
Greensboro Town Plan

GREENSBORO VERMONT

Updated by the Greensboro Planning Commission
and readopted by the Greensboro Selectboard on
May 13, 2015
in accordance with 24 VSA §4387.

Selectboard

Susan Wood, Chair
Marsha Gadoury
Peter Romans
Ernest Machia
Sean Thomson

Greensboro Planning Commission

Phil Gray, Chair
Linda Romans
Wilhelmina Smith
Mark Snyder
Dylan Laflam
Joe Wood

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Section 1

History

The history of Greensboro began with the building of the Bayley-Hazen military road ordered by George Washington in 1776 for an anticipated invasion of Canada. By 1779 the road had reached Greensboro and continued through to Montgomery before the project was abandoned. Blockhouses, including one at Greensboro, were erected at intervals for protection. Because of Indian raids on Peacham in 1781, four scouts, all young boys, were sent to man the blockhouse near the southwest corner of Caspian Lake. The four were surprised by Indians who killed two of the scouts and took the other two to Quebec, where they were later traded for some Indian prisoners in Vermont.

In 1781 the township was granted to Harris Colt and 66 associates and was called Coltkiln. Later it was changed to Greensboro in honor of Timothy Green, another proprietor. There is no record that either man ever lived in Greensboro.

In the spring of 1789, Ashbel Shepard and his brother Aaron arrived in Greensboro with their wives, whose names were not given. Ashbel and his wife moved into the blockhouse, and Aaron and his wife built a cabin near what is now Randolph Road at the south end of the lake.

The following year Timothy and Joseph Stanley arrived, starting a sawmill and blacksmith shop in what is now Greensboro village. Timothy Stanley built a house near where the McIntyre house now stands in the village. By 1793 there were enough inhabitants to organize a town, the first town meeting being held in Ashbel Shepard's new home.

By 1795 there were twenty-three families with a total of 108 persons in town. School was being taught in Aaron Shepard's barn, while a suitable building was being erected near the golf course road. Settlement of North Greensboro and East Greensboro had begun. Greensboro Bend remained largely a cedar swamp with only two farms until the coming of the railroad in 1872.

The years following the railroad's arrival were prosperous as the Bend began building. A large sawmill and box factory employed many men and numerous stores; a foundry/tin shop and a granite shed were also in operation.

In the early 1900's an influx of French Canadians and the beginning of a Greensboro summer community changed the character of the community. Since that time, a decline in the number of dairy farms has led to a decrease in the year round population.

Greensboro's population is now a mix of many groups which historically peopled the town – the English of the 1790's, Scots of the 1830's, Irish of the 1870's, Portuguese and French Canadians of the early 1900's. The summer community, with many members from academe, authors and the foreign service, has contributed to the year round population as well. Newcomers from various parts of the country have settled in Vermont, seeking the quality of life which the Northeast Kingdom seems to offer in better measure than many other areas.

Section 2

Major Objectives

The Town of Greensboro is 39.4 square miles in size. It is first and foremost a rural community, characterized by farms, forests, open lands, healthy natural resources, modest sized homes, a diversity of small-scale employers, dirt roads, and a community of people with a range of incomes, family sizes, and ages. Greensboro's historic settlement pattern is that of two compact villages (Greensboro and Greensboro Bend) with a mix of housing and commercial services surrounded by farms and forested lands. The major objective of this Plan is to retain these rural characteristics.

Greensboro has been a recreation destination for many years. Summer campers used to arrive by train at the Greensboro Bend station and were escorted by horse and buggy to the camp for their summer retreat. Today, Caspian Lake is still a destination for many vacationers. The preservation of this important recreation resource is a key objective of this Plan.

A healthy natural environment is critical to meeting many goals of the Plan, and a major objective is the protection and preservation of all of Greensboro's waters, including lakes, ponds, streams, rivers, groundwater, wetlands, floodwater absorption areas, sources of water supply, habitats, and recreation areas.

Finally, maintaining a community of people with a mix of household incomes, ages and family sizes requires that Greensboro make all efforts to maintain an adequate supply of affordable housing and to retain or attract non-polluting, small scale employers.

Section 3

Population

A. Trends

From the time of its settlement in the late 1700's Greensboro's population grew steadily, reaching a high of 1065 residents in 1860. Since that time the population decreased to its most recent low of 593 in 1970. The 2010 Census puts the total population count at 762, which represents a very minor decrease from the previous decade. (See Figure 1)

In the past four decades the population of Greensboro has grown at a relatively steady rate.

While this growth trend had been comparable to those of Orleans County and Vermont as a whole, the 2010 Census shows a slight drop of 8 people, or 1%. Similarly, population growth rate in Orleans County slowed to 3.5%, and the growth rate in Vermont dropped to 2.8%. We can expect slower growth rates through the next decade (see Figure 2).

Seasonal population trends play an important role in the population dynamics in Greensboro. Due to a high number of vacation homes (approximately 307 homes for seasonal, recreational, or occasional use), it is estimated that the - population of 762 (projected from 2010 decennial census) nearly triples during the summer months.

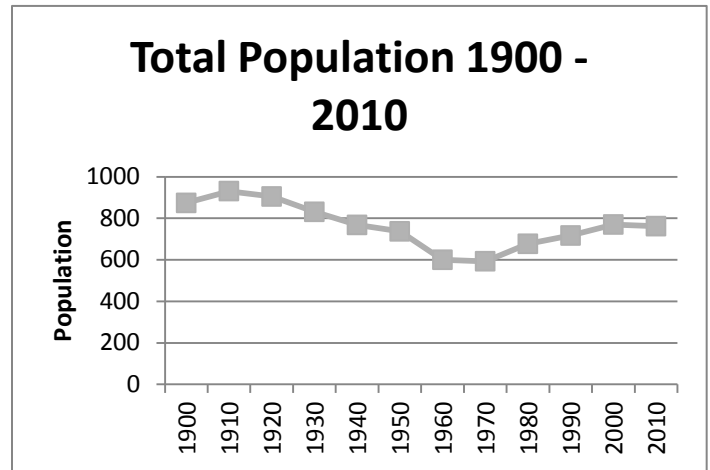


Figure 1: Total population from 1900 - 2010 in Greensboro.

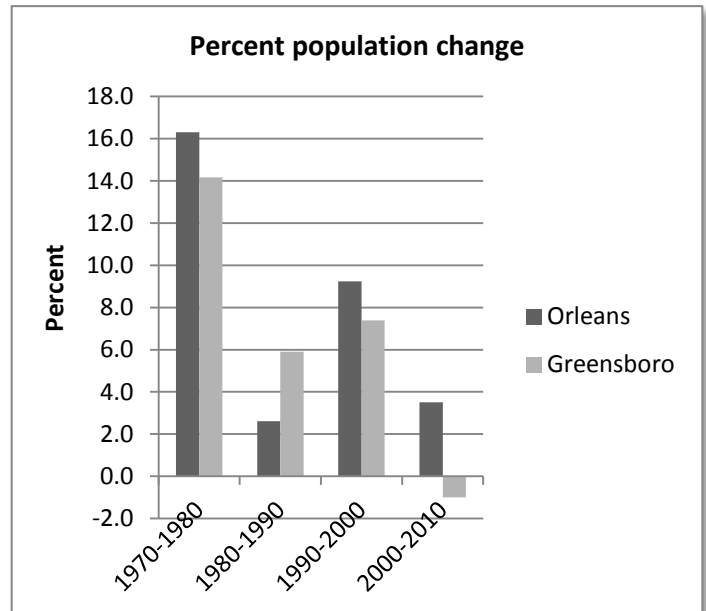


Figure 2: Percent population change from 1970 to 2010 in Greensboro and Orleans County.

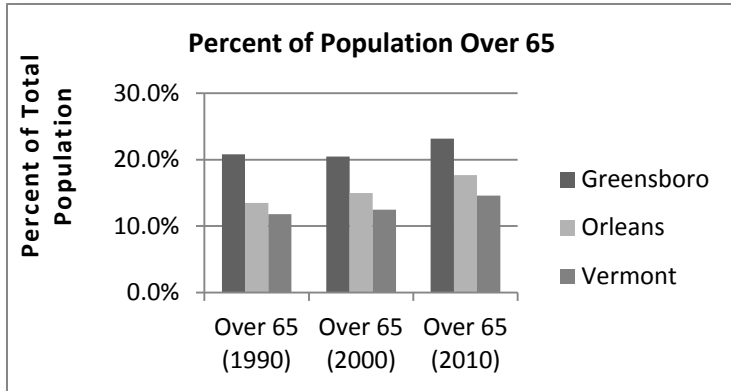


Figure 3: Percent of population over 65 in Greensboro, Orleans County, and Vermont.

B. Current Characteristics

The population of Greensboro is 762 year-round residents. Of this, 52.4% are female, 47.6% male. The median age is 51.3 years, which is considerably higher than the median age for Orleans County (43.7 years) and Vermont (41.5 years). This is closely linked to the high proportion of Greensboro residents above the age of 65 (23.2%) versus the Orleans County and Vermont percentages (17.7% and 14.6% respectively) (Figure 3), and the below average proportion of residents under the age of 18 (19.4%) when compared to Orleans County (21.3%) and Vermont (20.7%) as illustrated in Figure 4.

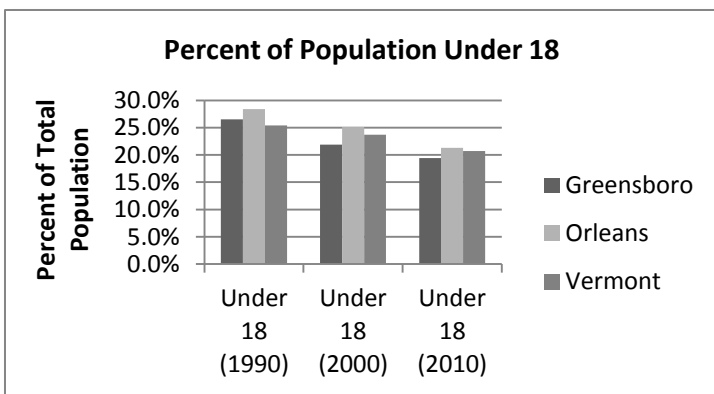


Figure 4: Percent of population under 18 in Greensboro, Orleans County, and Vermont.

Based on current trends, it appears the population will become increasingly skewed over the next two decades. Currently 12.6% of the population falls within the 45 to 54 year old age group as illustrated in Figure 5. As this large portion of the population ages, it will further increase the already large portion of the town population above retirement age.

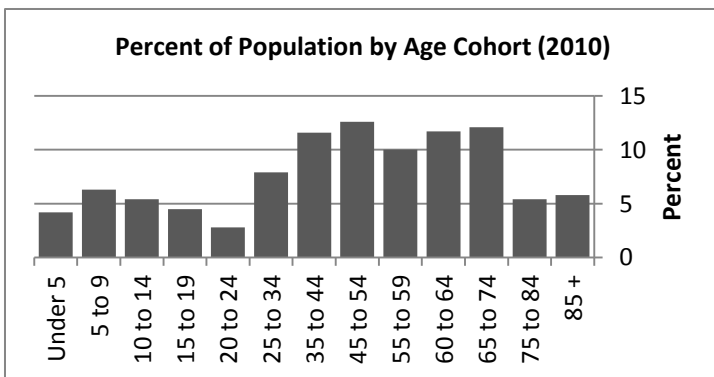


Figure 5: Percent of population by age cohort (2010) in Greensboro.

Racial/Ethnic Background of Population (2010)	
Black or African American	0.8%
Latino/Hispanic	1.3%
American Indian and Alaska Native	0.1%
Asian	0.3%
Other	0.1%
Multi-racial	2.0%
White	96.7

Table 1: Racial/ethnic background of the Greensboro population in 2010.

As with most rural communities in Vermont, the Greensboro population is primarily white (Table 1). According to 2006-2010 American Community Survey Five-Year Estimates, only 5.4% of the population speaks a language other than English at home. 6.9% of the town population is foreign born.

The population density of Greensboro (39.4 square miles in size) has been increasing steadily with the rising population over the past three decades (Figure 6). However it is still well below the state and country averages. However, this information is calculated for full-year residents only and would increase significantly during peak tourist season.

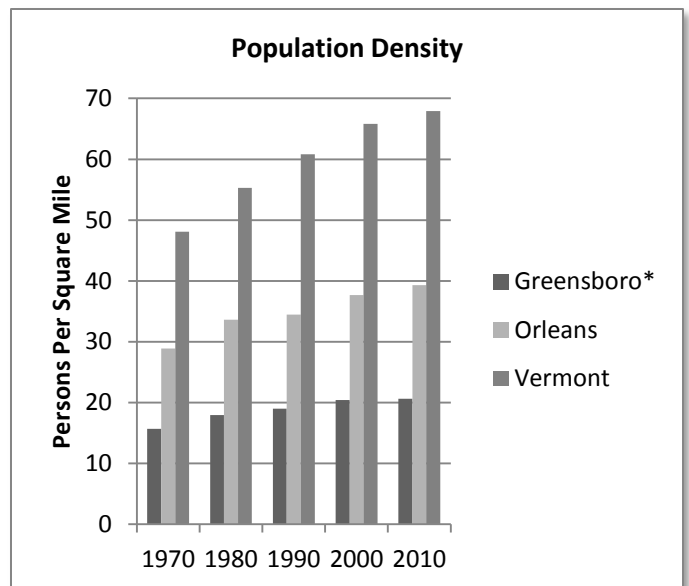
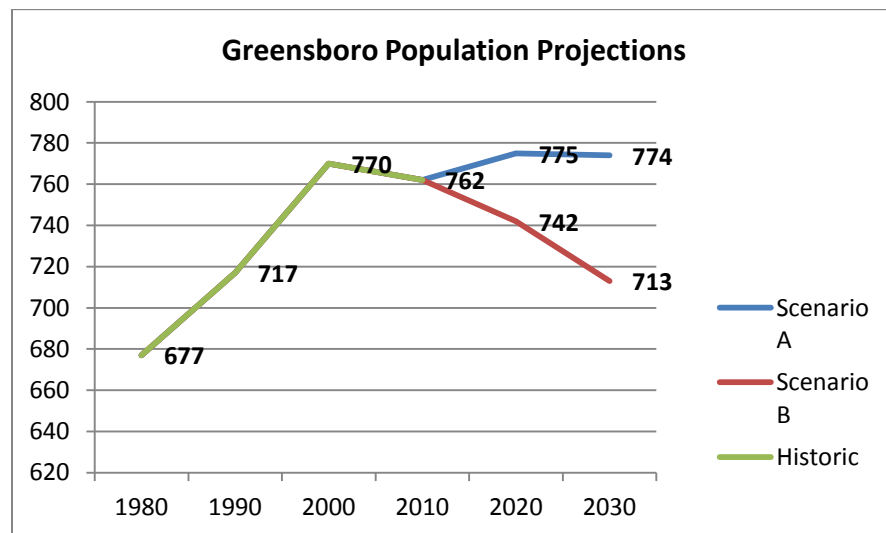


Figure 6: Population density of Greensboro, Orleans County, and Vermont, from 1970 – 2010.
*Greensboro estimate

C. Greensboro Population Projections

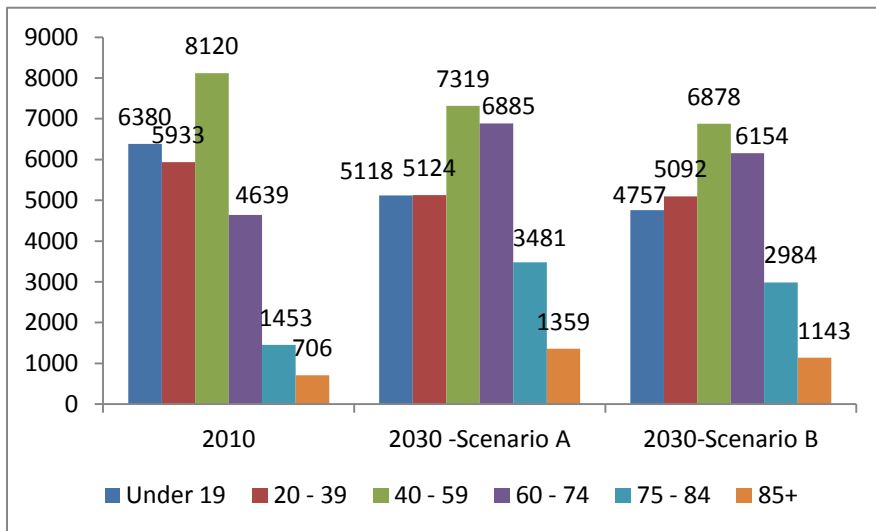
Greensboro is projected to continue growing at a slow to moderate pace for the next 10 years. Making accurate long-term projections is difficult, especially in a town as small as Greensboro. In August 2013, the State of Vermont released a new set of population projections to 2030. Unlike earlier projections, these projections use TWO scenarios. “Scenario A” assumes an in-migration rate similar to what occurred from 1990 to 2000, when the economy was more robust. “Scenario B” assumes an in-migration rate in line with what occurred from 2000 to 2010, a decade plagued by lingering recession and economic turmoil. Scenario A shows little to no growth over the next two decades, and Scenario B shows a -6% population change. But there is a major caveat: Projections are NOT predictions of what’s to come. Rather projections assume that trends that have occurred in the past will continue. This projection does not take into account any significant economic changes to the region, such as the impacts of the EB-5 developments that are planned for the Northeast Kingdom.



Source: Vermont Agency of Commerce and Community Development, 2013

Vermont’s population projections have been based on an age cohort model (defined age groupings such as: 35-39 year-olds) using US Census data as the basis for calculations. Mortality, birth rate and migration rate data from 1990-2010 are factors used to develop the projections. County-wide projections indicate an aging demographic, with decreases in each age category under 60 and increases for every age group over 60. This projection aligns with trends seen throughout the state and the northeastern U.S.

Figure 2.3 Orleans County-wide Population Projections by Age



Source: Vermont Agency of Commerce and Community Development, 2013

For planning purposes, the Town should plan on having close to 800 full time residents by 2020. This represents an increase of roughly 30-40 people.

Based on the United States Census Bureau’s American Community Survey 5-year estimates, 14.8% of individuals are considered below the poverty line, compared to 14.3% for Orleans County and 11.1% for the state. Similarly, 7.8% of all families were considered below the poverty line compared to 9.8% and 7.1% for Orleans County and Vermont respectively.

Section 4

Land Use

Greensboro has maintained a historic settlement pattern of two compact villages surrounded by rural countryside. Greensboro Bend was historically serviced by the railroad and was an employment hub of the town. Today "The Bend" is characterized mainly by single family homes on small lots (1/4 acre), several former commercial buildings, Smith's Grocery, Warren Hill Trucking, Lamoille Lumber, The Methodist Church, a community park, Four Seasons of Early Learning, and a post office. The second village, Greensboro Village, lies on the edge of Caspian Lake and contains Willey's Store, The Miller's Thumb, Greensboro Garage, Cassie's Corner, The United Church of Christ, the historical society, library, fire department, town offices, post office, grange, various home businesses and residential structures. The residential density is restricted by septic capability and results in a random mix of densities.

The developed land includes 258 year round residential housing units, plus another 41 mobile homes. Over half of the residential units are on lots greater than 6 acres. Vacation homes amount to 307 units, of which 281 are in the Lakeshore District surrounding Caspian Lake and 126 are in other locations. There are 20 commercial buildings, 3 utility buildings, 2 industrial buildings and 13 non-residential farm buildings. There are 172 parcels of undeveloped land in Greensboro and 11 parcels (2,002 acres) of agricultural lands.

The type of land uses and the patterns of growth have a significant effect on the town's natural resources, quality of life, aesthetics, and infrastructure budgets. As Greensboro grows, a balance should be maintained between the protection of private property rights and the effects of scattered development.

Eighty percent of the land in Greensboro is zoned for residential use at a density of 10 acres per dwelling unit. At this density each residential unit is separated by several acres of land from its neighbor. Each home typically has its own driveway connected by rural roads. As growth occurs, large parcels are cut up, more wildlife habitat is fragmented, more roads are built and the landscape shows the signs of a rural residential community as opposed to an agricultural landscape. On the other hand, people have the right to build and residential structures are in high demand.

Is the town's permanent population growing too quickly? According to the 2006 town meeting survey, 14% thought so. In the same survey, 39% of respondents thought second-home development was occurring too quickly. On average, approximately five to six new residential construction building permits are issued each year. As with many other parts of the state, the rural character of Greensboro has been changing as houses are built on formerly agricultural lands.

Changing the residential density to 5 acres or less is not likely to preserve open space, or make land much more affordable. It would not cut the per acre cost in half, as demand for 5 acre lots is generally greater than for 10 acre lots. As demand increases so does price. So if, for example, an average 10 acre lot sells for \$50,000, a 5 acre lot would sell for \$35,000 to \$40,000, if not more. Little is gained toward affordability and the landscape is still fragmented, rural roads are used even more to serve these lots and the aesthetics may not dramatically improve over the 10 acre density. Instead of 10 units on 100 acres, clustering the 10 homes on 20 acres while preserving the remaining 80 acres for communal open space or rented pasture land can help to achieve a traditional rural growth pattern and maintain the agricultural landscape so desired by the community. As of 2007, the Greensboro Zoning Bylaw allows for PUD (Planned Unit Developments) where clustered housing is permitted. These clustered developments are used to preserve farmland, woodlands, and sensitive natural features. Developers are given density bonuses as an incentive to build these types of developments. PUDs are an approach to development that respects private property rights and the ability to accommodate growth without undue adverse impacts to the environment.

A. Land Use Goals

The Town of Greensboro adopts the following land use goals:

1. to retain our rural character by preserving undeveloped land;
2. that a majority of future growth in residential and commercial land uses occurs in the two areas designated in this Plan as Village Districts in order to preserve the historic settlement patterns of compact villages surrounded by rural countryside;
3. that our growth does not disproportionately increase property values or have the effect of causing land and taxes to become even more unaffordable to households of modest incomes.

B. Land Use Policies

In order to achieve these land use goals the Town of Greensboro shall:

1. maintain the following previously established land use districts and enforce them through the Town's Zoning Bylaw:
 - a) Resource District - established to protect forest, farmlands, ridgelines, upper elevation areas, and other natural resources. This district is also established to allow low density residential uses and agricultural and forestry related activities;
 - b) Lakeshore District - established to protect surface water resources on Caspian and Eligo Lakes and to retain the mix of residential/summer homes as well as the recreation uses traditional to these lakes;
 - c) Greensboro Bend Village District - established to encourage that the Greensboro Bend Village grows to accommodate a mix of residential and commercial uses and to regain some of its traditional commercial vibrancy that was lost over the past several decades due to changes in the economy;
 - d) Greensboro Village District - established to protect and retain its current character as a traditional rural Vermont village, with a mix of residential and commercial uses;
 - e) Rural District - established to accommodate low density residential development at a rate that does not rapidly alter our traditional settlement pattern or landscape. When classified as affordable housing, clustered higher density development may be appropriate in this district, in certain cases.
2. prohibit any commercial activity in the Lakeshore District, except as permitted by state law (e.g. home occupation), and excepting businesses in existence prior to the advent of zoning in Greensboro;
3. preserve undeveloped land through conservation tools such as the Greensboro Land Trust, the Vermont Housing and Conservation Board and other similar tools and programs.
4. consider applying for Village Center Designation for Greensboro Village and for Greensboro Bend.

Section 5

Transportation

Greensboro employs a staff of three, plus one part-time summer person, to maintain its fifty-seven miles of dirt roads and eleven miles of pavement. The town road crew works out of the Town Shed located on Cemetery Ridge. The town owns a gravel pit in Glover, and crushed and installed over 10,000 yards of gravel in 2011.

State Route 16 runs through Greensboro Bend as it connects Hardwick to points in northern Orleans County. In 2011, the town spent approximately \$594,541 keeping the roads maintained. Road maintenance equipment owned by the town includes a pick-up, a grader, one 7-yard dump truck, two 14-yard dump trucks, an excavator, and a bucket loader. Driveway plowing and roadside mowing services are contracted to private contractors on an annual basis.

Greensboro Bend was a historic train stop. Vacationers during the late 1890's and early 1900's arrived by train and were transported by horse and buggy to their vacation homes. Today, the railroad tracks have been removed and the Bend sees no trains. In fact there are no forms of public transportation in Greensboro except for Rural Community Transport (RCT).

Pedestrian and bicycling transportation is becoming increasingly important in the two villages. Sidewalks are used for both transportation and exercise among residents and visitors alike. Safe and convenient pedestrian walkways are important to the community of Greensboro with its high numbers of senior citizens and tourists. During the summer months, pedestrian and bicycling traffic is especially heavy, often spilling from the sidewalks and onto the roads in the village areas. Clearly delineated road lanes and fog lanes and an improved sidewalk network would help in sharing the road with pedestrians and bicyclists.

A. Transportation Goals

The Town of Greensboro adopts the following transportation goals:

1. to maintain our roads in such a way that it does not negatively impact our natural resources or appearance;
2. to encourage and accommodate multiple modes of transportation, including walking and biking, for all ages and abilities.

B. Transportation Policies

In order to achieve these transportation goals the Town of Greensboro shall:

1. utilize the latest technologies to determine and apply the amount of road salt that is needed for road safety while protecting our environment;
2. identify erosion hazards caused by transportation infrastructure and incorporate the repairs into the capital facilities improvement plan and budget;
3. continue to apply for transportation infrastructure grants to help fund road repairs and maintenance;
4. look at the feasibility of a walking/bike path along the pavement from Gebbie Road through the Village to Tolman Corners and seek funding to create it;
5. identify and repair existing sidewalks hazards and areas of disrepair;
6. work to create a sidewalk network to improve the pedestrian environment in the Greensboro Bend Village District;
7. support Rural Community Transportation (RCT), and cooperate with local and regional entities to expand local transportation services.
8. identify and work to meet the transportation needs of our senior population.

Section 6

Utilities¹ and Facilities²

I. Utilities

A. Sewer and Water

Greensboro has no public sewer system; all residents and businesses have their own septic systems and leach fields. As the population grows, the demand for suitable soils for effective septic systems will also grow. Hence the ability to build within the village will likely become more challenging. The land use goal in this plan states:

"To ensure that a large majority of future growth in residential and commercial land uses occurs in the two areas designated in this Plan as Village Districts in order to preserve the historic settlement patterns of compact villages surrounded by rural countryside"

This will become increasingly difficult, or even physically impossible, without a village sewer system or some of the newer septic technologies.

There are now two small public water systems providing potable water. One is in Greensboro Bend and it currently serves 13-15 residents, a church, and a store. This system now includes the Four Seasons of Early Learning pre-school and additional residential properties. The other system serves the Village of Greensboro and part of the summer colony on Caspian Lake. Both systems serve fewer than 250 residences, schools, offices and businesses. Their water sources are drilled wells. Both systems are Fire Districts (#1 and #2) established by the Legislature; neither is part of Greensboro's town government. Both are operated and financed entirely by the residents who purchase their service.

The Greensboro Village system is quite outdated, with constant leakages. As a result of this and potential problems with water quality, the State of Vermont is requiring a massive replacement of the system. The project is anticipated to take two years and to be largely funded by the federal government. The Greensboro Bend system is also being upgraded, a project of much lesser scope.

¹ A public service, such as a telephone or electric light system, a railroad line, or the like.

² Something designed, built, installed, etc. to serve a specific function affording a convenience or service.

B. Solid Waste

Household trash is picked up by Casella Waste Management (out of Hyde Park), Brian Perry & Sons, Inc. (Hardwick), and Rebel Rubbish (out of Walden). The town's trash ends up in the Moretown and Coventry landfills.

Greensboro has a recycling center behind the Town Hall. Recycling occurs on Saturdays between 9:00 and 11:00 a.m., and during limited afternoons in the summer (it is currently on Wednesdays from 4:30-6 p.m.) Recycling is now free. One Household Hazardous Waste (HHW) collection is held each year in mid-summer. At the HHW collections oil-based paints, cleaners, etc. are accepted free of charge. Most electronic items are accepted free every week.

Greensboro also has an exchange program, located in the lower level of the Town Hall, whereby donated items, particularly clothing, are dropped off and residents can pick them up as needed. Hours for the "Giving Closet" are Monday – Thursday 9 a.m. to 4:00 p.m.

Act 148, Vermont's Universal Recycling Law, was passed in 2012. The purpose of this law was to increase recycling, reduce greenhouse gas emissions, decrease the dependence on landfilling, and reduce municipal expense by diverting recyclables and compostable materials from the waste stream. This law enforces the practice of unit-based pricing for trash disposal (sometimes called "Pay As You Throw") by July 2015. It will also ban the disposal of recyclable materials (glass, metal, plastics #1 and #2, cardboard and paper) by July 2015. The law will ban the disposal of leaves, yard debris and clean wood in July 2016 and food scraps by July 2020. All solid waste facilities (transfer stations, drop-offs, and landfills) that collect trash were required to offer collection of baseline recyclables by July 2014. (Commercial haulers were exempted from this requirement.) Solid waste facilities -- including commercial haulers -- must offer collection of leaf and yard debris by July 2015 and food scraps by July 2017. Facilities cannot charge an additional fee for the collection of recyclables, but they can charge for the collection of yard debris and food scraps.

Greensboro belongs to the Northeast Kingdom Waste Management District and is represented on its board of directors. The town already has businesses or institutions that participate in food scrap collection. Additionally, residential food scraps may be collected at the recycling center. According to the 2014 Annual Report for Northeast Kingdom Waste Management District, 45.56 tons of residential food scraps were diverted from the landfill in 2013.

C. Telecommunications

With the rapid growth of telecommunications technology, Greensboro must regularly review its telecommunications infrastructure. Wireless high speed Internet is available in parts of Greensboro, and cellular phone service has been much improved. 95% of Greensboro residents now have Internet access, and Wi-Fi is available at the Greensboro Free Library and at the Town Hall. Cable television is limited to Greensboro Bend.

Locating cellular towers is a sensitive issue in a rural landscape like Greensboro. However, there is recognition that compromise in the telecommunications area is necessary.

II. Facilities

A. Greensboro Free Library

The Greensboro Free Library (GFL) has a staff of one part-time librarian and two additional part-time employees, and relies on approximately 77 hours per week of volunteer commitment. Each week, the GFL is open 30 hours in the winter and 39 hours in the summer. The library's budget in 2010 had an income of \$64,587 and expenses of \$66,716 (a deficit of \$2,129). The town granted an appropriation of \$15,000 and the remaining income came from private donations, grants, bank interest, and dividends.

The chart below compares the GFL with libraries of similarly-sized communities around the state (2011 figures). The high number of patron visits is likely due to frequent visits by members of the large summer community.

	Greensboro Free Library	Statewide Averages For Similarly-Sized Communities
Patrons	3,371	940
Collection Size	18,645	11,320
Circulation	19,147	9,739
Patron Visits	13,624 (22% juvenile visits)	7,436

Table 2: Greensboro Free Library statistics.

The library offers many things including regular programming for children with weekly story hours, Puppet shows, Homeschooler's program, and summer workshops. Last year adults enjoyed book discussions of *Huckleberry Finn*, *World and Town*, *Morality Play*, *To Kill a Mockingbird* and *The Geography of Bliss*. An Internet Universal Class program, offering over 500 online continuing education courses is now available. Recorded books may be downloaded for listening and there are online databases for research using newspaper and periodical articles for a wide range of topics.

The library is keeping up with 21st century technology. Since 2006, it has had fast broadband internet service 24/7 and it is now a popular Wi-Fi hotspot. People have been seen pulling up with their lawn chairs and laptop computers to use it. One-on-one instruction with a computer tutor is available and workshops on Windows PC are offered. The library web site can be found at <http://www.greensborofreelibrary.org> and it has Twitter and Facebook accounts. The library has

twelve computers available to the public, all with high-speed internet access. Approximately 65 people per week use the computers.

In 2009 the library was renovated. Access was improved for handicapped accessibility, more parking added and the interior re-done. There is now a public meeting room for 49 people and year-round book sale. More space was added for the collection and the energy efficiency of the building was improved. The children's room was renovated in 2011.

A busy library is a sign of a healthy community, and indeed the Greensboro Free Library is an active, dynamic place. It continues to be an important cultural facility for Greensboro and surrounding towns, but keeping the small library open, well-stocked and well-equipped has been an ongoing financial challenge.

B. Greensboro Historical Society

The Greensboro Historical Society (GHS) is one of the most active historical societies in the state due to the many volunteers who give their time, creativity and enthusiasm, and due to the strong support from the Town of Greensboro. In 2011, 106 households, of whom 23 were new supporters, contributed with dues or donations to GHS. Of these 84 are memberships, added to the 183 Life Members for a total of 267 membership units (some individuals, some families).

In 2010 GHS completed an addition to the historic library building that has been its home since 1994, adding a barn-like exhibit hall with archival and work space in the room below. Thanks to the support of over 200 donors, the Town of Greensboro, and grants from the Vermont Housing and Conservation Board, Freeman Foundation and Preservation Trust, the addition was completed within two years from the launch of the capital campaign. This new exhibit space was officially opened in July 2010 and the work space was completed in October of 2010.

The initial exhibit in the new hall displayed the treasures of one of Greensboro's founding families. *Hill Family Legacy: One Family's Early Greensboro* utilized the new exhibit space to create the settings for the varied aspects of life in Greensboro in the 19th and early 20th centuries. This exhibit forms the basis for a permanent exhibit which will be enhanced each year with additional material and a special focus. The society also plans to continue its tradition of a new exhibit each year.

Greensboro Historical Society provides diverse public program meetings. Each year there are three programs with a speaker, panel discussion or other exploration of an historic topic. For several years GHS has also offered a history seminar led by a prominent historian to look at topics such as the Republic of Vermont and Vermont in the Civil War.

In addition to public programs, the historical society provides archival storage for many records and small Greensboro artifacts, documents, photos, books, postcards and tapes. Volunteer archivists work regularly to accession artifacts and records so that they are available for use in research. The

Society works with Lakeview Union School on projects which involve the children with their local history giving them the chance to carry out research in the archives or with the exhibit.

GHS publishes a twice yearly newsletter with news, history, and photos. It also publishes an annual journal, *The Hazen Road Dispatch*, with Greensboro, Craftsbury, Hardwick, Stannard and Walden historical articles, reminiscences, and photos.

C. Greensboro Nursing Home

Greensboro Nursing Home (GNH), with a total of 30 available beds, is the community's largest employer with 32 full-time employees and 24 part-time employees and a payroll of approximately \$2.5 million dollars annually. It is a nonprofit organization with a board of trustees made up of members from the community. This allows the organization to be flexible to local needs and to offer only the services that are needed. All revenue is channeled back into the facility's operations and maintenance, continuing to improve the quality of services. The mission statement of the Greensboro Nursing Home is to: *"Provide the highest quality of care to the residents of our community regardless of their ability to pay."* Since it is locally owned and operated, the organization provides its services to all members of the community. In addition to providing health care to seniors, the GNH also provides "meals on wheels" to seniors at home, loans equipment at no charge to those in need, provides private day care services, and answers questions about Medicare and Medicaid.

D. Fire Department

The Greensboro Fire Department (FD) is made up of 24 volunteers and no paid staff. Many firefighters attend regular classes to keep up with the new techniques for fighting fires. Firefighters are also trained in water rescue on winter ice.

The FD usually has 45-50 calls per year, about 25% of which are mutual aid calls. The Department belongs to Rural Vermont Mutual Aid, which started with four towns and has grown to six towns. There are also agreements with two other towns in the area. If the FD calls for aid from one of the other towns, it costs Greensboro nothing; likewise, the Department pays all its own costs if it is called to aid another town.

The current fire station, located on the southern end of Greensboro Village at Tolman Corners, is a new 68'x80' structure with four bays for equipment and a meeting room, bathroom, and a meeting space. The new fire station was built in 2013-2014 after receiving voter approval at the 2013 Town Meeting. Including the addition of a water line, the new fire station was built for approximately \$900,000. The new station, unlike its predecessor, is adequate for the needs of Greensboro.

The Fire Department also has a new dispatch system. As a result of the 911 system, all local towns go through Lamoille County dispatch. Hardwick and Greensboro have their own frequencies, so that local firefighters no longer have to hear all calls, but rather can be paged if necessary.

E. Church Public Facilities

There are three churches in the Town of Greensboro; the United Church of Christ (UCC) in Greensboro Village and St. Michael's Catholic Church and the Methodist Church, both in Greensboro Bend. All three churches have facilities for public meetings, including Town Meeting. The UCC has a large attached facility known as Fellowship Hall, which is available and frequently used for area meetings, performances, music group rehearsals, etc. In addition, there is a large open area underneath Fellowship Hall which is used for public meetings and for children's educational programs – including Wonder and Wisdom. The UCC has been designated as an emergency shelter.

St. Michael's has a separate facility known as St. Michael's Parish Hall, which is available free for public interest meetings and which can be rented for private functions. The Parish Hall has also been designated as an emergency shelter. The Methodist Church has a large area below the sanctuary which is used for public meetings.

F. Greensboro Town Hall and Grange Building

The town hall houses the town offices. There are four town staff; one full-time town clerk, two part-time town clerks, and one part-time zoning administrator who is responsible for Bylaw compliance. There are four large rooms on the ground floor of the building, with three rooms being utilized by the Lakeview Union Elementary School. The fourth room, the "Collier Room," is used for various meetings and events. The town hall is a designated emergency shelter. A back-up generator has been installed. There is also an unused third floor which does currently not meet ADA rules for accessibility

In June of 2012, the historic Grange building next to the UCC was purchased by the town for \$8,000. It is intended to use this building for meetings and other community functions. The Town of Greensboro received a \$70,000 grant from the Preservation Trust of Vermont, in conjunction with the Freeman Foundation, to be used on refurbishing the building.

G. Lakeview Union Elementary School

The Lakeview Union Elementary School is used by the public for a number of activities. The gym is used for men's evening basketball, town meetings, and social occasions. Lakeview is one of Greensboro's designated emergency shelters.

A. Utilities and Facilities Goals

The Town of Greensboro adopts the following utilities and facilities goals:

1. to ensure that any construction, expansion, or repair of utilities and facilities will not harm the town's rural character or aesthetics;
2. to ensure our recycling program is adequate to meet residents' needs;
3. to ensure existing public and privately owned wastewater infrastructure, including septic systems, do not degrade our environment;
4. to utilize the town hall to its fullest potential;
5. to ensure adequate fire protection capability for the town.

B. Utilities and Facilities Policies

In order to achieve these utilities and facilities goals the Town of Greensboro shall:

1. maintain the existing capital improvement plan and budget to schedule maintenance and improvements of all town-owned buildings and facilities;
2. support the construction of infrastructure that increases Greensboro's energy independence and promotes renewable energy sources;
3. support the construction of infrastructure that improves telecommunications and internet access so long as the integrity of the skyline is maintained to the maximum extent possible;
4. seek grant funding to study the feasibility of a municipal sewer system to allow a compact village settlement pattern in the two village districts and the Lakeshore District, achieve several of this plan's goals, and help improve ground and surface water quality;
5. support construction of a new fire station adequate to the needs of the Greensboro community.

Section 7

Natural Resources

Greensboro is rich with outstanding natural features. Some of them are listed here:

CASPIAN LAKE

Caspian Lake is regarded as the Town's natural resource jewel. The lake is 739 acres and has a maximum depth of 142 feet, a maximum length of 1.66 miles and a maximum width of 1.3 miles. It is classified as oligotrophic (a deep clear water lake with a very low nutrient level). The fecal count had never approached a hazardous level until 1999. Caspian has one of the finest lake trout fisheries in northern Vermont. The groundwater table is unusually high, however, and each new septic system increases the danger of septic overflow, especially in wet years. The only lakeshore property owned by the town of Greensboro is the "Willey Beach" which is preserved in its natural wooded state, adjacent to the Public Beach. The Public Beach is owned and managed by the Hardwick Electric Department, as part of its hydro-electric resource. The beach is maintained by the Beach Committee which has members appointed from Greensboro and Hardwick. The Greensboro Association is very active in keeping the Lake free from Eurasian Milfoil and Zebra Mussels. The Association also sponsors swimming lessons, monitors water quality on a weekly basis and studies the effects of runoff on the lake. These activities are testament to the concern and care the residents, both full and part time, have for Caspian Lake.

ELIGO LAKE

This lake of 190 acres, with a maximum depth of 100 feet, is shared with Craftsbury. That Town maintains a public beach at the north end. The area surrounding this glacial pond is so level that it drains both south (into the Lamoyille) and north (into the Black River). The steep slopes on the eastern side are environmentally sensitive as are the northern and southern outlet areas. Like Caspian, Eligo is oligotrophic, meaning a deep clear water lake with very low nutrient level. Eligo is currently fighting to combat its Milfoil problem. The Eligo Lake Association, with the support of the Towns of Craftsbury and Greensboro, applied for and received a Vermont Aquatic Nuisance Control Grant late in the summer of 1997. The association has been making progress in eradicating the weed by means of milfoil weevils.

LONG POND

One of the four “kettle” ponds in town, this body of water consists of 97 acres and is essentially undeveloped. Its maximum depth is 33 feet and it is classified as mesotrophic (moderate in nutrients). Other than the fishing access owned by the State of Vermont and a few lots owned by private landowners, most of the surrounding property is owned and protected by The Nature Conservancy.

HORSE POND

This pond of 32 acres with a maximum depth of four feet is adjacent to Route 16. Classified as mesotrophic, recreational fishing is poor due to excessive plant growth.

MUD POND(S)

North and south Greensboro. These two ponds are small, shallow, are rapidly eutrophyng and becoming swamps. There is no road access to either pond.

A. Rivers and Streams

The Lamoille, Barton and Black Rivers originate in Greensboro. In addition to the Lamoille River which runs through the valley adjacent to Greensboro Bend, there are several smaller brooks and streams, including:

- Esdon Brook (drains to Lamoille)
- Greensboro Brook (outlet of Caspian, drains to Lamoille)
- Mud Pond Brook (outlet of Mud Pond, drains to Lamoille)
- Paine Brook (drains to Lamoille)
- Sawmill Brook (outlet of Long Pond, drains to Lamoille)
- Withers Brook (drains to Lamoille)
- Skunk Hollow Brook (inlet of Long Pond)
- Cemetery Brook (drains to Caspian)
- Porter Brook (drains to Caspian)
- Stanley Brook (drains to Lamoille)
- Tate Brook (drains to Caspian)
- Whetstone Brook (drains to Caspian)
- Wright Brook (drains to Caspian)

B. Geological Features

Gravel Deposits: There is one known deposit of quality gravel in town (near Hardwick) on Route 14.

Granite Deposits: A large vein of granite exists on Paddock Hill, used in the late 1800's and early 1900's for local building purposes and to supply the granite polishing shed in Greensboro Bend. There are also granite outcroppings in Caspian Lake such as Huckleberry Rocks, Gunther's Rocks, and Bathtub/Elephant rocks, and Blueberry Rocks in Long Pond.

Mineral and Fossil Deposits: Limestone and phyllite deposits underlie much of Greensboro but are not currently of commercial value. Fossils are not common, but one was found on Barr Hill in the 1960's and was identified by the Fairbanks Museum as a half-million year old mollusk.

Cliffs: The most prominent cliffs in town are located on the eastern side of Lake Eligo. Others are located near Rocking Rock.

Glacial Erratics: Well-known erratics in town include Rocking Rock and the large Pulpit Rock in North Greensboro. There are many other large boulders in town, including one on the Swamp Road.

Glacial Landforms: Polished bedrock is found on the top of Barr Hill. Evidence of north/south glacial action is also seen in the valley of Eligo Gulf, the elongated hills of Patmos Peak and Baker Hill, and the steep slopes of Paddock Hill. Terraces were formed in the Lamoille River valley when the glacier retreated. It also left behind several kettle ponds: Long Pond, Horse Pond and the two Mud Ponds.

C. Biological and Wildlife Features

Rare and endangered plants include a stand of *Lycopodium sabinifolium* (Savinleaf Groundpine) on Baker Hill and *Calypso bulbosa* (Fairy Slipper Calypso) in the vicinity of Long Pond.

The bird life in Greensboro is chronicled by The Annual Bird Count (see the History of Greensboro, Appendix 16 "Birds of the Greensboro Area"). The common loon is frequently seen on Caspian Lake, but is not currently nesting there, in spite of efforts to set up floating nesting habitat.

A. Natural Resource Goals

The Town of Greensboro adopts the following natural resource goals:

1. to preserve the town's natural resources and animal habitats, including open lands and forests;
2. to preserve Caspian and Eligo Lakes and surrounding land as a recreation areas;
3. to protect the quality of all our ground and surface waters from existing and potential sources of pollution and degradation;
4. to protect the shorelines of Caspian Lake and other water bodies in town from erosion and overdevelopment;
5. to ensure the views of our rural landscape are not significantly altered by man-made structures that are out of character with the community.

B. Natural Resource Policies:

In order to achieve these natural resource goals the Town of Greensboro shall:

1. adopt shoreline protection provisions in the Zoning Bylaw;
2. work with the Eligo Lake Association to install and maintain a milfoil washing station;
3. regulate the construction of commercial or industrial activities that seek to extract and sell ground water for commercial purposes;
4. support landowners, the Nature Conservancy, and other organizations in their efforts to preserve Long Pond in its natural and current state by providing leadership, policy support and financial contributions when reasonable and feasible;
5. encourage all logging to follow the best management practices, as contained in the Department of Forest, Parks, and Recreation guide "Acceptable Management Practices for Maintaining Water Quality on Logging Jobs in Vermont;"
6. prohibit housing development that creates erosion, by encouraging compliance with the "Vermont Handbook for Soil Erosion and Sediment Control on Construction Sites;"
7. utilize Vermont Geological Survey data on the extent and character of aquifers in town to protect groundwater from pollution and over-extraction, and thereby protect public and private water supplies and surface water resources;
8. work with private landowners to help them reduce unnecessary agricultural runoff;
9. continue to work with the Greensboro Association to ensure that aquatic nuisances are not introduced into Caspian Lake, and that all milfoil mitigation equipment is working properly and staffed when necessary.

10. work with the state and other groups to enforce the existing motor boat speed limits on Caspian Lake.

11. direct the Natural Resources Board to consider earth extraction development in such a way that minimizes adverse impacts to adjoining residential uses. Act 250 review of earth extraction should require that gravel be stored and sited in a manner that does not impair wetlands and water resources. Also, truck traffic should not degrade our roads and daily truck traffic should not exceed the town's ability to service such roads. Transport of earth materials should be done in a manner that minimizes dust. *(Greensboro has no earth extraction section in our Zoning Bylaw and therefore does not enforce any standards for earth extraction or the restoration and reclamation of a site. The Town relies on Act 250 review of such activities).*

Section 8

Education

High quality education has always been a priority for the residents of Greensboro. Greensboro's elementary school is a union school with approximately 82% of the students coming from Greensboro and 18% from nearby Stannard (for school year 2011-2012). The Lakeview Union School is a K-6 school with 66 students and a student to teacher ratio of approximately 10 to 1, which is slightly lower than the state average of 10.9 to 1. (See Figure 8.)

Greensboro residents' educational statistics are portrayed in Figure 7 (based on 307 residents above the age of 25, 2010 American Community Survey 5-Year Estimates). The percentage of residents 25 years of age and older without a high school diploma is higher than the state average (12% versus 9.2%), and is lower than the average for Orleans County (15%). Similarly, the percentage of residents who hold a college degree (Associates degree and higher) is 34%, slightly more than the county average (27%) and below the state average (42%).

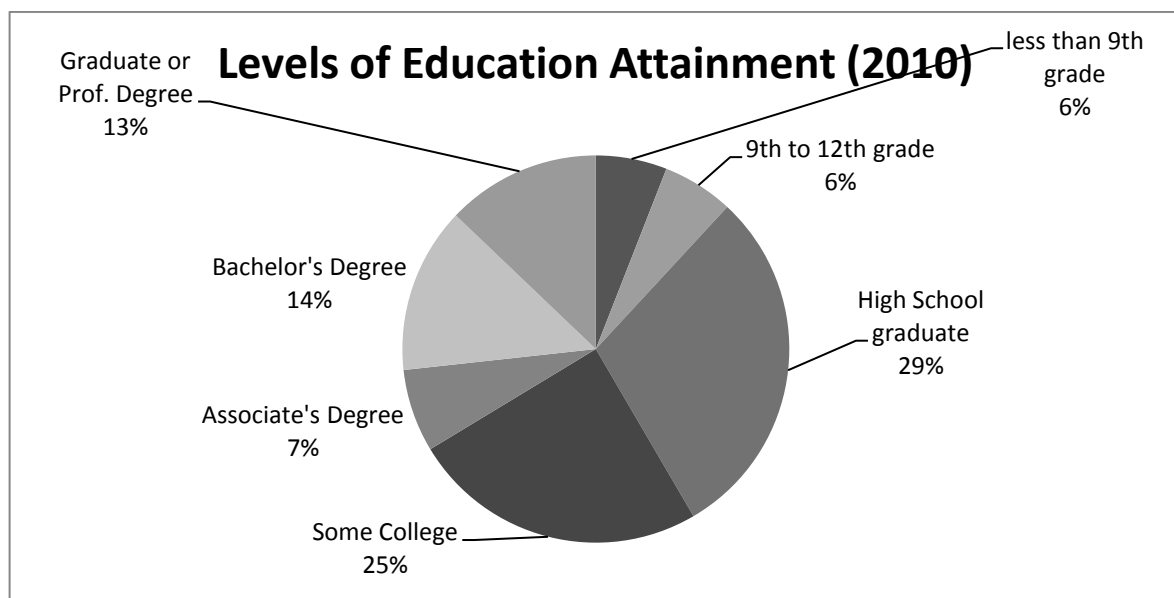


Figure 7: Percentage of Greensboro Residents by level of education attainment in 2010.

Lakeview Union Elementary School is a very important part of our town and community. There are 12 full-time employees, including teachers, custodians, and para-educators, and 8 part-time employees.

Social indicators show that the number of students receiving free or reduced lunch has steadily increased over the past years. In 2011, 58% of the students received this help compared to the state average of 36%.

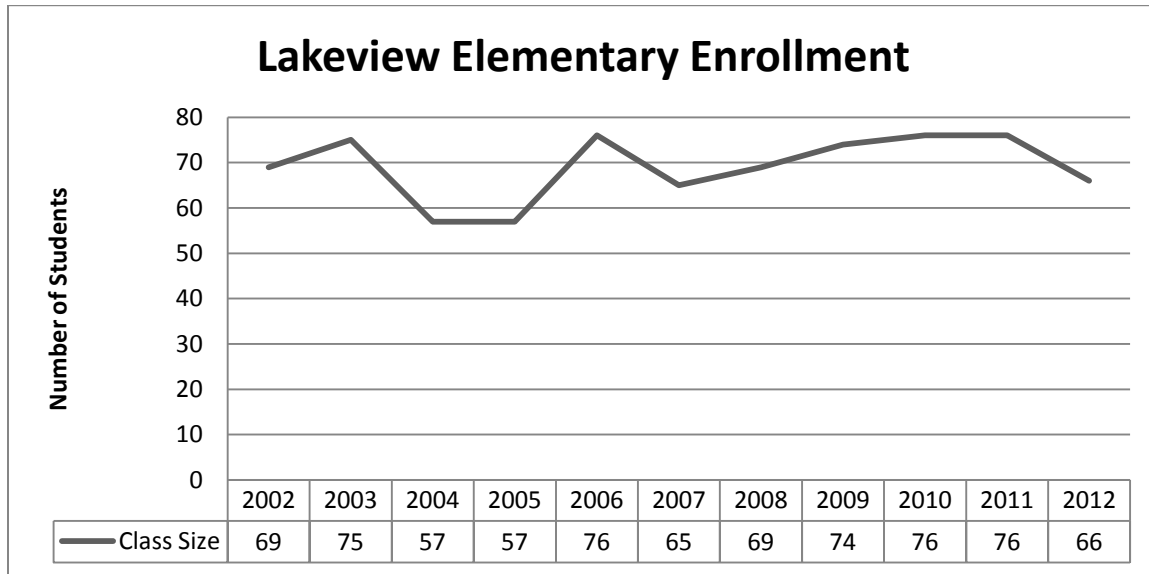


Figure 8: Enrollment of students at Lakeview Elementary School from 2002-2011

Four Seasons of Early Learning in Greensboro Bend provides education for children in the pre-school years. This play-based preschool had 38 students in two classrooms for the 2011-2012 year and has a projected increase of students in the 2012-2013 school year. As a partner of the Orleans Southwest Supervisory Union, the preschool’s staff collaborates with other professionals within the district, which allows the school to educate and care for all students within the community, regardless of their individual needs.

The population this preschool serves shares similar statistics with Lakeview Union Elementary School. In 2012, 70% of the students enrolled qualified for free or reduced lunch. While this number changes slightly from year to year, historically the center’s population is one of the neediest around.

The center has 10 full-time employees and 3 part-time employees working together to educate the youngest members of the community.

A. Education Goals

The Town of Greensboro adopts the following education goals:

1. to provide education facilities that ensure a healthy and enriching educational experience for all of Greensboro's children;
2. to support vocational training for young adults;
3. to support a wide array of enrichment for all ages by encouraging the private and non-profit sector providers of educational activities to operate in Greensboro.

B. Education Policies

In order to achieve these education goals the Town of Greensboro shall:

1. continue to allow the use of the Greensboro Free Library, Greensboro Historical Society, Town Hall, Lakeview Union Elementary School and other town-owned facilities for educational activities at a reasonable or no cost;
2. keep Lakeview Union Elementary School open as long as economically feasible; this could include the possibilities of expanding the union;
3. support philosophically and financially Four Seasons of Early Learning, Wonder and Wisdom, the Four Winds Nature Institute, and other educational programs;
4. continue to support Hazen Union High School and the Lamoille Union Vocational-Technical Center.

Section 9

Energy

Finding and maintaining affordable energy supplies is essential for a high quality of life. As growth continues in Greensboro, each new housing unit or commercial building will tap into and increase the load on our current energy sources. Historically the Caspian Lake Dam provided water power for grist mills and later for hydroelectricity. The Greensboro Town Energy Committee has recently reconvened in 2012 to investigate energy use in town and to find ways to lower energy consumption and cost. The committee will continue to look at the feasibility of renewable energy projects that relate to the town. Energy for heating and cooking traditionally came from wood, coal and kerosene.

Most homes in Greensboro are heated by fuel oil, followed by wood and propane. Electricity is provided by the Hardwick Electric Department and Vermont Electric Cooperative, Inc. (See Figure 12)

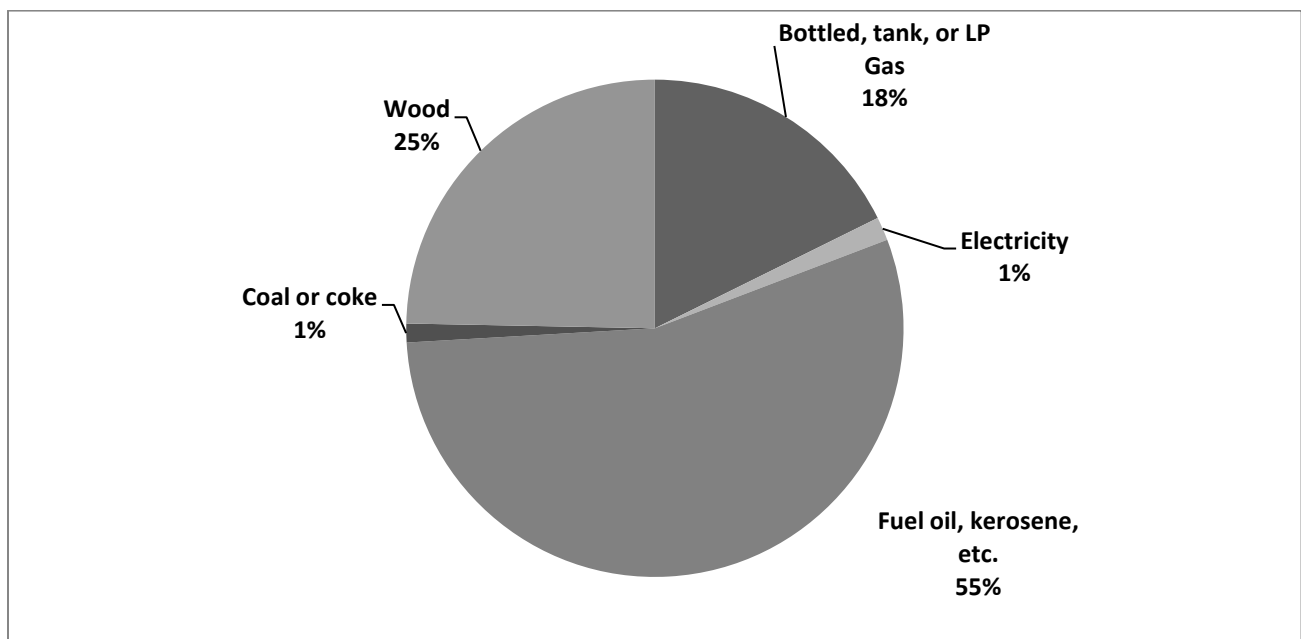


Figure 12: Percent of homes in Greensboro that use bottled gas, wood, coal, fuel oil, or electricity for heat.

Development patterns such as a traditional compact settlement pattern are mostly likely to be energy efficient and allow for the efficient use of land, infrastructure, and resources. Smart growth development patterns will reduce automobile dependency, fuel consumption, and air pollution.

A. Energy Goals

The Town of Greensboro adopts the following energy goals:

1. to promote energy conservation among our residents, commercial owners, and visitors;
2. to promote expanded use of small-scale renewable energy resources in the public and private sectors.

B. Energy Policies

In order to achieve these energy goals the Town of Greensboro shall:

1. establish a time schedule, in the Town's Capital Improvement Plan or elsewhere, to complete the needed improvements as identified by the energy audits of the town- owned buildings.
2. build all of its structures using the highest, reasonably feasible methods of energy efficiency;
3. inform all residential contractors that interact with the town through the permitting processes about the Vermont Residential Energy Code;
4. ensure that the Town's Zoning Bylaw allows for and encourages construction of alternative energy structures, such as solar, wind, and hydro;
5. support the Town Energy Committee in its efforts to create small-scale renewable energy projects in Greensboro.

Section 10

Housing

Greensboro could be described as having a mutually exclusive housing composition. There is a distinct line, both economically and functionally, between the two major housing types in town. On one hand, the village centers and surrounding rural areas are typical of any small Vermont town. On the other hand, the regions surrounding Caspian Lake and Eligo Lake represent a largely tourism based, vacation home housing. These two distinct groups play an important role in the character of Greensboro while also creating a unique and challenging affordable housing situation.

A. Housing Unit Characteristics

According to the 2010 U.S. Census, there are 762 housing units in Greensboro. Of this number, 329 units (43.2%) were considered occupied households. Four hundred and six of the 433 “vacant” units are classified as seasonal or recreational homes that are not occupied year-round and are typically only used during seasonal tourist periods. This percentage of vacation units (56.8%) is very high in comparison to the Orleans County (24.4%) and Vermont (15.6%) figures (See Figure 10).

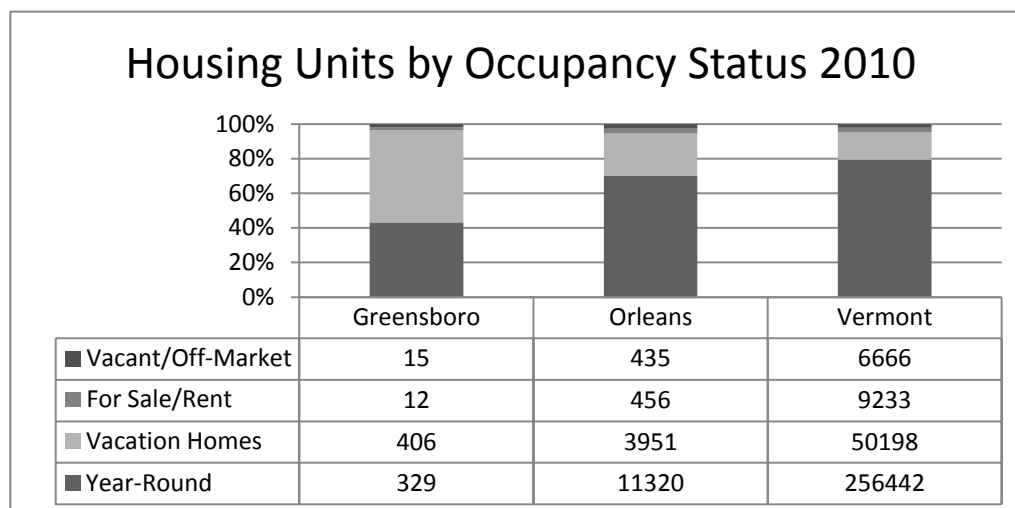


Figure 10: Comparison of the number of vacation homes, vacant/off market, for sale/rent, and year-round homes in Greensboro, Orleans, and Vermont in 2010. (Source: 2010 Census)

Of the 329 year-round occupancy housing units, 83% are owned by their occupants, which is about 12.3% higher than the percentage of owner-occupied units in the state. However, it is important to note that a number of the vacation homes in town are rented during the summer months. These summer rentals are not included in the U.S. Census statistics for rental units. The Census statistics are calculated only for those considered year-round households.

The vast majority of housing structures are single unit. More than half of the structures in town were constructed before 1940, and these 452 structures built before 1940 are those most commonly used as vacation homes. Since 1960, the housing stock in Greensboro has increased by roughly 10% of the current total number of units each decade (see Table 4) although construction appears to have slowed in the past decade. This increase in home construction is closely linked to the population growth experienced during the same time period.

Housing by Structure Type		
Structure	Number	Percentage
Total Units*	791	
Homeowner Vacancy Rate	--	4.8%
Rental Vacancy Rate	--	0%
1 Unit, detached	699	88.4%
1 Unit, attached	0	0%
2 Unit	0	0%
3 or 4 Units	27	3.4%
5 to 9 Units	3	.4%
10 to 19 Units	8	1%
20 Units or More	0	0%
Mobile Homes	54	6.8%

Table 3: Housing Structures by Type and vacancy rates. (Source: AmericanCommunity Survey, 2006-2010 Five-Year Estimates *Numbers will not correspond with Census counts.)

Year Structure Built		
	Units*	Percent
Built 2005 or later	13	1.6%
Built 2000 to 2004	23	2.9%
Built 1990 to 1999	66	8.3%
Built 1980 to 1999	68	8.6%
Built 1970 to 1979	88	11%
Built 1960 to 1969	6	.8%
Built 1950 to 1959	34	4.3%
Built 1940 to 1949	41	5.2%
Built 1939 or earlier	452	57.1%

Table 4: Number of units constructed in each decade from 1939 to present, along with the percent of those structures per decade that comprise the total number of structures to date. (Source: American Community Survey 2006-2010 5 year estimates
*Totals will not correspond to Census counts.

The U.S. Census Bureau identifies a family as a household of two or more people who reside together and who are related by birth, marriage, or adoption. Based on 2010 figures, 202 of the 329 households in Greensboro are occupied by families (61.4%). This rate is lower than both the county average (64.5%) and the Vermont average (62.5%). The average household size and average family size in Greensboro are also slightly lower than the state and Orleans County averages (see Figure 12).

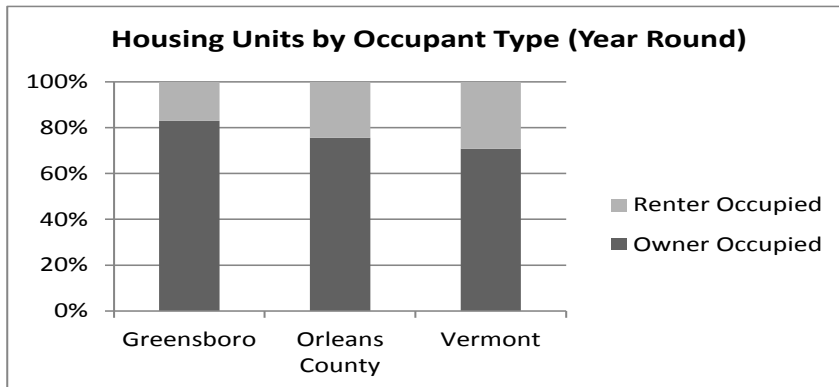


Figure 11: Percent of housing units occupied by renter or owner in Greensboro, Orleans County, and Vermont. (Source: 2010 Census)

As may be expected, there is a significant difference between the household sizes in owner occupied units vs. renter occupied units (Figure 13). The average household size of renter occupied units in Greensboro is lower than both the County and State averages, which may suggest a higher demand for smaller size rental units.

Heating and other utility costs are included in gross rent calculations (gross rent = contract rent price plus all utility costs except for phone) used to determine housing affordability. The majority of Greensboro households use fuel oil or kerosene for heating purposes. The steadily increasing cost of heating fuel, especially fuel oil, will directly affect housing costs. Petroleum market volatility leaves homeowners susceptible to significant variations in total housing costs both seasonally and over multiple years.

Figure 12: Average family and household sizes in Greensboro, Orleans County, and Vermont. (Source 2010 Census).

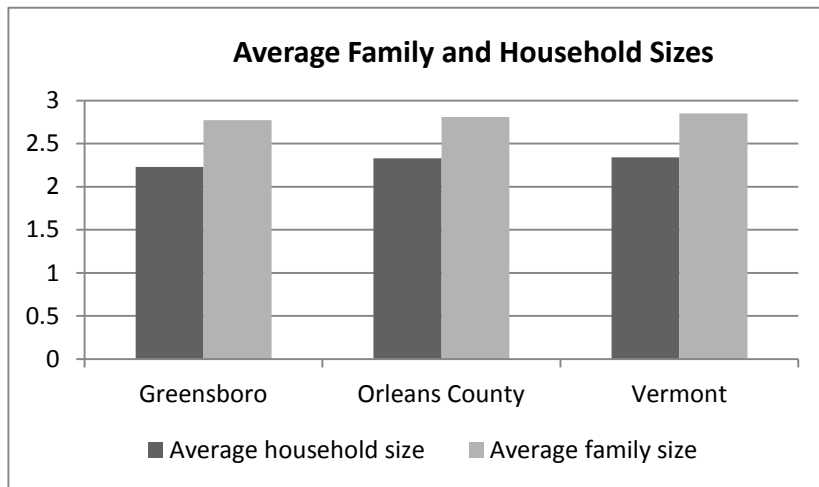
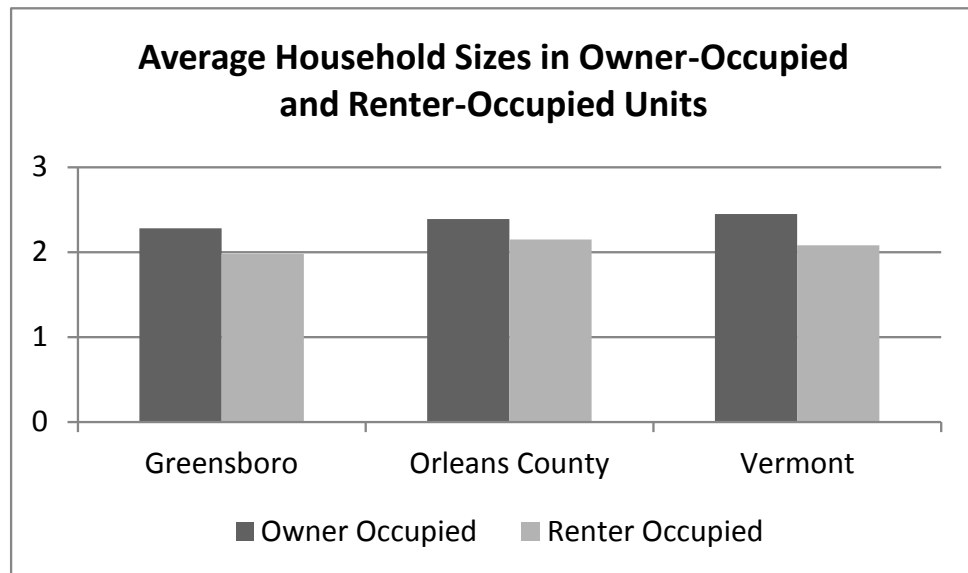


Figure 13: Average Household sizes in owner-occupied and renter occupied units in Greensboro, Orleans County, and Vermont. (Source 2010 Census).



B. Affordability – Rental Units

The National Low Income Housing Coalition calculates an affordable hourly wage to be: that which employees working 40 hours per week would have to earn in order to spend less than 30% of their total income on housing costs (including all utilities except for phone), based on the U.S. Department of Housing and Urban Development’s (HUD) Fair Market Rent. Affordable housing is recognized federally as housing that does not exceed 30% of the resident’s total income. The fair market rent is calculated for a range of housing unit sizes by HUD every year to estimate the current market rent rates. The fair market rent figures are calculated for the county level only, so the Greensboro and Orleans figures are identical. A comparison of the 2011 median rents versus the corresponding fair market rents reinforces the information from Table 5. The median rents for all units are higher than the fair market rent prices as determined by HUD. Overall, the difference is minimal, with the exception of three bedroom units which are \$110 higher than the fair market price.

Size	Median Rent	Fair Market Rent	Difference
0 Bedroom Unit	\$470	\$441	\$29
1 Bedroom Unit	\$628	\$609	\$19
2 Bedroom Unit	\$724	\$681	\$43
3 Bedroom Unit	\$970	\$860	\$110
4 Bedroom Unit	\$1,093	\$1,081	\$12

Table 5: Comparison of median rent and fair market rent within Orleans County (Source: [www.housing data.org](http://www.housingdata.org))

Table 6 illustrates that a person earning minimum wage in Orleans County cannot economically access affordable housing. While the affordable housing wage calculated for Orleans County is lower than the state average, it is still significantly higher than the current minimum wage rate of \$8.15 per hour.

The State of Vermont provides a tax credit to full time residents who rent housing and who meet the necessary qualifications. The rental household must have a total income of less than \$47,000 annually and only one resident may receive the credit. This can be an important indication of housing burden on renters in a given community. The average rebate for Orleans County is lower than the statewide average, although average household income is significantly lower. The data does suggest that lagging household incomes in Orleans County are the main cause for seeking relief on housing costs. In fact, 83% of applicants in Orleans County were from the lowest household income levels (under \$20,000). By contrast only 53% of applicants statewide account for the lowest incomes.

Housing Wage (2011)		
	Orleans County	Vermont
0 Bedroom Unit	\$8.48	\$13.55
1 Bedroom Unit	\$11.71	\$15.53
2 Bedroom Unit	\$13.10	\$19.04
3 Bedroom Unit	\$16.54	\$24.75
4 Bedroom Unit	\$20.79	\$28.47
Housing Wage as a Percentage of \$8.15 VT Minimum Wage		
0 Bedroom Unit	104%	166%
1 Bedroom Unit	144%	196%
2 Bedroom Unit	161%	234%
3 Bedroom Unit	203%	304%
4 Bedroom Unit	255%	349%

Table 6: percentage of a minimum wage salary needed to economically access affordable housing (Source: National Low Income Housing Coalition www.housingdata.org)

Renter Rebates – Claims Received as of December 30, 2011*			
	Number of applicants	Average Household Income of Applicant	Average Renter Rebate
Vermont	13,859	\$20,413	\$620.87
Orleans County	494	\$14,222	\$517.31

Table 7: Comparison of renter rebate figures from Orleans County and Vermont. (Source Vermont Department of Taxes. *Some data is suppressed.)

In Orleans County, there are 25 subsidized rental housing facilities listed on the Vermont Directory of Affordable Rental Housing. These state or federally subsidized rental facilities provide 319 units, 218 of which are designated specifically for the elderly. Of the 25 facilities, only 1 is located in Greensboro which provides ten subsidized units for elderly residents. (See Table 9).

Annual Income Needed to Afford Fair Market Rent (2011)		
Unit Size	Orleans County	Vermont
0 Bedroom	\$17,640	\$28,179
1 Bedroom	\$24,360	\$32,302
2 Bedroom	\$27,240	\$39,596
3 Bedroom	\$34,400	\$51,471
4 Bedroom	\$43,240	\$59,222

Table 8: Annual income needed to afford a fair market rent (2011) in Orleans County, and Vermont (Source: National Low Income Housing Coalition, www.housingdata.org)

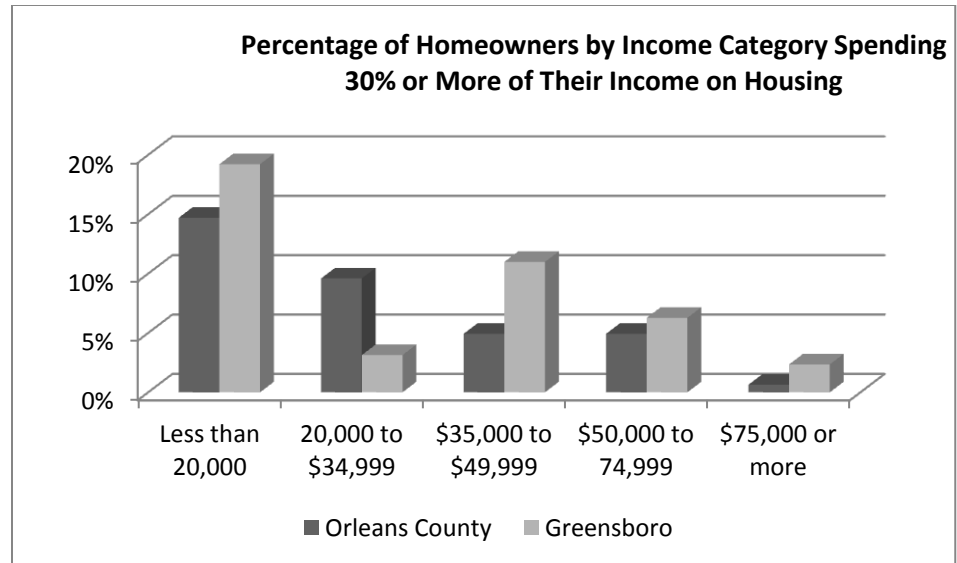
A gap exists between the values of permanent residence housing units and vacation units (see Table 10). During 2011, the mean value of the six primary residences sold was \$116,648. The mean value of the four vacation homes sold was \$207,750.

Subsidized Rental Housing in Orleans County				
Project Name	Town	Owner	Total Units	Elderly Only
72 Seymour Lane	Newport City	Gilman Housing Trust, Inc.	2	0
Congress Court	Barton	Barton Chambers Apts, Inc.	9	0
Coventry Senior Housing	Coventry	Gilman Housing Trust, Inc.	7	7
Craftsbury Community	Craftsbury	Craftsbury	24	24

Care Center		Community Care Center		
Crystal Lake Housing	Barton	Gilman Housing Trust, Inc.	15	0
Derby Housing L.P.	Derby	Derby HLP	9	0
Derby Line Gardens	Derby Line	Gilman Housing Trust, Inc.	11	11
Gilman Housing Trust – 216 Hill Street	Newport City	Gilman Housing Trust, Inc.	4	0
Glover Riverside Apartments	Glover	Gilman HLP	12	12
Governor Prouty Apartments	Newport City	Gilman Housing Trust	24	24
Governors Mansion Apartments	Newport City	Memphremagog Senior Citizen Hsing	15	15
Hillcrest Apartments	Barton	Barton Chambers Apts, Inc.	15	15
Hotel & Kidder	Derby	Gilman Housing Trust, Inc.	14	0
Irasburg Senior Housing	Irasburg	Gilman Housing Trust, Inc.	10	10
Lakeview Housing	Newport City	Lakeview Housing LP	16	12
Lauredon Village Apartments	Greensboro	The Housing Foundation, Inc.	10	10
Monitor Manor	Barton	Barton Chambers Apts., Inc.	15	15
Mountain View Apartments	Barton	Barton Chambers Apts., Inc.	8	0
Newport Housing	Newport City	Newport HLP	14	0
Newport Place	Newport City	Newport Housing Associates	24	24
Newport Senior Housing	Newport City	Newport Senior HLP	13	13
Pine Grove	North Troy	Pine Grove Associates	14	6
Pleasant Street Special Need	Newport City	Gilman Housing Trust, Inc.	2	0
Rainbow Apartments	Orleans	Rainbow Apartments, Inc.	20	20
Willey Lane Houses	Newport City	Arthur & Barbara Postman	12	0
Totals			319	218

Table 9: Total and elderly subsidized rental housing units by town in Orleans County. (Source: www.housingdata.org)

Figure 14:
Percentage of Homeowners by income, spending 30% of their income on housing. Source: 2006-2010 American Community Survey 5-Year Estimates



C. Affordability – Owner-Occupied Units

Homeownership Costs	Greensboro	Orleans County	Vermont
Number of primary residences sold, 2011	6	175	4804
... single family homes	6	164	4036
... condominiums	—	5	651
... mobile homes with land	—	6	117
Average price of primary residences sold, 2011	\$116,648	\$139,789	\$223,496
... single family homes	\$116,648	\$143,604	\$229,038
... condominiums	—	\$105,200	\$212,732
... mobile homes with land	—	\$64,333	\$92,221
Median price of primary residences sold, 2011	\$101,846	\$115,000	\$195,000
... single family homes	\$101,846	\$120,000	\$200,000
... condominiums	—	\$95,000	\$185,000
... mobile homes with land	—	\$64,250	\$70,000
Number of vacation residences sold, 2011	4	80	1,471
... single family vacation homes	4	70	1,050
... vacation condominiums	—	8	395
... vacation mobile homes with land	—	2	26
Average price of vacation residences sold, 2011	\$207,750	\$234,435	\$309,663
... single family vacation homes	\$207,750	\$220,033	\$318,730
... vacation condominiums	—	\$395,063	\$300,637
... vacation mobile homes with land	—	\$96,000	\$80,635

Median price of vacation residences sold, 2011	249,000	140,000	225,000
... single family vacation homes	\$249,000	\$135,500	\$225,000
... vacation condominiums	—	\$382,500	\$237,000
... vacation mobile homes with land	—	\$96,000	\$75,000
Primary residence mobile homes sold without land, 2011	—	8	249
... average price	—	\$37,219	\$35,699
... median price	—	\$22,500	\$27,000
Vacation residence mobile homes sold without land, 2011	—	2	22
... average price	—	\$43,600	\$38,670
... median price	—	\$43,600	\$29,850

Table 10: Cost of owner-occupied housing units and their affordability (Source: Vt. Dept. of Taxes)

A. Housing Goals

The Town of Greensboro adopts the following housing goals:

1. to encourage and support the development of housing that is affordable for our residents of all income levels;
2. to minimize the negative aesthetic impacts of housing, particularly in the Lakeshore District, by discouraging housing that is too large, disproportional to, and out-of-scale with neighboring residential structures.

B. Housing Policies

In order to achieve these housing goals the Town of Greensboro shall:

1. adjust existing zoning to provide density bonuses* in and around Greensboro Bend and Greensboro Village districts when a proposed housing project would be restricted to those households earning less than 81% of the county median income (as defined by U.S. Housing and Urban Development);
2. establish an affordable housing committee that is responsible for seeking grant funds, working with state, federal, and non-profit agencies, and hiring contractors to build affordable housing and improve existing substandard residential units;
3. keep housing densities in the Rural Lands District at 10 acres per unit;
4. limit the height of residential structures in all districts through the Zoning Bylaw;
5. limit the size of new houses in the Lakeshore District through the Zoning Bylaw.

*Density bonuses are incentives that are used to encourage the private market to build in accordance with Public Policy. In this case it would be used to develop affordable housing.

Section 11

Economic Development

The Town of Greensboro’s economy has historically been dependent on job markets in surrounding towns. As with most towns in Vermont, the majority of Greensboro’s residents are employed outside the town. Greensboro has an exceptionally high percentage of residents working outside of the county. This is largely attributable to the fact that Greensboro is located on the edge of Orleans County.

According to the 2010 U.S. Census, the total population of Greensboro above the age of 16 was 762 people. According to 2010 American Community Survey 5-Year Estimates, roughly 53% of that population can be considered active members of the labor force and roughly 50% is actually employed. Of the employed residents of Greensboro, the majority was employed in the following 5 NAICS classified industry groups: Education and Social Services; Manufacturing; Retail; Agriculture, Forestry and Fishing; and Management.

Beginning in 2008, the general economy was in a downward trend. The past four years are known collectively as the “Great Recession.” Casualties of this downturn include one of the town’s largest employers, Highland Lodge, which closed its doors in late 2011. The impact of the Great Recession was felt throughout Greensboro’s economy as the construction industry, real estate sector, retail sector, and tourism sector were all depressed.

The unemployment rate in the Northeast Kingdom during the Great Recession spiked, reaching its 20-year high in 2009 with an annual unemployment rate of 7.2 percent which was consistently higher – by around 2 percentage points – than statewide rate. Thus far in 2010, unemployment rates in the Northeast Kingdom have once again trended downward reaching 7.8 percent. In 2005, Greensboro had an unemployment rate of 4.2%. In April of 2012, the rate was 7.6%, while the State of Vermont was at a rate of 4.6%. Orleans county, however, has risen at the faster rate and is still higher than Greensboro – 7.9% in April of 2012. (See Figure 15.)

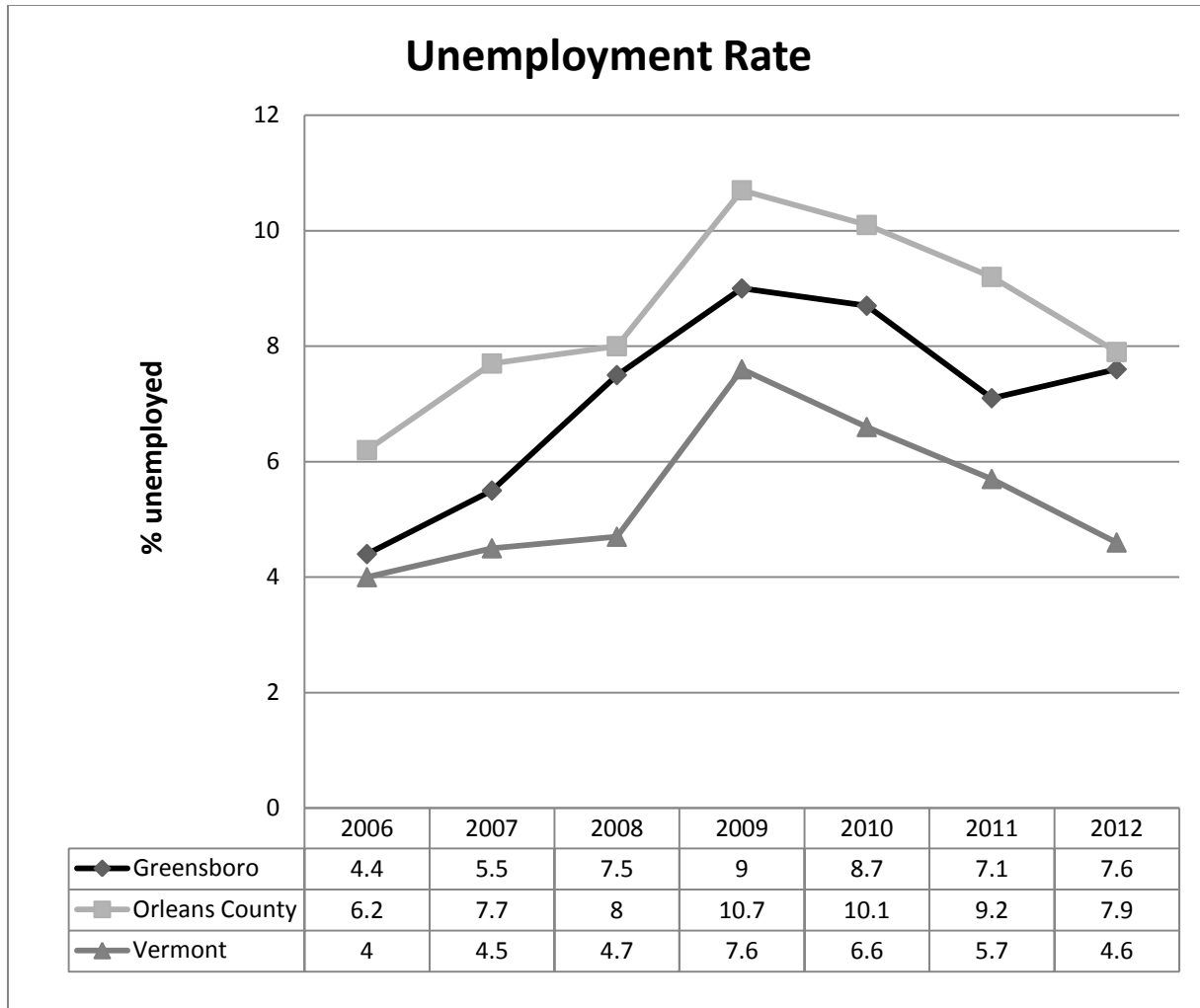


Figure 15

While employers in the Northeast Kingdom have not added much employment in recent years there has been a marked increase in self-employment. Compared with the state and other counties, self-employed workers in the Northeast Kingdom compose a significant share (a third) of total employment in 2011. (NVDA – *Strategic Industries in the Northeast Kingdom*)

Home business and home occupation permits have increased in Greensboro over the past two years. In 2011 and in the first six months of 2012, the Town received and approved seven requests for home businesses. There are a growing number of artisans and artists who have based their work spaces in the town and utilized the Internet to market their products beyond the boundaries of Greensboro. A number of people are also self-employed in the care of the summer homes on Lake Caspian. But the largest increase has been in the local agriculture systems.

Local food markets account for a small but growing share of total U.S. agricultural sales. In the last decade in the U.S., the number of direct farm to consumer sales has more than doubled. Five years ago, there were only 400 farm-to-school programs in the U.S. and today there are over 2000. From 2001 to 2005, the amount of Community Supported Agricultural (CSA) farms in the country has almost tripled.

Typically farms that sell locally are multifunctional, or diversified. Local food markets usually involve small farmers, heterogeneous products, and short supply chains in which farmers also undertake storage, packaging, transportation, distribution, and advertising

Several Greensboro agricultural businesses are part of a model for local agriculture. The Hardwick area food system is a well developed food system built in part on the strong collaborative relationship among food systems businesses working in conjunction with a civically inclined, active community. It is nationally and internationally recognized for its local food system. The Northeast Kingdom towns in this system include Hardwick, Greensboro, Craftsbury, Walden, and Stannard. The Hardwick area also includes the towns of Cabot, Woodbury, Elmore, and Wolcott, from Washington and Lamoille counties. There are also farmers and food systems businesses from Wheelock, Glover, and Albany that partake in Hardwick area food systems activities. In the last 3-5 years, it is estimated that approximately 150 food systems-related jobs have been created in the Hardwick area. (*Regional Food System Plan for Vermont's NEK – NVDA*)

For example, Hill Farmstead Brewery, which only opened in the past two years, is already contemplating an expansion of space and production. Another example is Jasper Hill Farm which had 3 part time employees and 4 full time employees in 2006. In 2007, Jasper Hill constructed the Cellars at Jasper Hill, a world class series of subterranean cheese-aging caves. The production structure was financed in part by a low-interest loan obtained by the Town of Greensboro from the Vermont Community Development Program. Today, in 2012, Jasper Hill Farm has grown exponentially and now employs 30 full time employees and 2 part time employees.

Greensboro is also home to Cate Hill Orchard, New Leaf Designs and Eclectic Nursery, Bien Fait Specialty Cakes, Hazendale farm and farm-stand, Gebbie's Maplehurst farm, Lumsden's dairy farm, Willey's Store, a Greensboro farmers' market, and multiple maple syrup producers, specialty food producers, as well as small scale-farming and dairy operations.

Surprisingly, the Great Recession has not had a negative impact on the median adjusted individual gross income for those who have remained employed. Based on 2010 Vermont State Tax Department figures, the median adjusted individual gross income was \$24,346, just 75% of the Vermont median adjusted gross income of \$32,501. The overall trend has been in Vermont has been slow but there were steady increases in the median incomes between 2000 and 2010. During the same period, the Greensboro median income dipped in 2002 and then began to rise each year. (See Figure 16 and Table 11).

In an effort to assist Greensboro and Greensboro Bend businesses, located in and near the centers of the two villages, in promoting development, and thus increasing Grand List values, the Greensboro Select Board intends to apply for state Village Center Designation (VCD) as an incentive based program designed to preserve smart growth principles. This program gives priority consideration for state grants and tax credits, and can be utilized to encourage reinvestment in appropriate areas, such as public infrastructure.

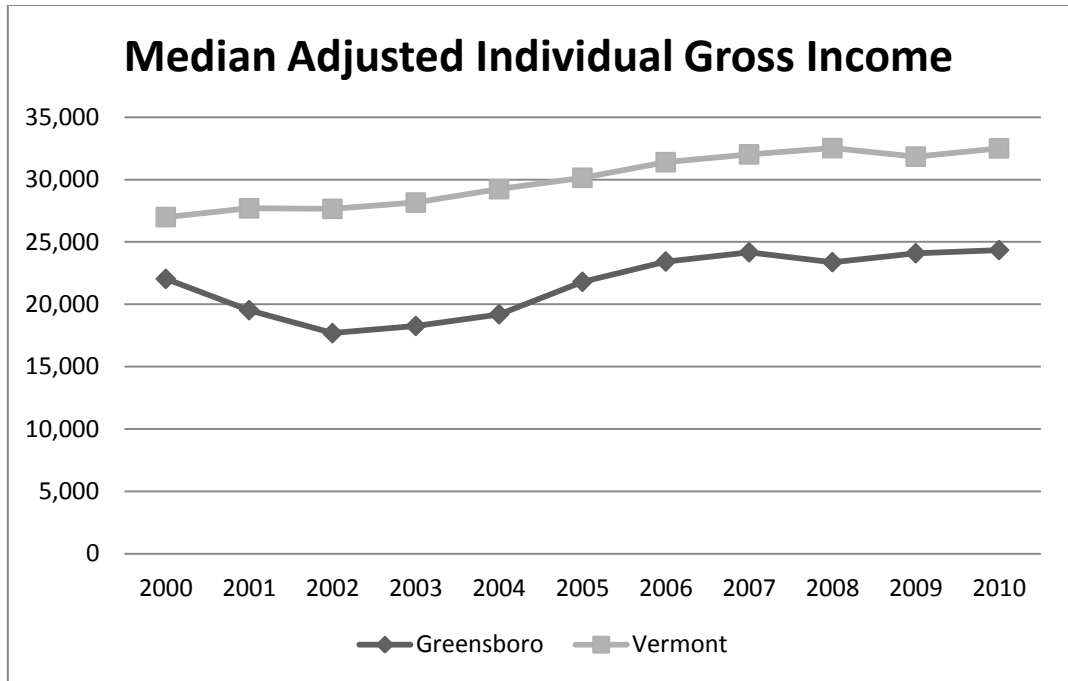


Figure 16: Median adjusted individual gross income of Greensboro residents from 2000 – 2010 (Vermont State Tax Department)

Table 11: Average occupational wages in Greensboro 2010 (Source: Vermont Department of Labor)

Average Wages in Greensboro by NAIC Industry Class (2010)	
Goods Producing	\$ 22,690.00
Manufacturing	\$ 26,617.00
Service Providing	\$ 25,010.00
Trade, Transportation & Utilities	\$ 24,404.00
Retail Trade	\$ 17,328.00
Professional and Business Services	\$ 19,887.00
Education and Health Services	\$ 23,200.00
Leisure and Hospitality	\$ 22,515.00
Other Services	\$ 31,451.00
All Government	\$ 26,215.00

	2000	2000	2006	2006	2012	2012
BUSINESS	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time
Bien Fait Specialty Cakes					2	3-4
Cassie's Corner (Summer)			1	6	0	6
Circus Smirkus	11	150 all VT	6	100 all VT	8	3
Clean Yield	3	1	3	1	1	1
Country Club (Summer)	2	11	0	9	4	5
D & L Maintenance			7	2	4	0
Eastern Garage					2	1
Four Seasons of Early Learning	6	6	10	15	8	3
Gebbie's Maplehurst Farm			3		5	2
Greaves Dairy Equipment	5	3	4	0	2	1
Greensboro Animal Hospital					1	1
Greensboro Bend Post Office	2	2	2	2	2	1
Greensboro Garage	6	1	8	0	6	2
Greensboro Library	0	5	0	4	0	4
Greensboro Nursing Home	37	13	32	18	32	24
Greensboro Post Office	2	1	2	0	2	1
Hazendale Farm (seasonal)	3	5	0	6	1	4
Highland Lodge (Summer)	40	5	10	60	1	0
Highland Lodge (Winter)	15	10	15	10	1	0
Hill Farmstead Brewery					2	1
Jasper Hill Farm			4	3	30	5
Lakeview Inn					0	2
Lakeview Union	11	16	14	10	18	6
Lamoille Valley Lumber					1	0
Mackin Builders	2	0	2	1.5	2	2
Miller's Thumb (Summer)	1	4	2	3	2	2
Northco Land Management					18	0
Northern Vermont Traffic					8	4
New Leaf Designs			2	0	1	0
Russell Hislop (Summer)	2	2	2	0	0	2
Smith's Grocery	2	2	0	2	5	3
Town Government & Road	5	2	5	5	5	3
Urie Farm. (Brett & Marjorie)			1-2		1-2	
Vermont Daylilies	1	1	0	3	0	2
Warren Hill Trucking	7	1	6	1	6	1
Watson Agency	5	3	0	2	<i>Moved</i>	
Willey's Store		15	8	25	5	20-25
William Smith Real Estate						1
Wonder & Wisdom			0	6	1	6
Totals	168	259	150	295	187	124-130

Table 12: Employment Opportunities in Greensboro – Full and Part Time Employers: 2000-2012

A. Economic Development Goals

The Town of Greensboro adopts the following economic development goals:

1. to create a diverse local economy that supports Greensboro's rural traditions;
2. to increase the number of good paying local jobs;
3. to attract small scale, non-polluting industries;
4. to facilitate telecommuting by supporting aesthetically acceptable telecommunication infrastructure;
5. to support existing employers.

B. Economic Development Policies

In order to achieve these economic development goals the Town of Greensboro shall:

1. support the Hardwick Area Chamber of Commerce in its work to understand the needs of existing employers, seeking ways local towns can meet those needs, and working with regional and state officials to recruit new employers to the area.
2. support and work with NVDA (Northeastern Vermont Development Association) to attract employers to the region;
3. work with internet providers to understand and overcome the challenges of providing high-speed internet access in Greensboro;
4. actively research and pursue options that would stimulate more commercial activity in the Greensboro Bend district, including utilizing appropriate buildings for light manufacturing, cooperative office, or commercial space;
5. create a local area marketing cooperative for artisans, craftspeople, performers, and tourism providers.
6. improve parking capabilities for businesses in the Greensboro villages.
7. consider applying for Village Center Designation for Greensboro Village and for Greensboro Bend.

Section 12

Recreation

Greensboro is a recreation destination. Its population nearly triples during the summer months as the seasonal cottages fill with owners and renters and the Lakeview Inn fills its room by hosting special events. Visitors are attracted to Caspian Lake, Eligo Lake, the rural landscape, Mountain View Country Club, concerts, Circus Smirkus, and art galleries. Caspian Lake is renowned for its clarity and the public beach provides both boat and swimming access.

Popular summer sports include biking, hiking, swimming, fishing, boating, golf and tennis. Winter sports include ice fishing, skiing, snowshoeing, and snowmobiling. Gebbie's rope tow provides downhill skiing on a limited basis. The cross-country ski trails and snowshoe trails, groomed by the Highland Lodge for nearly 40 years and skied on by landowners' permission, were in jeopardy after the winter closing of Highland Lodge in 2011. However, the trail system continued to be available for the 2011-2012 season due to the efforts of the "Greensboro Save the Trails" committee and the Craftsbury Outdoor Center. The committee was an informal group of 31 volunteers who planned the winter program, clipped and cleared trails, and raised funds to cover trail-grooming costs. The grooming was provided by the Craftsbury Outdoor Center. The ski shop was staffed by volunteers on weekends and during vacation weeks and a free shuttle was offered by the Craftsbury Outdoor Center. The committee is planning on expanding the program for the 2012-2013 season. There is also a plan for a future cross-country ski trail, "The Kingdom Lakes Trail" which will connect Barton, Craftsbury, Greensboro and Hardwick.

Lakeview Union Elementary school, after running their own cross-country ski program with the help of Highland Lodge for over 35 years, now travels to the Craftsbury Outdoor Center for instruction once a week.

The Mountain View Country Club, with seven clay courts and one of the oldest nine-hole golf courses in Vermont, encourages all to become members and charges nominal fees for visitors.

Wonder and Wisdom is a non-profit organization which provides after-school activities for children and field trips for seniors (known as the Senior Trotters) and hosts summer day camps for school-age children. Many of the summer day camps are in cooperation with the Porter Brook Nature Center which is based out of the Highland Lodge property.

The People Barn provides classes in pilates and yoga on a year-round basis. The Greensboro United Church of Christ hosts classes in Tai Chi.

Other recreation activities which occur in Greensboro are baseball/softball and soccer games at the Tolman's Corner field, contra-dances, and the summer swimming lessons at the public beach on Caspian Lake. Greensboro Bend is the location of a public playground with a basketball court.

Snowmobilers utilize the VAST snowmobile trail which winds through Greensboro with landowners' permission from the Circus Barn to Campbell's Corner and over Cook's Hill into Hardwick.

The town is also the location of two Nature Conservancy walking/hiking trails. The trail at the top of Barr Hill Nature Preserve is utilized often throughout the year. The trail to Long Pond is not utilized as often but provides access to the side of Long Pond opposite the state-owned boat access. Long Pond also has a Class IV road which accesses the boat access and this road is often used as another walking/hiking trail. There is also a popular nature trail at Highland Lodge which is used on a year-round basis.

The town's recreation budget for fiscal year 2010-2011 was reduced from \$3000 to \$1000, but future appropriations may be higher to address expanded recreation needs. In particular, the Town of Greensboro, using recreation funds, purchased the Caspian Lake Grange #382 building in 2012. The intention is to convert the historical Grange building into a 3-season community function hall and public recreation space.

A. Recreation Goal

The Town of Greensboro adopted the following recreation goal:

1. to ensure that recreation provides enrichment and improves the health and quality of life for all Greensboro residents and visitors.

B. Recreation Policies

In order to achieve these recreation goals the Town of Greensboro shall:

1. improve the recreation facilities in Greensboro Bend;
2. support public access to winter recreation trails and summer hiking trails, including the Highland Lodge trails, and Lamoille Valley Rail-Trail;
3. support senior recreation activities;
4. support the swimming lesson program;
5. work with the Mountain View Country Club to provide golf and tennis facilities to visitors at reasonable rates;
6. work with the Town of Hardwick to protect the integrity of the public beach;
7. create more public recreation trails in town;
8. develop a recreational path on the Willey Beach property and provide access for Greensboro residents and visitors.

Section 13

Flood Resiliency

Vermont Statutes Act No. 16 became effective on May 6, 2013. It is an act relating to municipal and regional planning and flood resilience. It states that as of July 1, 2014, municipal and regional planning must contain a Flood Resilience Element. This chapter must identify flood and fluvial erosion hazard areas and designate those areas to be protected, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forests to reduce the risk of flood damage to infrastructure and property. It must also recommend policies and strategies to protect the town from flooding.

Existing Conditions

The Town of Greensboro is located in two watershed areas. The northwestern side of Greensboro is located in the southern tip of Basin 17 – the Lake Memphremagog drainage basin, which includes three main rivers in the U.S. portion of the basin – the Black, Barton and Clyde Rivers. Eligo Lake, Whitney Brook and Whetstone Brook are part of the Black River watershed.

The central and eastern sides of Greensboro are located in the Lamoille River Basin. The central portion has Caspian Lake and Greensboro Brook, as well as the four major tributaries into Caspian Lake – Cemetery Brook, Bachelor Brook, Tate Brook, and Porter Brook. The eastern side of Greensboro has the actual Lamoille River, with the associated tributaries - Mud Pond Brook, Paine Brook, Sawmill Brook, Withers Brook, Esdon Brook, Stanley Brook. The mainstem of the Lamoille River originates in the northwest corner of the Town of Wheelock, at the outlet of Horse Pond (which is located in Greensboro). It flows 84.9 miles in a generally westerly direction until it empties into outer Mallett's Bay of Lake Champlain ten miles north of Burlington. From its headwaters to the mouth, the river descends approximately 1,200 feet and drains a 706 square mile watershed.

In Greensboro, a great amount of scientific research has been done on the associated river basins. In March 2006, the State released the Basin 17 – Lake Memphremagog Watershed Assessment Report (http://www.vtwaterquality.org/mapp/docs/mp_basin17.assessment_report.pdf) In February 2009, the

State also released the Upper Lamoille River Stream Geomorphic Assessment Phase 2 Report (http://anrnode.anr.state.vt.us/SGA/report.aspx?repid=34_P2A&option=download). In 2014, the Caspian Lake Feeder Stream Study was released by the Greensboro Land Trust in conjunction with the Agency of Natural Resources. In late 2014, the State of Vermont released its preliminary river corridor maps for Greensboro.

Flood Risks in Greensboro

The villages of Greensboro and Greensboro Bend, although part of the same township, have vastly different topographies. The village of Greensboro lies at a much higher elevation with the majority of its streams and brooks feeding into Eligo and Caspian Lakes. Eligo Lake, which lies partially in the townships of Greensboro, Craftsbury, and Hardwick, is the end of Basin 17. Caspian Lake feeds Greensboro Brook whose flow is controlled by a dam and gate that is controlled by Hardwick Electric Department. The gate is set so that Caspian Lake may rise by a foot without increasing flow to Greensboro Brook, which allows for most any water increase due to a large storm. Greensboro Brook flows into the Lamoille River south of the Village of Greensboro Bend. According to the State of Vermont Flood Ready maps, the village of Greensboro is within the flood zone of the Greensboro Brook, although no record of major flooding has happened since the installation of the dam and gate.

Greensboro Bend lies much lower in elevation to the South East of Greensboro Village. The Lamoille River flows parallel to Main Street and poses the most threat to flood damage within the Town of Greensboro. According to the State of Vermont's Flood Ready maps, 26 of the 40 buildings/homes that make up the village of Greensboro Bend lie within the flood zone.

In Greensboro, the rivers and streams become swollen in the hours after a particularly large thunderstorm or after several days of slow, steady rain. If the water is already "running high" due to the melting of the winter's snowpack, the effect of these rainfall events are even more pronounced.

Additionally, if large sheets of ice or woody debris are "floated" by this rising water, they can form ice-jams or debris-dams at sites where the water is constricted by a sharp bend or a bridge. Once formed, these jams/dams can be long lasting and difficult to remove. The damage to built structures caused by being submerged by water and/or rammed by ice sheets/trees can be enormous. Also, there is the increased risk to human life and property due to these road closures because this impairs the response of fire and rescue emergency vehicles.

Although the Lamoille River and the Greensboro Brook run through both village centers, the Federal Emergency Management Agency (FEMA) has had 0 claims and 0 pay outs for the village centers in Greensboro since 1978. All flood damage that has resulted in FEMA claims and payouts has occurred from smaller brooks and streams causing damage to the gravel secondary roads. Since 1999, Greensboro has had 5 declarations resulting in an outlay of \$187,165.92 in FEMA funds. Currently, there are only three properties which have purchased FEMA flood insurance.

Floodplains

The most important function of a floodplain is the storing of runoff during heavy and spring thaws, thus slowing the velocity of water flowing downstream. The resultant gradual release of stormwater minimizes erosion, streambank scouring and downstream flooding. Floodplains also provide important recreational, agricultural, aesthetic, drainage, and wildlife functions. The continuation of each of these functions requires consideration of the watercourses and their associated shorelines when designing for construction in their vicinity.

Currently, most of the flood plain within Greensboro Village is developed; fortunately, the Lake and its dam and gate system act as the flood plain.

Greensboro Bend, on the other hand, has a large undeveloped flood plain south of the village. The Town of Greensboro zoning bylaw restricts development within this floodplain.

River Corridors

About two-thirds of Vermont's flood-related losses occur outside of mapped floodplains, and this reveals the fundamental limitations of the FEMA Flood Insurance Rate Maps (FIRM)s: A mapped floodplain makes the dangerous assumption that the river channel is static, that the river bends will never shift up or down valley, that the river channel will never move laterally, or that river beds will never scour down or build up.

In reality, river channels are constantly undergoing some physical adjustment process. This might be gradual, resulting in gradual stream bank erosion or sediment deposit – or it might be sudden and dramatic, resulting in a stream bank collapse. The losses experienced during the May 2011 storms and Tropical Storm Irene were most often related to the latter. In fact, this type of flood-related damage occurs frequently in Vermont, due in part to the state's mountainous terrain.

Land near stream banks is particularly vulnerable to erosion damage by flash flooding, bank collapse, and stream channel dynamics. The Vermont Department of Environmental Conservation, Agency of Natural Resources has identified river corridors, which consist of the minimum area adjacent to a river that is required to accommodate the dimensions, slope, and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition. In other words, the river corridor provides "wobble room" for a stream as its channel changes over time. Keeping development out of the river corridors therefore reduces vulnerability to erosion. The Town of Greensboro prohibits construction of new structures or removal of healthy trees within 50' of rivers and streams.

Among these river corridors are the four major tributaries which run into Caspian Lake. Cemetery Brook on the northwest corner, Bachelor Brook just south of Cemetery Brook, Tate Brook on the North Shore, and Porter Brook on the northeastern corner. These tributaries are fed by many permanent or seasonal

streams. They are sources of erosion and siltation in Caspian Lake. Over the last 15+ years large deltas have formed at their Caspian Lake outlets. The Greensboro Land Trust has created a committee to study these streams. Their recommendations are similar to the suggested goals and strategies at the end of this chapter.

Uplands and Wetlands

Proper management of upland areas also plays an important role in flood hazard management. Limiting clearing of upland slopes will help attenuate flood flows and reduce stormwater runoff. Greensboro's forest cover, particularly in areas with steep slopes and high elevations (where headwaters are located) should be protected. Conservation easements and enrollment in the Current Use Program may be an effective way to protect existing forested cover. A large portion of the upland area in Northern Greensboro has already been zoned as the Resource District. This district encompasses Long Pond, Mud Pond, Horse Pond, and a multitude of brooks and streams. The purpose of this zoning district is to preserve the natural features and habitats with a 25 acre minimum residential density requirement.

Wetlands also have the capacity to retain significant amounts of water. The State of Vermont regulates activities in and adjacent to wetlands. These rules apply to the wetlands and associated buffer zones within 100 feet of Class 1 wetlands, and 50 feet of Class II wetlands. Any activity in a Class I or II wetland requires a state permit. Greensboro's wetlands are dispersed throughout the area of the town.

Flash Floods

Other flood hazards result from flashflood situations in particular along steeper stream sections. Clearing of vegetation in cover and constructing impervious surfaces, like roofs and parking lots, increases storm runoff particularly in higher elevations. To prevent flash flood situations, developments cannot increase the volume or velocity of streams. Channelizing and straightening streams increases stream velocity and increases the risk of flash floods. Many times roads and driveways up steep hills create perfect conditions for flash floods because they are designed to rapidly drain water from the surface and send it downhill in a straight steep ditch. The State of Vermont's Better Backroads Program provides road standards to avoid erosion and flash floods resulting from road design and construction.

FEMA Flood Insurance Rate Maps (FIRMS)

To identify a community's flood risk, FEMA uses data to create the flood hazard maps that outline your community's different flood risk areas. Some floodplain areas are shown as high-risk areas or Special

Flood Hazard Areas (SFHAs). Some parts of floodplains may experience frequent flooding, while others are only affected by severe storms. However, areas directly outside of these high-risk areas may also find themselves at considerable risk. Changing weather patterns, erosion and development can affect floodplain boundaries. FEMA is currently updating and modernizing the nations FIRMs. These digital flood hazard maps provide an official depiction of flood hazards for each community and for properties located within it. Unfortunately, it has been 30 years since the Effective Date for the FIRMs for Orleans County and no updates are presently scheduled. The FIRM for Greensboro dates to September of 1985.

On Greensboro’s FIRM, “Areas of Special Flood Hazard” consist of areas known as the “100-Year Floodplain.” These areas, according to FEMA, have a 1% or greater chance of flooding in any given year, based on historic data. This definition, however, cannot predict the likelihood or frequency of future flooding. In fact, a “100-year flood event” can occur several times over the course of just five years. Flooding can and does occur in areas outside the areas delineated on FEMA maps. In fact, the 1985 FIRM notes that it “does not necessarily identify all areas subject to flooding, particularly from local drainage sources of small size, or all planimetric features outside the Special Flood Hazard Areas.”

Greensboro participates in the National Flood Insurance Program and regulates development in the flood hazard areas according to the minimum standards established by FEMA. These regulations control the use and construction of structures in the flood hazard areas. An important benefit to adopting the rules is that it allows all property owners in Greensboro to purchase flood insurance – whether or not the property is located in a Special Flood Hazard Area (SFHA). Homeowner’s insurance policies do not cover flood damage.

Greensboro currently regulates development in the SFHA in accordance with FEMA’s minimum standards. If new development is to occur in the SFHA, it must meet certain standards, such as elevation and floodproofing.

Culverts and Bridges

The combination of roads, steep slopes, and running water not only constitute areas of higher road erosion risk, it also often marks areas where the Town of Greensboro has installed and maintained culverts and bridges. The Vermont Online Bridge and Inventory Tool (VOBCIT) database shows that Greensboro has 582 culverts, of which 355 are in Good condition and 152 are in Fair condition. Only 65 culverts are in “Poor” condition and none are in Critical or Urgent condition.

Poor means that at least 25% of the culvert was open at the time it was assessed. This is due to sediment load which is deposited during storm events. Undersized or “plugged” culverts even result in storm runoff flowing over the road or highway, rather than under it, and damaging or even washing out the roadway. The Northeastern Vermont Development Association (NVDA) annually assists towns in updating their culvert data by hiring consultants to do the field work using GIS and then uploading this to the VOBCIT. The VTrans Maintenance Districts ideally want an inventory done every three years, but

NVDA can only do 4-5 towns per year. NVDA is working to get towns to use VOBCIT to input their annual updates so that they will always have an up-to-date inventory.

NVDA did a VOBCIT training in January 2014 which was attended by the Town Clerk of Greensboro. Since that training, the Town of Greensboro has been inputting their annual updates on VOBCIT.

There are 14 bridges on town highways listed in the VOBCIT database, but the condition, year built and other specifics have not been entered in the database.

Critical Facilities

Critical facilities are essential to a community's resilience and sustainability. In general, there are two kinds of facilities that a community would consider "critical" during and after a flood:

- 1) Those that are vital to the health and safety of the public before, during, and after a flood, such as emergency responders, schools, and shelters; and
- 2) Those that, if flooded, would exacerbate the problem, such as a hazardous materials facility, power generation facility, water utilities, or wastewater treatment plant.

Because they are defined by their ability to quickly and efficiently respond to and recover from floods, critical facilities should never be flooded, and their critical actions should never be conducted in floodplains if at all avoidable.

Greensboro does not have any critical facilities in the Special Flood Hazard Area or in the recently delineated river corridors.

The Cost of Flooding in Greensboro

Many people think that if they do not live near a river or the coast, they are not in danger of flooding, giving them a false sense of security. Floods are the number one natural disaster in the United States and in a high-risk area, your home is more likely to be damaged by flood than by fire. For a 1,000 square foot home built on a concrete slab, the average cost of being subjected to only a six inch flood is \$20,150 (National Flood Insurance Program). The high cost associated with even a "minor" floods helps to explain why flooding in Vermont accounted for 67% (\$626 million) of the losses due to Hazard Events between 1960 and 2009.

Table 13: Flood-Related Declarations and FEMA Public Assistance, 1999 to Present

FEMA Declaration #	Declaration Date	Description	Total FEMA Public Assistance Received
FEMA-DR-1307	November 1999	Severe Storm (Debris Removal)	\$4,679.34
FEMA-DR-3167	April 2001	Snow (Removal)	\$4,287.51
FEMA-DR-1715	August 2007	Severe Storm (Overlook Rd, Gebbie Rd, Garvin Hill Rd, White Rd, Eligo Lake Rd, Hanks Hill Rd, Lakeview Rd, Lapierre Rd, Hillcrest Rd, Taylor Rd, Harrington Rd)	\$131,233.65
FEMA-DR-1995	June 2011	Severe Storm (White Rd, Cemetery Ridge, Baker Hill)	\$11,823.68
FEMA-DR-4022	September 2011	Tropical Storm Irene (Gebbie Rd, Gonyaw Rd, Atherton Rd)	\$35,141.74
		Grand Total	\$187,165.92

Source: Fema.gov. FEMA and the Federal Government cannot vouch for the data or analyses derived from these data after the data has been retrieved from the Agency's website.

Emergency Relief and Assistance Fund (ERAF)

When a community requires public assistance, FEMA funds generally cover 75% of the loss. To date, Vermont's Emergency Relief and Assistance Fund (ERAF) has provided half of the matching funds (about 12.5%) required by FEMA, and the town has assumed the remainder of the cost. In October 2014, however, new legislation tied the State's percentage of ERAF funding to specific local initiatives to reduce flood-related risks and prepare for emergencies.

For federally declared disasters that occur after October 23, 2014, ERAF will contribute half of the required match only if the town has taken all the following steps to reduce flood damage:

- Adopt the most current Town Road and Bridge Standards (which can be found in the VTrans Orange Book: Handbook for Local Officials).
- Adopt flood regulations that meet the minimum standards for enrollment in the National Flood Insurance Program.
- Maintain a Local Emergency Operations Plan (adopt annually after town meeting and submit before May 1).
- Adopt a FEMA-approved Local Hazard Mitigation Plan.

Otherwise, the level of State funding will be reduced to 30% of the remaining match, which will usually be about 7.5% of the total cost of the loss.

The Town of Greensboro does not currently have a current Local Hazard Mitigation Plan, but the Northeastern Vermont Development Association (NVDA) recently received funding to develop a new plan. Once approved by FEMA, the town will be eligible to receive FEMA funds to mitigate risks or to purchase generators.

A. Flood Resilience Goals

The Town of Greensboro adopts the following flood resilience goals:

1. to mitigate Greensboro’s flood hazards;
2. to minimize the risk exposure and associated expense to Greensboro residents;
3. to ensure that the Town and its facilities are prepared to meet the demands of the next flood;
4. to ensure that the Town can receive the maximum outside assistance in the event of the next federally declared disaster.

B. Flood Resilience Policies

In order to achieve these flood resilience goals the Town of Greensboro shall:

1. identify and protect Greensboro’s natural flood protection assets, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forested areas;
2. adopt flood hazard regulations that, at a minimum, ensure eligibility for flood insurance through the National Flood Insurance Program;
3. review and evaluate statewide river corridor information. Consider adopting regulations that will protect erosion-prone and floodwater storage areas from additional development and encroachment;
4. maintain and regularly update the Local Emergency Operations Plan;
5. continue to meet the VTrans Road and Bridge standards. Participate in regional road foreman trainings and Transportation Advisory Committee meetings to stay abreast of flood resilience measures for the Town’s roads and bridges;
6. attempt to achieve yearly updating of the Town’s transportation infrastructure information in the Vermont Online Bridge and Culvert Inventory Tool.
7. identify and replace undersized and failing culverts;

Section 14

Regional Impact

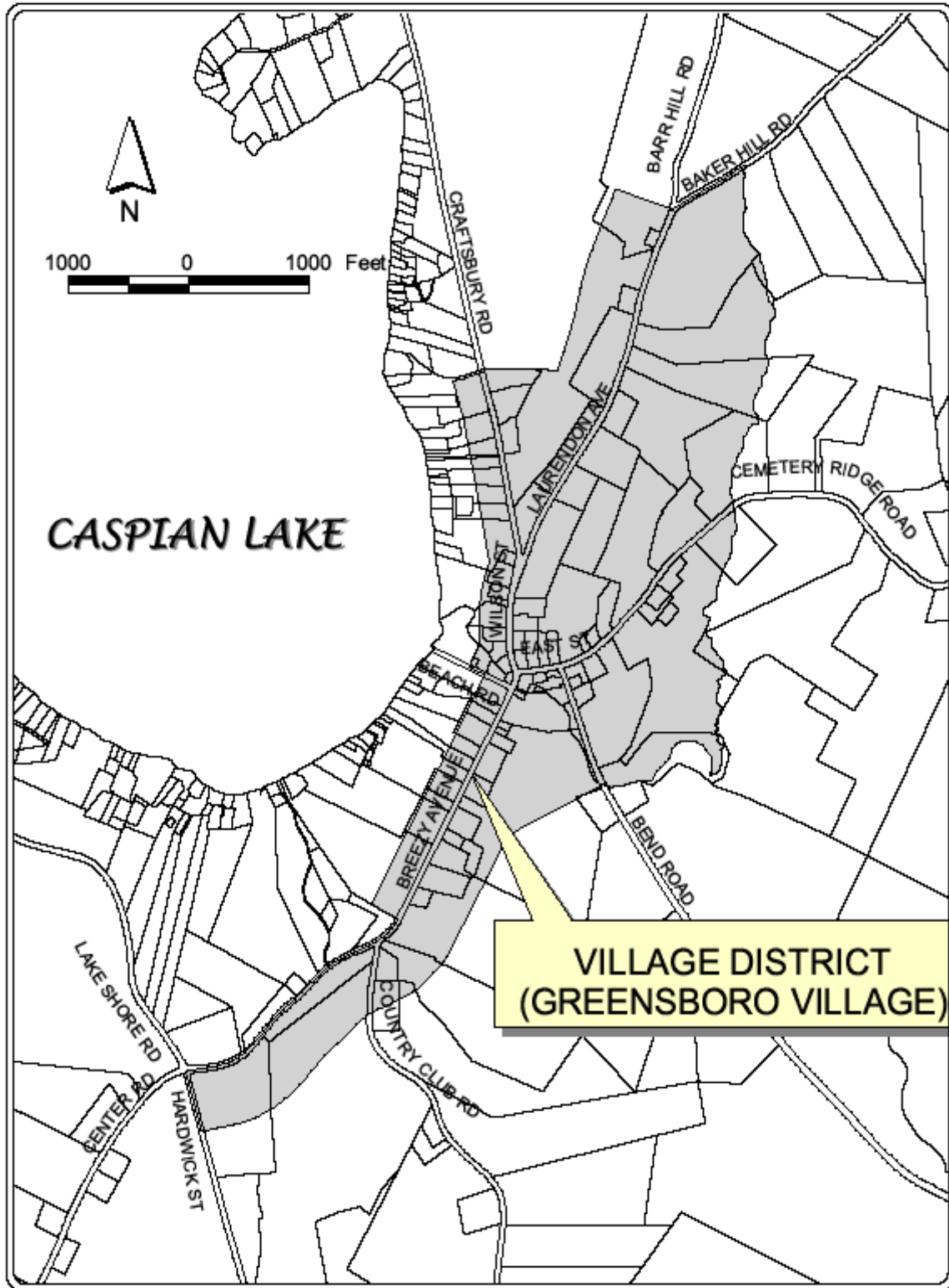
A Planning Commission Subcommittee should be formed to deal with issues of a regional character. This committee should be prepared to work with other committees and groups from neighboring towns. It should be specifically charged with the following:

- Establishing a relationship with neighboring communities that allows us to address areas of mutual interest and develop goals with mutual benefits;
- Approaching economic development in a regional manner, which should operate to the benefit of all communities concerned;
- Encouraging an exchange of minutes and other information between the Selectboard, Planning Commission and other Greensboro boards, with similar boards in neighboring communities.

Appendix I

Zoning Districts Map

Greensboro Village District - Map



Greensboro Village District – Boundary Description

Being all and the same land which lies within the following bounds:

beginning at a culvert where the center of Stanley Brook intersects with the center of Baker Hill Road (a part of Town Road #8);

thence southerly along the center of Stanley Brook to its intersection with the center of the Outlet Brook (Greensboro Brook) which flows southeasterly from Caspian Lake;

thence upstream in a general northerly and westerly direction along the center of the said Outlet Brook to the center of a culvert at its intersection with the center of The Bend Road (Town Road #1);

thence westerly along a straight line perpendicular to The Bend Road to a point which lies 500 feet southeasterly of the center of Breezy Avenue (a part of Town Road #2);

thence in a general southwesterly direction and running parallel with and 500 feet southeasterly of the center of Breezy Avenue to an intersection with the center of Hardwick Street (also a part of Town Road #2);

thence northerly along the center of Hardwick Street to its intersection with the center of Breezy Avenue at the cross-road intersection known as "Tolman's Corners;"

thence in a general northeasterly direction along the center of Breezy Avenue to its intersection with the southeasterly extension of the northerly boundary of a parcel of land now or formerly owned by one Moffatt and identified on the Greensboro Tax Map as parcel #41 in Block #22 of Map #23;

thence westerly along said Moffatt property line to a point which lies 250 feet from the center of Breezy Avenue;

thence northerly along a line parallel with and 250 feet westerly of the center of Breezy Avenue to the center of Beach Road (Town Road #53);

thence westerly along the center of Beach Road to its intersection with the southerly extension of the easterly boundary of the public beach property;

thence northerly along the said public beach boundary to a point in the center of the Outlet Brook which lies approximately 250 feet westerly of the center of Wilson Street (a part of Town Road #1)

thence northerly along a line parallel with and 250 feet westerly of the center of Wilson Street and Craftsbury Road (both being parts of Town Road #1) to the center of High Pines Road (a private way);

thence easterly along the center of High Pines Road to its intersection with the center of Craftsbury Road;

thence northerly along the center of Craftsbury Road to its intersection with the westerly extension of the northerly boundary of a parcel of land now or formerly owned by one Folino and identified on the Greensboro Tax Map as parcel #26 in Block #21 of Map #23;

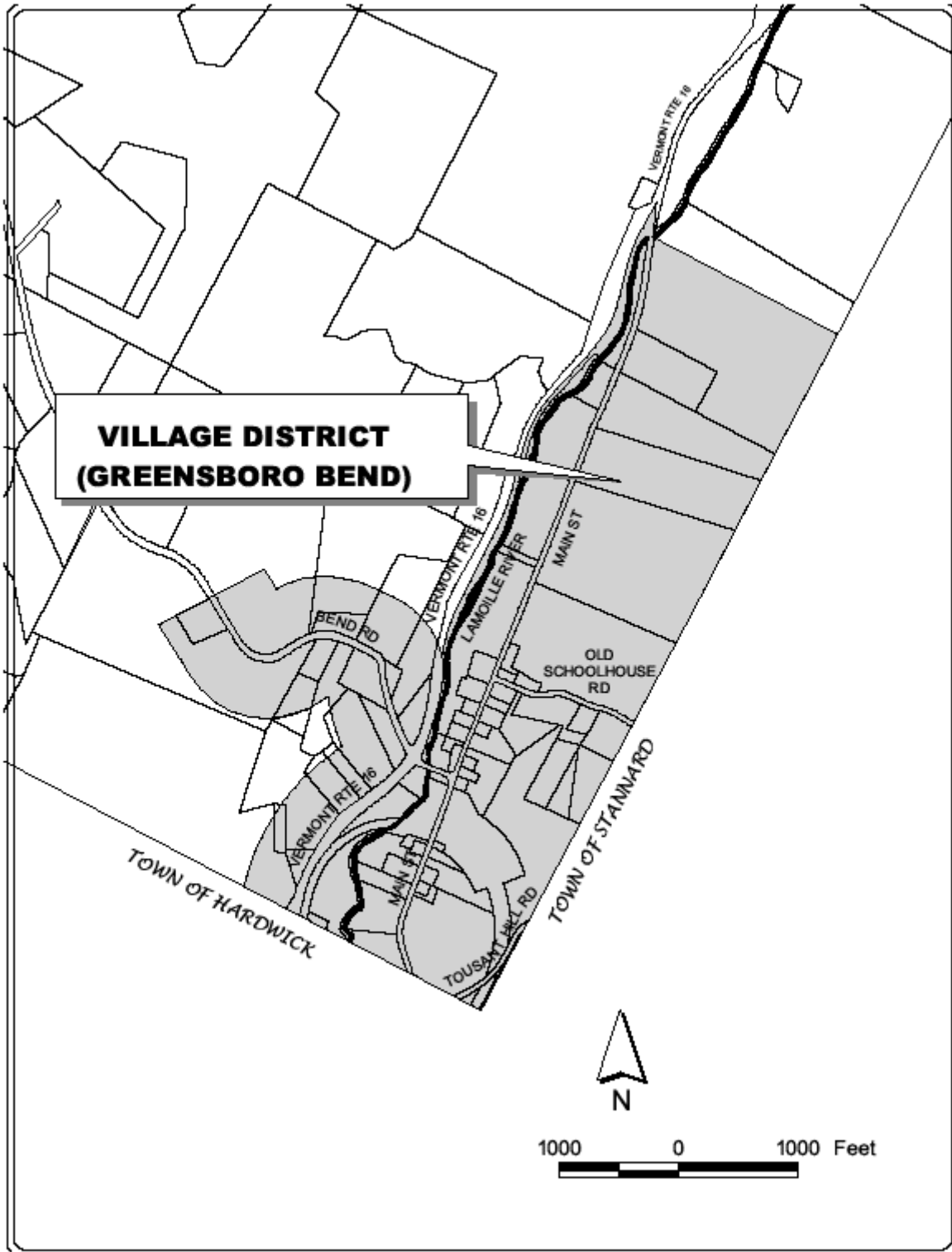
thence easterly along the said Folino property line and an extension thereof to a point lying 500 feet westerly of the center of Lauredon Avenue (a part of Town Road #8);

thence northerly along a line parallel with and 500 feet westerly of the center of Lauredon Avenue to a point which lies 500 feet westerly of the centerline intersection of Lauredon Avenue, Baker Hill Road, and Barr Hill Road;

thence easterly in a straight line 500 feet to the said intersection;

thence northeasterly along the center of Baker Hill Road to the point of beginning.

Greensboro Bend Village District - Map



Greensboro Bend Village District – Boundary Description

Being all and the same land within the following bounds;

beginning at the point where the Greensboro, Stannard, Walden and Hardwick town lines converge;

thence westerly along the Hardwick town line to a point 500 feet westerly of Vermont Route 16;

thence northerly along a line parallel to and 500 feet westerly of Vermont Route 16 to a point 500 feet southerly of Town Road #1;

thence westerly along a line parallel to and 500 feet southerly of Town Road #1 to a point perpendicular to and 500 feet southerly of the point at which the E. and A. Mercier westerly property line abuts Town Road #1;

thence from said point along a straight line perpendicular to Town Road #1 for a distance of 1000 feet to a point 500 feet northerly of Town Road #1;

thence easterly along a line parallel to and 500 feet northerly of Town Road #1 to Vermont Route 16;

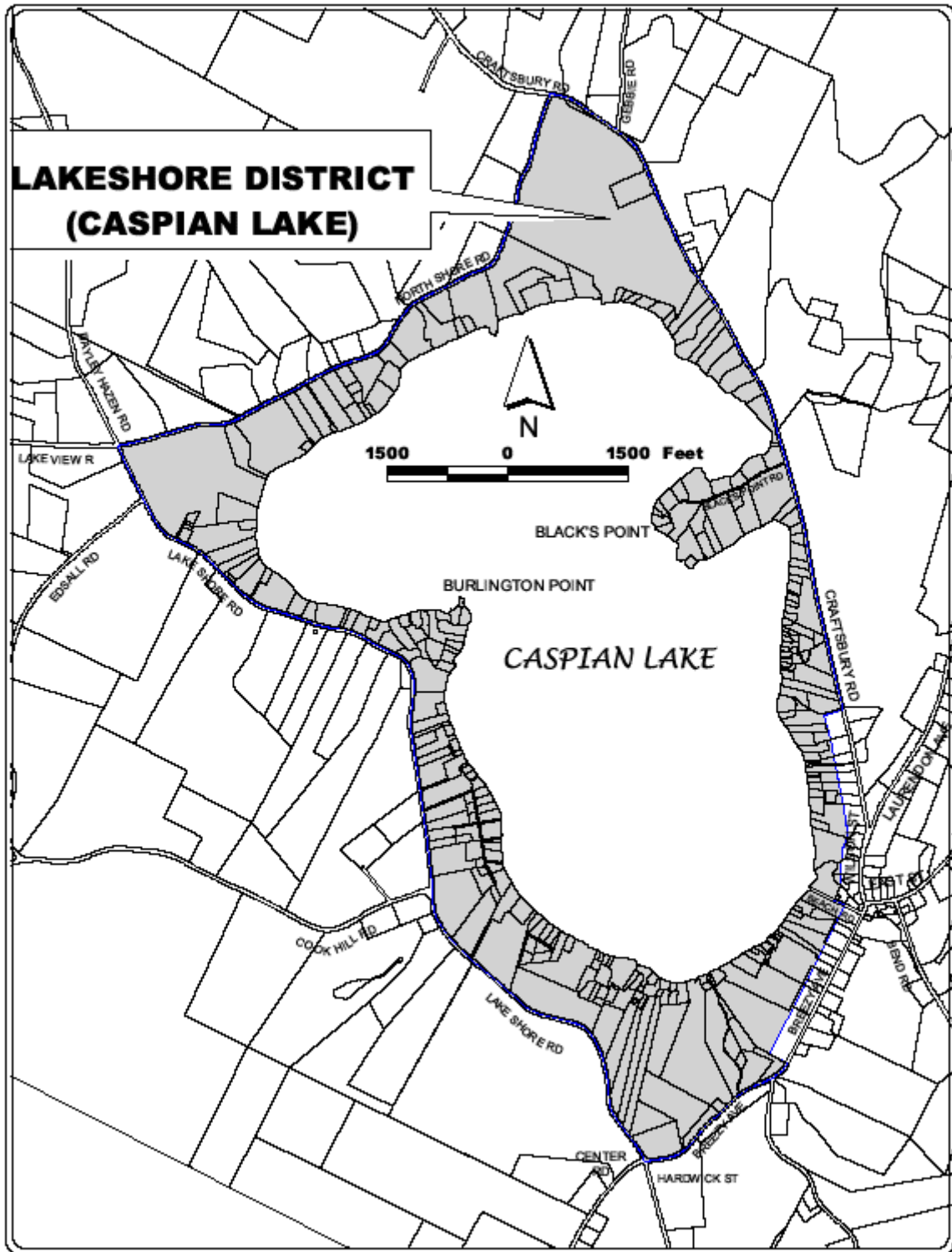
thence northerly along Vermont Route 16 to its intersection with Town Road #4;

thence southerly along Town Road #4 to the culvert where the Lamoille River passes under Town Road #4;

thence easterly in a straight line from said culvert and perpendicular to the Stannard Town line;

thence southerly along the Stannard Town line to the point of beginning.

Caspian Shoreland Protection District - Map



Caspian Shoreland Protection District – Boundary Description

Being all and the same land surrounding Caspian Lake which lies within the following bounds:

beginning at “Tolman’s Corners” at the centerline intersection of Breezy Avenue (a part of Town Road #2) and Lake Shore Road (a part of Town Road #5);

thence in a general northeasterly direction along the center of Breezy Avenue to its intersection with the southeasterly extension of the northerly boundary of a parcel of land now or formerly owned by one Moffatt and identified on the Greensboro Tax Map as parcel #41 in Block #22 of Map #23;

thence westerly along said Moffatt property line to a point which lies 250 feet from the center of Breezy Avenue;

thence northerly along a line parallel with and 250 feet westerly of the center of Breezy Avenue to the center of Beach Road (Town Road #53);

thence westerly along the center of Beach Road to its intersection with the southerly extension of the easterly boundary of the public beach property;

thence northerly along the said public beach property to a point in the center of the Outlet Brook which lies approximately 250 feet westerly of the center of Wilson Street (a part of Town Road #1);

thence northerly along a line parallel with and 250 feet westerly of the center of Wilson Street and Craftsbury Road (being both parts of Town Road #1) to the center of High Pines Road (a private way);

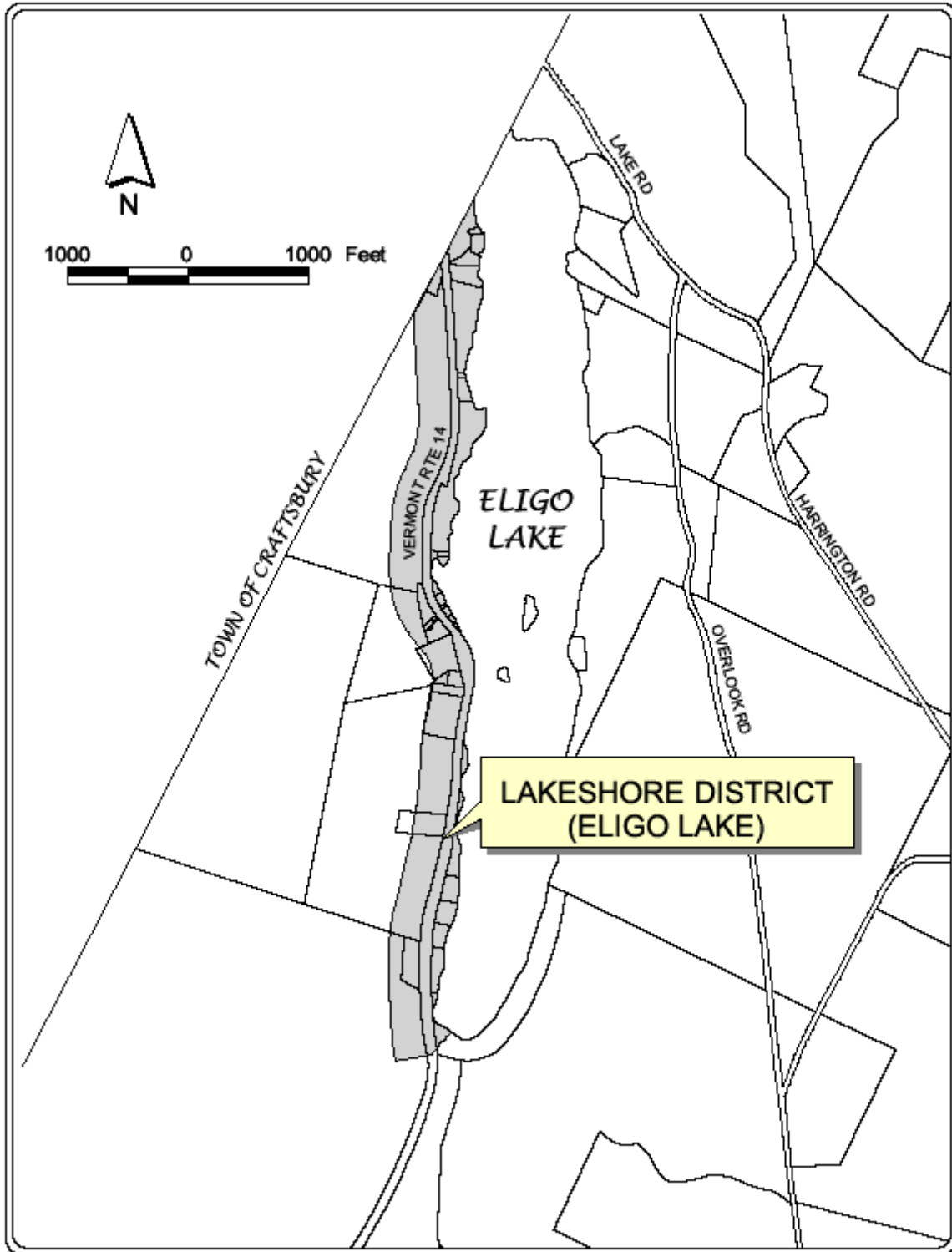
thence easterly along the center of High Pines Road to its intersection with the center of Craftsbury Road;

thence northerly along the center of Craftsbury Road to its intersection with the center of North Shore Road (a part of Town Road #5);

thence westerly along the center of North Shore Road to its intersection with the center of Lake Shore Road (also part of Town Road #5);

thence southerly along the center of Lake Shore Road to the point of beginning.

Eligo Shoreland Protection District - Map



Eligo Shoreland Protection District – Boundary Description

Being all and the same land within the following bounds:

beginning at the intersection of the Craftsbury Town line and the westerly edge of Eligo Lake;

thence southerly along the edge of Eligo Lake to the outlet brook at the southern end of the lake;

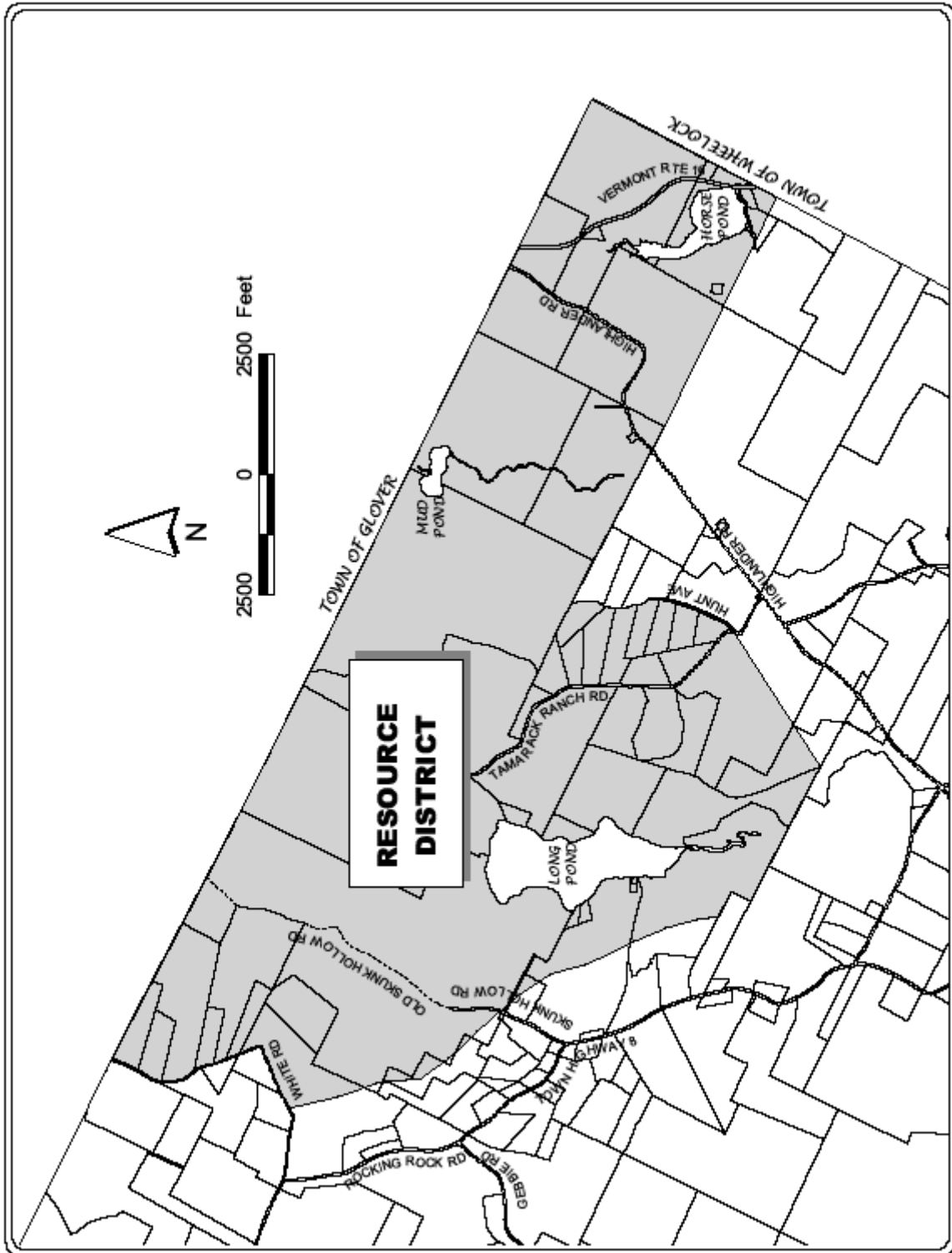
thence southwesterly along the outlet brook to the culvert under Vermont Route 14;

thence from said culvert southwesterly along a straight line perpendicular to Vermont Route 14 for a distance of 300 feet;

thence northerly along a line running parallel to and 300 feet westerly of Vermont Route 14 to the intersection of said line and the Craftsbury town line;

thence northeasterly along the Craftsbury town line to the point of beginning.

Resource District - Map



Resource District – Boundary Description

Being all and the same land within the following bounds:

beginning at the most easterly corner of the Township of Greensboro;

thence proceeding in a northwesterly direction following the Town Line between the said Township of Greensboro, lying to the southwest, and the Township of Glover, lying to the northeast, to the intersection of the said Town Line with the center of Greensboro Town Highway 11 (also known as White Road);

thence proceeding in a general southerly and southwesterly direction following the center of Town Highway 11 to an intersection with a line which runs 1,500 feet northeasterly of and parallel with the center of Town Highway #8 (also known as Rocking Rock Road);

thence proceeding in a general southeasterly direction following the line which runs 1,500 feet northeasterly of and parallel with the center of Town Highway #8, across Town Highway #12 (also known as Skunk Hollow Road), and continuing along the said 1,500 foot offset line to an intersection with the northeasterly boundary of a parcel of land identified as Parcel 21 on Greensboro Tax Map #8;

thence proceeding first in a southeasterly direction then a southwesterly direction along the boundaries of the said Parcel 21 with other land identified as Parcel 18 on Greensboro Tax Map #8 to the most southerly corner of the said Parcel 21;

thence proceeding in a general southeasterly direction along the southwesterly boundary of the said Parcel 21, then the southwesterly boundary of land identified as Parcel 17 on Greensboro Tax Map #8 to the most southerly corner of the said Parcel 17;

thence proceeding in a general northeasterly direction in a straight line to the intersection of the center of Town Highway #13 (also known as Tamarack Ranch Road) with the center of Town Highway #14 (also known as Hunt Avenue);

thence proceeding in a general northerly direction following the center of Town Highway #14 to an intersection with the southwesterly boundary of land identified as Parcel 1 on Greensboro Tax Map #5;

thence proceeding in a general southeasterly direction along the southwesterly boundary of the said Parcel 1, and the southwesterly boundary of land identified as Parcel 24 on Greensboro Tax Map #9 and across Town Highway #15 (also known as Highlander Road) to the most southerly corner of the said Parcel 24;

thence proceeding in a general southeasterly direction along a straight line which is an approximate extension of the last mentioned course to a point in the northwesterly boundary of the Town of Wheelock which lies 690 feet along the said Town Line from its intersection with the center of the pavement Vermont Route 16;

thence proceeding in a general northeasterly direction along the said Town Line and crossing Vermont Route 16 to the point of beginning.