstream.

Under the provisions of the National Flood Insurance Act (1968), the Federal Emergency Management Agency (FEMA) has conducted a series of evaluations and hydrologic engineering studies to determine the limits of flood hazard areas along streams, rivers, lakes, and ponds. These areas are generally representative of the “100-year base flood,” meaning that the flood level has a 1% chance of being equaled or exceeded in any given year. The calculations do not take into account the impact of ice dams or debris, and may, therefore, actually underestimate the areas subject to flooding damage. FEMA has prepared a Flood Insurance Rate Map for the Town of Randolph, which includes flood hazard levels for the White River, tributaries and major streams and ponds. This map is on file at the Town Office. FEMA also administers the National Flood Insurance Program (NFIP), which provides flood hazard insurance at subsidized rates for property owners in affected areas. In order to qualify for federal insurance, towns must adopt and retain a by-law to control land development within these areas. Minimum standards must be included and approved by FEMA.

The Town of Randolph adopted a permanent Flood Protection District in 1997, and it is recognized as a participating community in the NFIP. Coverage remains available to owners of affected property (buildings and/or contents) as long as the Town continues to participate. Pursuant to the Bylaw, permits from the Town are required prior to any substantial improvement to an existing structure, and prior to any new construction within the town’s floodplains, or flood hazard areas, as defined by the FEMA maps of the “100-year floodplain.” In granting approval, the Town must find that the proposal meets or exceeds minimum development standards for flood hazard areas.

Randolph has experienced several flood events in its settled history, with the flood of 1927 that destroyed many bridges in town the greatest event. In 1998 hard rains brought flooding that destroyed portions of town roads, and as recently as 2007 the Town suffered extensive road damage. The Town’s regulation for development in a flood hazard area or a floodplain is the primary means to protect the functions of floodplains and minimize or negate damage from floods.

Floodplain Forests

Within the Town of Randolph, three significant floodplain forest areas have been identified by the State (“Floodplain Forests of Vermont” – Agency of Natural Resources, July 1998). These sites are considered of special ecological significance, and have been mapped, inventoried, and described. Management recommendations have also been given for each area.

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1. The “Randolph Village Floodplain” is a riverine floodplain forest of the “Sugar Maple-Basswood-Ostrich fern type.” It is located in the Village of Randolph and covers about 30 acres. It is mostly privately owned by several different owners. Some unusual tree species, such as Black Birch and Black Ash, as well as uncommon ground cover plants grow in this area.
2. The “Golf Course Floodplain” is similar to the Village Floodplain. It covers about 25 acres of land owned by the Montague Golf Course. As with the Village floodplain, there are remnant forested areas with unusual plant species.
3. The “Randolph-Bethel Floodplain” is described in similar terms as the other two, but is listed as “A rare example of a floodplain ecosystem that features an excellent undisturbed Sugar Maple-Ostrich fern high terrace forest, as well as steep eroding bluffs, a successional low floodplain community, and low terrace floodplain forest.” The high terrace forest communities located in this area are now considered “very rare” within the state. While no specific acreage is given, it is estimated that between 50 and 60 acres of this floodplain lies within the Town of Randolph, most in private ownership.

These three areas together form a more or less continuous floodplain corridor that is “unparalleled in most areas of the state.” It is easy to see that these areas provide significant flood retention capabilities and thus protection from damage due to flooding, furnish specialized habitat for several types of plants and animals (including fish), and offer recreational opportunities.

Recommendations- Flood Hazard Areas and Floodplain Forests

To achieve the flood hazard area goals stated above, it is the Town’s recommendation to take the following actions:

1. The Conservation Commission should work with the Town Zoning Administrator to identify and map Randolph’s significant floodplains and floodplain forest communities.
2. The entire floodplain forest should be protected and considered a high priority for conservation due to its rare ecological values.
3. The Conservation Commission, working with the Agency of Natural Resources or other conservation groups, should educate landowners and the general public regarding the importance of the floodplain forests on their lands, and assist in identifying, valuing, maintaining, or even restoring these resources.
4. Randolph’s Zoning Regulations should be amended so that:
 - A. new buildings and structures are discouraged within flood hazard areas;
 - B. it meets all state and federal requirements, as well as prudent flood protection measures such as using one foot above base flood elevation as a standard and to minimize encroachment in the floodplain;
 - C. conservation provisions are added for floodplain forests identified as part of the floodplain corridor of the White River, its branches and tributaries; and
 - D. site plan applications identify floodplains, located within the parcel for which the application is being requested.

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Policies - Flood Hazard Areas

1. To maintain regulations for development in the floodplains that meet state and federal guidelines and therefore continue to allow landowners to be eligible for flood insurance and avoid flood damages.
2. Floodplains and flood hazard areas are most appropriately used for open space, greenbelts, recreational or agricultural uses which do not adversely impact their flood retention and habitat values.

E. Water Resources

Goals

1. To maintain and improve the quality and quantity of both surface and groundwater water resources, such as the White River and tributaries, through careful management, and through education about the threats to water resources.
2. To reduce the likelihood of contamination from spill events, or pollution of water resources.
3. To maintain and enhance water resources for recreation, fisheries, wildlife habitats and aesthetics.

Background

Water is nature's circulatory system, carrying both nutrients and pollutants as it passes above-ground, through soils, in underground streams, and even as water vapor in the air. Plants and animals absorb these nutrients and/or pollutants when they ingest or are otherwise exposed to water. Water can be contaminated by chemicals, and even by an excess of nutrients, such as fertilizers, applied in amounts that are not easily absorbed into the system. Waste overflows from sewage or manure treatment facilities can also contaminate water. The main source of contamination of drinking supplies and other water resources varies with land use. Contamination from over-fertilization and pesticide use is a common problem in more rural areas, while in more developed areas, contaminated run-off from paved areas and chemical lawn treatments are major sources. Every building, street, driveway, parking lot, and even many lawns disrupt the absorption of water into the earth. It runs downhill, and may collect in a storm drain or flow directly to a stream or a river. On its way to the drain or river, it picks up pollutants. Contamination that does not result from a single spill or other incident, but rather from the cumulative effects of runoff or groundwater contamination is known as "non-point source pollution," and is now thought to be responsible for roughly half the country's water pollution. This is a major area of concern, and one that can be greatly reduced by better land use planning, and by individuals and the Town taking steps to limit their contribution to this type of pollution. Meanwhile, much of the water that would have recharged aquifers never gets to them.

Surface Water, Lakes and Streams

In Randolph, numerous streams collect water from yards, fields, and forests before joining the town's three largest streams, Ayers Brook, and the Second and Third Branches of the White River. These streams are in turn part of the Connecticut River watershed, and have been designated important ecological areas by the U. S. Fish and Wildlife Service in its study of the watershed for designation of the Silvio Conte National Wildlife Refuge. The White River and its tributaries are a significant natural feature and a major tributary of the Connecticut River Watershed. They provide exceptional habitat, water supply of high quality, fishery, recreational, and scenic values.

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These values are assets to the community and the region, and may easily be adversely impacted by human activities.

The vegetation along the riverbanks of these rivers and their tributaries is necessary to maintain the health of rivers and streams, act as a transition zone between land and water uses, and to stabilize streambanks and control erosion and flooding. It also increases the likelihood that nutrients, sediments and other contaminants will be filtered out. Apart from their role as natural water quality filters, vegetated riparian (meaning along watercourses) buffers are complex ecosystems that can provide habitat and travel corridors for wildlife, as well as enhance scenic and recreational values. Additional benefits of riparian buffers include:

- ◆ maintaining shade and ensuring cooler water temperatures, which support higher levels of oxygen, and thereby result in healthier and more biologically diverse systems;
- ◆ improved wastewater assimilation;
- ◆ improved habitat for fish and other aquatic life; and
- ◆ protection of archaeological and historic sites, because land along major rivers and streams served as camp-sites and villages for early settlers and Native Americans.

Besides streams and rivers, there are many small ponds in Town that were created or improved upon by individual landowners, but no large lakes or ponds are a significant part of Randolph's natural landscape

Drinking Water

Ground water storage and travel is determined by topography and the composition of soils and rocks in which it is confined. Ground water is the source of over 90% of the drinking water for rural areas in Vermont. It is replenished through rain and surface water that percolates down through the soil. Any activities that introduce contaminants directly into or onto the ground (underground storage tanks, leach fields, agricultural activities) can affect ground water quality. Since surface waters may also connect to underground sources, ground water can be contaminated by discharges made into above-ground streams and water bodies as well.

There is one major public water system that serves the Village and some of the surrounding area. There are three permitted non-municipal water systems: Randolph Center Fire District which serves the Randolph Center village and Vermont Technical College, Armstrong Trailer Park which serves an existing mobile home park on Vermont Route 66, and East Randolph Meadows which serves a subdivision on Vermont Route 14. See the Utilities and Facilities section for a more detailed description of these water supplies.

The Vermont Agency of Natural Resources, in cooperation with federal and other state agencies, has evaluated aquifer recharge areas serving systems involving 10 or more connections of 25 or more people. These recharge areas are acknowledged as important to maintain the quality and quantity of groundwater resources.

In recent years, underground fuel storage tanks (UST's) have been identified as major threats to water quality. Studies conducted by the U.S. Environmental Protection Agency show that the average fuel tank is likely to leak within 15 years from installation. To lessen the risk of contamination, the state monitors tanks with a capacity of 1,100 gallons or more and has strict standards for replacement of UST's.

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Recommendations - Water Resources

1. The zoning regulations should address land development which may significantly affect public supply aquifers by strictly limiting or conditioning what type is allowed depending on the level of threat.
2. In its decision making, at a minimum, the Town should support state and federal standards for the protection of both the quality and quantity of surface and groundwater supplies that pass through Randolph, including the water management typing at the highest applicable level.
3. Groundwater is held in the public trust by state law, and therefore proposed actions which could potentially threaten groundwater quality or quantity should be carefully reviewed to ensure that the public trust in these waters is not adversely impacted.
4. Randolph's Zoning Regulations should be amended so that:
 - A. the existing Conservation Zone continues in effect;
 - B. in site plan reviews, consideration is given to the potential adverse impacts of proposed development to water resources;
 - C. adverse impacts to water quality or quantity are minimized through proper siting and conditions on development; and
 - D. the retention or creation of riparian buffers is always encouraged, and may be required whenever they are deemed likely to protect water quality or to diminish flood damage from the effects of development, particularly in cases where development will be sited near a stream. Standards for the appropriate width and quality of riparian buffers should be created on the basis of practices as established by the State of Vermont.
5. The Conservation Commission should educate businesses and the public about water quality and conservation issues, perhaps in collaborative efforts with:
 - A. government agencies, schools, and community groups to educate the public about water quality and quantity, and what individuals can do to protect our water resources; and
 - B. the State of Vermont and the U. S. Department of Agriculture to inform farmers and other landowners about programs to compensate them for steps to improve water quality and conservation.
6. The DRB should evaluate and consider effects within Randolph or neighboring areas, if any, of land use in Randolph on groundwater supplies as groundwater is difficult to track, and not ruled by political boundaries.

Policies - Water Resources

1. Encourage the protection of both the quality and quantity of surface and groundwater supplies that pass through Randolph.
2. The Town supports the emergency management efforts of the state to limit potential adverse impacts on water resources from spills and other activities.

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3. Encourage individual understanding of the relationship between human activities and the hydrologic cycle, and encourage personal decision-making that contributes to water quality, and availability.
4. Maintain or enhance the White River and its tributaries for recreation, fisheries, wildlife habitats and aesthetics.

F. Air

Goals

1. To improve air quality throughout the town; and
2. To encourage and practice energy efficiency and the reduction of air pollution.

Background

While many of the causes of air pollution are beyond the scope of Town government or individual action, and are regulated or controlled by state and federal governments, there are things that we, as a community, can and should do to contribute to clean air. Much of our air pollution is transported into town by far away sources, but we also cause some. Vehicle emissions and the burning of wood and fossil fuels to heat our homes and businesses are the largest source of emissions. To the extent that public and private activities in Randolph can reduce consumption of these fuels for transportation and heating it will contribute to cleaner air, as well as cleaner land and water, as many air contaminants later fall to earth in precipitation and contaminate ground and water resources.

Recommendations - Air

1. The Selectboard should require that upgrades or new Town facilities and new equipment meet energy efficiency standards.
2. The DRB should encourage energy efficiency in local development by making information on such practices available to everyone requesting a permit and requesting that new construction applications include their strategy for energy efficiency.
3. The Town should work to reduce the need for automobile use by designing pedestrian-friendly features within the Town's village centers, and by encouraging shared or public transportation between village centers.

Policies- Air

1. To promote energy efficiency in Randolph's transportation strategies, practices and construction in order to reduce use of fuels, particularly fossil fuels, which pollute the air, land and water.
2. To support the development or expansion of "clean" industries and businesses, especially those that are likely to provide employment for residents thereby reducing the need for commuting outside the community.
3. To strive to make Randolph both the home and workplace for its residents, reducing commuting time and energy.
4. To encourage the preservation or sustainable harvest of natural resources, including forests and other fauna that improve air quality.

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G. Flora and Fauna

Goals

1. To learn more about Randolph's flora, fauna, and habitats.
2. To maintain and enhance wildlife habitat through informed decision-making and public education.

Randolph has not taken significant steps to inventory or assess its plant and animal resources, or natural features. Data provided by state inventories and similar research can be used by the Town and the community to educate us, inform decision-making, conserve our natural health and diversity and attract eco-tourists.

Randolph has one known Natural Heritage Site located in the vicinity of Interstate 89. It is listed because of the presence of three vascular wetland plants. As mentioned previously, Randolph also has excellent examples of floodplain forests. Deer wintering yards in Randolph have been mapped and are monitored by the Agency of Natural Resources Department of Fish and Wildlife.

Recommendations – Flora and Fauna

1. The Conservation Commission should add to and/or update inventories and assessments of Randolph's plant and animal diversity and the quality and extent of their populations and habitats, so that it develops a solid foundation of reliable information on which to base decisions and inform the public.
2. Educate landowners and the public on policies and practices that provide for long-term protection of wildlife habitat in Randolph.
3. Identify the necessary corridors or connections that wildlife require to travel within and between Randolph and neighboring towns.

Policies – Flora and Fauna

1. To plan for and promote development patterns that leave ample natural and open spaces for native plants, animals, and the resources they depend on to survive and to thrive.
2. Support the conservation and stewardship of areas within the town that provide large contiguous forests, connecting habitat for wildlife, or significant natural communities of flora or fauna; and encourage the restoration of any such areas that have been degraded.
3. Support the Conservation Commission and others who wish to perform inventories and assessments of Randolph's plant and animal diversity. State planning grants may be available to conduct such inventories and assessments.

H. Scenic Resources

Goal

To preserve and enhance, without undue burdens, the viewsheds within the Town of Randolph that are clearly deemed to be of high importance and mapped.

Background

Scenic views of important natural features from public vantage points involve both the landscape of Randolph, and, due to Randolph's ridgelines, the landscapes of other towns. The people of Randolph and the State as a whole value these views. They are also valuable to the economic development in the state.

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Such views, or “viewsheds” can be lost to development that either removes or clutters the scenic quality of the landscape, or that removes the public’s access to the view, but much of a development’s scenic impact can be lessened through proper placement and design. With the notable exception of the Exit 4 area, no inventory has been prepared of Randolph’s most significant scenic resources, but an inventory of that kind could be helpful to town officials, landowners, and developers in deciding how best to place development to maintain those landscapes and views that are most prized by the community.

Panoramas visible from the Exit 4 Interchange of I-89 have been identified as of particular significance in that they represent some of the most dramatic views in Vermont. Several local studies of the area have identified the views around Exit 4 as important to the community and deserving of protection. These studies have also recommended creative strategies that show that protection of the view can be compatible with economic development in the area.

A challenge to viewshed protection in Vermont is the placement of cellular towers and other telecommunications equipment. Under federal law, towns may not choose to eliminate towers from allowable uses, but may regulate and even prevent their placement in certain areas to protect, among other things, important scenic views. However, the effect of that regulation must not eliminate every viable location. Randolph passed an interim telecommunications bylaw, but it has since lapsed. The placement of large wind turbines also creates the potential for degradation of views, but no large towers are proposed in Randolph.

Another view that we may take for granted in rural areas such as Randolph is our view of the night sky. In many areas, the night sky is starless due to the intensity of artificial lighting that obliterates the contrast. Diffuse lighting does not focus the light where it is needed, and therefore uses more energy than needed while lighting more than it was intended to. The detrimental effect of lighting is incremental, and large development can add substantially to the effect if lighting is not designed and placed to minimize its diffusion.

Recommendations – Scenic Resources

1. The Town should have a public discussion to determine what constitutes a scenic resource important to the Town, and how they should be selected.
2. The Conservation Commission should investigate mechanisms for compensating landowners of the properties that contribute to or create the high-priority viewsheds for restrictions on their properties or for the purchase of the land or scenic easements. Other methods of protecting the high-priority viewsheds should be explored.
3. The zoning regulations should be amended to:
 - A. Create flexible strategies that enable and promote creative placement and design of development that would otherwise eliminate or degrade an important view;
 - B. Create standards for lighting that limit the over-use and diffusion of artificial lighting (see “Other Recommendations” at the end of this chapter); and
 - C. Include a permanent telecommunications bylaw (see “Other Recommendations” at the end of this chapter); and
 - D. Provide standards for windmills and larger wind turbines.

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I. Productive and Working Landscapes

Goal

To maintain and enhance Randolph's heritage of working farm and forest lands as part of a sustainable, environmentally sound, local, resource-based economy.

Farming and Forestry

Randolph's productive farm and forest lands are a significant component of the economy, community, quality of life, and resource protection of this town. As shown in the Existing Land Use Table at the beginning of this Chapter, about 89% of the land in Randolph is currently identified as farm or forest. The percentage of Randolph in agriculture is significantly higher than the surrounding Two Rivers-Ottawaquechee Region, of which Randolph is a part (20% versus 7.6%). In particular, Randolph has more prime agricultural soils, and more land devoted to agriculture than other towns in the region. Some of this land may be more suitable for development than others, but soils that support good agriculture and forest production are often the easiest to develop. These lands, therefore, will be most subject to development pressures in the coming decades. Further, commercial scale agriculture and forestry often requires a "critical mass" of unfragmented land to be viable; there is usually less incidence of conflict with neighbors, higher productivity, and better accessibility to necessary goods and services for farm and forest land when large tracts of farm and forest lands continue to operate in close proximity to each other.

Farms and forests provide many community benefits that are not always acknowledged and for which landowners are rarely compensated. These include:

1. Maintenance of scenic, forested, open and hillside landscapes: These landscapes are another of the reasons tourists love Vermont (Vermont means Green Mountains), and what many residents cherish about their homes. Open farmland with prime soils are often some of the easiest lands to develop, and are therefore at risk of conversion, particularly to second home development.
2. Air and Water Quality: Forests (and wetlands) are natural water filtration systems, recharge sources for aquifers, consumers of carbon dioxide and producers of oxygen. Forested buffers along streams also maintain water quality by preventing erosion and siltation during storms or surges, and keep water temperatures cooler and healthier.
3. Tourism and Recreation opportunities: Most of the mapped recreational trails in Randolph are located on farms and forestland, with permission of the landowners and generally without compensation to them.
4. Along with the direct employment of farm and forest workers, farm and forest operations purchase substantial amounts of goods (such as feed and grain and equipment purchase and repair), often provided locally creating a "multiplier effect". A good portion of Randolph's commerce relies on a continuing farm industry.
5. Low municipal service costs: Generally, farms and forests require many fewer municipal services than other land uses relative to the amount they pay in property taxes. The old adage, "Cows don't go to school" is apt, but neither do they drive cars, use recreational services, or require emergency services.
6. Locally produced food and fuel: The availability of fresh food from local farms, and renewable fuel and building material supplies from our forests, add to our quality of life.

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7. Plant and wildlife habitat: Forests, especially softwood forests, provide essential winter cover for wildlife (deer yards, etc.). Softwood stands often follow watercourses, making them even more beneficial cover. Certain species live and hunt on the “edges” between forests and open lands, or between softwood and hardwood stands, and many large and small animals alike need large un-fragmented blocks or corridors of forest and open lands to survive.

Studies which measure the relative costs and benefits to a community of various types of development and land use increasingly affirm that, properly managed, farms and forests provide a community with more benefits than costs. The Vermont League of Cities and Towns Report “The Land Use – Property Tax Connection”, December 2002, reported that, in general, Vermont towns with more development have relatively higher tax bills. Some farming and forestry activities, however, can be a significant source of water quality degradation, including:

- ◆ Removal of vegetative stream buffers or tilling too close to streambanks;
- ◆ Careless or over-harvesting of timber, particularly on steeper slopes;
- ◆ Pesticide or fertilizer overloading; and
- ◆ Insufficient manure management.

Financial and technical assistance is generally available to farmers and foresters to minimize these negative resource impacts. All farming that complies with the Accepted Agricultural Practices and all forestry that complies with the Acceptable Management Practices is presumed to not be detrimental to water quality and is exempt from local zoning rules.

1. Farming: To truly support agriculture, a community must understand its issues, involve and consult farmers in decision-making, and create zones in which agriculture- and forest-friendly policies take precedence. The Conservation Commission has taken the first step through two studies of agriculture in Randolph, one completed in 1985, and the other in 1999. Although historically Randolph has been predominantly a farming community, the number of active farms has dropped dramatically over the last generation. The Conservation Commission’s 1999 study found that most farms in Randolph (28 of 42, or 67%) are dairy farms. The remaining fourteen non-dairy farms at that time (defined as earning at least \$1,000 annually in agricultural products or services) represented a diverse mix of animal (livestock/meat), fruit, vegetable, and maple production. They accounted for 1,200 acres of cropland and 2,300 acres in forest.

These statistics do not include the VTC farm, which owns 561 acres, of which 216 acres are in production and 335 in forest. This put Randolph at 11th in the state for number of dairy farms in production as of 1999. Randolph’s farms at that time, including VTC, employed 52 full-time and 49 part-time people. However, between 1985 and the 1999 statistic, Randolph had experienced a 26% drop in the number of dairy farms and a corresponding 31% drop in acres of production by dairy farmers. Recent data at a town level is not available for farms, however county-level data mirrors national trends in that numbers of farms are no longer falling, but farms are getting smaller. Between 1997 and 2007, the USDA Agricultural Census reports that Orange County gained 29 farms to a total of 683, but it lost about 1,000 acres of land in farms.

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In our region of Vermont, the vast majority of cropland is being used for hay and silage corn, much of which supplies the dairy industry. The remaining land is used for vegetables (a small but growing farm sector), feed corn, or orchards, and increasingly there is an interest in the use of lower quality farmland for biofuel production. Therefore, the fate of dairy farms in the short term could have a greater-than-proportional impact on land use here. The prices farmers are paid are dependent on competition from outside the region and on federal farm policies and subsidies. Prices fluctuate widely, adding to the uncertainty affecting the economic viability of dairy farms. Farmers surveyed in the Conservation Commission report also made suggestions as to what the town could do to keep farming a viable option in Randolph. Not all suggestions were within the authority of the town to implement, and not all the comments were consistent with each other. However, suggestions in several categories were made over which the town does have some control or influence, and which more than one farmer suggested. These include: reducing taxes; public education and promotion of agricultural products; assistance with start-up costs and grants; and cluster zoning. In many areas, farming has been hampered by the hazard of crossing a heavily trafficked road with farm equipment, or by complaints about noise or smell from new residential neighbors. Land use decisions can also inadvertently fragment and frustrate farm and forest activities.

Farm diversification and conversion to specialty markets or practices, such as organic farming, is happening in Randolph, but not, it appears, at the same pace as the loss of farms. This will continue to be a factor in the success of niche, specialty, and value-added agricultural ventures, such as agri-tourism. The success of these efforts will likely determine how many others convert to new or diverse markets rather than go out of business. Factors that may affect the success of agriculture include: milk and other commodity prices; the availability of skilled and reasonably priced farm labor; land value; housing values for farm workers and value-added or agri-tourism employees; the time and cost of advertising and other marketing, and use conflicts. As to the last item, while the Conservation Commission survey reported that farmers in Randolph generally get along well with their neighbors, some conflicts arise around recreational users of farm and forest land, complaints about noise, odors or manure spills, etc. The most significant complaint from farmers, however, concerned conflicts with automobile traffic, including motorist speed and impatience.

2. Forestry: Randolph landowners have placed roughly 6,300 forest acres, equal to roughly 30% of Randolph's total forest land, under the state's Current Use Value Program. In 1999, from these 6,300 acres, landowners harvested 341,000 board feet of softwood, 256,000 board feet of hardwood, with some additional softwood pulp and cordwood. Not all harvests are recorded, so actual forest harvest in the town is likely to be much higher, taking into account lands not under current use which don't report harvest, personal firewood and other incidental harvesting. The value of wood harvests is variable, and good sense being what it is, landowners generally harvest more when prices are high, and less when they are low. However, the numbers speak to the benefit of forest products as a renewable resource that brings significant financial, employment and environmental benefits to the town. The town budget also benefits from periodic harvest on the two town forests, which have been well managed under a forest management plan.

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Recommendations – Soils and Productive and Working Landscapes

1. Town policies, investments, zoning, purchasing and other decision-making should identify ways to promote sustainable farm and forest practices in those areas of town most suitable and should actively solicit input from farmers and foresters in the implementation of these policies, investments, etc.
2. The Conservation Commission should update its agriculture survey, working with the National Agricultural Statistics Service, to include a Randolph specific questionnaire in the 2012 Ag Census survey.
3. The Orange Southwest Supervisory Union is encouraged to link local farms with all local schools to improve freshness and quality of the school lunch program.
4. The Town and organizations such as the Chamber of Commerce should explore ways that the Town can promote and support sustainable farming and forestry such as:
 - A. Differential taxation.
 - B. Purchase or trade of development rights.
 - C. Encouraging local agriculture-based products and outlets from Farmer’s Markets to larger cooperative efforts.
 - D. Use of town purchasing power to promote “Buy Local” efforts.
 - E. Technical assistance, grants and low interest loans for new or improved farm and forest operations or practices.
 - F. Investigate ways the town can broker or facilitate the creation of cooperative facilities or systems that give producers shared access to equipment or services that they could otherwise not afford.
 - G. Assist farmers and foresters to find grants to implement conservation measures that protect water and other resources.
5. The Planning Commission and Selectboard should amend Randolph’s zoning regulations to:
 - A. create zones in which the needs of agriculture and forestry are given precedence in land use decision-making and investment;
 - B. use creative zoning which promotes cluster zoning, allowing density bonuses in certain circumstances, to encourage landowners to subdivide and sell smaller lots on the edges of forests or fields and thereby conserve the productive lands of the property;
 - C. allow for transfer of development rights; and
 - D. encourage or require, where appropriate, buffer zones where agricultural or forestry practices might otherwise adversely impact sensitive natural resources.

Policies – Soils and Productive and Working Landscapes

1. Promote sustainable farms and forests in those areas of town most suitable.
2. Consider the concerns and needs of local resource-based industries, including farmers and foresters and other stakeholders, in town policy decision-making and encourage their

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involvement in organizations that promote commerce and economic development in Randolph.

Chapter 3: Current and Future Land Use

A. GENERAL GOALS

1. To maintain and enhance Randolph's villages as pedestrian-friendly centers of community life.
2. To have land uses that work in harmony with overall community goals and that encourage the sense of Randolph as both a place to live or work, and a home that we care for and want to pass to the next generation in excellent condition.
3. To maintain a rural landscape and lifestyle.
4. To safeguard natural resources and to maintain and enhance open space and recreational "infrastructure" important for long-term health and quality of life for the Randolph community.
5. To protect and enhance property values;
6. To encourage a compact, efficient pattern of settlement.
7. To make land use rules clear, consistent, and fair. People are generally willing to follow rules if they are clear and fairly applied, and when they understand the reason that the rule was enacted and what it is intended to promote or avoid.
8. To provide a basis for resolving conflicts between land use options by prioritizing land use goals for different areas of town. By stating our land use goals and priorities, the Town Plan can provide guidance in deciding future land use decisions.
9. To encourage the production of renewable local energy and local food. Support the maintenance of sufficient acreage to produce ample renewable energy, whether by trees or crops, solar or wind, and to produce ample food.

B. TOPOGRAPHY AND EXISTING LAND USE

Randolph is located in Orange County, Vermont and is bisected northwest to southeast by Interstate 89. It has a total area of 48.1 square miles or 31,000 acres. Topographically, Randolph is dominated by an expanse of high ground in the center. Branches of the White River run in north-south valleys on either side, with the ground rising again on the town's east and west borders. The difference in elevation between highest and lowest points is approximately 1,000 feet, from elevation 1,600' just north of Lake Champagne Campground in Randolph Center to 540' at the southern-most point in the Second Branch of the White River. As recently as 15,000 years ago, a mile-thick layer of ice covered the area. Our soils, which cover the bedrock base in depths up to several feet, had their origin in the sandy, stony debris that remained after the glaciers melted. Fine-grained soils are found where glacial runoff formed lakes, permitting suspended particles to settle and remain in place long after the lake dried up or drained away. Sand and gravel deposits are found today where larger particles fell as streams emptied into those lakes. Thousands of years of decayed organic matter and weathering have transformed these deposits into the various soils we find in Randolph today.

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A lasting legacy of Randolph’s geologic history is that it claims the highest concentration of prime farm soils in the county. As a result, agriculture and forestry has and continues to be a major land use and a large contributor to the economic and cultural development of the town. Most of the population and the richest agricultural land lie in and around the villages of Randolph (a.k.a. West Randolph) and East Randolph along the river valleys, with a third important population and farming center lying between these valleys on a fertile ridge comprising Randolph Center. Historically, the settlement pattern concentrated commercial and residential development in the center of these three areas, surrounded by large tracts of farm and forest land and some related lower density development. Currently, over 11,000 acres of land in Randolph are enrolled in the state Current Use Value Program, a program that provides significant property tax reductions for land used actively in farming or forestry. As of 1999, 3.6% of the land area, roughly 1,100 of Randolph’s 31,000 acres, had been permanently conserved by public or private entities.

Randolph Center is also the home of a state college, Vermont Technical College (VTC), the campus and demonstration farm of which sits on 544 acres of land at the heart of this historic village. The College provides training in farming, particularly dairy farming, on its 212-acre demonstration farm. The College also draws students interested in computer, biomedical and mechanical trades.

The town’s main area of commerce lies in Randolph Village and along Vermont Routes 12, 12A, 14 and 66, the main gateways to the Villages of Randolph, Randolph Center, and East Randolph.

Existing Land Use*

| Land Use/land cover | Two Rivers Ottawaquechee Region | | Town of Randolph | |
|---------------------|------------------------------------|------|------------------|------|
| | Acres | (%) | Acres | (%) |
| Developed | 34,980 | 4.7 | 2,062 | 6.6 |
| Agricultural | 56,093 | 7.6 | 6,167 | 20.0 |
| Brush/transitional | 942 | 0.1 | 193 | 0.6 |
| Forested | 612,805 | 83.8 | 21,057 | 68.2 |
| Water | 19,372 | 2.6 | 812 | 2.6 |
| Wetlands | 7,359 | 1.0 | 559 | 1.8 |

**Based on Landsat infrared 1:40k, Source: TRORC, June 2001*

Randolph currently administers twelve different zoning districts with the following designations and major purposes (see the *Current Land Use Map* in the appendix section):

- Apartment Residential (AR): Village single and multi-family residences.
- Residential (RES) and Rural Use 2-20 (RU2-20): Residential growth areas.
- Rural Use 3 (RU3) and Rural Use 5 (RU5): Farmland conservation and residential development conditioned on soil capacity for water and sewage disposal.
- Residential Village (RV): Residential, commercial, and social center.
- Civic Tourist (CT): Community buildings and tourist accommodations along main highways in the Village and Town.

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- Commercial (COM): Compact commercial development convenient to pedestrians.
- Industrial (IND): “Modern” industrial development for research and manufacture or products with access to rail and highway.
- Flood Plain (FP): To prevent building on or filling in areas prone to frequent flooding or areas in which such development would cause flood dangers to others downstream.
- Conservation (CON): Protection of surface reservoirs and rivers.
- Interchange (INT-NE, INT-NW, INT-SE, INT-SW): Mixed commercial, residential and industrial development near the Exit 4 interchange.
- East Village District (EV): Multiple uses along a strip of land on either side of Route 14 in East and South Randolph.

C. FUTURE LAND USE

Randolph’s development has followed a typical Vermont pattern. Village centers grew as cradles of commerce and community life, and were encircled and buffered by large swaths of farm- and forestland. Over time, new village centers grew at different paces due to innovations, changing trends and lifestyles (i.e. the advent of the railroad and the automobile). These changes brought both good and bad consequences, but so far, Randolph has been able to maintain its rural traditions and character, while accommodating change. Today, the pace of change can be staggering, even in Vermont, and particularly within proximity of major points of interest or transportation hubs (i.e. Williston’s Exit 12 development or nearby Lebanon, NH). In Vermont overall, the pace of land development is increasing faster than the pace of population growth by more than 10% between 1980 and 2000. In addition, these patterns of development are encouraging other consumptive trends. While the Vermont population has increased 33% over the past 30 years, the automobile miles we have traveled has doubled in the same time (reported in planning publication “Community Rules,” Vermont Forum on Sprawl). Certain parts of Vermont are experiencing more development pressure than others, but no place is immune from the trends. Randolph’s planning and zoning rules and policies can be used as tools to direct the pace and pattern of development in ways that allow the community to continue to grow and innovate without sacrificing a fundamental desire on the part of most residents to maintain its rural traditions, its quality of life, and its affordability.

Because these trends in land use have changed dramatically since the Town’s existing zoning rules were enacted, there is general consensus that Randolph’s current zoning regulations (adopted c. 1987, and not substantially different than the previous regulations, adopted in 1965), subdivision (c. 1971, as amended), and some other development-related ordinances are outdated, and do not encourage the patterns of development that the community now desires. An indication of this is the increase in the number of zone change requests presented to the Planning Commission, and variance requests presented to the Development Review Board.

Some general, broad flaws of the current zoning regulations, which result in the failure to provide needed guidance to developers in the planning stages of a project, and also require the decision-making to be highly subjective, include:

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1. While the purpose statement of each current zoning district leads one to believe that Randolph's zones are extremely differentiated in purpose, the actual permitted and conditional uses often allow for uses which blur the district distinctions, and which, if developed, could significantly undermine the stated purpose;
2. The current zoning use tables have extremely detailed distinctions in some cases where they are not needed, or are too broad and require more guidance in other cases; and
3. Certain approvals are allowed at the discretion of the Board, yet the regulations provide no criteria upon which the Board is to base its decision.

Traditionally, zoning ordinances were simple: certain uses were permitted in each district, others weren't. Lots had to be a minimum size, and buildings had to be set back certain distances from the lot lines. While these numerical limits are still part of many zoning regulations, other provisions have since been developed to provide for consistency *and* flexibility. Randolph currently employs several of these tools intended to help guide its growth, including: Subdivision Regulations, Planned Unit Development, and Zoning Overlays (areas in which certain special conditions apply regardless of the District due to special natural, cultural, scenic or historic resources). However, they can be used to better effect. Other tools not currently employed by Randolph, but which could be used to meet our goals, alone, or in combination with existing tools, include: Historic Districts; Design Control Districts, incentives for planned development and clustering, Fixed Base Allocation Zoning, and Transfer of Development Rights.

The following are recommendations and guidelines for the preparation of new zoning regulations. These are designed to provide general guidance in the formulation of a new zoning ordinance, but not to prescribe the details of the zoning rules. These descriptions do not include exhaustive lists of allowed uses, nor is it recommended that new zoning rules try to create exhaustive use lists. Refinements and modifications of these recommendations may be made in the development of the actual regulations, provided they are in keeping with the general spirit and goals established in this Section. See the *Future Land Use Map* in the appendix section for the approximate boundaries of recommended districts.

Recommendations - Future Land Use

The Planning Commission should revise the current zoning, subdivision regulations, and other land use regulations to:

1. create flexibility within zoning districts to allow for uses which may not be anticipated at the time the zoning ordinances are written, but which are consistent with the purpose of the zone;
2. give better guidance to the Zoning Administrator and DRB in making land use decisions by creating clear standards;
3. simplify the regulations so that they are consistent, coordinated, and available in well-articulated written form;
4. support the continued viability of traditional land uses, such as farming and forestry, through zoning and other tools, such as "right-to-farm" ordinances; and
5. Revise sign regulations to reduce total lighting and energy use, eliminate off-site glare, avoid degradation of the night sky, limit illumination to hours of public operation; and consider more specific sign standards in design control areas.

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6. Adopt lighting provisions as part of site plan review for commercial and institutional, and larger residential developments. Site plan review should focus on the size, number, type, placement and intensity of lighting and condition approvals to limit their use to that which is considered minimally necessary for public safety.
7. Incorporate provisions to address telecommunications the new zoning ordinance as the interim provisions expired in January of 2005.
8. Ensure that all conditions of approval are clearly set in the permit and, in the case of conditional use approval, any change in the use will require re-approval.
9. Consider a maximum limit for building size or building and parking coverage to disallow large-scale retail structures.
10. Create provisions such as waivers for multi-story buildings in order to encourage more vertical buildings over large footprint buildings, provided they conform with zoning.
11. If and where allowed, carefully condition drive-through businesses to reduce negative impacts on traffic flow, aesthetics, and neighborhood character.
12. Ensure that landfills, junkyards, and other uses that require outside storage of large amounts of material are subject to site plan review, and require careful consideration of conditional use criteria, where applicable, to avoid public nuisances.
13. Require stormwater management plans, where applicable, to avoid or mitigate soil erosion and runoff problems.
14. Require as a review standard the accessibility of any development to emergency equipment in the review of applications where the slope, terrain, distance, or other factors could create unnecessary cost, delay, hardship or danger in emergency response situations.
15. Consider and incorporate appropriate recommendations in the “Technical Review: Zoning & Subdivision Regulations Rules of Procedures” report done for the Town by Burnt Rock, Inc, planning consultants.
16. Zoning regulations and infrastructure expansion should consider the development and impacts on future municipal services such as water and sewer projects.
17. Plan unit developments (PUD) provisions should have more detailed guidelines, than currently exist, including to stay within the character of the neighborhood.

Policies - Future Land Use

The following are policies for use in developing and implementing new zoning ordinances and other Town actions, which may affect land use.

1. Geographic and natural features should be a consideration in determining appropriate land use, with particular attention to:
 - A. “carrying capacity” or the relative ability of different land types (e.g. wetlands, steep slopes, floodplain, etc.) to support development without contributing to water quality or other natural resources degradation, nuisance, safety hazards, or other potential ill-effects; and

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- B. conservation of natural resources, including prime and important farm and forest soils.
2. Farming and forestry is encouraged and fragmentation of working lands is discouraged within the Rural areas.
 3. Growth and density of residential, commercial, industrial and institutional or municipal uses – particularly those which provide or rely heavily upon services -- should be targeted primarily to those areas served by existing municipal or private utility service infrastructure, including:
 - ◆ paved roads
 - ◆ water
 - ◆ sewer
 - ◆ electrical
 - ◆ telecommunications
 4. Town zoning and investments should encourage future development in areas where the Town or State has already made investments in services and infrastructure in order to optimize their usefulness. Conversely, the Town should discourage wasteful land use, the fragmentation of the Town's land base and increased service costs. In addition, the Town should consider the effect of growth and density on the capacity of existing municipal services, such as fire and police protection, schools, and road maintenance.
 5. Consider areas of town important for open space, natural resource and recreational purposes, in capital investment decisions and town planning, particularly along our major water courses.
 6. Accommodate a wide variety of compatible land uses within the town boundaries to assure that Randolph continues to be a diverse community.
 7. As junkyards have the ability to adversely affect water and soil, as well as scenic views, if not operated properly, any local review or licensing of junkyards shall ensure that adequate buffers are in place for wetlands and surface waters, all hazardous materials are properly handled, noise impacts are minimized, materials are screened from public view, and truck traffic does not adversely impact the area. Periodic compliance audits shall be required and access for inspection a condition of operation, and
 8. Land development policies should encourage land uses that are compatible with the needs of both the community and its natural resources. Good land use planning allows for orderly growth, while preserving the essential rural character and livelihoods that are central to Randolph's beauty, traditions and quality of life.

D. NEW ZONING ORDINANCE - Recommended Zones

The *Current and Future Land Use Maps* show the existing and approximate locations of recommended land use zones. When implementing this plan it is understood that the exact locations proposed on the *Future land Use Map* may change. Also, as pointed out in the proposed Village Zone, there may need to be further distinctions made that create several zones that reflect

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a that village's or part of a village's character. The following are recommended zones, along with their purposes and recommendations regarding the manner in which development within each proposed zone shall be treated.

a. The Commercial/Industrial Zones

1) Central Business (CB)

The purpose of the Central Business District is to continue to concentrate retail and customer-oriented businesses and services in the core downtown area. This zone will strongly encourage multiple-level buildings that are consistent in height with other buildings in the district, with customer-oriented businesses and services favored at street level to promote a thriving, pedestrian-friendly downtown business area. Office and residential uses are encouraged in upper stories and mixed uses, in general, are encouraged. Development should not detract from the pedestrian-friendly and essentially commercial nature of the area. The purpose and rules of this district should recognize that it is a Designated Downtown whose historic nature was preserved in its revitalization in the mid-1990's and should continue to be preserved. Historic structures within the zone originally built and occupied as residences, should be allowed to continue to be used as such. Resource extraction and heavy industry are not suitable in this zone.

The establishment of a coordinated parking strategy (see Chapter 6 on Transportation) would contribute to the success of this zone.

2) Gateway Commercial (GC)

The purpose of these zones is to allow for residential development and medium-scale business development in relatively close proximity to the CB District and along transportation corridors ("Gateways" to the villages), thereby maintaining the villages as the centers of commercial life and free of out-of-scale development. Gateway Commercial is divided into two sub-zones, GC Retail (GCR) & GC.

Areas indicated on the Future Land Use map as GCR are within close proximity to the CB District and are intended to provide an additional location for residential development and most types of commercial development including primary retail establishments. These businesses must be located closely to the village to avoid the potential of sprawl, which can have a negative effect on the CB District.

Areas indicated on the Future Land Use map as GC are farther from the CB District and are not generally considered walkable. These areas allow residential development and many commercial uses including professional offices, service businesses and secondary retail, but exclude all primary retail with the exception of businesses that require space to store material quantities of inventory outdoors. Examples of the type of primary retail establishments allowed include: mobile home sales, lumber yards and plant nurseries.

The intent of creating two types of gateway commercial districts is to discourage strip development in areas outside of the CB District, while allowing well-planned commercial development (including certain primary retail) in areas within close proximity to the CB District that have access to town services and are more accessible by pedestrians. A goal of these zones is to cluster such uses into attractive and compact areas with co-located access to roadways, in consideration of the safety and convenience of pedestrians and automobile

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traffic alike. This could result in a wide range of office/commercial, light industrial and potentially some retail (allowing most types of retail in GCR only) uses, all encouraged to share access and parking areas, in order to reduce traffic and land-consumption.

The Gateway Commercial zones are located in close proximity to and complementary with the CB District and are within the public water and sewer districts. They consist of portions of areas currently zoned Commercial, Residential, Industrial, Rural Village, Civic Tourism and RU2-20. Commercial uses are subject to site review and conditioned on criteria including access management. Residential uses are also allowed. Resource extraction is not anticipated in this zone, however resource processing may be a conditional use. The use of planned unit development (PUD) incentives, conditional use criteria and access management are recommended to implement this district effectively to avoid sprawling land use or over-burdening of public roadways or services.

b. The Residential Zones

1) Village (VIL)

The purpose of this district is to allow for continued growth and development of Randolph's villages as pedestrian-friendly centers, to preserve the valuable, and in some areas, unique medium- to high-density residential neighborhoods, and to allow these neighborhoods to co-exist with a limited mix of businesses and services complementary in scale and type.

The recommended Village District in the downtown would consolidate several smaller areas currently zoned a combination of Industrial, Residential, RU2-20, and Apartment Residential. This consolidation should create a less confusing and a more consistent set of rules and guidelines for the areas surrounding the Central Business District (CBD) in the downtown, and the village proper in Randolph Center and East Randolph. These areas share a proximity to village centers, are mostly zoned for more clustered, neighborhood-scale lots, and generally have better service availability than more remote areas. It makes sense to continue to promote more densely clustered development close to the villages, where services permit. However, given the size of this district in the Village of Randolph and the diverse densities and characters of the neighborhoods this district encompasses, having more than one district should be considered in the Village of Randolph in order to vary requirements suited to each neighborhood. Additionally, the Randolph Center and East Randolph villages may need separate designation to reflect their individual characters.

As the state rules govern the location of on-site sewage disposal systems and private wells, consider densities here that reflect the density allowed under the former RU2-20 zone where municipal water and sewer are available (20,000 SF), and expect that some newly-created lots may have to be larger to accommodate on-site septic systems and wells if the property is not serviced by public water and/or sewer systems.

Residences would be allowed in this district, as would bed and breakfasts. Other uses should be conditional uses or limited in size or scope to fit the essentially residential purpose of the neighborhoods. The CBD is valued as the concentrated commercial center of the Town and the business uses in the Village District would be conditional and are intended to be small in scale and enhance and complement the zone's residential uses thereby maintaining the larger commercial uses in the CBD. The conditional use criteria may be less strict if the property

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continues to be used as a residence, thereby allowing home owners to utilize a minor portion of their property for cottage industries. Stand-alone commercial uses may have stricter conditional use criteria to meet or may be prohibited. All conditional uses should be allowed only upon a finding that the use is compatible with the significantly residential nature of the zone and that there are no negative impacts, which outweigh the benefits of the mix of uses, such as excessive traffic, noise levels and other potential nuisances or hazards, or incompatible hours or size of the operation. If the operation is compatible, it should be approved with conditions tailored to the situation, and if not, it may be more appropriate in a more strictly commercial zone such as the CBD. For example, a home business or cottage industry which employs a few people and which does not generate substantial truck traffic may be complementary in an otherwise primarily residential area, especially if it sells goods or services which the residents use. Resource extraction and heavy industry are not suitable in this zone.

The inclusion of conditional use criteria, and design standards in the ordinance are recommended to most effectively implement this district. In addition, portions of at least two of the village centers, Randolph Center and Downtown, have been suggested as appropriate areas for historic and/or design review districts. Ordinance provisions implementing these suggestions may also be appropriate in the Village Zones (see the discussion of “Overlay Zones,” below).

2) Residential (RES)

The purpose of this zone is to allow for a primarily residential zone in close proximity to the Villages, in areas easily accessible to existing roads and/or municipal services, and which are more desirable places to allow for higher density development than the Rural Residential or Agricultural Zones. Permitted uses would include single and 2-family residential, home occupations, B&B’s. Other uses, such as multi-family residential uses, outdoor recreational uses, or small-scale commercial uses may be allowed as conditional uses upon compatibility with the essentially residential nature of the zone. In the Residential zone, mixed uses will not be as encouraged as in the Village zone. Resource extraction, industrial and non-tourism-related commercial are not anticipated in this zone. The Residential Zone could potentially be a “receiving area” if the zoning ordinances enabled transfer of development rights from the Rural Zones, especially the Rural Agricultural Zone. Additional measures may be needed to ensure that the greater density that results from development in a receiving area is compatible with surrounding properties. These could include increased setbacks, landscaping or design control.

The use of planned development (PRD) incentives, conditional use criteria, and design standards in the ordinance are recommended to most effectively implement this district. In addition, town road investment may be desirable to direct growth to Residential zones closer to village centers rather than to more rural areas.

c. The Rural Zones

1) Rural Residential (RR)

The purpose of this district is the maintenance of a traditional rural character and economy, including agriculture, while allowing for residential uses and encouraging clustering of those uses to maintain large blocks of contiguous undeveloped land. This zone is comparable to the

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RU5 zone under the existing ordinances, and will cover most of the rural areas of town without large concentrations of prime and important agricultural soils. Most uses in this district will require private water and sewage disposal facilities which are governed by the state. It is anticipated that, as a rural zone, lower density, mixed uses will be allowed, especially for agricultural- and tourism-related industries. Resource extraction and other kinds of commercial and industrial uses, if allowed, should be conditional to preserve the rural character of the zone. Large-scale commerce would be directed to those zones designed for it. Likewise, “right-to-farm” ordinances, and other measures designed to protect and encourage agricultural uses should be included in the ordinances. Larger industrial and retail uses are not suitable in this zone.

The use of fixed base allocation, planned unit or residential development (PUD/PRD) incentives, conditional use criteria, access management in selected areas, and “right-to-farm” ordinances are recommended to most effectively implement this district. In addition, the development of new town roads should generally be discouraged in rural zones, especially when it may have the effect of encouraging sprawling development and re-direct growth away from Residential zones and services closer to village centers.

2) **Rural Agricultural (RA)**

The purpose of this zone is to encourage and promote agriculture by conserving Randolph’s highest concentrations of prime and important agricultural soils and to maintain a “critical mass” of agricultural activity. Development on prime and important farm soils in this district should be configured to reduce the number of acres of good farm soils developed. Standards in the RA districts should be particularly flexible in supporting the viability and practicality of alternative development scenarios to help enable a landowner to realize his or her financial goals, and at the same time conserve prime soils. At minimum, the landowner would be allowed to develop an equivalent number of units as they otherwise would but could also be offered incentives and creative alternatives such as density bonuses, or the ability to sell the development rights on their land to someone who will develop in another part of town in exchange for conservation of agricultural lands, also known as the transfer of development rights. In this way, this zone could function as a “sending area” for development rights.

While it is a legitimate community concern that agricultural soils be conserved and available for future agricultural use, care should be taken that the regulations on development of farm soils in this district are not over-burdensome to farmers, in particular. For example, steps could be taken to enable the farmer to implement the goal of clustering development, even when landowners do not wish to develop to their maximum allowable number of lots at once. A relatively simply identification of the area(s) of future development can be formulated so that the town could approve one or more initial home sites on a larger parcel without a full-scale master plan. As future development occurs, more detail would be required. The process should be straight-forward and not over-burdensome to the landowner, but still result in a proposal that meets the dual objectives of allowing the landowner to develop the land, while enabling the bulk of the best farmland to continue in farming. The goal is to minimize the impact to farmland, and minimize uses in the Rural Agricultural District which have the long-term effect of interfering with other farming in the district.

As the Town institutes financial incentives or conservation programs to promote agriculture, lands and agricultural businesses in this zone should be prioritized for these programs. Most

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of the recommended RA district would have been RU5 under current zoning, and the RA zone would retain the same underlying density of 1 unit per 5 acres.

Anticipated uses in this district include farming, forestry, supporting retail and service providers, residential development on non-agricultural soils, clustered development on prime or important agricultural soils, home occupations, recreation, agriculture- and tourism-related cottage industries. Residents in this zone should expect to encounter the sights, sounds, smells and other activities typically associated with a working landscape. Commercial and industrial uses, however, should be conditional, if allowed, to preserve the rural character of the zone. Large-scale commerce would be directed to those zones designed for it. Likewise, “right-to-farm” ordinances, and other measures designed to protect and encourage agricultural uses should be included in the ordinance. Larger industrial and retail uses would not be anticipated in this zone.

The use of fixed base allocation, planned unit or residential development (PUD/PRD) incentives, conditional use criteria, site plan review, access management, transfer of development rights, tax incentives, and “right-to-farm” provisions are recommended to most effectively implement this district. In addition, the development of new town roads should generally be discouraged in rural zones, especially when it may have the effect of encouraging sprawling development or fragmentation of farms and forests, and re-directing growth away from Residential zones and services located closer to village centers.

d. The Business Zones (see also Gateway Commercial, above)

1) Interchange District at Exit 4 (INT)

The purposes of this zone include: to encourage a limited mix of land uses which employ residents within the region in well-paying jobs which do not detract from the vitality of Randolph’s traditional village centers; to protect scenic and natural resources; to maintain and enhance traffic safety on Route 66; and to accomplish these goals through careful site planning and the administration of design standards for development. Portions of the Interchange area provide vantage points for some of the most scenic panoramas along I-89. There are sensitive natural features, including a Natural Heritage Site in the vicinity of the Interchange. East of the Interchange, Route 66 is a gateway to the Randolph Center Historic District, recognized on the federal register as containing several buildings of historic significance.

The challenge of the Interchange is that while it is of scenic and natural importance, its location adjacent to a major highway makes it an important site of potential business development. At the same time, the size, slope and curvilinear nature of Route 66 at its intersection with I-89 create the potential for even more serious traffic concerns than are already evident at this site should significant development occur.

Several town processes have studied ways to allow for targeted development appropriate to this location, while protecting the natural features and traffic flow and safety, resulting in a series of proposals for specific approaches to managing development in the roughly 1 square mile area around Exit 4. These proposals are the result of many meetings over many years. In addition, a plan for managing access to this area of Route 66 (Exit 4/Route 66 Access Management Policy Draft) was developed in tandem with the draft zoning rules. These documents outlined a process for allowing for significant mixed-use development, resource

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conservation, and traffic safety, which could be incorporated into new zoning rules to replace a combination of Mixed Use and RU5 zoning currently in place. Generally, the new District would support many of the same uses as the current zone with more specific criteria for their review and approval, but with greater resource protections and clustering requirements. On the other hand, the Interchange District rules would allow more flexibility to reallocate density and in the placement of buildings.

Many of the approaches and tools used in the Interchange District, including conditional use and site plan criteria, design review standards and access management planning may be used, alone or in combination, to implement goals of other districts as well.

2) **Industrial District (IND)**

The purpose of the Industrial District is to allow and encourage a range of commercial and industrial uses of the type best located in a more traditional “industrial park” type of setting. This district would consist of the larger portion of the existing Industrial District off Beanville and Landfill Roads. Conditionally, resource extraction, transfer stations, landfills, and government services might be allowed in the zone.

The use of access management tools and planned development (PUD) incentives are recommended to most effectively implement this district.

E. Zoning Overlay Districts

Zoning overlays are designed to address the regulation of features or conditions that require more specific criteria and which should be applied regardless of the underlying zone. These provisions “overlay” the regular zoning rules, and supplement them.

1) **Flood Plain Overlay District (FPO)**

The purpose of the Flood Plain Overlay District is to protect the public safety, maintain eligibility in the federal flood insurance program, reduce costs to the municipality and to private individuals for development in floodplains, and to conserve the natural water retention capacity and special natural resource characteristics of floodplains, including flood plain forests. The federal- and state-recommended protections shall continue to apply to the area outlined by the existing flood hazard areas designated by FEMA, the Federal Emergency Management Agency. In addition, it is recommended that the Town consider adding some additional protections to areas of designated floodplain forests not already located within a flood hazard area, after comparison of the boundaries of each and a study of the best methods of protecting these sensitive areas.

2) **Water Conservation Overlay District (CO)**

The purpose of the Conservation Overlay District is to protect and enhance the natural beauty of the rivers that run through Randolph. Currently, there is a Conservation Overlay zone requires no structures, paving, or filling within 200 feet of a village reservoir, and within 50 feet of each side of the Second and Third Branches of the White River, however alterations may be needed to allow utility, safety or bank stabilization projects. As the village reservoir is now a covered structure, it no longer requires protection and therefore may be excluded from this district. However, the Town may want to consider including some other waterways, such as Thayer, Chandler or Ayers Brook, in this overlay district, perhaps with a narrower restriction. As in the current zoning, it is recommended that no development would

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be allowed within these areas. Consideration may be given to allowing low-impact public recreational uses as a conditional in this zone.

3) Design Review Overlay District (DRO)

The purpose of Design Review Overlay Districts is to enable the Town to designate certain areas of historic importance or visual sensitivity, and to require that development in these areas meet additional design standards to protect those features. Currently, Town zoning does not implement design review or design control districts. However, several have been recommended, including a proposal underway to create an historic and design review district in Randolph Center. It is recommended that procedures for the establishment of DRO Districts be developed and included in the zoning ordinance. The Interchange District Design Review draft may provide the basic structure of such a procedure, which can be tailored to the specific area as review districts are enacted. Areas already recommended for consideration in some form include the following.

Historic center design review:

- Randolph Center
- Randolph Village Downtown

General architectural and site design Review:

- Exit 4 along Route 66 to Randolph Village and Randolph Center
- Randolph Village along Route 12 to Bethel town line

Work has already been done to pursue two of the above: Randolph Center Design Control District, and design review in the Exit 4 Interchange District.

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Chapter 4: Utilities and Facilities

Purpose:

The purpose of this section is to document the present and prospective community and public facilities, to set goals to address future needs for community facilities and services, and to set policies and recommended steps to address those needs.

A. INTRODUCTION

General goal

To evaluate the town's physical infrastructure and the various entities in town which provide services, with the objective of improving these in an efficient and cost-effective manner as Randolph grows into the future.

General policies

1. To provide residents with safe, effective, responsive and affordable municipal infrastructure, facilities and services consistent with other town goals, and, whenever possible, to encourage and work with other public and private utility or service providers to do the same.
2. Town services and facilities are to be owned and managed by the town, or by entities that are representative of and are responsive and answerable to the public they serve.

B. MUNICIPAL PROPERTIES, SERVICES AND UTILITIES

1. Background

Any facility or utility that is fully or partially publicly funded will be evaluated in this section. The *Utilities, Facilities and Education Map* is attached in the appendix section. This map shows existing and proposed educational, recreation, and other public sites, buildings and facilities. These include hospitals, libraries, power generation plants, transmission lines, water supplies, as well as sewage disposal, refuse disposal, storm drainage and other similar facilities.

The following is an outline of properties owned or funded by the Town of Randolph, which total close to 550 acres.

UTILITIES AND FACILITIES PROPERTIES

| Ref. No. | Size | Property Name | Intended Use | Location | Tax Map Number |
|-----------------------------|-------------|---------------------------|---------------------|-----------------|-----------------------|
| VILLAGE AREA CENTRAL | | | | | |
| 1 | (leased) | Police Station | Police Station | Salisbury St. | Part of 55-51-91 |
| 2 | 0.437 | Prince Street Parking Lot | Road & Parking Lot | 18 Pleasant St. | 51-51-053 |
| 3 | 1.99 | Pleasant St. Parking | Parking Lot | Pleasant St. | 51-51-049.2 |
| 4 | 0.45 | Municipal Bldg. | Town Offices | 7 Summer St. | 50-52-035 |

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| | | | | | |
|--------------------------|-------|--|------------------------------|---------------------|-----------------------|
| 5 | 0.29 | Village School Parking Lot | Parking Lot | Summer Street | 51-52-3 |
| 6 | 0.56 | Kimball Library | Library | 67 N. Main St. | 51-51-071 |
| 7 | 0.47 | Chandler Cultural Center | Music/Cultural Center | N. Main St. | 51-51-065 |
| 8 | 0.56 | Randolph Village Fire Station | Fire Station | 2 Central St. | 51-50-054 |
| 9 | 3.2 | Skating Rink | Skating Rink | Prince St. | 50-51-003 |
| 10 | 1.972 | Trails | Recreation | Off Woodhaven Dr. | 50-51-10.211 |
| 11 | 6.4 | School Street Rec. Area | Pool, B-ball & Tennis courts | School St. | 50-51-013 |
| 12 | 8.3 | Park St. Rec. Area | Ball Fields & Playground | Park St. | 50-50-033 |
| 13 | 11.9 | Trail | Recreation | Lincoln Ave. | 50-51-002 |
| 14 | 0.25 | Lincoln Ave. Common | Common land | Lincoln Ave. | 50-51-033 |
| 15 | .1 | Gazebo | Gazebo | Main Street | 51-52-16 |
| 16 | 2.5 | Branchwood | Former factory | Pearl Street | 55-51-38.1 |
| 17 | 0.6 | Salisbury Street Parking Lot | Parking Lot | Salisbury St. | 51-52-12 |
| VILLAGE AREA EAST | | | | | |
| 1 | 2.4 | Moulton Cemetery | Cemetery | TR68-Moulton Rd. | 24-20-058 |
| 2 | 11.5 | Wastewater Treatment Facility & Village Garage | WWTF & Garage | Hedding Drive | 51-51-031 |
| 3 | 0.35 | Route 66 Sewer Pump Station | Sewer Pump Station | Rt.66 West | 23-20-006 |
| 4 | 31.7 | Randolph Union High School | High & Vocational Schools | Forest St. | 51-50-22 |
| 5 | 11.5 | Randolph School District | Elementary School | Forest St. | 47-50-15.2 |
| 6 | 38.8 | North Reservoir & Ellis Donation | Reservoir & Buffering Land | Off Greenhouse Ave. | 46-50-006 & 46-50-005 |
| 7 | 1.4 | Sand Hill Lot | To Realign Intersection | 1 Elm Street | 51-50-046 |
| 8 | 0.25 | Fish Hill Pump Station | Water Booster Pump Station | Rt. 66 West | 24-20-013 |

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| VILLAGE AREA SOUTHEAST | | | | | |
|-------------------------------|------|---------------------|---------------------|-----------------|------------|
| 1 | 24.8 | South View Cemetery | Cemetery | S. Pleasant St. | 55-51-015 |
| 2 | 1 | Grant Memorial Park | Vets Memorial | S. Pleasant St. | 55-51-020 |
| 3 | 1.1 | Pearl St. Lot | Wellhead Protection | Pearl St. | 55-51-22.2 |
| 4 | 0.39 | Pearl Street Well | Well | Pearl St. | 55-51-029 |

| VILLAGE AREA SOUTH | | | | | |
|---------------------------|---------|----------------------------|-----------------------|-------------------|-----------------------|
| 1 | 73.4 | John Sayward Town Forest | Town Forest | Tatro Hill Road | 29-20-014 |
| 2 | 80.4 | Pinnacle & South Reservoir | Reservoir & Wellfield | Pinnacle Mtn. Rd. | 30-20-021 |
| 3 | 18.5 | Pleasant View Cemetery | Cemetery | Beanville Rd. | 30-20-035 |
| 4 | 1.978 | Transfer Station | Transfer Station | Landfill Rd. | 38-20-11.2 |
| 5 | 162.097 | Landfill | Landfill | Landfill Rd. | 38-20-2 & 4.4+10+11.3 |

| RANDOLPH CENTER (RC) AREA | | | | | |
|----------------------------------|------|--------------------------------------|----------------------------------|-----------------|------------|
| 1 | 0.18 | RC Water District | Spring | Furnace Rd. | 19-20-19 |
| 2 | 1.5 | RC Fire Station | Fire Station | Furnace Rd. | 18-20-66 |
| 3 | 1.9 | RC School | Former School, now leased to VTC | E. Bethel Rd. | 25-20-022 |
| 4 | 5.3 | RC Cemetery | Cemetery | E. Bethel Rd. | 25-20-023 |
| 5 | 3.5 | RC Cemetery | Cemetery Ext. | S. Randolph Rd. | 26-20-011 |
| 6 | 4.35 | Town Garage | Town Garage | 87 Rand Road | 19-20-001 |
| 7 | 1.2 | S. Randolph Road Recreational Fields | Leased to VTC | S. Randolph Rd. | 25-20-22.1 |

| EAST RANDOLPH (ER) VALLEY | | | | | |
|----------------------------------|------|------------------------------------|---------------------------------|--------------|-----------|
| 1 | 54.6 | Rabbit Tract Town Forest | Town Forest | Ferris Rd. | 13-20-005 |
| 2 | 1 | Hackett's Field | Recreation | Rt. 14 N. | 21-20-017 |
| 3 | 0.92 | ER Fire Station & Community Center | Fire Station & Community Center | Rt. 14 South | 28-20-4 |
| 4 | 6.2 | ER Cemetery | Cemetery | Rt. 14 South | 28-20-049 |
| 5 | | East Randolph Dam | Public Power | Rt. 14 | |

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3. Municipal Building

The Municipal building has been renovated to provide larger meeting areas, storage capacity and two new vaults. The construction began in May of 2009 and was completed in December of 2009.

4. Public Safety

The Town owns the building in which the police department operates on the first floor (which is also the home of the Randolph Historical Society and Museum) and leases the land from the New England Central Railway. The facility does not have adequate space to accommodate the existing police force, which has increased over the past few years from four full-time officers to five full-time officers and several part-time officers. The facility lacks a holding cell and there is one garage for the two police vehicles. The department has seen a steady increase in the number of call responses. The department aids the state police and provides some policing of areas outside the district. The police department currently serves primarily within the Police District in the Village of Randolph, which includes Randolph's core business district, and is funded by a surtax on district properties. The Police District boundaries are roughly defined by roads that transition from a speed limit greater than 25 m.p.h. to a speed limit of 25 m.p.h. This area is statistically shown to have a higher crime rate than other areas of town. Properties outside the District are served by the State Police and may be served by the Randolph Police if available.

Recommendations - Public Offices and Services

1. Investigate and implement a plan to provide adequate space for the Police Department's needs.
2. Work with the Orange County Sheriff's Department to patrol outside the police district.

5. Fire Departments

The Town currently has three fire departments: East Randolph, Randolph Center, and the Village Fire Department. Each department is manned by volunteers, and has its own station, equipment and personnel.

Recommendations – Fire Departments

1. Purchase new vehicles to replace high-maintenance or inadequate vehicles.
2. Seek cost-sharing opportunities when specialized equipment and training are needed for special circumstances or facilities.
3. Encourage participation in the Local Emergency Planning Commission to ensure that the Fire Department is aware of grant opportunities and to facilitate regular communication with neighboring fire departments and other emergency disciplines.
4. Create a Task Force to study the impact of an accident or other emergency that severs the use of roads through Randolph's downtown, and that address the need for alternate access means or location of facilities to ensure emergency responders are not blocked in the village or along VT 12, including the possible relocation or additional location of emergency services.
5. Expand or upgrade fire stations when needed to provide sufficient space for today's vehicles.

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6. Investigate the possible combination of improved police/fire space.
7. Encourage the installation of “Knox boxes” for seasonal residences and commercial businesses so that fire departments can more easily access structures without forcible entry.

Policy – Fire Departments

To provide quality service from all three fire departments in terms of both qualified and adequately trained personnel and adequate equipment:

6. Village Garage

There is limited space in the Village garage to store equipment for Village use. This garage currently shares space with the water and sewer department, and stores highway and road equipment.

7. Center Garage

The Center Garage is located on 4.35 acres on Rand Road. The facility has a 6 bay garage with 3 deep, double-entry capability. The facility can store sand, gravel and salt. Stored at the facility are highway and road equipment.

8. Cemeteries

Randolph currently has seven cemeteries. In East Randolph there is a 6.2-acre cemetery on Route 14. In Randolph Center there are a 5.3-acre cemetery on South Randolph Road and a 3.5-acre cemetery extension. The Village of Randolph has the 18.5-acre Pleasant View Cemetery on Beanville Road and 24.8-acre South View Cemetery on South Pleasant Street. Randolph also has a 1-acre Hackett Memorial Field Cemetery and a 2.4-acre Moulton Cemetery on Moulton Road. Veteran’s Memorial Cemetery, a federal cemetery, is a fairly recent addition located in Randolph Center. Randolph should be well served by existing cemetery space for the next ten years.

9. Roads, Bridges and Sidewalks

(See Part 4, Chapter 6: Transportation)

10. Town Forests

The Rabbit Track Forest is a 54.6-acre property off of Ferris Drive in North Randolph. There are many trails through this tract that are used for hiking, cross country skiing and snowmobiling. Timber sales have taken place and a management plan for the forest was updated by the Conservation Commission. The John Sayward Memorial Forest is a 73.4-acre property off of Tatro Hill Road in Randolph Village. This property has many trails, and timber sales have also taken place in the past on this property.

Recommendations - Town Forests

1. Continue to manage the forests and timber sales.
2. Keep management plans updated, including with regard to forest management, recreation, and habitat protection.
3. Expand recreational trails, consistent with sound forest management practices.
4. Inform the public of the recreational and non-recreational uses of these lands.

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5. Add all timber sale proceeds to the Town's Conservation Fund, administered by the Conservation Commission.
6. Support the town's system of forests and recreation areas.
7. Investigate the extent of invasive plant species on Town forests and other town-owned properties, and the options for removal.

Policy - Town Forests

To sustainably manage the town forests and to promote their use for recreation, forestry and habitat conservation, consistent with management plans and best management practices.

11. Village Water District

The Town of Randolph has a public water system that serves the Village and some of the surrounding area, principally along VT Route 66 to the Radio Drive/Fish Hill Road neighborhood, as shown on the *Utilities, Facilities and Education* map in the appendix. The water customers fund this system through water rates and allocation fees for new connections. Currently, there are a total of 745 metered connections, of which 111 are commercial, industrial or institutional.

The backup water source for the Village Water District currently is a 12-inch gravel-packed well and pump station located on a 0.35-acre parcel at the corner of Pearl and Shattuck Streets. The well was developed in 1984 and has an approved capacity of 350 gallons per minute (gpm), but averages about 145 gpm daily, for an average daily flow of 205,000 gallons. The water from this source is high in iron and manganese, which has led to complaints from some customers about odor, taste and color.

The primary source of water was developed on Pinnacle Mountain Road. This new supply involves 4 bedrock wells with a total capacity of 132,000 gallons per day (gpd). Water quality has improved through the dilution of the Pearl Street well water with water from this source.

The Town had a back-up water supply at the School Street recreation area. It was an infiltration gallery that drew water from the Third Branch of the White River. However, in the flood in June of 1998, much of the infrastructure in the river bed was destroyed and the infiltration gallery was taken off-line permanently in 1999. The pump house is used for pool storage.

The village water system has two storage facilities. The North Reservoir is located off Greenhouse Avenue and has a capacity of 1.4 million gallons (MG). It is covered with a rubber membrane and bladder type system. Our second storage tank is the South Reservoir is located off Pinnacle Mountain Road and has a capacity of 1 MG. It was constructed in 1984 of concrete. With the difference in elevation between the two reservoirs, there were problems with stagnant water in the South Reservoir, but this situation was corrected with the bedrock well development mentioned above. The combined storage capacity of the two reservoirs is adequate for 11 days of average usage for the customers on the system.

The distribution system ranges in age from 45 years to very recent. Over the past several years, the district has made an effort to replace the older, undersized piping with cement-lined ductile iron pipe no smaller than 8 inches in diameter. While many of the major lines have been replaced (i.e. Forest, Central and Main Streets), some outlying lines are still undersized.

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The area that needs the most upgrading is the Radio Drive/Fish Hill Road neighborhood and the customers along VT Route 66. This Water project has been approved by the voters and is currently being reviewed.

Recommendations - Village Water District

1. Continue to replace and upgrade undersized and older water mains.
2. Monitor the affects of large water withdrawals from public wells on adjacent area residents' wells and administer consistent with the public trust criteria.
3. Investigate the advantages and disadvantages of restructuring the user rates and allocation fees, including increased block rate structure, to encourage conservation, and variable rates depending on user type (i.e. commercial or industrial) to relieve some of the burden on the residential users.
4. Compare our rate structure to others around the state, and assess whether lump sum, up-front allocation fees are a better method for generating capital improvement revenue.

12. Village Sewer District

The Town of Randolph has a public sewer system that serves the Village, the properties along VT Route 66, Vermont Technical College (VTC) and some of its surrounding neighborhood, as shown on the *Utilities, Facilities and Education Map* in the appendix. Sewer customers fund this system through sewer rates and allocation fees for new connections. Currently, there are a total of 673 connections, of which 127 are commercial, industrial or institutional.

The sewage is treated at the wastewater treatment plant (WWTP) located on Hedding Drive, and is discharged into the Third Branch of the White River. This facility was constructed in the late 1960's and has a hydraulic capacity of 400,000 gallons per day (gpd). As of 2009, it had an unreserved hydraulic capacity of 175,000 gpd. The facility is beyond its life expectancy. Modifications and upgrades have been made throughout the years. The Town is planning an upgrade to the system and assessing both the capacity to meet the economic development needs in the town along with future regulations associated with nitrogen or phosphorus removal.

There are several sewer pump stations in the system, the main one being on VT Route 66 just past the village limits. This pump station sees all the flows from Randolph Center, VT Route 66 and the residential neighborhood at the bottom of Fish Hill Road and Radio Drive. Constructed in the 1960's, it, too, has had equipment upgrades. However, it is at its capacity and needs to be replaced with a station of greater capacity to accommodate future growth in that part of Town. A newer pump station was installed next to Gifford Medical Center that serves the medical center complex, as well as nearby residences and the Justin Morgan Marketplace just south on VT Route 12S. Several years ago, a small pump station at the pool on School Street was constructed as part of overall pool improvements. This pump station directs the discharges from the pool and the bathhouse into the public sewer system instead of the Third Branch of the White River and a septic system, respectively.

As with the water mains, the sewer lines vary in age. The District has made an effort in the past several years to replace older, undersized piping with new PVC pipe. Many main lines have been replaced. Much of this replacement has included the separation of storm sewers from the sanitary sewers.

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Another consideration of the public sewer system, other than the outdated WWTP and the need to continue to replace the older and/or undersized sewer lines, is reducing, to the extent possible the amount of infiltration and inflow of stormwater and groundwater entering the sanitary sewer system. The Town was under a state order to cease bypasses of the WWTP for over 15 years, as such bypasses were occurring during moderate to heavy rain events as well as in the spring when the groundwater table was high. The higher flows were more than the WWTP and the sewer system, in general, could process, and sewage would bypass the facility and discharge directly into the Third Branch of the White River. Since the mid-1990s, much work has been done to separate the sanitary sewers from the storm drains and to fix leaking manholes and other infrastructure. Bypasses have since become rare occurrences and it the state lifted its order in 2006, but there is still some work that needs to be done in this area.

Currently, the main sources of inflow of rain (i.e. clean) water into the sanitary sewer system are two storm catch basins and most of the roof drains in downtown buildings that are still connected to the buildings' internal sewer piping and thus discharge into the public sanitary sewer system. Disconnection of these roof drains, as required in the Sewer Ordinance, will have the greatest impact in eliminating unnecessary inflow into the sanitary sewer system.

Recommendations - Village Sewer District

1. Continue to replace and upgrade undersized and older sewer lines and replace and repair leaking manholes.
2. Replace or upgrade the outdated WWTP within the next five years.
3. Require downtown businesses and all others to disconnect their roof drains from the sanitary sewers on a time-line developed with input from the Water and Sewer Advisory Committee and downtown business/land owners.
4. Investigate the advantages and disadvantages of restructuring the user rates and allocation fees, including increased block rate structure to encourage conservation, and variable rates depending on user type (i.e. commercial or industrial), to relieve some of the burden on the residential users. Compare our rate structure to others around the state, and assess whether lump sum, up-front allocation fees are a better method for generating capital improvement revenue. Consider alternatives to this fee structure if better options are found.
5. Continue to consider alternatives to current sludge disposal, including ways to reduce the amount of residuals needing disposal, and determine better long-term solutions.
6. Implement policies and educational programs to reduce toxins, prescription drugs, and other synthetic medicines and supplements in sewage, through community education on avoiding use of toxic products and on the negative effects of hazardous waste on wastewater treatment and sludge disposal.

13. Randolph Center Water District

The Randolph Center water district serves an area as shown on the *Utilities, Facilities and Education Map* in the appendix, and receives its water from a 4" well located near the firehouse in Randolph Center, and the "Penney Brook" well located at Vermont Technical College. The reservoir is on 0.1 acres in Randolph Center. A total of 42 houses and 10 non-residential buildings

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in Randolph Center utilize this system. The system is adequate for the people it serves now and for the foreseeable future.

14. Landfill/Transfer Station

The Town of Randolph owns 164.1-acres of closed landfills and 1.98-acre transfer station. We allow the Braintree and Brookfield to use the transfer station. The Town has a contract with a private waste management company to operate the transfer station. The town abides by the Solid Waste Implement Plan which is approved by the State of Vermont Agency of Natural Resources.

Recommendations – Landfill/Transfer Station

1. Reduce the waste stream by encouraging reuse and repair and by encouraging recycling of as many items as feasible at the transfer station at no charge, or minimal charge, to residents.
2. Investigate possible methane recovery and power generation at the landfill.

15. Recreation Facilities

The School Street recreation area sits on 6.4 acres and contains two paved tennis courts, a basketball court, a grassed volleyball court, a sports' shed, an outdoor pool, a barbecue/picnic area, wooded trails, and a gravel parking area. The Park Street recreation area sits on 8.3 acres and contains two ball fields with dugouts, a batting cage, a barbecue/picnic shelter and area, and a gravel parking area. Programming at these recreation areas include; summer camp, baseball and softball, tennis and swimming.

The ice rink and skateboarding park are on 3.2 acres of land off of Prince Street.

Gazebo Park, on Main Street, is a relatively new addition to the recreation department, and is the site of the summer concert series.

The White River Trails Association created numerous off road bicycle trails for mountain bike use.

Since consolidation of the elementary schools, Randolph Center and East Randolph have lost playground space. The Town Recreation Committee has identified developing parks in these areas as a top priority. The Town contracts its recreational activities.

Recommendations – Recreation Facilities

1. Coordinate recreational activities offered by the Town with other recreation providers in the town and surrounding area, and work with surrounding communities to develop a cost-sharing formula for shared recreational facilities.
2. Improve and expand Town recreation trails in cooperation with the Conservation Commission, including in the town forests.
3. Consider the creation of additional small parks within the villages.
4. Create or improve playgrounds/parks in Randolph Center and East Randolph.
5. The upper Branchwood lot should be reviewed as a potential green space for recreational activities.

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C. SCHOOLS

Goal

The purpose of the schools of the Orange Southwest Supervisory Union is to graduate students with the knowledge, skills and tools to prepare them for the next stage of their lives, within the budgets established by our communities. To that end we value student-centered education, collaboration, diversity, careful management of resources, and supportive, respectful and healthy environments.

1. Randolph Elementary School (RES), Randolph Union High School (RUHS) and Randolph Technical Career Center (RTCC)

The Randolph Elementary School opened in March of 2000. The student enrollment for the 2009-2010 school year is 307. The building has core facilities which include: a gymnasium with a stage, a cafeteria and full kitchen, a music room, an art room, a library, and an outdoor ball field.

Students in grade 7-12 attend RUHS, built in 1956. This school is located on 31.7 acres. It serves students from the towns of Braintree, Brookfield and Randolph. The junior high addition was added to the facility in 1967. RTCC was built in 1970 and adjoins the high school. For the 2009-2010 school year, 470 students were enrolled at RUHS.

These facilities not only serve students, but also are available to the community at large. During the past decade schools have experienced enrollment declines. In 2009-2010 enrollment remained stable and is expected to moderately increase in future years. Significant improvements have been made to our facilities; however, RUHS & RTCC require substantial repairs to their roofs and fire & safety systems.

Recommendations – RES, RUHS and RTCC

1. Encourage community-wide use of school facilities to attain a “Community Campus.”
2. Work with area farms to use local foods in school meal programs.

Policy – RES, RUHS and RTCC

To work closely with students and with parents to achieve and maintain quality educational opportunities for all in the community.

2. Vermont Technical College (VTC)

Vermont Technical College (Vermont Tech) is a state college providing studies in multiple fields to include agriculture, business, engineering technology, veterinary technology, equine studies, nursing, auto technology, diesel technology, construction practices management technology, and computer technology. As of December 2009 there are thirty-four (34) structures on the Randolph Center campus which includes academic, administrative, student housing, facilities, farm buildings, 44 Water Street and the burn simulator. The campus has 823 regular parking spaces and 18 handicap parking spaces for a total of 841 spaces.

Vermont Tech employs 163 full-time employees and 91 part time employees on the Randolph Center campus. The Randolph Center student enrollment is 821 full-time and 117 part-time students with 575 currently residing in residence halls. The Randolph Center student bed count is 620 beds.

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In addition, the Vermont Technical College Enterprise Center (VTEC) located on Route 66 between Randolph and Randolph Center has four buildings (one burned to the ground but should be re-built in 2010 which will take it back up to five structures); one office/lab building and three small storage buildings.

Vermont Tech has identified seven (7) areas where additional facilities or infrastructure needs being considered:

1. ACADEMIC SPACE (15,000 SF)--- to house classrooms and labs for our expanding environmental and sustainability related programs;
2. ATHLETIC FIELDS ---to include a soccer field with artificial turf surrounded by an eight (8) lane track;
3. HARTNESS LIBRARY---constructed in 1967, needs a complete renovation;
4. ALLEN HOUSE---constructed in 1826, needs a complete renovation before it can be re-occupied.
5. VTEC---rebuild the structure that burned to the ground on November 2, 2008;
6. BARN---replace the barn that was built in the 60's and is out-dated and in poor condition;
7. DRIVER TRAINING COMPLEX---the college is exploring with the State and the private sector the possibility of constructing a driver's training facility on Vermont Tech land.

Vermont Tech has the land and through our Capital Budget process is working to obtain the necessary resources to carry out its expansion plans, subject to permitting requirements.

The college is also pleased to report that the four major initiatives identified on the 2002 Town Plan have all been successfully completed, which includes the addition of the Campus Center which is part of the SHAPE facility, additional student housing with the conversion of Old Dorm Lounge into student rooms, the addition of the Enterprise Center on route 66, and, the completion of Ring Road and the 104 space parking lot immediately adjacent to the new Campus Center. Additionally, Judd Hall and the Red School House have been renovated and a large emergency generator has been added which provides full electric power to the Randolph Center campus whenever commercial power is lost.

The Vermont Technical College Master Plan, published in 2007, should be updated in 2012. A copy of the 2007 Master Plan will be sent to the Randolph Select Board for their information and review.

D. COMMUNITY CULTURAL FACILITIES

The Town, its residents, and its economy, benefit from the work of staff and volunteers of an array of nonprofit or quasi-public organizations that contribute significantly to this community, and in many cases offset the need for Town services or staff. The value of these contributions should be acknowledged and supported.

1. Kimball Public Library

Goals

1. To support an up-to-date library which accommodates and supports an expanding collection of materials and services using multiple media.

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2. To foster the use of the library by all citizens.

The library, built in 1902, sits on 0.56 acres on North Main Street. The building has a total of 4,012 square feet for public use. Parking is on the street. Kimball Public Library currently has a collection of approximately 22,000 volumes and circulates about 47,000 items each year. The library has 3,400 registered patrons and, in addition to lending materials, offers programming for all ages; outreach to seniors, homebound patrons, and home daycares; and access to and assistance with technology.

Recommendations – Kimball Public Library

1. Continue to upgrade the existing building while maintaining its historic character.
2. Foster cooperative relationships between the Library and area organizations to expand services, particularly outreach.
3. Include any recommended improvement or expansion in capital improvement plan.

Policy – Kimball Public Library

To support the library as an essential town service which is provided through largely municipal funding, and encourage reading and literacy through various media and by all people.

2. Chandler Center for the Arts

Chandler Center for the Arts is a not-for-profit arts organization, which under a long-term lease, operates the historic Chandler Music Hall and Gallery, a Town-owned building. The Town provides assistance to help keep Chandler in operation, as it performs an important cultural and civic role in the Town of Randolph, as well as serving Central Vermont and the Upper Valley region with a year-round series of performances, art exhibits, festivals, and educational opportunities.

Goals of Chandler, as an Entity Operating a Town Building

1. Afford opportunity to the community-at-large for artistic expression and education by sponsoring and producing programs in the creative and performing arts in the Chandler Music Hall and Gallery.
2. Encourage and assist other charitable, non-profit organizations in their pursuit of cultural and artistic expression and, where desired, provide a home for such organizations.
3. Promote and assist, when possible, the opportunity for meaningful cultural experiences for students and youth in the community.
4. Assure that the Chandler Music Hall and Gallery building is maintained and preserved so that it may function as a cultural and community center for the residents of Randolph and the surrounding communities and for the benefit and enjoyment of future generations.

Chandler is a Victorian-style music hall and gallery sited on 0.47 acres on North Main Street. The Music Hall seats 575 people. In 2002 the A.B. Chandler Cultural Foundation and the Town-appointed Chandler Board of Trustees merged into Chandler Center for the Arts, incorporated as a non-profit arts and cultural organization, responsible for operating the building.

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The Chandler Board of Directors has recently succeeded in raising over \$3 million to upgrade and expand the facility (the Chandler Centennial Project). The construction began in 2009 and will be completed in 2010. The building fund includes a Town of Randolph bond for code improvements and deferred maintenance. The public/private partnership and good working relationship between the Town, and the Chandler Center for the Arts staff and volunteers have succeeded in providing Randolph with a major cultural, educational, and community center.

Recommendations – Chandler Center for the Arts

1. Continue to work closely with Chandler as it completes the Chandler Centennial Project, including the Town-funded code compliant features and deferred maintenance.
2. Continue to support Chandler’s work toward its important cultural and community service goals.

Policy – Chandler Center for the Arts

To support Chandler in its endeavors to bring cultural, musical, educational, festival, and community events to the Town of Randolph for its citizens and visitors to enjoy, to give residents of all ages and abilities opportunities to experience and learn about the arts, and to contribute to making Randolph a very desirable place to live and work.

E. PRIVATE SERVICES AND FACILITIES

1. Clara Martin Center

The Clara Martin Center is a non-profit organization that provides mental health services for those in need. The Center owns buildings with 25 parking spaces in the center of Randolph Village. The buildings are located at 4 Highland Avenue, and 24 and 28 South Main Street, and the top two floor of the Winslow Block on Main Street, all are in good repair. Clara Martin also owns the former East Randolph School, which sits on 4.25 acres in East Randolph. The Town has a history of financial support of the Center through yearly appropriations.

2. Gifford Medical Center

Non-profit Gifford Medical Center is the region’s source for health care. The medical center features community health centers in Bethel, Chelsea, Rochester and Sharon, and specialty services throughout central Vermont. The main hospital in Randolph is home to a 24-hour Emergency Department, a 25-bed hospital, an award-winning 30-bed nursing home, and numerous primary and specialty care providers. The Birthing Center, established in 1977, was the first in Vermont to offer an alternative to traditional hospital-based deliveries and continues to be a leader in midwifery and family-centered care.

As a community hospital, Gifford’s mission is to improve the health of the people it serves by providing and assuring access to affordable and high-quality health care, and by promoting the health and well-being of everyone in the medical center’s service area. The medical center is also a major economic engine in the region, employing more than 500 people and, in 2009, marking a record 10 consecutive years of financial success – a feat achieved by no other Vermont hospital.

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3. Randolph Area Community Development Corporation (RACDC)

The precursor of RACDC was created by the Town of Randolph following the downtown fires in the early 1990's to assist the town in reconstruction. It is a nonprofit organization with a community development mission, affordable housing, downtown & village revitalization, and area economic development. RACDC objectives include: helping individuals purchase, renovate and restore homes; providing affordable housing for families and individuals; supporting and managing the renovation and restoration of the architectural heritage of Randolph; and assisting the development of businesses and organizations that want to start up, move to and expand in the area. RACDC manages the Housing Revolving Loan fund and its own Heart of Vermont Enterprise Revolving Loan Fund, which provides loans for business development that does not have access to sufficient capital from traditional financing.

In order to accomplish its objectives, RACDC works closely with local, state and federal agencies, educational institutions, business and social organizations, and with citizens' committees, organizations and individuals. RACDC serves as a facilitator and communicator and provides leadership, management and resources to help manage diverse programs and projects of all sizes.

RACDC has been designated by the State Downtown Program as the organization which administers the Town's Designated Downtown Program. This program enables individuals, businesses, and the Town to benefit from tax credits, grants, and other programs for activities within the boundaries of the "designated downtown," which roughly corresponds to Randolph's Central Business District.

RACDC currently owns or has an ownership interest in several properties in Randolph, including: Ayers Brook Center; Joslyn House; Red Lion Inn; Jacobs Mobile Home Park, Branchwood Family Housing Partnership, Randolph House, Sass Apartments, and the former Ethan Allen Plant #1 off Salisbury Street & School Street. The 28 North Main Street property is also owned by RACDC. RACDC pays the same tax rate as other residences and businesses in Randolph for these properties. RACDC assisted the Town, VTC and DuBois & King in the adaptive reuse of the Village School property. RACDC is in the process of cleaning up and redeveloping the former Ethan Allen Property, a brownfield, into a new downtown residential neighborhood of energy efficient and affordable rental and for-sale homes.

Recommendation - RACDC

The Town should continue its close collaboration with RACDC on matters of importance to the community, including the continued eligibility of the Town to benefit from its state Downtown Designation.

4. White River Valley Ambulance

White River Valley Ambulance is a regional, professionally staffed, nonprofit ambulance service serving the Randolph area. White River Ambulance operates from a building built in 1995 that is located on Route 12 in Bethel. This building houses the personnel the equipment and the ambulances. There is also one outbuilding for storage. The main building consists of 2,300 square feet of living/office space and an attached 2,320 square foot garage. The paved parking area has 23 spaces. These buildings are located on a 7-acre lot with a drilled well and an on-site septic system.

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Recommendation - Ambulance

The Town should evaluate whether more proximate ambulance services might better serve the East Randolph area, whether the service provided by White River Valley Ambulance is the best alternative, notwithstanding its distance from that village.

5. Child & Elder Care Facilities

The child care resource and referral agency for Randolph is in Hanover, NH. It lists 7 family day care providers, 5 day care centers/preschools and 1 after school program. Additionally, there are several other family day care providers in Brookfield, Braintree and other neighboring towns that are utilized by residents of Randolph. As a town where people both commute out to work and stay in-town, it is important to provide safe and affordable child care close to where people live and work.

Randolph is fortunate to have as many facilities and as many types of facilities as it does. It is also fortunate to have an early childhood development program at the Randolph Technical Career Center where the childcare work force can be developed and educated. Despite these advantages, most childcare providers have wait-lists for openings and there is a need for more facilities.

Recommendations

1. The Town should encourage large-scale business developments, especially in planned unit developments, to include day care facilities for employees.
2. The Town should also promote the services that, in turn, support day care facilities and providers.

F. PRIVATE UTILITIES

1. Electric Utilities

Central Vermont Public Service Corporation (CVPS) serves Randolph with electric distribution lines(12.47/7.2 Kv) radiating from four distribution substations. Three-phase power, located in portions of the Town (see the *Utilities, Facilities and Education Map* in the appendix section) provides additional capacity and voltage choices as compared to single-phase power. CVPS's Bethel Substation, located in Royalton, VT, serves East Randolph. The main distribution line runs in the proximity to Route 14 and serves an estimated 500 customers. Three-Phase power is available on Route 14 to the old creamery, located a short distance north of Route 66. The Randolph Center Substation is located on East Bethel Road and serves 50 customers south of the substation on a single-phase line and 375 customers in the area of the center. Three-Phase power is available to Route 66 at VTC. Two phases continue down Ridge Road to Brookfield. All side taps serving roads off Ridge road are single phase including Route 66 toward East Randolph. Two substations serve Randolph Village. The larger substation is located on Pleasant Street. Three-Phase power is available along Pleasant Street, North of Pearl, Main Street, Summer Street, and the East portion of School Street. There are 1,307 customers on this line. The last substation is located off South Main Street. There are 50 customers on this line. There are no planned expansions in the next five years.

2. High-Speed Communication

A key goal is to encourage development of high-speed internet services throughout the greater Randolph area. The town currently has access to high-speed cable (via Comcast) and DSL via

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Sovernet or Fairpoint, as well as satellite service. High speed internet and television service is also available through the purchase or lease of satellite dishes, but usually at a higher cost. Randolph has joined many area towns in the EC Fiber project to bring fiber optic connections to every home and business. If this venture comes to fruition it will vastly increase the speed and availability of broadband in town.

Recommendation – High-Speed Communication

1. Support the building of this important infrastructure with EC Fibernet, high speed internet providers and others.

G. OTHER PROVIDERS

A list of special appropriations and regular support for organizations and agencies from Town funds is listed in each year's annual report, with the budget, available at the Town Offices.

Chapter 5: Housing

A. GOALS

The purpose of this chapter is to encourage the development of safe housing to meet the needs of Randolph's residents, while at the same time ensuring that the pace and pattern of housing growth is compatible with other Town goals and does not strain the community's ability to provide adequate and affordable public services. It provides documentation of existing housing demographics and trends within Randolph. Specific goals of this chapter are:

1. Encourage the building or renovation of quality, safe and affordable housing to accommodate the various ages, family sizes, household types, income levels, and preferences of Randolph's diverse population, and to accommodate appropriate growth.
2. Build on Randolph's current housing strengths, including the integration of income levels, and a mix of rental properties and owner-occupied buildings in the same neighborhoods.
3. Maintain and enhance the quality of life of existing residential and rural neighborhoods and the distinctions between them.
4. Encourage higher-density development in areas of Town most able to support it, in order to provide convenient, efficient and affordable public services and to conserve the town's natural resources.
5. Encourage housing and its associated development that does not displace working agriculture or forests.
6. Encourage broad discussion among interested parties, including the Town, and not-for-profit, governmental, and private development interests, to better understand and address housing needs.
7. Support energy efficient housing, developed in a way and in locations that complement other Town goals.

B. DEMOGRAPHIC FINDINGS²

1. Population

There are mixed views on whether Randolph's population will increase or decrease over the coming decade. As of the 2000 census, Randolph had a population of 4,853. The Vermont Center for Rural Studies projected that Randolph's population would decline after 1995 until at least 2015. According to the census data, however, Randolph has experienced a small increase of 2% per year over the past decade. This is compared to a statewide average of 8.2% per year. The greatest increase in population has been in the age groups that do not have school children (45-65 years), while the greatest decreases have been in elderly and adults of prime child bearing age (25-44 years) and children. As a group, non-family households have shown an increase of 35%.

² All statistics used in this chapter are from the 2000 U.S. Census unless otherwise noted. For greater statistical detail, see the Town Plan Data Profile.

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2. Existing Housing Stock

As of 2000 Randolph had 1,905 housing units, which represents an 11.4 % increase during the past decade. The housing is broken down as follows: 67% single family; 19% multi-family; 8% mobile homes; and, 6% two-family. Almost half of the existing stock was built prior to 1940. According to the Town Assessor, much of this older stock has been renovated and is well maintained.

3. Housing Values, Affordability and Availability

As of 2000, the median value of owner occupied units in Randolph was \$97,500, a 10.7% increase over 1990 values, but substantially less than the 16.6 % increase statewide. According to the Census Bureau, a household should not pay more than 30% of its income for housing costs. Using that formula and the 2000 Census data, 30% of those in owner-occupied units are living in housing that is not affordable for them, and 26% of renters find their housing costs not affordable. These figures are the reverse of what is found statewide, where 37% of renters find their housing costs unaffordable compared to 23% of homeowners. (See Data Profile).

| Income Category | Annual Income Range | Affordable Monthly Housing Costs* |
|---|----------------------------|--|
| Moderate | \$34000-43,000 | \$850-1,075 |
| Low | \$21,500-33,999 | \$538-849 |
| Very Low | \$13,330-21,499 | \$333-537 |
| Lowest | \$12,329 & lower | \$308 or less |
| Based on family of four, HUD 2/2/00 VT median income figures. | | |

4. Affordable Housing Options

To help meet the needs of its elderly, low income and at-risk residents, Randolph has at least 181 affordable housing units. Some of these units have rent subsidies, the majority of which are for elderly or disabled residents; other units use tax credit or other techniques to allow eligible individuals access to affordable rental rates. The Randolph Area Community Development Corporation (RACDC) is a major developer and manager of affordable housing in the region, having renovated or built 116 of the apartment units listed below, and Jacobs Mobile Home Park. RACDC has worked successfully with the Town and others to address housing issues. Recent projects include the Red Lion Inn senior apartments and the Branchwood Family Housing units. RACDC's current housing activities include the redevelopment of the former Ethan Allen Plant #1 into a mixed-income residential neighborhood. Other providers include: private individuals (20+); Central Vermont Community Action Council (20); Clara Martin Center (6); and Habitat for Humanity (a largely privately-funded, volunteer organization) has built two homes in the Randolph community. Private landlords also rent to low and moderate households through rental assistance vouchers provided to individual renters.

Randolph Subsidized Housing Developments

| Name of Facility | Number of Units | Purpose/ Type of Housing Provided |
|--------------------------|------------------------|--|
| Highland Ave. Safe Haven | 6 | Temporary safe housing/ shared |

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| | | |
|---------------------------------------|------------|---|
| Highland Ave./So. Pleasant | 3 | Residential care home for physically and mentally handicapped/ shared |
| Jacobs Mobile Court | 19 | Mobile home lots (most of the homes owner-occupied) |
| Joslyn House | 20 | Affordable shared supportive elder housing |
| Prospect-Forest Homes | 9 | Low and moderate income apartments |
| Randolph Circle | 20 | Low and moderate income/ duplexes |
| Randolph House | 48 | Subsidized elder housing/apartments |
| Red Lion Inn | 20 | Subsidized elder housing apartments/ apartments |
| Sass Apartments | 16 | Affordable family apartments |
| South Pleasant | 8 | Low and moderate income/ apartments |
| Branchwood Family Housing Partnership | 12 | Low and moderate income/ apartments |
| Total | 172 | |

5. Homelessness

Homelessness, at this time, does not appear to be a significant issue in Randolph. There are currently no known cases of chronic homelessness in Randolph. To the extent there is a temporary need for shelter, it is provided by the White River Craft Center and St. John's church.

Recommendations - Housing

1. Continue and enhance strategic partnerships with Legislators, State Agencies, Two Rivers Ottauquechee Regional Commission, RACDC, Habitat for Humanity, Realtors, and for-profit housing developers to track housing needs and accomplish the Town's housing related goals.
2. Investigate zoning or other incentives to creating accessory dwelling units.
3. Investigate ways to attract private development solutions to some of our affordable or special purpose housing needs, such as pre-approved areas, density bonuses, or incentives for development in areas with sufficient existing infrastructure, that conform with the Town Plan.
4. Identify land and buildings suitable for housing development or re-development.
5. Take advantage of programs to meet housing goals established in the Town Plan, such as the state's weatherization and energy efficiency programs.
6. Encourage non-profits and others to help those homeowners who have limited assets or income, to perform upkeep and rehab of existing housing, particularly historic housing stock.
7. Work with non-profits to educate residents about housing options, including available loan and grant programs for mortgages, rental assistance, maintenance and remodeling.
9. Revise Town zoning bylaws to:

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- A. encourage high density development in areas most convenient to town services;
- B. encourage accessory apartments and other creative housing solutions where appropriate;
- C. encourage clustered development and planned unit development in areas where landowner flexibility will promote housing and other town goals;
- D. encourage adaptive re-use of appropriate historic structures to satisfy housing needs;
- E. encourage development of housing and roadways that do not lead to fragmentation of farm and forest landscapes; and
- F. ensure that water and sewer hook-up charges do not discourage housing development in designated areas of desired growth.

Chapter 6: Transportation

A. GOALS

The purpose of this chapter is to document existing transportation and circulation facilities within the town or in general use by townspeople, to identify proposed transportation and circulation facilities, and to indicate the priority of need for such. The specific goals of this chapter are:

1. to maximize the potential of existing transportation facilities and to increase efficient, safe, and diverse transportation options for Randolph residents and businesses;
2. to upgrade transportation facilities to serve the community's and the region's development goals, and to complement other community goals;
3. to maintain and enhance a pedestrian- and bicycle-friendly town, especially in village centers and primarily residential zones;
4. to provide an energy-efficient, dependable, well-maintained, and cost effective transportation system which supports and complements other town goals, especially future land use goals; and
5. to reduce the energy and environmental impacts of transportation.

B. BACKGROUND

As a result of Federal legislation, the initiative for most transportation planning in Vermont was transferred from the state Agency of Transportation (now known as VTrans) to the towns and Regional Planning Commissions. Since that time, the federal program has undergone changes and is now known as SAFETEA-LU. The Regional Transportation Initiative put together by Randolph and the other members of the Two Rivers-Ottawaquechee Regional Commission is the result of this local/regional transportation planning and is staffed by the Regional Commission. This program relates transportation needs to service capability. The resulting Regional Transportation Plan adopted in 2007 and integrated into the Two Rivers-Ottawaquechee Regional Plan, also adopted in 2007, includes goals, policies and objectives for roads, bicycle and pedestrian transportation, transit alternatives, air travel, telecommunications, pipelines, rail, and more. A *Transportation Map* is in the appendix.

C. TRANSPORTATION SYSTEMS

1. Highways and Streets

In Randolph, the Town government's transportation efforts have focused on the design, construction, and maintenance of town roads. Well-maintained streets, and sidewalks in downtown areas, contribute to the quality of living. The primary focus of town transportation planning has been the automobile. All public roads, with the exception of Interstate 89, are open to bicycle and pedestrian traffic in addition to motor vehicle traffic, though few roads are designed to encourage walking, biking, or other non-motorized methods of travel.

The primary north-south roads in Randolph are Route 12A, Route 12, Interstate 89, and Route 14, respectively from west to east. East-west travel between these routes is via Route 66.

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State Routes 12, 12A, 14, 66, and Chelsea Road are considered major collectors and qualify for federal funding. Ridge Road (north-south) is considered a minor collector and does not qualify. In making the Major/Minor determination, the State considers traffic data, accident occurrence, major land uses connected by the road, user profile, and overall geometry. As part of the regional transportation initiative, these roads could be reclassified by VTrans; thus qualifying for additional federal reconstruction and maintenance funds.

After school costs, maintenance of the road system is the Town's largest expense, budgeted at \$1.48 million for 2009. The Town road department has 9 full-time employees who work out of two garages, one in Randolph Center and the other on Hedding Drive. While the Town does not maintain a formal long-term road improvement program, the Board of Selectmen has adopted a five-year capital plan funded annually by the capital budget.

The State distributes financial aid to towns for road repair and maintenance based on road classification. VTrans and the Board of Selectmen annually review classifications. Criteria used for the classifications include the traffic volume, road condition, and function. State aid to the Town decreases on a per mile basis from Class 1 to Class 3. No state aid is available for Class 4 roads. According to the 2007 Town Report, Randolph received \$193,000 from the State for Class 1 to Class 3 roads.

| RANDOLPH HIGHWAY MILEAGE: 2008 | |
|--|--------------|
| Classification | Mileage |
| Class 1 | 2.46 |
| Class 2 | 14.67 |
| Class 3 | 72.62 |
| Class 4 | 3.51 |
| Legal Trail | 3.46 |
| Total State Highway | 20.96 |
| Interstate (I-89) | 7.89 |
| State Highway Maintained by Town | 0.0 |
| Total Town Maintained Mileage (Not including Class 4) | 89.75 |
| <i>Source: Randolph Town Manager, 09/03/2002</i> | |

Class 1 roads are those portions of the state highway system for which the town is responsible. **Class 2** roads are town roads that serve as main corridors between Randolph and other towns. **Class 3** roads are secondary town highways that are maintained to be passable the year-round. **Class 4** roads are all other town highways, including trails. They are seasonally functional but are not for normal vehicular traffic. Each classification has different design and maintenance requirements.

The state inspects all bridges over 20 feet in span, and rates them according to a federal sufficiency rating. The bridges are determined to be 1) Not Deficient; 2) Structurally Deficient; 3) Functionally Deficient (the bridge may be structurally sound, but it is limited in serving its intended function). The town is required to correct deficiencies if it is to receive federal monies for future bridge work.

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The Main Street Bridge, originally built in 1929, was in poor condition and in need of replacement or refurbishing. The bridge was considered by the state to be of historic significance; however VTrans and the Board of Selectman chose to replace the bridge, and work began in 2005 and finished in 2007 with a combination of funding from federal, state and local dollars. No other major transportation projects are currently in the works.

Route 12 serves as the single north/south access to the downtown, crossing the White River at the Main Street Bridge. Limited access raises public health and safety issues, for the town and region. If, for any reason, the bridge access across the river became impassable for even a short time, fire and health related services would be seriously compromised to parts of town. To reach industries south of the village, any truck or related traffic must cross the bridge and pass through downtown. (This issue was very apparent during bridge construction.) Some advocate the development of a second access around the downtown. Others consider such traffic the lifeblood of the central business district and would recommend that a bypass go into the downtown. Consideration of a by-pass needs to balance safety issues, economic considerations, and transportation needs.

2. Parking Facilities

Parking is as necessary to most contemporary development as utilities. As a result of pre-automobile village development patterns, few commercial buildings in the central business district have private parking sufficient to serve their customer base. Outside of the central business district, virtually all parking is private. Municipal parking lots are located between Main and Summer Streets and on the corner of Summer and School Streets. Two municipal parking lots on Pleasant Street serve short and long-term parking needs with some space reserved for specific users.

Municipal parking can play a role in ensuring sufficient parking for downtown needs in a space-efficient manner, when it is impossible, or even undesirable to require each business to provide individual parking lots in a compact village environment, and when there are other public purposes in providing for public parking (i.e. for tourism, the municipal building, the library and cultural center). However, businesses without sufficient on-site parking, and new business development or expansion which creates more demand for parking not provided on-site, benefit from municipal parking, but currently do not cost-share in municipal parking costs. None of the municipal parking is metered, and there is little enforcement of the two-hour parking or other limits on the use of on-street parking within the central business district. Randolph as yet has no comprehensive parking and business development plan for the downtown Village commercial area, or a policy on the role of the town in providing parking.

The use of carpooling is increasing, and for years there was a constant informal carpooling lot at a small parcel of land at the northeast quadrant of the I-89 interchange for years. VTrans recommended, and the Selectboard approved, acquisition and development of this parcel as an official Park & Ride location. This lot was recently completed in 2008 and now has 89 spaces.

3. Interchange 4 off Interstate-89

The presence of the Exit 4 in Randolph has and will have a profound effect on the town. Steep slopes and limited site lines affect traffic leading to and from the interchange. As part of an EPA grant-funded study of the interchange an *Access Management Plan* was prepared for the Town by Two Rivers-Ottawaquechee Regional Commission, in cooperation with the State of Vermont and the Town Exit 4 Committee. The Access Management Plan may help assure that future traffic and access points

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along Route 66 in the vicinity of the Exit 4 interchange are developed in a way that is safe and efficient.

4. Transit Routes and Terminals

Stagecoach, operated by Stagecoach Transportation Services, Inc., provides three distinct services in town: fixed route, maxi-taxi, and social service. The fixed routes extend as far as West Lebanon and vary from day-to-day. Northbound service to Barre/Montpelier is being pursued. Stagecoach service is important to the mobility of people in and around Randolph, and its use reduces traffic and reliance on individual automobiles.

The maxi taxi provides door-to-door service within the Village weekday mornings. The social service program delivers meals on wheels and provides transportation for people coming to the Randolph Senior Citizen Center; it provides rides for medical appointments, including to Gifford Medical Center, Central Vermont Medical Center and Dartmouth-Mary Hitchcock Hospital. In addition to providing a vital service for people who are unable to drive, it could be important in reducing the reliance of able-bodied people on their own private automobiles. Under the Rideshare program, staff members help employers organize car, bus and vanpools.

5. Paths and Trails

There are no publicly maintained paths or trails in Randolph, although many informal trails and paths exist which are used by hikers, bikers, and horseback riders. There are trails in the Town Forests. A VAST trail network utilizes private properties in combination with discontinued roads and Class 4 roads owned but not maintained by the town. There are also trails on private land near Gifford Hospital. The town has not conducted an inventory of path locations, ownership, trail conditions, and maintenance needs.

6. Airports

The closest airport offering regularly scheduled service is approximately 35 miles away in Lebanon, New Hampshire. Burlington International Airport offers a greater choice of airlines and flights and is 62 miles away in Burlington. Many travelers also use the Manchester, New Hampshire airport, which sometimes offers greater flight selection and lower fares.

7. Railroads

An active rail line runs through the southwest part of town, including Randolph Village. Amtrak passenger service stops in Randolph daily with one northbound and one southbound train. The Amtrak station in Randolph Village is not staffed. Freight trains also pass through Randolph on the same line, but local use of rail for shipping is minimal and some tracks have been removed in recent decades. Low usage and federal financial controversy threaten Amtrak service in Randolph and Vermont.

8. Pedestrians and Bicycles

A significant but unquantified amount of transportation takes place by people simply walking and bicycling in town. Students from VTC walk along Route 66 at least as far as the services at Exit 4. Village residents walk to jobs or services, and some children bike or walk to school. Bicyclists use roadways and road shoulders, while pedestrians can use road shoulders or sidewalks in the village.

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D. RECOMMENDATIONS AND POLICY

Recommendations - Transportation

1. The Planning Commission should update zoning rules to allow for flexibility in the requirement for parking development by each downtown business, and consider instituting a cost-sharing formula for businesses which do not provide their own parking and which benefit from and/or rely upon municipal lots.
2. The Chamber of Commerce should work with downtown businesses to have employees park off of Main Street and away from other prime parking for shoppers.
3. The Town should work to investigate the creation of additional downtown parking or reconfiguration of existing parking, to provide more parking, as well as to provide pedestrian connections throughout the Downtown.
4. The Town should survey who is using existing parking spaces on Main Street, and analyze current and projected future downtown/village traffic patterns and parking with respect to congestion, pedestrian and bicycle safety, and future economic development.
5. The Selectboard should investigate the town purchase of properties or easements for the purpose of improving transportation circulation and downtown village parking.
6. The Selectboard should work with VTrans to conduct a multimodal corridor study for the Route 66/Central Street corridor from Randolph Center into Randolph village and adopt an Access Management Plan. This plan should build upon previous studies and take into account planned development in the vicinity of Exit 4, and elsewhere along Route 66 as discussed in the Land Use Sections.
7. The DRB should consider accessibility and safety for a wide range of traffic, including pedestrian, bicycle, and carpools, in evaluating applications for Conditional use and for Site Plan Approval.
8. The Town should develop design standards for town roadways (including curb cut, driveway and access standards, bicycle access/pathways and expansion of road shoulders where feasible) sidewalks, utilities, plantings, parking, handicap accessibility, etc.
9. The highway department should develop a road/traffic sign inventory, maintenance and replacement program.
10. The Selectboard should develop objective criteria for choosing between paved and graveled road surfaces.
11. Promote local transportation options through development of mass transportation services connecting major business, service and cultural destinations in town.
12. Promote the availability of public transportation between Randolph and regional employment markets such as Montpelier and the Upper Valley, and consider adding routes or lengthening hours of service.
13. Encourage the continuing operation of rail service and the resumption of intercity bus service.

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14. Though there have been studies of the junction in the past, the intersection of VT 66 and VT 12 should still be reviewed to evaluate ways to improve traffic flow and safety at this intersection, taking into account increased traffic from development along VT 66.
15. Sidewalks in the village must be maintained to provide safe and smooth surfaces for pedestrian safety.
16. Businesses should install hand rails at their entrances, and the town should install occasional hand rails where the sidewalk has a step up, to improve the safety and ease of use for senior citizens.

Policies - Transportation

1. Transportation decisions should be coordinated with energy conservation and with future land use, and encompass all transportation modes, including road, rail, bus, rideshare, pedestrian, wheelchair, and bicycle.
2. Keep Town sidewalks in good repair.
3. Act in accord with the Future Land Use Chapter when upgrading or downgrading roads, locating transportation terminals, etc.
4. Regular maintenance and repair of existing roads and other town transportation responsibilities should be funded with operating budget funds.
5. Maintain State Downtown Designation to provide access to the Downtown Transportation Fund grants as well as access to other grants and incentives for property owners.
6. Preserve town rights-of-way, such as ancient roads, when they offer recreational and other benefits, and involve the public in a meaningful way prior to any road discontinuance.

Chapter 7: Energy

A. GOALS

This chapter includes an analysis of Randolph's energy resources and needs; sets goals for the efficient provision, use and conservation of energy resources; and sets policies and recommended actions for achieving those goals. The specific goals are:

1. to assess Randolph's energy needs;
2. to promote the design and construction of energy efficient buildings and structures in order to postpone or eliminate the need for costly sources of energy;
3. to encourage the development of efficient local renewable energy sources and to reduce dependence on outside and foreign energy sources;
4. to promote land use patterns and densities that conserve energy;
5. to reduce greenhouse gas emissions; and
6. to increase public awareness and use of energy conservation practices through education and examples.

B. BACKGROUND

Vermont planning law provides that municipal plans must include an energy program for the community. Such a program is intended to promote the efficient and economic utilization of energy. Practical energy planning and implementation results in positive environmental and economic returns to the community and to energy providers, and is important to the community's economic and environmental health.

Conservation of energy lessens the demand for expensive new sources, and allows utilities to defer capital investments necessary to provide for additional capacity. The widespread use of energy conservation utilization practices can significantly reduce energy use and cost. This has benefits for residents, businesses, and ratepayers.

While it is recognized that energy supply and demand are directed largely by economic forces at the state, federal, and international levels, the manner in which the Town plans for future growth can have an impact on energy. For example, a highly dispersed and unplanned pattern of land use can waste both land and energy resources. By planning the location of jobs, public services and housing in close proximity to growth centers, the consumption of fuel and the need for additional roads is reduced. The siting and design of buildings and the selection of energy systems can also impact the efficiency and conservation of energy. Lastly, local production of energy, especially through renewable sources, can lower greenhouse gas emissions and support local businesses.

Historically, America has taken energy largely for granted because it was relatively abundant and cheap. Society at large becomes "energy conscious" only when supplies are threatened and prices are up. The Town must not be paralyzed by the belief that many of the energy related issues are beyond its control and can only be solved at the national and international levels. Local governments and individuals are in key positions to influence energy policies and use. Addressing these changes in a thoughtful and proactive way is essential, as infrastructure and land use decisions "lock in" energy choices that are built on assumptions. It is no longer a solid assumption

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that oil, and perhaps LP/LNG, will be affordable and available for the lifetime of new transportation structures or buildings. Steadily increasing use of energy is not sustainable.

Long-term reliance on petroleum-based fuels is not consistent with projected supplies.

Americans are also now aware of the potential threat of climate change (global warming), which is being driven by the insulative properties of increasing levels of human-caused greenhouse gases (primarily carbon dioxide and methane). Already, plant and animal species are moving their ranges northward, sea levels are rising, and severe weather appears to be increasing. The US EPA has declared carbon dioxide to be a pollutant threatening the public health and welfare. The best available scientific data points to a need to keep global greenhouse gas (GHG) concentrations near or below current levels and to markedly reduce further GHG emissions to avoid catastrophic climate-related damage.

C. ENERGY DEMANDS

According to the draft 2009 *Vermont Comprehensive Energy Plan*, Vermonters use an inordinately high percentage of their energy use on transportation compared to the nation (33% versus 28%). However, Vermonters also generate very little per capita in terms of greenhouse gases, primarily due to the high percentage of energy generated from hydro and nuclear plants. 33% of our energy use is in transportation, while 27% is for heating and 40% for electricity. Of the major heating fuels consumed in Vermont, the largest is oil at 52%. This is a troubling figure if global oil supplies have actually peaked. Other heat sources are LPG and natural gas at 18% each, wood at 6%, kerosene at 6%, and small amounts of coal and other sources. Electricity is also used for heat.

Per capita energy consumption of Vermonters is rising steadily, though Vermont has taken great strides to reduce energy use through the efforts of Efficiency Vermont. Total vehicle miles traveled, which had been climbing, has leveled off for the last few years. These trends need to continue and even improve if reductions in greenhouse gases and reliance on fossil fuels are to be achieved.

Randolph is fortunate to have access to local, regional and national Public Transportation (Stagecoach and Amtrak) and its new Park and Ride. There are, however, limited alternatives to the individual automobile for general use on a regular basis.

D. RENEWABLE ENERGY

The 2000 Census reports that 9.7% of Randolph's households use wood as the primary fuel source for heating, 72.1% use fuel oil, 11.9% use natural gas, and 4.7% use electricity. Many households also use wood as a secondary source of heat, but there is no good data on this level of use. The Vermont Department of Public Service estimates that the average household using wood for heat burns between 3 to 4 cords of wood each year during the heating season. Given that the total number of homes in Randolph heating primarily with wood was 172, it is estimated that at least several hundred cords of wood are burned annually for heat.

Wood is a renewable, local resource, which contributes to the local economy. Increased reliance on wood as a heating source can offset some demand for expensive and non-renewable alternative sources. Burning wood that is sustainably harvested causes no-net increase in greenhouse gases, as the carbon dioxide being created is equal to that being taken up by growing trees. There is a potential detrimental effect to this, however, as significant use of wood could increase particulate

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air pollution. Modern catalytic converters installed on wood burning stoves and improved design of wood furnaces are a partial solution.

Additional sources of renewable energy include biomass, solar, wind, hydro, methane, and geothermal. Each of these sources can play a role in our town's energy supply. Biomass fuels that are sustainably grown on existing fields can be used as stock for either ethanol or gasification systems. Solar systems can directly heat water and photovoltaic (PV) systems can create electricity. Small PV installations can now "net meter", selling surplus power back into the grid. Small and larger commercial scale wind turbines are being installed in Vermont. Hydropower sites must avoid impacts to fish passage and water quality, but small sites no doubt exist in Randolph that could be exploited. Methane, largely being generated on farms with a large supply of manure (cow power) or from old landfills, can run electric generators. Geothermal is a possible source of heat and cooling, though this has limited applications. RACDC, VTC, and the Biomass Energy Resource Center are studying the feasibility of a biomass district heating system to serve an area in Randolph Village from the bridge to the industrial zone. Such a system, known as combined heat and power (CHP), would use wood or grass fiber to produce heat and electricity for local consumption. Such systems are widely used in Europe as efficient ways to reduce local dependence on foreign heating fuels and to reduce energy cost.

E. RECOMMENDATIONS AND POLICIES

Recommendations - Energy

1. Consider enacting provisions in subdivision regulations that encourage energy conservation and renewable energy use, and that concentrate development in locations that promote energy conservation (e.g., grant density bonuses to projects that employ advanced energy design and efficiency).
2. Support education programs about energy efficiency and distribute recommended guidelines to builders engaged in renovations or new construction. This effort can be coordinated with the Vermont Department of Energy, Efficiency Vermont, and Vermont Technical College.
3. Study combined heat and power (CHP) facilities that generate electricity or heat to supply nearby buildings in the Village and industrial area.
4. Encourage innovative financing, to implement energy reduction.
5. Develop transportation routes or facilities to complement the recommended land use and settlement patterns set forth in this Plan.
6. Locate major public investments, such as schools, public recreational areas, and municipal facilities within or in close proximity to the downtown, or to other village centers;
7. Encourage the use of design principles and practices that conserve energy in the rehabilitation of existing buildings and the development of new buildings and equipment;
8. Encourage generation, transmission, and distribution facilities or service areas to complement the recommended land use patterns set forth in this Plan;
9. Encourage the acquisition of land or rights in land by the Town or other qualified entities for footpaths or bikeways in the village areas or other areas of concentrated settlement as alternatives to the automobile;

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10. Encourage the development of energy efficient home occupations and small-scale home business to reduce the demand for commuter transportation facilities and energy;
11. Support taxing forest lands or farmlands at use value and not at development value to promote the sustainable and renewable source of biomass production and to promote maintenance of Randolph's fields and forests at a reasonable rate of return;
12. Support the continued operation of active freight and passenger service to Randolph, and state and regional transportation transit programs serving Randolph.

Policies - Energy

1. Reduce the dependency on and demand for new sources of energy.
2. Conserve energy and increase efficiency.
3. Encourage residential-scale solar and wind power generation, as well as commercial power generation that uses sustainably harvested biomass, run-of-river hydro, or methane from wastes.

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Chapter 8: Economic Development

A. BACKGROUND

In 2010, the Town of Randolph was awarded a municipal planning grant by the State of Vermont. The Town used the grant to hire Green Mountain Economic Development Corporation (GMEDC) to help prepare a new Town economic development plan. During 2011, GMEDC consultants held three public meetings, interviewed a variety of town business people and in September, 2011 produced a report, “Chapter 8: Economic Development (Draft), Proposed Amendment to Randolph 2010 Town Plan.” The report provided statistics, survey information, and draft recommendations to the Planning Commission. The Planning Commission then prepared this revised chapter for submission to Randolph residents for comments and adoption by the Selectboard.

Two appendices to this chapter are: 1) a plan for the operation of a Randolph economic development council drafted by Sonny Holt and forwarded by the Planning commission for consideration, and 2) economic/demographic statistics compiled by GMEDC.

B. ECONOMIC DEVELOPMENT PLAN

1. Goals

- a. Establish Randolph as a hub of commerce for residents and neighboring communities by supporting existing businesses and fostering high quality development/redevelopment that strengthens the economy, respects the environment and complements the community’s larger goals. Enhance economic stability and resilience through a diversity of business types.
- b. Retain and enhance those “quality of life” assets that are major factors in attracting businesses to Randolph, including: housing; education and vocational training; cultural institutions; rural environment; health and human services; and recreation.
- c. Provide residents with high quality employment opportunities close to home.
- d. Maintain pedestrian-friendly villages and economically vibrant downtown as centers of community life;
- e. Engage business, cultural, and recreational interests in promoting environmentally-friendly tourism.
- f. Provide business and citizens with convenient, up-to-date, and affordable telecommunications infrastructure.

2. Recommendations to Achieve Goals

Goal 1: Establish Randolph as a hub of commerce for residents and neighboring communities by supporting existing businesses and fostering high quality development/redevelopment that strengthens the economy, respects the environment and complements the community’s larger goals. Enhance economic stability and resilience through a diversity of business types.

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Recommendations for Goal 1:

- a. The Selectboard, with support of the citizens, should establish a Randolph economic development council (Council) to spearhead the achievement of Randolph's economic development goals. The Council should include people from various age and socio-economic groups and have wide representation (e.g. business leaders, public officials, citizens at-large, and representatives from the agricultural community and educational, non-governmental and cultural institutions, etc.) as determined by the Selectboard.
- b. The Town should consider coordination and funding that could support fund a half-time position of a Council Administrator to aid the Council with research, marketing and coordination tasks.
- c. The Council and Town officials, with invitations to other organizations involved with economic development, should forge stronger ties with the Vermont Technical Enterprise Center resulting in full occupancy of its facilities.
- d. Town zoning regulations should ensure that there are town zones able to support businesses at different stages of development and to provide room for growth.
- e. The Town should improve its infrastructure (water, sewer, roads, flood control, etc.), including by applying for all applicable state and federal grants and by working closely with regional planning groups.
- f. The Town should continue to support agriculture and forestry as desirable businesses and consider these lands as natural, scenic, recreational, and tourism resources. Care for environmental assets increases Randolph's desirability as a place to do business and to live.

Goal 2: Retain and enhance those "quality of life" assets that are major factors in attracting businesses to Randolph, including: housing; education and vocational training; cultural institutions; rural environment; health and human services; and recreation.

Recommendations for Goal 2:

- a. The Town should retain its Downtown and Village Center designations to facilitate securing business development grants.
- b. The Town should promote workforce development efforts by the Randolph Technical Career Center and Vermont Technical College.
- c. The Town should support cultural, civic and educational organizations that benefit the Town and invigorate its economic climate.

Goal 3: Provide residents high quality employment opportunities close to home. By so doing, retain and attract a younger generation to Randolph.

Recommendations for Goal 3:

- a. Support the work of Vermont Technical College, Randolph Technical Career Center, the Vermont Technical Enterprise Center, and our other schools to provide training which improves the Town's workforce skill levels.

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- b. The Council and the Town should encourage collaboration between Vermont Technical College, Gifford Medical Center and state business development organizations to expand local job opportunities.

Goal 4: Maintain pedestrian-friendly villages as centers of community life.

Recommendations for Goal 4:

- a. The Town should support actions and projects that reduce needs for private motor vehicle use, and facilitate expanded public transportation and shared vehicle usage.
- b. The Town should support the efforts of volunteer organizations to enhance the beauty and friendliness of Randolph.

Goal 5: Engage business, cultural, and recreational interests in promoting environmentally-friendly tourism.

Recommendation for Goal 5:

The Council should develop and implement a marketing strategy to attract low impact tourism and tourism-related businesses to Randolph.

Goal 6: Provide businesses and residents with state-of-the-art, affordable telecommunications infrastructure.

Recommendation for Goal 6:

The Town should actively participate in regional efforts to provide all of our residents with access to modern telecommunications infrastructure, including broadband Internet access and wireless communications.

Chapter 9: Municipal Governance and Administration

This chapter sets goals, policies and recommendations for the administration of Town business with regard to its interaction with businesses, individuals, neighboring towns, and the Regional Commission in the implementation of Town policies.

A. GOALS

Primary goals of Town government are:

1. to maintain an efficient and effective municipal staff that provides quality administration, service and leadership with concern for all constituents, and which enjoys the confidence of Randolph residents and businesses;
2. to maintain municipal taxes and fees for services low enough to attract desirable businesses and high enough to provide revenues sufficient for municipal services;
3. to provide essential emergency services paid for in a rationale and fair manner; and
4. to achieve and maintain high standards for:
 - A. administrative and regulatory consistency;
 - B. public understanding of town processes, and
 - C. fair policies and equal treatment under them.

Municipal governance and administration -- the decision-making and implementation of town planning, policies and services in Randolph -- is accomplished by a Town Manager and town staff working with largely volunteer boards, commissions, and committees. The complexities of modern life can prove difficult to manage in a small town with limited staff and resources. Our ability to work together efficiently and effectively, with mutual respect, to make town decision-making equitable and understandable, plays a large role in the Town's ability to work for and with its residents and the businesses community. Good capital planning, as well as land use planning, is essential for the town to meet its goals.

As a regional service and business center, Randolph serves as a "hub" of activity for the area and therefore recognizes the importation role it plays in the region.

B. TOWN PLAN COMPATIBILITY

Randolph is bounded by the towns of Brookfield, Braintree, Bethel and Tunbridge. As of the writing of this plan, each of these towns has an adopted Town Plan, and all have zoning bylaws except Tunbridge.

The suggested land use areas within the Land Use Element of this Plan are compatible with land use districts and zones within abutting communities. These conditions may, of course, change as growth takes place and communities find it necessary to update their plans and periodically make amendments to existing zoning and subdivision bylaws. An understanding of the regional impact of decisions in our town on our neighbors and vice versa will, in the long run, benefit us all.

Randolph shares numerous activities and services with surrounding towns, including providing school services and fire protection. Randolph is an active participant in the meetings and work of the Two Rivers-Ottauquechee Regional Commission. The Regional Commission's charge is to

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provide support and guidance to member communities on land use planning, municipal management, emergency management, and transportation planning. The increasing complexity of state, regional and local planning, as well as town administration, require active participation in regional planning forums.

C. RECOMMENDATIONS AND POLICIES

Recommendations -- Municipal Governance and Administration

1. The Selectboard should establish objective goals and standards for the fair and strategic use of town resources, such tax stabilization measures, for business and community development.
2. Town officials shall work with neighboring towns and the state to address mutual concerns that transcend town borders, including the welfare and appropriate development of the region.
3. Any future planning or implementation effort should pay careful attention to the adopted policies of all adjacent communities.
4. Make information about Town assets and resources available for business development readily available to the public.
5. Town officials should leverage Town funds through responsible and creative use of grant funds.
6. The Selectboard should create a policy for the use of interest from the landfill depreciation fund.
7. The Town should codify all Town ordinances, regulations, and bylaws and make them available in hard copy and on the Town website.
8. The Town should continue to participate in the Two Rivers-Ottawaquechee Regional Commission and other regional affiliations as forums for information sharing and problem-solving.
9. Maintain staffing and pay scales at a level commensurate with responsibilities, and as necessary for the efficient and responsive implementation of town services, planning, zoning rules, and policies require.
10. The Selectboard and Emergency Management Director/Emergency Management Coordinator shall keep the Town's emergency plan updated and readily available.

Policies -- Municipal Governance and Administration

1. The DRB shall obtain all information needed to understand any applicant's proposal, and determine its consistency with municipal regulations, policies and goals.
2. Encourage people involved in all aspects of community life to participate in Town Boards and Commissions.
3. Town staff and members of boards and commissions are encouraged to maintain skills and training necessary to understand and administer the Town's laws and policies, with the intent of ensuring knowledgeable and consistent application of those laws and policies.

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4. The Zoning Administrator and DRB shall render clear, consistent, and well-founded decisions in land-use matters.
5. The Selectboard will communicate with Town residents and community members, and solicit input on issues prior to decision-making, particularly when they involve a change of policy or rule, or when the Town is considering atypical actions or expenditures, such as giving grants, subsidies, exemptions, or tax relief.
6. The Selectboard should give high priority to the adoption and regular update of an effective capital plan and planning process, consistent with Town Plan goals, that ensures continuous reinvestment in infrastructure and services to keep pace with the needs of the community.