

# SUDBURY PLANNING COMMISSION

Sudbury Town Office  
36 Blacksmith Lane  
Sudbury, Vt 05733  
(802) 623-7296

August 15, 2013

<p>Rutland Regional Planning Commission 67 Merchants Row Rutland, VT 05701</p> <p>Vermont Department of Housing &amp; Community Development ✓ 1 National Life Drive, 6<sup>th</sup> Floor Montpelier, VT 05620</p> <p>The Planning Commission Town of Benson P.O. Box 163 Benson, VT 05731</p> <p>The Planning Commission Town of Hubbardton 1831 Monument Hill Rd. Hubbardton, VT 05735</p>	<p>The Planning Commission Town of Whiting 29 So. Main St. Whiting, VT 05778</p> <p>The Planning Commission Town of Brandon 49 Center St. Brandon, VT 05733</p> <p>The Planning Commission Town of Orwell P.O. Box 32 Orwell, VT 05760</p>
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Gentlepeople:

The Town of Sudbury has reviewed and revised its present Town Plan, which was adopted in 2003, and readopted in 2008. The Planning Commission will hold a Public Hearing on Monday, September 16, 2013, beginning at 7:00 p.m. at the Sudbury Town Clerk's office to take public comments, to consider approval of the revised Town Plan, and submission to the Sudbury Selectboard. In accordance with Vermont Statutes, a Town must review and adopt its town plan every five years. As required, enclosed please find a copy of the Notice of Hearing and revised Town Plan for your review.

SUDBURY PLANNING COMMISSION



Etta M. Aines, Secretary  
Enclosure

CERTIFIED MAIL, RETURN RECEIPT REQUESTED



Zoning Administrator: Ed Hanson

Planning Commission Members

John Connolly Peter Kimmel Robert Milazzo Robert Rossi Larry Rowe Chuck Smid Kurt Schneider

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The Planning Commission Town of Whiting 29 So. Main St. Whiting, VT 05778	

Gentlepeople:

The Town of Subbury has reviewed and revised its present Town Plan, which was adopted in 2003, and resubmitted in 2008. The Planning Commission will hold a Public Hearing on Monday, September 16, 2013, beginning at 7:00 p.m. at the Subbury Town Clerk's office to take public comments, to consider approval of the revised Town Plan, and submission to the Subbury Selectboard. In accordance with Vermont Statutes, a Town must review and adopt its town plan every five years. As required, enclosed please find a copy of the Notice of Hearing and revised Town Plan for your review.

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John Connolly, Peter Kimmel, Robert Milazzo, Robert Rossi, Larry Rowe, Chuck Smith, Kurt Schneider

## **TOWN OF SUDBURY NOTICE OF PUBLIC HEARING**

The Planning Commission will hold a Public Hearing at the Sudbury Town Clerk's Office, in Sudbury, Vt. on Monday, September 16, 2013, beginning at 7:00 p.m., for review and comments of interested persons on the proposed Sudbury Town Plan. The Planning Commission has reviewed the present Sudbury Town Plan, which was adopted December 2008, and made some changes. In accordance with Vermont State Statutes a town plan must be reviewed and adopted every five years.

The Geographic Area affected by the NOTICE and HEARING, is the Town of Sudbury, in the County of Rutland, and State of Vermont.

The following is the Table of Content of the proposed Sudbury Town Plan.

- Introduction
- Community Profile
- Housing
- Historic and Cultural Resources
- Transportation
- Land Use
- Regional Coordination

All interested parties are invited to attend and provide comments on the proposed Town of Sudbury Town Plan. The Planning Commission will carefully consider all comments and prepare appropriate revisions, if necessary, and give to the Board of Selectmen for action.

A copy of the proposed Town Plan may be obtained from the Sudbury Town Clerk, Sudbury, Vermont 05733 during business hours, or by calling 802-623-7296.

SUDBURY PLANNING COMMISSION  
Town of Sudbury  
36 Blacksmith Lane  
Sudbury, VT 05733  
802-623-7296 (Tel. & Fax)

## TOWN OF SUBURY NOTICE OF PUBLIC HEARING

The Planning Commission will hold a Public Hearing at the Subury Town Clerk's Office, in Subury, VT, on Monday, September 18, 2012, beginning at 7:00 p.m., for review and comments of interested persons on the proposed Subury Town Plan. The Planning Commission has reviewed the present Subury Town Plan, which was adopted December 2008, and made some changes. In accordance with Vermont State Statutes a town plan must be reviewed and adopted every five years.

The Geographic Area affected by the NOTICE and HEARING, is the Town of Subury, in the County of Rutland, and State of Vermont.

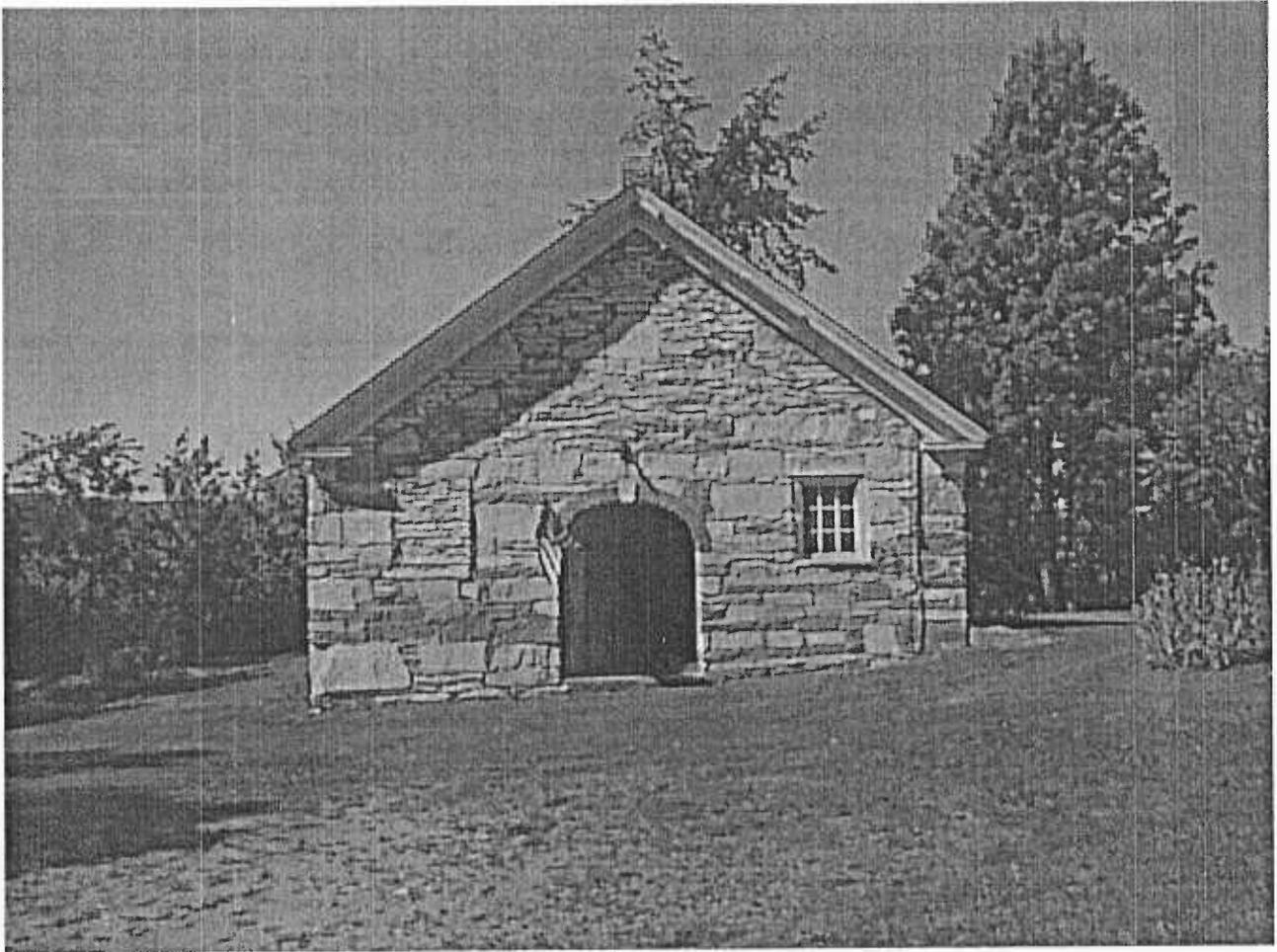
The following is the Table of Content of the proposed Subury Town Plan.

Regional Coordination  
Land Use  
Transportation  
Historic and Cultural Resources  
Housing  
Community Profile  
Introduction

All interested parties are invited to attend and provide comments on the proposed Town of Subury Town Plan. The Planning Commission will carefully consider all comments and prepare appropriate revisions, if necessary, and give to the Board of Selectmen for action.

A copy of the proposed Town Plan may be obtained from the Subury Town Clerk, Subury, Vermont 05733 during business hours, or by calling 802-823-7298.

SUBURY PLANNING COMMISSION  
Town of Subury  
26 Bicksmith Lane  
Subury, VT 05733  
802-823-7298 (Tel. & Fax)



# **SUDBURY TOWN PLAN**

**December 2013**

*Draft*

**Draft**  
**December 1, 2013**

This Town Plan was prepared by the  
Planning Commission of the Town of Sudbury with  
funding provided by A Municipal Planning Grant  
awarded by the Agency of Commerce and Community Development

SUDBURY TOWN PLAN

December 2013

DRAFT

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## **INTRODUCTION**

### **The Sudbury Town Plan**

A Municipal Development Plan, once approved by the Sudbury Planning Commission and duly adopted by the town, is the official policy of the community with regard to future growth and development. Adoption of the Plan is the only means available for the town to legally establish growth and development policies. It is intended that the Plan be used in a positive manner; as a tool in guiding the direction of growth in a way that is both economically feasible and environmentally acceptable. The Plan, by identifying unique and fragile areas, or those regions of high scenic, natural, or historic value, seeks to guide development by respecting both the potentials and constraints offered by nature.

Because town planning has been characterized as a flexible, continuing process, the Sudbury Town Plan may be reviewed from time to time and may be amended in the light of new developments, regulations and changed conditions affecting the community. The Town Plan shall expire and have no further force and effect on the date five years from the date of adoption. However, the Plan may be readopted in the form as expired or about to expire, and shall remain in effect for the next ensuing five years or until amended.

The first Sudbury Town Plan was launched in 1969 when the first Planning Commission was created. It was adopted in 1971 and was updated in 1983, reinstating the original goals. The next plan, in 1991 sought the input of the residents through public meetings. The most recent plan, adopted in 1994, was readopted in 1999. A survey was distributed to the residents from the Planning Commission with the Town Report in February 2003. This addressed the goals that were included in the previous plan, to assess whether these had changed and should be addressed accordingly in the update. The present Plan was adopted in December 2003.

The 2008 Sudbury Town Plan will be implemented through (1) the Unified Development Ordinance and other land use controls, (2) inclusion in the capital improvements budget as part of the Town's financial planning process, (3) cooperation with other government agencies, and (4) further studies.

### **Planning Bylaws**

As a policy document, the Plan is the overall guide and framework for the community, providing the legal as well as the conceptual basis of all land use control. The specific regulatory controls are accomplished by the enactment of bylaws including the Unified Development Ordinance and/or an official map. Since the Unified Development Ordinance is intended to implement the Plan, its contents reflects the findings, recommendations, and policy statements embodied in the Plan.

Specifically, the Unified Development Ordinance serves to channel growth into the areas most appropriately suited for such use as determined in the town plan maps. Through the criteria established in Act 250 relating to minimum environmental standards, construction within the various zones is regulated. Zoning regulations are the basic tools used in reconciling the inherent capabilities of the land with prospective use. Sudbury adopted Permanent Zoning Regulations in 1969 and Subdivision Regulations in 1997. In 2007, the Unified Development

Ordinance was drafted, consolidating the regulatory components to achieve the goals set forth in the Town Plan.

## **Planning in Vermont**

The Vermont Planning and Development Act, enacted in 1968, was largely a response to the rapid and unplanned growth throughout the State in the 1960's. Foreseeing a crisis approaching on both the economic and environmental fronts, the Vermont Legislature enabled municipalities and regions to encourage the development of all lands in the State by the action of local municipalities and regions, with the aid and assistance of the State, in a manner which will promote and enhance the quality environment of Vermont living.

In terms of its significance in relation to State land use controls and growth policy, the Town Plan plays a key role. Vermont's Act 250, hailed as pioneer legislation in the area of land use regulation, includes provision for a review procedure through which all applications for subdivision and development must pass. During the review process, the feasibility of each project is weighed against ten criteria, guidelines set forth as environmental and economic safeguards. The ninth criterion requires that any subdivision or development must be in conformance with a duly adopted development plan, land use or land capability plan which exists on the state level. The tenth criterion insures that the proposed development is in compliance with the policies set forth in the regional plan and the more detailed local town plan. In this way planning and development at the three levels of government, state, regional and local, are integrated to form a consistent approach to the problems caused by rapid growth.

The Sudbury Town Plan is an integral part of the regional and statewide planning process. In adopting the Town Plan, citizens of Sudbury may anticipate the future with the knowledge that a significant step has been taken in the development and preservation of their community. The Plan was prepared in conformance with the requirements in the Vermont Municipal and Regional Planning and Development Act (*Title 24, Chapter 117 Section 4382. The plan for a municipality.*) As well, the Sudbury Town Plan is consistent with the Rutland Regional Plan, adopted in May 2006, and is also compatible with approved plans from surrounding communities. Following adoption by the Town, the Plan is then submitted for formal approval to the Rutland Regional Planning Commission.

## **Purpose and Objectives**

It is the purpose of this Plan to guide future growth and development within the Town of Sudbury by providing a framework of planning policies and recommendations which will assure that decisions made at the local, regional, and state levels are consistent with goals of the Town. The following vision represents the community's intentions, based on input from Sudbury residents.

The first goal is the development of a community that allows for residential growth which coexists with small businesses and farming while maintaining a rural character. This is achieved with the following specific objectives:

- Maintain the ten acre zoning
- Identify, protect and preserve historic, cultural and environmental resources

**Draft**  
**December 1, 2013**

- Support and encourage existing farms which create a rural atmosphere
- Preserve open space
- Encourage small business development and the creation of a village center

The second goal is to safeguard and improve the quality of life through health and environmental standards.

- Protect all water sources from pollution
- Ensure all septic systems conform to the new State regulations and standards
- Identify conservation areas and consider new areas to protect that are of historic, scenic and environmental significance

The third goal is to make efficient use of all resources.

- Maintain existing facilities
- Identify improvements and possible funding sources
- Inform and increase awareness of the people of the monetary and environmental advantages of recycling
- Improve and expand recycling facilities

The fourth goal is to protect private property owners' rights.

## **History**

Sudbury is located in northwestern Rutland County, abutting the towns of Orwell to the west, Brandon to the east, Hubbardton to the south, Whiting to the north, Benson to the southwest and Pittsford to the southeast.

For more than 8000 years Indians continuously occupied the broad fertile valley of the Wonakake-Took or Otter Creek. When the first white settlers came it was called "The Indian Road" because raiding parties used it. By mid-1700s many local Indians had died of disease, mainly small pox, and both settlers and Indians used the creek for transportation. Indian artifacts have been found along the banks of Otter Creek and on the shores of ponds and lakes in Sudbury.

The Town of Sudbury, a New Hampshire grant, was chartered August 6, 1763 by Benning Wentworth. On September 6, 1763, the first meeting of the Proprietors of Sudbury was held at Captain Silas Brown's house in Sudbury, Massachusetts as it was stated in the charter; Brown was responsible for securing the charter on behalf of 47 of his associates. Most of Sudbury's charter names can be traced to the French and Indian War military records. Some names appear on the charters of neighboring towns. Brown's name for example, can be found on Whiting's charter.

The grantees were predominantly from the general Boston area; consequently, the early Town and Proprietors' meetings were held in what was then the Massachusetts Bay Colony and New Hampshire, including Sudbury Mass., Newton, Watertown, Andover, Newmarket, Haverhill, and Kingston. And the practice of distant meetings occurred up until 1781 in spite of those who had actually moved into the town.

At the first meeting at Brown's house, a committee was elected to lay out the lots and erect the bounds of Sudbury. The committee was comprised of Captain Silas Brown, Captain Joshua Fuller, Henry Gardner Esquire; and it also included the help of Tabez Brown, Lieutenant Michael Jackson and Joseph Beeman. The result of the committee's trip to the town not only created a map for pitches to be made, but it also resulted in what became a landmark in the area -- Brown's Camp. The lotting committee must have camped and thus named the Brown camp location while they surveyed the wilderness and the spot -- somewhere in the vicinity of the foot of Miller's Hill, retained the name throughout the Revolution. At the second meeting held on December 6, 1763, the committee submitted a bill for their services, on which stated their services consumed thirty-three days.

The camp was located along the Crown Point Military Road, which was the only road through the town at the time. There are many mentions of the location from the travelers on this road during the Revolution. The road is of high historical value as all of the first settlers of this wilderness were located close to its path.

The Crown Point Road (CPR) was constructed during the French-Indian War. It connected Fort Number Four in Charlestown, New Hampshire, to the Fort at Crown Point on Lake Champlain. Brown and many of his associates had undoubtedly passed through Sudbury on the Crown Point Road on their way home from the fort at Crown Point during the French And Indian War, at which place many were stationed during the years the road was being constructed.

At the March 8, 1775 proprietors' meeting the existing lotting of the town and all pitches made in 1763 was declared null and void. A committee to draw up a new plan of the town was voted and one to repair the roads in Sudbury which consisted of Timothy Miller, Daniel Chaney and Joseph Morse. It was at this time when the "range map" was drawn, a photostat of which still exists in the town's vault.

The range map shows the location of what had become two roads - both historically significant: The Crown Point Road, and the Ticonderoga Branch Road.

The CPR (1759-60) enters Sudbury in the southeast corner of town near Stiles Mountain; from there it crosses over the lands now owned by the Robert Ketcham estate, continues across the Willow Brook Road running close to the road's present path towards the foot of Miller Hill. Along that stretch are Timothy Millers' original settlement (sold to Thomas Ketcham) and the Revolutionary troops famous stops, "Cold Spring" and "Brown's Camp." The road then crossed over near the present Sudbury School and continued northwest into Whiting en route to the fort at Crown Point.

The Town meeting records that still exist begin with folio 5 of a meeting held in 1792, and histories of the town written in the nineteenth century reported that pages were already missing; however, a copy of the elected Town officials was recorded in the Proprietors' records (which has survived and the Historical Society now has a copy). The evidence of those named in the minutes suggests Sudbury was already inhabited by at least 1775. Some of the names of those who were present were: Daniel Chaney, Timothy Miller, John Butterfield, Samuel Hammond, Joseph Morse, John Gage, and Benjamin Wiswell.

John Gage represented the town at the famous 1776 Dorset Convention. Wiswell and Miller are the only two family names from the New Hampshire charter that are known to have settled the

town before the Revolution. Wiswell's property was at the crossroads of the Crown Point Road and the Ti branch road on or near the old Selleck farm (near the present location of Sudbury Country School); Wiswell's was marked on a map drawn for the British General Burgoyne in 1777. Walter Crockett in his *Vermont the Green Mountain State*, stated the evening before the capture of Ticonderoga, Ethan Allen and the Green Mountain Boys met at a Wessell's house across from Ticonderoga but he may have misreported the site to be in Shoreham. Sudbury at that time bounded Shoreham's southeast corner; and numerous misspellings of Wiswell abound in military historical records mentioning overnight stays suggesting it was a tavern of sorts.

The Ti branch ran from the CPR at Wiswell's west to Lake Champlain and remnants of this historically important part of Sudbury remains on the lands of the Vail house on the north side of where the present D.A.R. marker is located.

Miller settled originally where the CPR crossed near Punk's Hole. When Burgoyne captured Forts Mount Independence and Ticonderoga, Sudbury's settlers who were still in town, rather than stationed at one of the forts, probably abandoned their homes at least during the short British occupation of the forts which ended in November of 1777. Both Wiswell and Miller served in Vermont's Revolutionary militia and were at Fort Vengeance in Pittsford at times during the war. One Daniel Chaney, not listed in the Goodrich *Vermont Revolutionary Rolls*, was at Mount Independence during 1776 (*Wayne's Orderly Book*).

The first meeting actually held in Sudbury, Vermont cannot be positively confirmed. A lapse of the records during 1782 prevents that fact from being confirmed; however, the first known meeting of any sort held in Sudbury, Vermont was held following the close of the war at Timothy Miller's house on October 8, 1783 where the following officers for the propriety were elected: Jonathan Hunt, Moderator; Asa Smith, clerk; Timothy Miller, collector; Orlando Bridgeman, Asa Smith, and Timothy Miller, committee for laying out roads. Additionally, Major Jonathan Hunt was elected to go to the former clerk (in Massachusetts) and retrieve the records and town plan which suggests this was indeed the first meeting in the town and that future meetings would from then on be held in Sudbury, Vermont.

The pages recording the minutes from the first town meetings were already missing in 1881 as reported in *The Gazetteer and Business Directory of Rutland County* of which it stated, "The first record of any town-meeting dates back to January 15, 1789, at which time John Hall was chosen moderator; but this was not the first meeting held, for some pages of the fore part of the book are missing," (p. 239). Indeed, it is fortunate some note was made of the pages; as of now, the first legible pages that exist of town meeting minutes dates from 1792.

Additional names from an October 7, 1784 meeting of the *Proprietors Minutes*, states: Benjamin Wiswell, Francis Butts, Christopher Cartwright, Thomas Ketcham and Timothy Miller were settled upon the second division of lots (by at least 1775). This mention of Cartwright is the only record found of his existence; no land records exist of his buying or selling which suggests even the land records have lapses.

A boundary dispute with the town of Orwell -- another New Hampshire charter granted 12 days after Sudbury, resulted in Orwell's favor (mentioned at a June 16, 1785 proprietor's meeting) and Sudbury lost a considerable amount of land all along its western border.

The close of the Revolution brought many settlers to Sudbury. By 1786 the following new names (from minutes) had settled in Sudbury: John Taylor, John Hall, Benjamin Sanders, Platt Ketcham, Joseph Warner, and Jeremiah Gates. By 1790, according to the *First Census Of The United States*, there were 47 families with a total population of 258.

Roger Burr, who settled in Sudbury in 1784, was the first settler in the town south of the original hamlet. This portion of the town was covered with a dense wilderness which was occupied by numerous wild animals including bears and wolves. It is said that while establishing his first camp, Burr and his helpers slept in hollow logs for protection from the wolves. Later the wolves made the keeping of sheep very difficult. Burr established a sawmill at the outlet of what is now Burr Pond. He took an active part in the building of Sudbury's first church with most of the timber being from his land and sawed into lumber at his mill. He also built the first two story wood frame house in town just up from his mill. It had second story windows and half-length side windows flanking the entry way. This house has been in the Steele family since 1900.

Some of the earliest activities of the town were farming, hunting, trapping and assorted business operations. These included a cider mill, a store in the middle of town, a gristmill in the north, a tannery which manufactured potash, two sawmills (one established by Roger Burr at what is now Burr Pond, and the other at Huff Pond), a post office, a tavern and a church.

#### Sudbury Meeting House

Reverend N. R. Nichols gave a detailed description of the building of the meeting house in the published 1907 *Centennial Celebration of the Sudbury Meeting House*. The following is taken from his presentation: "The building was voted in 1803, the land was donated by Apollo Rollo, an Orwell resident. The lumber came from Roger Burr's mill and the initial load of lumber was brought by Lyman Felton. The first record of any service held in the church found by Reverend Nichols dated from June 5, 1807."

#### Hyde Manor

Stephen Mills of Castleton built and opened shortly after 1798 the town's first licensed tavern on lands where the present Hyde Manor is situated. In 1801 he sold to Arunah and Pitt Hyde what went on to be a famous summer resort for the wealthy during the nineteenth and twentieth centuries. Present day Route 30 was then a post road, improved by 1805 to turnpike status thereby increasing stage traffic. The original tavern was replaced during the Civil War years with the Italianate structure that still exists. The many outbuildings date throughout the second half of nineteenth century and the houses bordering to the south and north were part of the Hyde's many holdings as well. Other Hyde families moved to the town also.

The Hydes played an important role in Sudbury's history throughout the nineteenth and twentieth centuries. Besides the economic contributions the hotel brought to the town, many of the town records were recorded by Pitt and James Hyde as they held various positions in town offices. Before the Civil War, the tavern held numerous balls offering a night out for early Sudbury residents. Neighboring town residents from Brandon, Orwell, and Hubbardton attended these events as well.

Back before the automobile, summer guests upwards of 300 stayed a month or more and the demand for local labor employed at the hotel provided many Sudbury residents with revenue or a

supplement to farm incomes including the unprecedented hiring of small girls as caddies on the golf course before the turn of the century.

The first golf links, built sometime in the latter part of the 19th Century, were located behind the hotel on the steep hills. This course was replaced in 1909 because it necessitated too great a physical exertion to be considered recreational; the newer course was moved west of Route 30.. It was on this course where a virtual unknown registered his name when he entered the 1909 U.S. Open under the Hyde Manor Golf Course and won, (*Golf Illustrated*, Aug. 1927).

Church records indicate Hyde Manor's importance of filling both the pews and the plate as there are numerous mentions of Hyde guests' generosity throughout both the 19th and 20th centuries. Since the start of the Industrial Revolution before the Civil War, Sudbury's population, like most other towns in the state, had begun a decline due to emigration to the west. Hyde Manor remained in the Hyde family up until 1962 when the present owner bought it.

## **Historical Perspective**

Throughout the years Sudbury has supported as many as five primary grade school houses - the Stone School at the corner of Route 73 West and Route 30 is probably the oldest (dated 1829), Burr Pond School, the North School, Punkhole or Willowbrook School, and the Webster School. As the years passed, these were closed or consolidated and in 1981 Sudbury acquired a piece of property from the Selleck family and built the Sudbury Country School. High school students went to Brandon High until 1961 and then to Otter Valley Union School with the class of 1962.

The Sudbury Town Clerk's office was opened on September 26, 1975. The previous office was in the home of Harold and Stella Selleck. Research shows that Sudbury has had a post office in at least three locations, a library in at least two locations, two or three physicians, and several boarding houses as well as Hyde Manor Hotel and the Sudbury Inn.

Town organizations which have existed include, the Elizabeth Pool P.T.A., changed to P.T.O. and finally disbanded; the Bicentennial Committee (1973) changed to Community Club (1977), changed to Friends of the School (1981); Ladies' Aid; Ladies' Circle; Grange Historical Society; Recycling Project; and the Sudbury newspaper.

Sudbury has had its share of special functions from card and Bingo Parties to aid the earlier schools, to Ladies' Aid Bazaar and Food Sales, Ice Cream Socials, Spaghetti Suppers, and the Annual Road Race, started in 1982.

Sudbury has had many businesses. This is a partial list to indicate both past and present. There have been at least two saw mills, a marble quarry, two dance halls, a creamery, three or more country stores, antique shops, roadside stands, taverns, cabin rentals, and a turkey farm. Currently in town there is an auto shop, bait shop, beef farm, real estate office, well driller, custom meat cutting business, cabinet maker, sheep, goat and alpaca farms, dairy farms, general contractors, caretakers, a concrete foundation business, electrical and paint contractor and specialty home building.

## COMMUNITY PROFILE

### Population

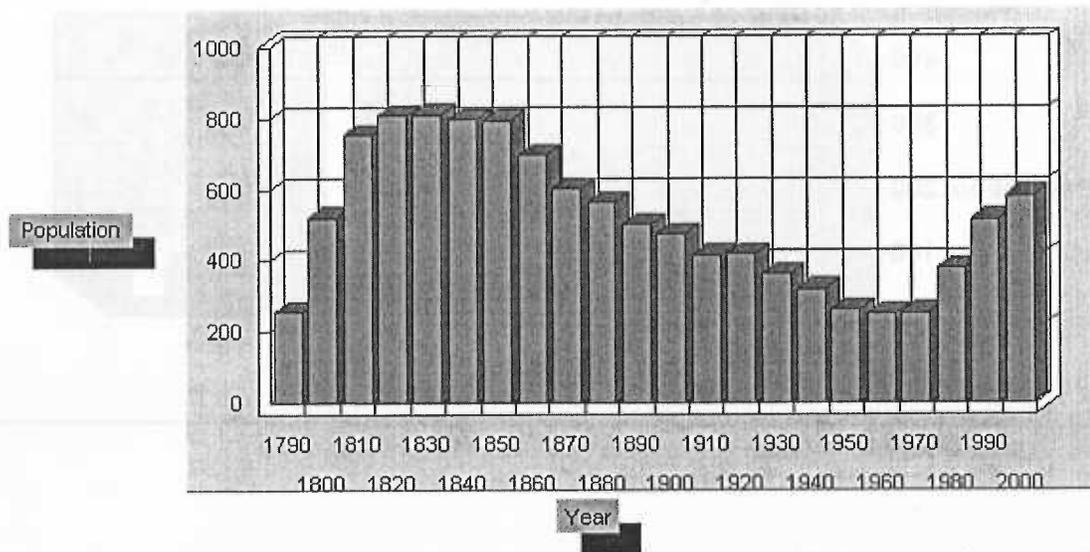
Sudbury's population has been steadily increasing since its low in 1960, although the population level has not returned to the high of 812 set in 1830. Despite being one of the smallest towns in the Rutland Region, from 1970 to 2000 Sudbury's population increased 43.4% and grew 12.9% in the past decade. The rate of growth has been slowing in the past few decades, yet the differences are much more significant in Sudbury compared to the Region and State.

**Population 1960-2005**  
**Sudbury, Rutland Region and Vermont**

YEAR	SUDBURY	RUTLAND REGION	VERMONT
1960	249	46,465	389,881
1970	253	52,388	444,732
1980	380	57,951	511,456
1990	516	62,142	562,758
2000	583	63,400	608,827
2005*	610	63,743	633,050
% Change 1960-70	1.6	12.7	14.1
% Change 1970-80	50.2	10.6	15.0
% Change 1980-90	35.8	7.2	10.0
% Change 1990- 2000	13.0	1.5	7.5

Source: U.S. Census 1960-2005  
Rutland Regional Planning Commission  
\* estimate

Population 1790-2000  
Town of Sudbury



<http://www.ctxgraphicsserver.com> (build b2)

1790	1800	1810	1820	1830	1840	1850	1860	1870	1880	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
258	521	754	809	812	796	794	696	601	562	502	474	415	417	361	321	263	249	253	380	516	583

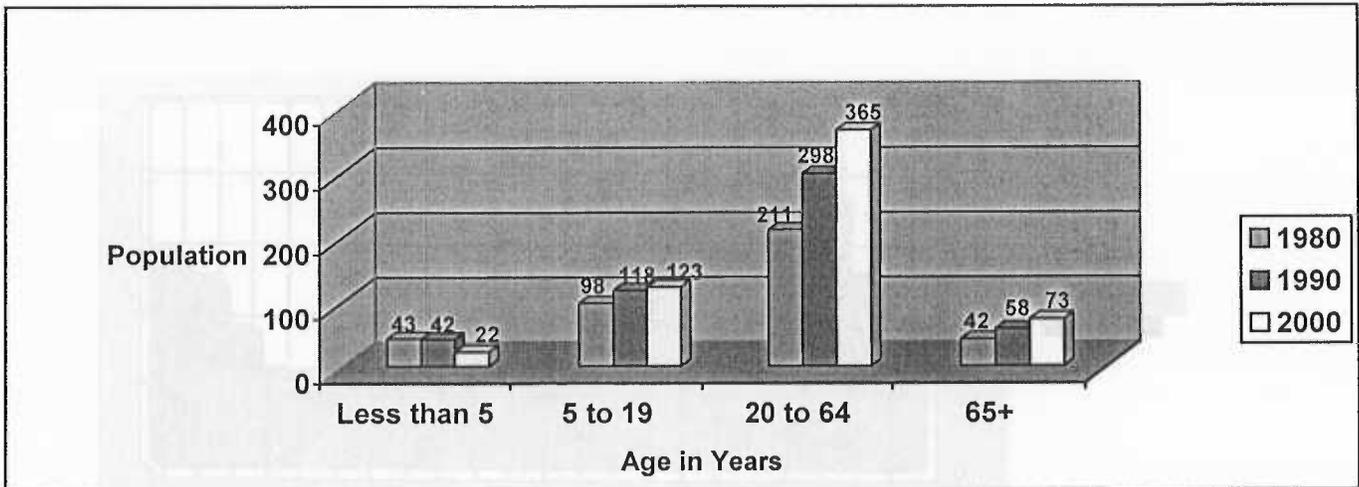
Source: U.S. Census Bureau, Census of Population & Housing

### Age Distribution

Two significant demographic shifts have taken place in Sudbury over the past two decades. While much of the population base has remained relatively stable, there has been a clear increase in the median age from 33.3 in 1990, to 42 in 2000. The proportion of residents age 20-64 has increased.

Also, in 2000, those over 65 represented 12.5% percent of the total, as opposed to that age group representing 11.2% in the past decade. Sudbury, as elsewhere across the country, will likely continue to see its population age in the future. The combination of general growth and an aging population will also increase demands on services.

### Age Distribution 1980-2000 Town of Sudbury



Source: U.S. Census 1980-2000

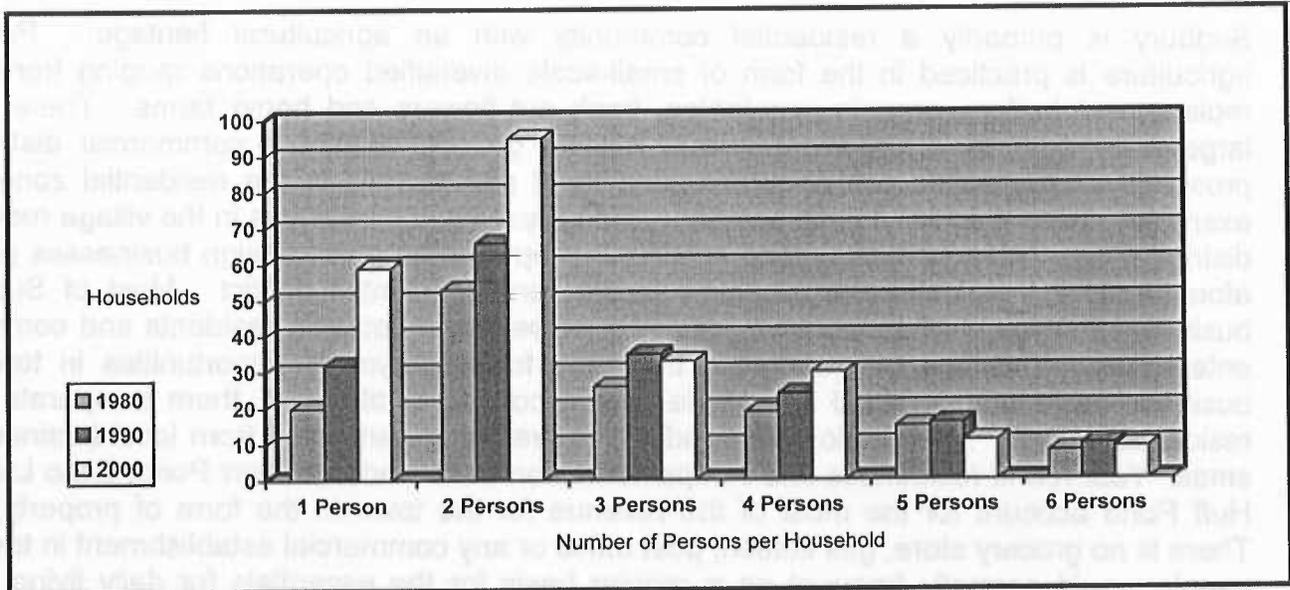
### Density

The density of Sudbury has been increasing since its low in 1960 of 11.58 persons per square mile and it was reported to be the 27.12 persons per square mile in the 2000 Census.

### Households

There were 237 households in the 2000 Census, representing a significant increase of 29.5% from the 183 households in 1990. This can partially be attributed to the decrease in household size in that decade, as the average household size decreased over the last decade from 2.82 to 2.46 persons per household. This is consistent with both the Region and State.

### Persons Per Household 1980-000 Town of Sudbury



Source: U.S. Census 1980-2000

### Families

Sudbury had 159 families in 2000, with an average size of 2.96 persons. This is identical to the State's average family size and slightly larger than the Region's (2.92 persons). Family households represented 67.1% of all households.

### Economic Development

#### Current Status

The state of the economy and economic development can be a challenge in a small rural town such as Sudbury, but they are important parts of the town's planning for the future. Economic development, once the sole province of the private sector, is the process by which the community sets out to improve the climate for retaining old and attracting new businesses that support jobs and sustain tax revenues. Like many other municipalities in Rutland County, Sudbury derives most of its revenue from the taxation of local property in order to support municipal services. While the town budget is small and the town services are limited, they are no less affected by local, regional and national economics. Sudbury, like other Vermont communities, will need to be more active in managing economic growth to ensure the future of its tax base and quality of life.

The 2000 U.S. Census reported that there are 306 residents in the labor force, 20 of whom were self-employed, 223 were private wage and salary workers and 51 were government workers. Sudbury has a small number of businesses located within the town, and most year-round residents are either employed in neighboring communities or rely on home occupations, construction, seasonal businesses, farming or natural resources production (such as forestry)

for their livelihood. Approximately 65 percent of Sudbury's employed residents work in Rutland County, primarily in the towns of Brandon, Castleton and Pittsford and close to one quarter work in Addison County.

Sudbury is primarily a residential community with an agricultural heritage. Presently agriculture is practiced in the form of small-scale diversified operations ranging from dairy, replacement heifers, organic vegetables, fresh cut flowers and horse farms. There is one large-scale beef farm. Current zoning bylaws do not identify a commercial district but prospective businesses can apply for conditional use permits in the residential zones. As examples, there is a well drilling company and an excavation business in the village residential district; a tree nursery, meat cutting and retail shop, and graphics design businesses plus the aforementioned agricultural businesses in the rural residential district. Most of Sudbury's businesses are home-based and there are good relations between residents and commercial enterprises. Townspeople recognize the need for employment opportunities in town and business owners understand and abide by the conditions allowing them to operate in the residential zones. The employment and the tax revenue generated from local businesses is small. Year round residences and camps/homes on Lake Hortonia, Burr Pond, Echo Lake and Huff Pond account for the most of the revenue for the town in the form of property taxes. There is no grocery store, gas station, post office or any commercial establishment in town that people would normally frequent on a regular basis for the essentials for daily living. As a result, there are limited opportunities for locals to interact on a casual social basis and discuss the challenges the town faces and envision new possibilities. Finally, there is no chamber of commerce or development organization working to attract and retain businesses in Sudbury.

#### Future Trends and Challenges

Most Sudbury residents indicate a desire to maintain the rural and agricultural character of the town. Ten-acre zoning in the large rural residential district works to reinforce this vision by limiting high density housing developments. The small village residential district is zoned for one-half acre and there is developable acreage along the Route 30 corridor. Sudbury's small population and limited growth potential and no recognized business district are contra-indicators for retail businesses that rely on the local people or the traveling public to succeed. Creative and niche businesses that market and sell through the Internet to a national or a regional audience is the trend for new startups in town. The country lifestyle that Sudbury offers is something that people are increasingly valuing especially now that a computer link to the web offers the chance to 'work from home'. Most new Sudbury residents build new houses since the stock of existing homes is limited and aged. New construction also comes from seasonal camp owners adding-on to or improving their buildings, and occasionally camps are converted to year-round residences.

With limited economic opportunities in town to attract young families, Sudbury demographic shows an aging population. The number of elementary school age children has decreased to the point where the school board is fully challenged to meet the educational needs of the students and keep the per pupils costs at a level the voters will support. The Sudbury School is a focal point for the town as it is the one unifying institution that brings the community together. The parents especially are galvanized around fund raising efforts and developing enrichment programs for the students.

Any new development needs to take into account the very limited facilities, services and utilities offered by the Town.

### **Economic Development Goals**

#### **Goal 1**

Identify and plan a village center to provide some impetus for creating a greater sense of identity for Sudbury.

#### **Objectives**

Encourage the Planning Commission to review the makeup of the Village Residential district with an eye towards adding language and provisions for designating a village center with a commercial sector. Make greater use of the Sudbury Meeting House for community events. Bring townspeople together in the village center.

#### **Goal 2**

Encourage the growth of home-based businesses, local artisans and craft people and seasonal businesses within the residential zones.

#### **Objectives**

Continue to promote the understanding that businesses are welcome in the residential districts. In fact, these are the only zones where they are allowed. Recommend the Planning Commission reduce permit application fees for business applications.

#### **Goal 3**

Grow the Town's grand list by encouraging improvements and upgrades to seasonal dwellings on non-conforming lots, especially in the lakeshore district.

#### **Objective**

Encourage the Planning Commission to review setbacks and lot coverage requirements in the R-1/2 districts.

#### **Goal 4**

Protect the natural beauty and historical integrity of Sudbury.

#### **Objective**

Decisions of the Planning Commission and Zoning Board of Adjustment should take into consideration residents desire to maintain the rural and peaceful character of the town that is so appealing to new residents.

#### **Goal 5**

Advocate for upgrades when available from internet service providers and cell phone companies.

#### **Objective**

Ensure Sudbury residents are "wired" with the latest technology for all types of communications.

## **Goal 6**

Become more involved with development and planning agencies in the state and region.

### **Objective**

Ensure Sudbury is represented on the Rutland Regional Planning Commission. Membership would improve the awareness of development and planning grants that are available to grow the town and provide a link with other towns to learn what they are going to stimulate economic development.

## **Income and Poverty**

The median household income in 1999 was \$38,958 placing Sudbury around the middle in the ranking of towns of the Rutland Region. This was above the County's median household income of \$36,743, but below the State's( \$40,856). A household is defined to include all people who occupy a housing unit as their usual place of residence.

Family, a subcategory of household, is defined to be a group of two or more people who reside together and who are related by birth, marriage or adoption. The median family income in Sudbury in 1999 was \$47,083. Obviously those residing in families had a higher income.

A total of 7.7% of the population had an income below the poverty level in 1999. It is interesting to note that three-fourths of these people were 18-64 years old and none were children under 12 years of age.

## **Childcare**

Ensuring accessible, affordable, quality child care is integral to sound economic development planning. Many families lead lives that require some type of childcare outside the home. Recognizing this reality, child care is a critical community need. Investments in the child care infrastructure, like investments in the infrastructures of transportation, public works, affordable housing and education, can have direct positive effects in the growth and vitality of the community.

In Sudbury there are no registered or licensed child care facilities. To understand better the need, an analysis of the number of children estimated to need care, and the type of care needed is necessary. The 2000 Census reported 105 children under the age of 14. A total of 20 children were under 6 years old with all parents in the labor force. The employment status of families with children can also affect their childcare needs. In Sudbury, 6% of the population is employed by service sector jobs. Parents working in this sector may need child care services that are available during non-traditional hours (evenings, nights and weekends). While some or all of this need may be met through informal childcare arrangements, these can be unstable and lack the quality control offered by the registration and licensing process.

### **Goal 1**

Encourage local businesses and strive to diversify the local economy.

### **Goal 2**

Increase understanding of the correlation between strong economies and the availability of safe and affordable child care.

**Objectives**

Encourage the growth of the “informal economy” and include home occupations, local artisans, craftspeople, and seasonal businesses.

Assess potential zoning barriers to increasing capacity of child care facilities.



Source: US Census 1990-2000

Owner occupancy rates have increased significantly over the past decade from 48% in 1990 to 61% in 2000, while rental occupancy rates increased only slightly from 10% to 12% in that same time period. The difference is made up by the commercial/industrial and vacant units, both of which decreased as a percentage of the total units from 1990 to 2000. A downturn in vacancy rates between 1990 and 2000 indicates that the rate of home construction has not kept up with the increase in households.

Seasonal units make up a third of Sherborne's housing units. In 2000, 15% were or 33% of the total housing units were seasonal, down from 27% in 1990. The high percentage of seasonal homes is double the Region's percentage of seasonal units (16%) compared to year round

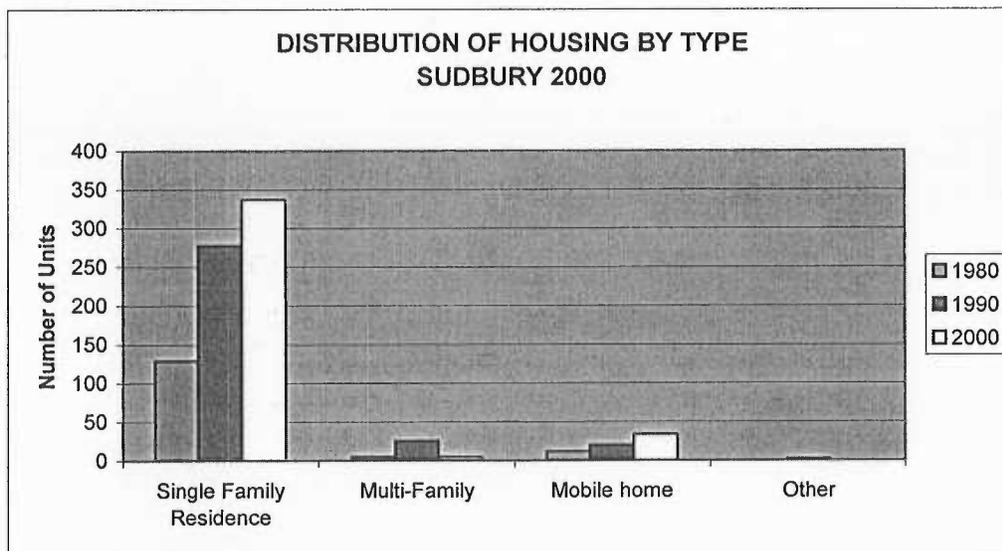
## HOUSING

### Existing Conditions

Sudbury's residents live, for the most part, in single-family housing located along the few roads that traverse the town. There is slight, but by no means large, concentration of housing at the junction of Route 30 and Huff Pond Road.

Housing units in Sudbury are predominately single-family detached homes. Of the total 373 units, 337, or 90% are single-family, and 9%, or 34 are mobile homes. Sudbury has a couple of attached single-family units and a few two-unit structures (usually duplexes). In 1990, 85% of occupied housing was single-family detached units, 7% mobile homes, and 7% was multi-unit structures. Sudbury's 14% increase in total housing units exceeds the Region's increase in the past decade.

There has been an increasing trend towards mobile homes, which could be indicative of the need for affordable housing in the Town. Greater diversity of housing types can help fill needs of non-traditional family households.

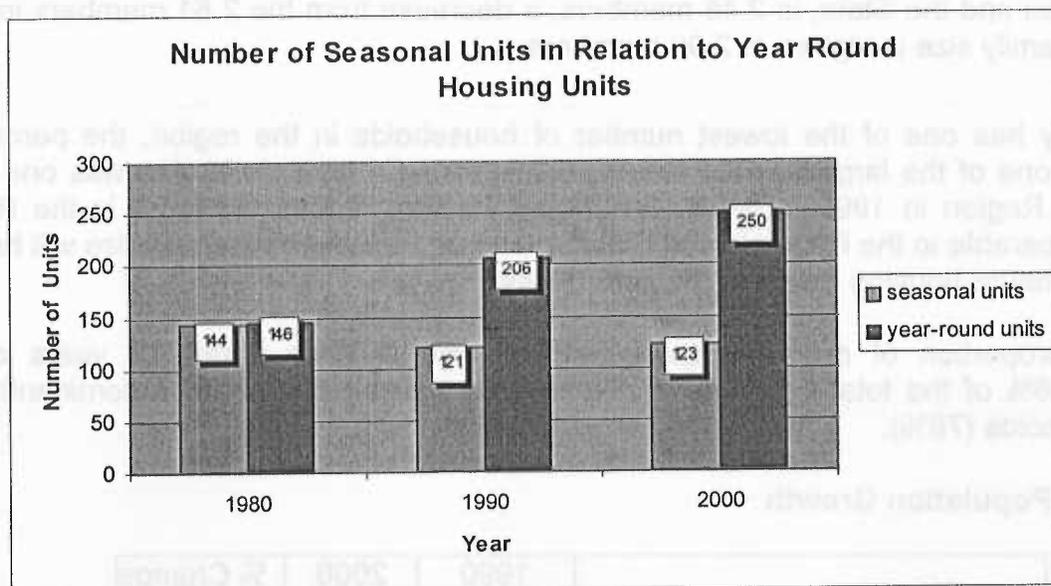


Source: US Census 1980-2000

Owner occupancy rates have increased significantly over the past decade from 48% in 1990 to 61% in 2000, while renter occupancy rates increased only slightly from 8% to 10% in that same time period. The difference is made up by the seasonal/recreational and vacant units, both of which decreased as a percentage of the total units from 1990 to 2000. A decrease in vacancy rates between 1990 and 2000 indicates that the rate of home construction has not kept up with the increase in households.

Seasonal units make up a third of Sudbury's housing units. In 2000, 123 units, or 33% of the total housing units were seasonal, down from 37% in 1990. The high percentage of seasonal homes is double the Region's percentage of seasonal units (16%) compared to year round

occupancy. Seasonal housing units typically have fewer rooms than year-round housing units. However, between 1990 and 2000, the number of year round units has increased at a much faster rate than that of seasonal units, due primarily to new construction.



Source: US Census 1980-2000

	1990		2000		% Change
	Units	% of Total	Units	% of Total	
Total Housing Units	326	100%	373	100%	14.4%
Total Owner Occupied	156	47.9%	200	53.6%	28.2%
Total Renter Occupied	27	8.3%	37	10.0%	27.0%
Total Seasonal, Recreational, Occasional Use	121	37.1%	123	33.0%	1.7%
Total Vacant Units (excluding seasonal)	22	6.7%	13	3.5%	-27.3%
Vacancy Rates (%)					
Ownership	3.4%		2.0%		
Rental Units	1.2%		0.0%		
Housing Stock					
Single Family	278	85.3%	337	90.3%	21.2%
Multi-Family	23	7.1%	2	0.5%	-78.3%
Mobile Home	23	7.1%	34	9.2%	47.3%
Other	2	1.0%	0	0.0%	-100%

Source: US Census 1990 and 2000

## **Households**

Sudbury is composed predominately of family households. According to the 2000 Census, there were 237 households in Sudbury and a total population of 583 persons. Families made up 67% of the households. The average household size in Sudbury, which consistent with both the Region and the State, is 2.46 members, a decrease from the 2.81 members in 1990. The average family size is higher, at 2.96 members.

While Sudbury has one of the lowest number of households in the region, the percentage increase was one of the largest in the Region. The average household size was one of the largest in the Region in 1990, however, in 2000 it had decreased the most in the Region, making it comparable to the Region's and State's. The decreasing household size will have an impact on the future housing needs of the community.

The overall proportion of married couple families with children under 18 years of age represented 26% of the total households. Non-family households were predominantly one-person households (76%).

## **Housing and Population Growth**

	1990	2000	% Change
Housing Units (excluding seasonal)	205	250	22.0%
Households	183	237	29.5%
Population	516	583	13.0%

Source: US Census 1990 and 2000

The growth rates of Sudbury's housing units, households and population are much higher than the Region as a whole, where growth rates have stayed comparatively low, at 1.3%, 8.4% and 6.3% respectively. The high growth Sudbury is experiencing will direct the type of housing issues facing the Town.

## **Housing Conditions**

The National Housing Act of 1949 defined an adequate house as a "decent, safe and sanitary" dwelling. This refers to both the external and internal condition of housing. The US Census Bureau uses three measures to gauge housing condition:

1. Overcrowding – units where there are more than one person per room
2. Age of housing – Housing structures built before 1939 are considered by the Census Bureau to be structurally/physically unsafe. Since this is cited for the nation as a whole, and not specifically Vermont, where much of the housing stock is older and some, or even many, of these structures may have been renovated and maintained, this may be an invalid measure. Also, it is difficult to get this information without conducting a site survey of the actual units in a given community.

3. Sub-standard units – Those units that have partial or no plumbing as well as units that have some or no kitchen facilities are categorized as substandard.

## **Overcrowding**

In Sudbury, sample census data revealed only 2 units where there was more than 1 person per room. Generally, overcrowded housing is not an issue in Sudbury.

## **Age of Housing**

Housing is located along the few roads that traverse the town. The median year that housing units were built is 1967, but the age of housing in Sudbury varies greatly:

- Almost a quarter of the housing in Sudbury, 23%, was built prior to 1940.
- Thirty-one percent of the homes were built between 1940 and 1970.
- Forty-five percent have been built since 1970

The age of structures is often associated with housing conditions. With over half of the homes built in the last 30 years, the structures are generally safe, adequate and in good repair. A survey of housing conditions would lead to a greater understanding of the condition of Sudbury's existing housing conditions.

## **Substandard Units**

Eight units were listed as lacking complete kitchen or plumbing facilities in the 2000 Census. These units represent 2% of the housing stock, compared to the 0.7% of units region-wide lacking plumbing or kitchen facilities.

It is difficult to determine the condition of Sudbury's housing stock, because of the lack of data concerning upkeep and maintenance of older units, and the possibility of the substandard units being seasonal camps, not year-round residences.

## **Special Needs Population**

**Definition:** The special needs population, for the purposes of a housing analysis includes single parent households, physically and mentally impaired persons, elderly and the homeless.<sup>1</sup>

In addition to requiring certain services that differ from typical single-family households (i.e. physical accessibility, assisted living) these groups also tend to be in the lower income category.

The 2000 Census indicated that Sudbury had 11 single-parent households with children under 18 years of age (4.6% of all households). The number of children in single-parent households decreased between 1990 and 2000 from 25 to 20. Sudbury also had 12 residents over age 65 living alone (5.1% of all households).

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<sup>1</sup> Planning for Affordable Housing. Department of Housing and Community Affairs, February 1990, pg. 11

As noted above, the proportion of single parent households and elderly persons living alone is relatively low in Sudbury, as opposed to other towns in Rutland County. However, these groups, along with many 'traditional' families, have been facing an affordable housing shortage. There is currently no subsidized housing in Sudbury.

## **Housing Affordability in Rutland County and Sudbury**

Nationwide, a trend toward fewer persons per household has changed the type of housing needs and increased the demand for housing, especially affordable housing, in many towns, even with stable or declining populations.

Identification of housing needs requires an evaluation of housing demand, housing supply, and buying power. According to data gathered from the US Census Bureau, the National Low Income Housing Coalition, and the Vermont Housing Awareness Campaign, housing remains difficult to buy or rent at affordable rates throughout Rutland County. A 2005 Rutland County Housing Needs Assessment report by John Ryan of Development Cycles found that the County has the second slowest rate of rental production in the state with only 4.6% of its rental stock built between 1990 and 2000. Gross rents and median renter income also fall below the median. Both have been growing at a much slower pace than the state as a whole. The county's vacancy rate is in the middle range for all counties as is its percentage of subsidized family and elderly housing units. It has among the highest concentration of seniors living in rental housing generally. Rutland's renters pay the third highest median rent as a percentage of their income. As a result, Rutland County is among the least affordable counties in the state for its own renters.

Rutland County falls below the state median in most homeownership categories. Most significantly, it ranks last in new housing production with only 11.4% of its ownership stock built between 1990 and 2000. The county also ranks below the median in homeownership rate, home values, and owner incomes. It falls right near the median in terms of its percentage of seasonal housing, and ranks third in terms of the concentration of owners 65 and over.

The Vermont Affordable Housing Coalition makes projections on the necessary income for a family to afford a one, two, or three bedroom housing unit at HUD's fair market value. Their 2006 figures suggest that a family in Sudbury would have to earn \$35,960 annually to be able to afford a three-bedroom unit. Vermont's Department of Labor notes the annual average wage in Sudbury in 2006 was \$25,208, lower than Rutland County's \$32,982.

Sudbury has experienced an increase in residential units (14.4%) that exceeds the region's increase (3.6%) in the past decade. The increase in the number of residential units has not exceeded demand though, as seen in the declining vacancy rates for rental and owner units. The constriction of Sudbury's housing market can be attributed to national and regional trends of smaller households, increasing auto ownership, and working a distance from one's residential community, as well as Sudbury's decline in farming throughout this century. Sudbury's residential growth will be tempered by physical constraints to development including steep topography, limited transportation infrastructure, the availability of adequate water supply, and the capabilities of the ground to accommodate on-site septic disposal and the minimum 10-acre lot zoning. Generally, Sudbury's development is characterized by low-density housing, located away from steep slopes, wetlands and floodplains.

The Vermont Department of Housing and Community Affairs states that “housing is affordable when the costs required are no more than 30% of the income for a household earning 80% of the [county] median income.” This formula is helpful in defining affordability for Sudbury’s households earning a moderate income or above, and places the regional affordability index at \$735 a month. Using a second affordability calculation that is often used by lending institutions for loan approvals, determines that an affordably priced home for a household earning 80% of the county’s median income costs around \$73,485.

A home priced at \$73,485 is still unaffordable for the Sudbury households earning below 80% of the county median household income. The median home value in Sudbury is \$119,300, an affordability gap of almost \$46,000. Because of the tight housing market in Sudbury, it is difficult to determine the amount of lower priced housing available to the Region’s lower income households.

The following income levels were defined by the Department of Housing and Community Affairs to be used as a standard in housing studies in Vermont:

- 30 percent and less of the County median income = lowest income
- 31 percent - 50 percent of median income = very low income
- 51 percent - 80 percent of median income = low income
- 81 percent - 100 percent of median income=moderate income

**PERCENT OF HOUSEHOLDS BELOW COUNTY MEDIAN INCOME**

TYPE OF INCOME	INCOME RANGE	% OF HOUSEHOLDS IN SUDBURY
Lowest Income	Less than \$11,023	~7%
Very Low Income	\$11,024-\$18,372	~11%
Low Income	\$18,373-\$29,394	~14%
Moderate Income	\$29,394-\$36,743	~13%

This shows that approximately 45% of the households in Sudbury earned incomes below the County’s median income.

**Housing Affordability**

		1990	2000	% Change
<b>Median Household Income:</b>				
	Sudbury	\$30,250	\$38,958	28%
	Rutland County	\$28,229	\$36,743	30%
<b>Median Home Value:</b>				
	Sudbury	\$91,400	\$119,300	31%
	Rutland County	\$94,000	\$97,200	3%

Source: US Census 1990, 2000, income figures not adjusted for inflation

As seen in the table above, in the past decade Sudbury's median home value rose 31%, a substantial increase when compared with the 3% increase in median home value in the region. Sudbury's median income rose 28%, slightly less than the Region-wide median income. The increase in income is disproportionate to the increase in home value, meaning that many Sudbury families could have lost buying power, and their ability to afford a home in the Town.

The affordable home value for Rutland County was \$73,485, representing the home that is affordable to those households earning 80% of the County median income, approximately 70% of the households in the County. This figure is drastically lower than the median home value in Sudbury of \$119,300. This affordability gap of close to \$46,000 indicates a need to examine the housing situation in Sudbury to ensure that housing is available for all household types at all income levels.

**Relative Median Income and Median Cost Rental Unit**

TOWNS	MEDIAN HOUSEHOLD INCOME	30% OF INCOME FOR HOUSING	MEDIAN GROSS RENT	RENT AS % OF HOUSEHOLD INCOME
Sudbury	\$38,958	\$974	\$556	26.5%
Brandon	\$35,810	\$895	\$510	31.6%
Hubbardton	\$37,647	\$941	\$600	30%

Source: US Census 2000

## **Future Housing Needs**

Recently (2003) a community survey was completed. The responses concerning housing and future development should guide the future growth of housing in the community. Many residents voiced their desires to protect agricultural land from being subdivided for housing or other non-agricultural uses. Many also felt that maintaining the rural aspects of the town should be a high priority. The majority of the survey respondents felt that encouraging affordable housing was important and that the preservation of existing housing stock was one way to address housing needs. Many people felt that the promotion of multi-family and manufactured housing was not something the Town should pursue. In light of these attitudes, and the current trends of rapid residential growth, Sudbury needs to creatively address its housing needs so that the needs of varying sectors of the population are met while maintaining its traditional rural landscape.

Two area agencies provide services that assist in the acquisition and/or rehabilitation of residential units for affordable housing. Neighborworks of Western Vermont is located in West Rutland, and the Bennington-Rutland Opportunity Council has an office in Rutland. The Town supports the assistance provided by these organizations, and encourages homeowners and prospective homeowners to make use of their services.

## **Housing Goals, and Objectives**

### **Goal 1**

Safe, decent and affordable housing should be available in a variety of types that meets the needs of diverse social and income groups.

### **Objective**

Maintain a diverse mix of housing options available to the complete spectrum of household incomes and household types.

### **Objective**

Increase public awareness of housing needs within the community and identify land and buildings within the town that would be suitable for specific affordable housing needs.

### **Objective**

Encourage construction of new and/or rehabilitated housing in appropriate locations, in particular located conveniently to transportation network,

### **Objective**

Cooperate with not-for-profit housing organizations, government agencies, private lenders, developers and builders in pursuing options and meeting the housing needs of local residents.

### **Objective**

Encourage affordable child care facilities in residential areas.

**Goal 2**

Households with individuals with special housing needs, including the elderly, those with physical or mental disabilities, single parent households, as well as low and moderate-income households are able to attain suitable and affordable housing.

**Objective**

Encourage accessory apartments within or attached to single-family residences.

**Objective**

Encourage improved access for all housing types to appropriate services, such as transportation and water and sewer, when applicable.

**GOAL 3**

Maintain and promote the historic character and development pattern of housing in Sudbury.

**Objective**

Encourage home ownership and property upkeep efforts of Sudbury residents.

**Objective**

Ensure that new and rehabilitated housing is constructed to meet safety and sanitary minimum standards

## HISTORIC AND CULTURAL RESOURCES

Sudbury's Historic Buildings are well documented in *The Historic Architecture of Rutland County, Vermont State Register of Historic Places - Sudbury* published by the Vermont Division for Historic Preservation. The Town has thirty-seven sites listed on the State Register of Historic Places. Many early 19<sup>th</sup> century historic farmhouses in addition to the village structures (Church, school, Town Hall) and the resort-related developments, including Hyde Manor and its cluster of buildings and other structures serve to enrich our understanding of the importance of Sudbury's rich architectural heritage. Unfortunately Hyde Manor is deteriorating at this point in time.

At present historic sites and structures are offered a limited degree of protection under Vermont Statute, Act 250. In granting permits for subdivision of lands, the District Environmental Commission must find that the proposed project "will not have an undue adverse effect on the scenic or natural beauty of the area, aesthetics, historic sites or rare and irreplaceable natural areas."<sup>2</sup>

In 1978, *Sudbury, Vermont, a Pictorial Record* with text by Arthur Keefe and photos by Josie Ritter was published. This contains early photos and then-current ones with interesting comments. These by reference become part of this report, and are available in the town clerk's office. One of Sudbury's most historic resources is a road - the Crown Point Road and its branch to Ticonderoga. This road is marked in several spots but goes largely unnoticed most of the time. It served a very important role in the history of the country. Any remaining traces should be preserved. (See the History of The Town of Sudbury, Pages 6-10, herein.)

Cultural Resources are less clearly defined. These resources possess qualities of significance in Sudbury's history, architecture, archeology, and /or culture and range from sites or places to organizations and events. Where present, these resources contribute to maintaining the social fabric of the community and establishing a sense of continuity between generations of citizens. Each structure, regardless of architectural style, reflects the values and standards of the society from whence it came. In preservation, these structures stand as visual reminders of the evolutionary nature of a developing community. Organizations and events preserve a sense of the past, while bringing the community together with activities.

The Town's school and its ancillary activities is the source of much of the community's cultural resources. Celebrating its twenty-fifth year, the Annual Road Race serves as an organizing element. It expanded its funding from the school-based projects to the Community Club's project road signs for the town. The Sudbury Community Club promotes stewardship of the town's buildings and lands, and sponsors many events- a plant sale, antique appraisal night, Green Up Day, and a war dance performance, to just name a few. The Meeting House Restoration Project is an example of their efforts to preserve one of the town's historic resources. Other cultural resources are a magical Christmas pageant in the Town Hall by the school children to a sophisticated performance at Middlebury College's Center for the Performing Arts. There are also many cultural sites and events in the surrounding area in which residents participate.

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<sup>2</sup> Vermont Statutes Annotated, Title 10, Section 6085.

## **Historic and Cultural Resources Goals and Objectives**

### **Goal**

Protect, preserve and promote historic sites, structures, and artifacts important to the history and heritage of Sudbury.

### **Objective**

Places of historical or educational value should be protected from development that would impair their quality or character.

### **Objective**

Rehabilitation of historic structures should be encouraged and adaptive uses considered where economically feasible, to maintain their architectural or cultural value to the community.

### **Objective**

Increase and support the expansion of cultural resources

### **Objective**

Work with local organizations, facilities, and businesses, to encourage activities and events of cultural interest to the residents of Sudbury and neighboring communities.

## COMMUNITY FACILITIES

### Present Facilities, Services, and Utilities

Public facilities and services, in or available to residents of Sudbury include elementary and high schools, fire protection, rescue, public safety, recreation, solid waste disposal, electric power, and communications.

### Public Buildings

The Town of Sudbury's property holdings consist of the elementary school, the Town Clerk's office building, the Town Hall, the Town garage, the Hill School and the Town cemeteries. There are also roadways no longer classified as Town roads, which still belong to the Town.

Sudbury's Country School, built in 1981, is an award-winning earth-bermed, solar-oriented and energy efficient building. It not only houses an extended K - 6 elementary school but is the location of many town activities after school hours. The athletic area is also available and is well utilized. With the elementary school population fairly stable, the school presently meets the needs and there are no plans for expansion. Due to declining enrollment, the school is exploring joining with adjacent towns to create efficiencies in staffing.

Sudbury students in grades 7-12 attend Otter Valley High School in Brandon.

Enrollment Figures for the Town of Sudbury														
Grades	K	1	2	3	4	5	6	7	8	9	10	11	12	TOT
2006-07	7	2	3	5	3	5	5	5	7	2	8	2	7	61
2007-08	6	8	3	5	4	3	5	6	5	7	2	9	2	65

There are three full time teachers, part-time staff, a part-time principal, a part-time librarian and physical education, music and art teachers periodically. In addition there are aides, school counselors, special teachers and many volunteers. In the 2003 Sudbury Community Needs Assessment Survey, over 50% of respondents rated the elementary school as very good or good, with another 8% rating it satisfactory. Only 2% of the respondents stated they felt it needed improvement.

The educational needs of the adult population of Sudbury are partially met by book discussion groups and special programs of the Brandon Free Library. Community College of Vermont with classes in Middlebury and Rutland, classes and lectures at neighboring Castleton State College in Castleton, Green Mountain College in Poultney and Middlebury College in Middlebury, offer college level educational opportunities.

The Town Clerk's office, built in 1975 near the Town Hall, is a small separate building with a fire safe vault and is the center of Town business. The Town Clerk has office hours 3 days a week and commissions and boards hold their meetings there. It houses the Town's business records, land records, and historical memorabilia until a better site is found.

The Town Hall is located on the first floor of the Sudbury Meeting House. A floor across the balcony was built allowing the church to move to the second floor. The building is on the National Register of Historical Places. It is the site of town meetings, voting, school plays, and is available

to rent for private functions.

The Town garage is located on Williams Lane and houses the Town's road equipment. Recycling is housed across the street from the town garage and has been very well used on a voluntary basis.

The Hill School, built of stone in 1829, is on the National Register of Historical Places. Cemeteries in Sudbury are presently full so that residents have to obtain plots in cemeteries in other towns.

Although community facilities are limited in Sudbury, no new additions to school, town office or road network are planned.

### **Administrative Services**

The provision of administrative services through a local government is basically done through two groups. A Board of three Selectmen oversees and administers the general day-to-day affairs of the Town. Under State law, the Selectmen are charged with the responsibility of overseeing the Town's roads, municipal properties and general affairs. The School Board is responsible for all matters pertaining to the education of the children residing in Town. The Sudbury School Board, consisting of three residents, administers the educational system, and the Vermont Department of Education regulates numerous aspects of the education provided to Sudbury's children. The School Board annually proposes a budget for the operation of the school system, and proposes an amount for approval in the Town's Annual Report. At the annual Town Meeting, the budgeted sum to be raised by property tax is placed on the ballot for approval or rejection by the voters.

The Selectmen, other elected positions and School Directors' positions are filled by citizens that are paid an honorarium. To date, the provision of administrative services by the Selectmen and School Board members has served the Town well, due in large part to the low population in Town and to the willingness of volunteers to serve in these positions.

### **Fire and Rescue**

Fire protection is provided by the Whiting Volunteer Fire Department, a member of the Addison County Firefighters Association. The department was founded in 1967, and Sudbury began using its services in 1978. The Brandon Area Rescue Squad provides rescue services for Town residents. Response time could be a problem, depending on the condition of Route 73, which is prone to flooding for a short period of time in the spring, necessitating closure of the road. Close to 70% of the respondents to the 2003 Sudbury Community Needs Assessment Survey rated fire protection by the Whiting Volunteer Fire Dept. as satisfactory or better.

### **Law Enforcement**

The Vermont State Police, and the local constabulary provide public safety services in Sudbury. Because of the rural nature of the Town, public safety service is generally provided on an on-call basis, though the town is covered during regular area patrols.

In the 2003 Sudbury Community Needs Assessment Survey, 40% of the respondents rated the

police protection in Sudbury as satisfactory or better. Close to 30% of the respondents suggested the police services for the Town need improvement. The Town should assess the police protection needs of its residents, to ensure that the services provided are addressing these needs.

## **Solid Waste and Recycling**

Sudbury is a member of the Solid Waste Alliance Communities (SWAC) and manages its waste in cooperation with the Town of Salisbury. Salisbury hosts a landfill located at 1301 Upper Plains Road. Recycling is available at the recycling center on Williams Lane. The Landfill was recertified and has been approved by the State of Vermont.

Hazardous waste drop-off sites include the Sudbury Recycling Center and the Gleason Road Hazardous Waste Depot, Rutland, and the Town Shed on Upper Plains Rd. Hazardous waste collection dates for these facilities are scheduled throughout the year.

Sudbury has recycling services in town. With the Recycling Center's baler, which was paid for from donated deposit bottles and cans, cardboard is recycled alongside other paper, metal and plastic products, reducing the Town's transportation costs. While many cities and towns are currently faced with the high costs of their recycling programs, Sudbury's Recycling Center has actually brought in revenue for the Town. Residents also participate in Green-Up Day annually. 70% of the respondents felt that recycling and garbage disposal arrangements were satisfactory or better.

## **Water Supply and Wastewater**

Water supply and wastewater are managed entirely on an individual scale in Sudbury. Dug or drilled wells and on-site septic systems serve nearly all residents. Given the rural settlement pattern of the community, the town has no immediate intention to examine municipal water supply or wastewater facilities.

## **Communications**

Communications exist in several forms in Sudbury. Traditional land-based telephone access is provided by Shoreham Telephone and Verizon through a network of strung lines. Dial-up and DSL internet access is available from a variety of providers, and is problematic in some parts of town. Wireless telecommunication is possible in select areas throughout the community based on reception, though no towers or repeaters are currently located in the town.

Improved wireless communications is not yet a priority for the Town of Sudbury. In that light, the town has no regulations pertaining to wireless telecommunications facilities. Future actions may address these to insure that they be constructed in a manner that is unobtrusive and consistent with the goals of this plan.

## **Recreation**

Recreation is important to Vermont and Vermonters. Formal recreational opportunities are limited to the athletic area at the school, that contains baseball and soccer fields and a wood playground.

Sudbury's location and geography provide the town with unique opportunities to promote outdoor recreation. Preserves maintained by The Nature Conservancy coupled with the ponds and Otter Creek provide varied undeveloped areas for hiking, cycling, fishing, kayaking, cross-country skiing, and other activities.

## **Other Services**

Sudbury also benefits from the use of the Brandon Free Public Library, and the Rutland Area Visiting Nurse Association.

## **Community Facilities Goals and Objectives**

### **Goals**

Promote an environmentally sound, and energy and cost efficient system of public facilities and services to meet present and future demands for fire protection, public safety, emergency medical services, water supply, sewage treatment, solid waste management and disposal, and other essential needs.

Maintain a safe, secure learning environment where quality educational opportunities are provided to all students.

Provide the desired levels of public facilities and services, including Wireless and land-based telecommunications infrastructure to meet the needs of residents and businesses.

Maintain and enhance outdoor recreational opportunities and public access to them.

### **Objectives**

Continue to provide a wide variety of community services, ensuring that the construction, expansion or provision of public facilities and services are consistent with the goals and policies of this plan.

Encourage maximum waste reduction, conservation and recycling

Insure that any new facilities are in character with the Town's rural atmosphere.

Maintain facilities in good condition. Be creative in finding ways to fund projects.

Make facilities at school more accessible and more user-friendly.

Continue to provide adequate levels of recreation facilities and programs to serve the residents of the town.

**Draft  
December 1, 2013**

Work with Supervisory Union members to ensure high-level, cost effective education for Sudbury students.

Continue to support the volunteer fire and rescue efforts, including obtaining funding for updated equipment, vehicles, and dry hydrants, and encourage continued training for personnel.

Maintain an updated community Rapid Response Emergency Plan and Develop a Community Emergency Management Plan.

Adopt regulations for wireless telecommunications facilities that serve residents' needs and maintain Sudbury's character.

Protect and enhance recreation resources of state or regional significance.

Support regional efforts that promote recreation and physical activity.

Study the potential for additional bicycle, hiking, and cross country skiing trails and easements.

Promote community awareness of accessibility to waterways, trails, etc.

Promote energy efficiency in land use decisions and construction.

Expand cemetery space as possible.

Expand coverage of community events and circulation of "Some Sudbury News".

Promote community involvement and community functions.

Restore the Hill School for the Sudbury Historical Center. Explore grants available.

Enact the policy of "No Smoking" within Sudbury's historically significant Town buildings.

## **ENERGY**

In the early 1900's in an attempt to generate power, Central Vermont Public Service Corporation built dams at Huff, Hinkum and Burr Ponds and Lake Hortonia. However, it didn't work as well as expected and the project was abandoned.

Heating oil, propane gas and coal, are all supplied by businesses in neighboring towns. Oil and gas rights leased to Cambrian Co. in the past have expired and are no longer a consideration.

Sudbury is a well-forested town. These forests provide renewable energy for its inhabitants and many houses are heated with wood. Firewood is also sold from Sudbury's forests.

Gasoline is probably Sudbury's greatest energy source. Most residents are dependent on cars for transportation and farmers use gasoline-powered equipment. There are no gas stations located in Sudbury.

Energy conservation is something we all can do and the lead in this area is being taken by the Electrical Companies. The town should follow this lead and encourage conservation of all types of energy. In all public and private energy needs the use of local renewable energy should be encouraged. This includes firewood, as already mentioned, solar power, passive, active and photovoltaic and wind power where feasible. Some area farms might explore the uses of methane gas from manure. Weatherization and rehab programs for existing houses could be better utilized to help residents conserve their heating energy.

The Town of Sudbury encourages energy efficiency and the use of renewable energy resources throughout the community. The Town recognizes the link between promoting a reduction in resources and efficient patterns of land use development.

### **Heating Fuel**

The majority (62.8%) of Sudbury households used fuel oil for home heating in 2000, according to the US Census Bureau. Wood, bottled or tank gas were the other primary sources, accounting for 20.1% and 15.5% respectively.

### **Electricity**

Household electricity is provided by Central Vermont Public Service, with all power lines within the town of low voltage distribution type. The closest high voltage lines, owned by Vermont Electric Power Company run through the Brandon swamp from Florence to Middlebury.

In the interest of limiting the overall demand for electricity and lowering individual bills, CVPS and other utilities in Vermont have created energy efficiency programs. The largest statewide initiative operates as Efficiency Vermont.

Efficiency Vermont is the state's energy efficiency utility - the first of its kind in the United States. Efficiency Vermont represents an innovative approach to helping Vermonters save energy and protect the environment.

The Vermont Public Service Board (Board) ordered the creation of the energy efficiency utility in response to a request from the Department of Public Service (the Department is the state's Public Advocate), all of the state's twenty-two electric utilities, and a dozen consumer and environmental groups. Through Efficiency Vermont, Vermont consumers, businesses, manufacturers, and farmers across the state can participate in the same seven energy- and money-saving programs.

Efficiency Vermont offers money-saving programs to homebuilders and buyers, low-income Vermonters, farmers, and residential, commercial and industrial customers. The programs help consumers capture energy-saving opportunities available through the installation and use of efficient construction designs, products and equipment. For example, low-income Vermonters can receive assistance to convert from costly electric heat and hot water systems to lower cost alternatives. Electric consumers can receive instant coupons or mail-in rebates for discounts on energy efficient lighting products and appliances.

## **Gasoline**

Automobile dependency is high in Sudbury because of the town's rural nature, so travel is by vehicle.

According to the 2000 Census, 95.4 percent of all occupied housing units had at least one vehicle available and 73.6% had two or more vehicles. Only 4.6 percent, or 11 units, had no vehicles in Sudbury. In comparison, 54 percent of all housing units in Rutland County had at least two vehicles, while nine percent had no vehicles.

## **Renewable Energy Resources**

Renewable energy as an alternative to energy generation with fossil fuel can provide for electricity needs while protecting the environment.

The Town of Sudbury has fairly substantial energy resources. The most prevalent is wood, which is found throughout the community on private, and public land. These forests provide renewable energy for its inhabitants as well as for others who purchase firewood from Sudbury's forests. Wood is also a renewable resource when managed sustainably, and is often used for home heating fuel.

Solar energy is an important renewable energy resource. The solar resource available to much of Vermont may not be enough to provide the total energy needs of a household, but can contribute significantly as a substitute to electric heat and hot water. Solar energy can be harvested through solar panels in the form of electric current, to power appliances, or as a passive energy used to heat a home. Passive solar design uses the sun's energy in heating a structure, so that the need for supplemental heat is greatly reduced.

Wind energy is one form of energy generation possible at varying scales, from small personal systems to large-scale utility systems serving thousands of households. Much of the wind generation capacity in Vermont occurs along the spine of the Green Mountains, where wind flows are unobstructed and high enough to provide sufficient generating power. The Department of Energy's Wind Program and the National Renewable Energy Laboratory (NREL) wind resource map for the state of Vermont shows wind speed estimates at 50 meters

above the ground and depicts the resource that could be used for utility-scale wind development. Sudbury is shown as having poor wind resources however wind resources at a micro level can vary significantly. Future plans are to provide wind speed estimates at 30 meters, which are useful for identifying small wind turbine opportunities. The high ridgelines of the Taconic Mountains in Sudbury could be a possible site for wind turbines. This resource, and the possibility of its use for providing for Sudbury's energy needs deserves further research.

## **Energy Goals and Objectives**

### **Goal**

Encourage the efficient use of energy sources in Sudbury.

### **Objective**

Establish a strong and visible commitment to energy efficiency and increased use of renewable fuels in all buildings, especially new ones.

### **Objective**

In any future construction, attention should be explicitly given to ways to make buildings models of energy efficiency.

### **Objective**

Work to create opportunities for walking, cycling, and other energy efficient, non-motorized alternatives to the automobile.

## **NATURAL RESOURCES**

### **Regional Characteristics**

Sudbury's climate, plant and animal communities, and geology are influenced by its position in the southernmost section of the Champlain Valley biophysical region. This region is nicknamed the "banana belt," for its long, warm growing seasons, generally low elevations, and low precipitation compared to the rest of the state. Soils vary from glacially deposited upland till, lake and sea sands and valley floor clay from the freshwater Glacial Lake Vermont and the saltwater Champlain Sea. Deep peat soils are found in low-lying areas. While the Champlain Valley characterizes most of Sudbury, the most northern reaches of the Taconic Range enter the town in the southeast corner where Stiles Mountain, at 1213 feet, is the highest point in Sudbury. It then curves north-northwestward including Woodchuck Hill, Signal Hill, Spooner Hill, Stoney Hill, Miller Hill and ends with Bald Hill at 713 feet. Then the land sinks into Brandon Swamp at an elevation of 378 feet.

Among the hills lie many wetlands, streams and ponds, the sources of much of Sudbury's surface water. Some of these surface waters drain into the Otter Creek, while others drain into Lake Hortonia.

Sudbury has many diverse natural resources within its boundaries. In the 2003 Resident Survey distributed by the Sudbury Planning Commission, respondents supported the goals of the Town to protect its natural resources. Eighty-eight percent of the respondents agreed that the Town should protect its lakes, streams and water sources from pollution. Other goals supported by the respondents were conservation and protection of areas of cultural, environmental and scenic significance.

### **Soils**

There are four general soil associations found in Sudbury. Each soil association has a distinctive pattern of soils, relief, and drainage. These general associations can be used to compare the suitability of large areas for general land uses. Because of their general nature, the use of these soil associations is not suitable for small scale planning such as for the management of a farm or site selection for a road.

The most prevalent soil association found in Sudbury formed in loamy glacial till throughout the Vermont Valley, Champlain Valley, Taconic Mountains, and associated foothills. The soils within this association (the Taconic-Macomber-Hubbardton) are found on mountains, hills and ridges overlaying slate and schist bedrock and, in Sudbury, are mostly forested. These types of soil are generally found in the southern half of town. Soils in this association vary from shallow to moderately deep, and can be found on gentle slopes as well as steep mountainsides. These soils are very well drained, and in some areas excessively well drained, which limits the site's septic suitability. The slope and depth to bedrock are also limitations for development.

The soils found running north to south along the eastern edge of Town are generally shallow to moderately deep, gently sloping and well drained. While this soil association, referred to as The Farmington-Galway soil association, was formed in glacial till similar to the Taconic-Macomber-Hubbardton soil association described above, its development capabilities are

markedly different. When found on steep slopes, the geography tends to be rugged with many rock outcroppings and high limitations to development. When found in valleys however, these soils have few limitations and are well suited for forests, cultivated crops, and community development.

The soils, which form a narrow strip of land running down the eastern edge of town, were formed of water-deposited and organic material on historic terraces and lake plains. These soils are generally gently sloping and very deep. The drainage capacity of these soils, referred to as the Hinckley-Warwick-Windsor Association, is dependent on the slope at which they are found. On valley foothills with greater slope, this soil association is often excessively drained and has a poor filtering capacity, limiting onsite sewage disposal. In shallow depressions and low areas near streams, this association is very poorly drained. These soils are generally suited to cultivated crops and to hay and pasture.

A band of soils runs diagonally across the northwestern part of town and are generally characterized as very deep and of varied slope. These soils, referred to as The Kingsbury-Vergennes Association soils, were also formed in water-deposited material and organic material on terraces and lake plains. Typically, the soils within this association have a surface layer of clay or silty clay loam and a subsoil of mottled clay. Therefore, they are moderately well to poorly drained and have a high shrink-swell potential, limiting sites for dwellings with basements. These soils can support cultivated crops, hay and pasture, as well as forests. The seasonally high water table and high erosion potential limit onsite sewage disposal.

## **Agriculture Capability**

Agriculture is the foundation of a highly valued rural lifestyle and a significant factor in the appearance of the Vermont landscape. Although there are only two farms remaining in Sudbury, the majority of respondents to the 2003 Sudbury Resident Survey believed that the rural aspects of the town should be maintained including active productive farms when economically feasible.

"Prime" agricultural soils have a high agricultural potential and are considered by the Soil Conservation Service to be of national importance. Prime soils have the soil quality, growing season, and moisture supply needed to economically produce sustained high yields of crops when treated and managed according to acceptable farming methods.

A second grouping of agricultural soils are classified as "statewide agricultural soils" and have good potential for growing crops, but have one or more limitations which restrict the choice of crops. They require more intensive management than prime soils. Most farms rely on soils of varying quality to support their operations. Marginal agricultural soils can contribute to a farm's productivity when used as grazing lands and pasture, farm woodlots and sugaring.

In addition to soils, other factors influencing how well land will support agriculture are land use, parcel size, slope, and access.

The face of agriculture is rapidly changing, and farmers and communities face challenges as well as opportunities. "The last two decades have seen the emergence of creative new production, marketing and support systems that provide benefits to farmers, consumers and communities. Many of these efforts focus on developing stronger local and regional food and

agriculture systems, which connect farmers more directly with consumers and food businesses.” (Green & Hilchey, 2002) While traditional agriculture may no longer be feasible in Sudbury, the evolution of agricultural techniques, trends and markets could provide opportunities for Sudbury’s present and future farmers to continue the longstanding tradition of agriculture in Vermont.

## **Forests**

Local forests provide benefits as farm woodlots, sugar bushes, recreation areas, and wildlife habitats, as well as being a resource for the forest product and fuel-wood industries.

Many soils classified as high agricultural potential also have high potential for forestry. Many of the physical and chemical characteristics that make land productive for annual crops are also desirable for tree growth.

Factors affecting the capability of land to provide forest-related values include: parcel size; contiguous acreage; attractive natural features; accessibility; and land use, the presence of unique habitats; size and distribution of forest openings; and the presence of wildlife food sources.

## **Forest Communities**

Northern Hardwood Forest Formation is the matrix community of the Champlain Valley. This means that this community dominates the landscape and forms the background in which other smaller scale communities occur. Broad-leaved deciduous trees such as sugar maple, red maple, beech, and yellow birch characterize the Northern Hardwood Forest. Other tree species include hemlock, white ash, basswood and white pine.

The drier climate of the Champlain Valley foothills are conducive to the Oak-Pine-Northern Hardwood Forest, a forest type commonly found in small patches within Northern Hardwood Forests. Often, oaks, hickories, and pines can be found, mixed in with the species common to the Northern Hardwood Forests. The communities that make up this group are diverse in their species composition, but are held together as an ecological group because they all have species that occur in warmer climate areas, or in local situations where soil moisture is low, such as south-facing rocky ridges.

Historically, the Champlain Valley was characterized by clayplain forests. The clay soils were deposited in the Champlain Valley during and following the Pleistocene glaciation. The Kingsbury-Vergennes soils running diagonally across the northwest corner of town correspond with the majority of the remaining clayplain forest fragments in Sudbury. The largest fragment, occurring in the northwest corner of town and extending across its western border into Orwell, has been identified by the Champlain Valley Clayplain Forests Project as being of medium-high priority for clayplain natural community conservation. Surrounding fragments have been classified as medium-low priority for conservation initiatives.

Once, clayplain forests dominated the southern Champlain Valley. What remains of this important landscape community has been altered through development and human habitation. Because the soils of the clayplain forest are deep and fertile, making them ideal for agriculture, today this forest community is extremely rare.

Clayplain forests are variously dominated by red maple, beech, hemlock, swamp, white oak, bur oak, swamp white oak, white ash, and shagbark hickory. More species of trees grow in the clayplain forest than in any other forest type in northern New England. The clayplain forest is home to a great diversity of shrubs and herbs, a number of which are rare or uncommon and some that occur in Vermont only in the clayplain forest. Many animals spend all or part of their annual cycles on the clayplain and diminishing forest size is leading to fragmentation and elimination of these habitats.

## **Mineral Resources**

The extraction and processing of mineral resources is also a significant economic activity in Vermont and Rutland County.

Sand and gravel resources are scattered throughout Sudbury. One of the larger areas of sand and gravel deposits occurs along either side of Rt. 30 just south of the junction with highway 73 W. Many of these resources occur in close proximity to mapped wetlands, decreasing the likelihood that they can be extracted and used.

Conflicts concerning the impact of trucks, crushing operations, and other nuisances are more likely when a significant gravel deposit is surrounded by residential uses. When sand and gravel operations extract material within a few feet of the water table, concerns are raised about the potential impact of fuel spills, compaction, and degradation of groundwater aquifers.

## **Wildlife Habitat**

The wetlands, open agricultural fields and forested areas of Sudbury offer many diverse habitats for wildlife.

Many of the wildlife habitats and other natural and fragile areas are mapped by the state and include deer wintering areas, bear habitat, migratory staging areas for waterfowl, fisheries, and sites of rare plants and animals. A number of these features are depicted on Sudbury's Natural Resource Maps. Other types of wildlife habitat include large forested tracts capable of supporting larger mammals and "wildlife corridors" such as streams that help connect the habitat areas together.

Wildlife associated with the Champlain Valley bioregion includes migratory waterfowl such as snow geese, Canada geese, and a variety of ducks. Marsh and water birds common to this region include the common mallard and black duck, the American bittern, least bittern, sedge wren, and Virginia rail. Open upland fields provide habitat for barn owls and upland sandpipers. Within the forests, songbirds, wild turkey, white-tailed deer, gray squirrel, and small rodents can be found. Three rare reptiles, the eastern timber rattlesnake, the five-lined skink, and the spiny softshell turtle all reside in the Champlain Valley.

The Nongame and Natural Heritage Program of the Vermont Department of Fish and Wildlife conducted a comprehensive assessment of rare and endangered species and habitats in western Rutland County in 1991. This effort resulted in identifying areas in Sudbury deemed to be of State and local significance for the existence of rare communities, plants or animals. Only one of these sites is within an area protected through conservation, located on land

owned by the Nature Conservancy and others are in the floodplain and in the vicinity of Lake Hortonia and Burr Pond.

Vermont is near the northern limit of white-tailed deer range in North America, and adequate food and shelter must be available if deer are to survive the deep snows and cold temperatures. Within Sudbury, eight deer wintering areas have been identified.

## **Water Resources**

### **Watersheds**

A watershed is a distinct, topographically defined land area that drains into a single river, river system, or standing body of water. Because smaller tributaries join to become larger rivers, many watersheds may be considered "subwatersheds" of larger watersheds. As one would expect, the activities taking place in a watershed play a critical role in the quality of the water draining from it.

The southern portion of Sudbury is within the Poultney River Watershed. The northern and eastern parts of the town drain into the Otter Creek basin.

### **Surface Waters**

The benefits provided by rivers and streams and their corridors are quite diverse. Historically, rivers and streams have served as important power sources and routes of transportation. Other values commonly associated with rivers and streams and their corridors include recreation and wildlife habitat.

Otter Creek, the largest flowing body of water in Vermont, flows into Sudbury from the east and, after a few ox bows, exits back into the Brandon Swamp. The Lemon Fair River briefly flows along Sudbury's western boundary. Willow Brook, which flows from High Pond, and Pleasant Brook, flowing from sources near Fiddle Hill Road into swampland, are found completely within Sudbury.

Lakes and ponds are also a significant feature of Sudbury's landscape. High Pond, Echo Lake, Hinkum Pond, Burr Pond and Huff Pond are all within Sudbury's boundaries, as is the northern end of Lake Hortonia, the largest body of water in Sudbury.

Lake Hortonia and Burr Pond are extensively developed with a mix of summer and year-round camps and houses. High Pond is located on land restricted from development and is a pristine mountain pond. Huff Pond has houses only along the road on its south shore.

Two surface waters within Sudbury - Burr Pond and Hinkum Pond have been identified by the state as outstanding examples of Mesotrophic-Eutrophic lakes. These lakes are moderate in depth and support extensive plant communities of substantial diversity and abundance. Shallow coves and wetland edges support communities with mixtures of floating-leaved, submersed and emergent species, while more exposed shoreline areas can support predominantly submersed species. Because of Burr Pond and Hinkum Pond's ability to support representative populations of macrophytes and fish associated with Mesotrophic-Eutrophic lakes, they have been given high conservation priority by the State of Vermont.

Burr Pond and its adjacent large wetland support three rare or threatened macrophytes—the pondweed *Potamogeton friesii*, the coontail *Ceratophyllum echinatum*, and the aquatic buttercup *Ranunculus longirostris*.

While many of Sudbury's waters support important plant and animal communities, the health of these communities are threatened by the non-native invasive Eurasian Watermilfoil. Once Eurasian Watermilfoil is introduced into a water body, it spreads quickly altering the natural environment of the lake. The effects of this can range from the reduction of available spawning areas for fish, to dominating indigenous plant species. Growth of watermilfoil can also negatively impact recreational uses of the lakes. Both Burr Pond and Lake Hortonia cannot support all designated uses because of this nuisance species. An aquatic ecosystem restoration project has been implemented for Lake Hortonia and Burr Pond to address the watermilfoil issue.

All surface waters in Vermont are categorized for management purposes (Class A or B), and the degree to which a body of water actually meets the objectives established by its classification is evaluated on an ongoing basis by the Agency of Natural Resources. A proposal to reclassify Hinkum Pond and High Pond as Class B1 surface waters because of their pristine nature is presently being proposed as part of the Agency of Natural Resources' basin planning process.

## **Wetlands**

Wetlands are land areas that are saturated with water at least part of the year. Although precise definitions vary, wetlands are normally identifiable by vegetation, soil type, and/or frequency of ponding. Wetlands include marshes, swamps, sloughs, fens, mud flats, and bogs. In addition to providing important wildlife habitat, values (or functions) of wetlands include storing stormwater, purifying surface and groundwater supplies, recharging aquifers, controlling erosion, providing areas for recreation, and serving as education and research areas. Wetlands play critical roles in the reproductive cycle of many threatened species. Wetlands support plants that can help purify water by taking up nutrients and incorporating them into plant materials while releasing oxygen.

Almost all of the identified rare and endangered species locations in Sudbury are located in mapped wetlands or surface waters. Wetlands occur almost continuously along the eastern border of the Town. Other large wetland areas occur in the northern section of town. Small sites are scattered throughout the town, generally associated with river and stream corridors and areas around the lakes. Please refer to Sudbury's Natural Resource Maps for specific locations.

Like other water resources, wetlands have been classified for management purposes by the state of Vermont. Currently, all wetlands within Sudbury are classified as Class Two wetlands. The Vermont Wetland Rules of 1990 established three classes of wetlands. Class one and class two wetlands are "significant" to the state and are protected by the state's rules.

According to the Vermont Wetland Rules, Class One wetlands are wetlands considered to be "exceptional or irreplaceable in their contributions to Vermont's natural heritage." The majority of wetlands mapped by the National Wetlands Inventory are designated by the State of Vermont as Class Two wetlands. When Class Two wetlands are located near development,

they must be protected by a buffer zone of 50 feet rather than the 100 feet setbacks associated with Class One wetlands.

State wetland rules control development in wetlands rather than prohibit it outright. Farming and forestry uses, "soft" recreation, utility poles, and incidental residential uses are allowed as long as the outlet of the wetland or its pattern of flow is not altered, and dredge and fill restrictions are met. Federal law also governs the use of wetlands. Federal regulations are different from state regulations and are primarily implemented through the federal Clean Water Act. The Clean Water Act regulates dredging and filling of all public waters, which include the nation's wetlands.

The majority of threats to wetlands come from development--be it agricultural, residential, commercial, or transportation related.

The 2002 Farm Bill's Wetlands Reserve Program is a voluntary program offering landowners the opportunity to protect, restore, and enhance wetlands on their property. The USDA Natural Resources Conservation Service (NRCS) provides technical and financial support to help landowners with their wetland restoration efforts. The NRCS goal is to achieve the greatest wetland functions and values, along with optimum wildlife habitat, on every acre enrolled in the program. This program offers landowners an opportunity to establish long-term conservation and wildlife practices and protection.

## **Groundwater**

The main reasons for planning for groundwater are to protect the health of area residents and insure adequate supplies of water for the future. Without clean groundwater supplies, the community could incur significant costs in terms of health and/or in locating alternative supplies.

To understand and plan for groundwater, it is helpful to recognize that groundwater is a part of the hydrologic cycle (which involves the continual movement of water between the earth and the atmosphere). Groundwater is water that has infiltrated into the soil and filled the pores and spaces in sand, gravel, or rock. The areas where groundwater is stored are referred to as aquifers. An aquifer is a geologic formation containing enough water to yield significant quantities to wells and springs. Places where groundwater is replenished by surface waters are known as recharge areas. Water moves from the recharge areas through the aquifer and out by way of discharge areas such as streams. Groundwater is drawn from aquifers through wells. Areas surrounding wells are areas of influence. In some situations (such as when a well from an aquifer serves a public water supply), the entire area surrounding an aquifer and having an influence on the quality of water in it is known as a wellhead protection area.

In general, there are two kinds of aquifers, unconsolidated and consolidated. Unconsolidated aquifers are mainly composed of materials such as sand and gravel. The coarse texture of these deposits typically allows for storage of large volumes of groundwater. Consolidated aquifers, also known as bedrock aquifers, are composed of fractured rock. These aquifers differ from unconsolidated aquifers because there are no spaces between individual grains of rock materials to store and transmit water. Instead, water is stored and transmitted in the fractures, joints, or faults in the rock.

## **Scenic Resources**

In the course of planning for Sudbury's future, it is important that the presence of high quality open space and scenic resources such as vistas and landmarks, are recognized and the integrity of such resources is preserved. Scenic resources have aesthetic, historical and economic value. Siting of future construction, as well as community facilities and infrastructure, should always consider the potential impact on the aesthetic qualities of the community and preserve the undisturbed integrity, wherever possible, of Sudbury's scenic and open space resources.

Scenic resources enhance the quality of life of Sudbury's residents, but these resources are fragile. Use of these areas must be balanced with their protection and preservation so that misuse and overuse do not destroy the delicate balance of form and pattern that defines scenic beauty.

## **Protecting Sudbury's Natural Resources**

As can be seen in the descriptions above, Sudbury is endowed with a multitude of important ecosystems, containing a variety of significant habitats important to flora and fauna, as well as natural resources important to the economy of the town in the form of timber, mineral deposits and prime agricultural soils. The health of these resources is directly linked to the overall evolution of the Town of Sudbury. Protection can come in the form of conservation and preservation of specific parcels of land, town-wide goals and policies directing the intensity and type of land uses, and state and federal regulations directing activities that affect these resources.

Private entities have conserved two important areas within Sudbury. The Vermont Land Trust holds a conservation easement on land in the northwest corner of town. The conservation of this land is significant because it encompasses much of a large, high-priority, parcel of clayplain forest.

The Nature Conservancy, with its mission to "protect animals, plants and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive," holds ownership of a land within the southeast corner of Sudbury. This land contains small areas of prime agricultural soils, as well as wetlands and sand and gravel resources, and surface waters. One site identified as rare or endangered by the Nongame and Natural Heritage Program of the Vermont Department of Fish and Wildlife is also within this conserved area.

While conservation is occurring in Sudbury, many areas containing rare and endangered flora and fauna, and the habitats that provide for their existence remain unprotected. Burr Pond and Hinkum Pond have been given high conservation priority by the State of Vermont but are not currently conserved. Please refer to the Natural Resources Map accompanying the plan for the location of these sites.

State wetland rules protect all of Sudbury's wetlands through regulations requiring a 50-foot buffer zone between edges and development. Additional guidance for development occurring near wetlands that provide habitat for rare, threatened and significant plant and animal species may be needed to ensure the healthy functioning of the wetland ecosystem as well as the protection of these specific species.

## **Natural Resources Goals and Objectives**

### **Goal 1-Agriculture Capability**

Encourage sustainable agriculture and forestry land and practices in the community

#### **Objective**

Encourage landowners to develop their property in a manner that retains the greatest possible amount of prime agricultural land for traditional uses.

#### **Programs**

- Present prospective developers with documents detailing efficient design options
- Suggest that interested landowners work with the Vermont Land Trust to preserve open land.
- Suggest that interested landowners work with the Champlain Valley Clayplain Forest Project to preserve or restore clayplain forests.

#### **Objective**

Maintain agriculture and forestry as viable industries in Sudbury

#### **Programs**

- Encourage interested farmers to coordinate the rental of fields for agricultural purposes
- Inform and encourage interested individuals in applying for grants to assist agriculture and forestry.
- Promote new agricultural techniques, such as diversifying to respond to the changing agricultural and economic climate of the state.

### **Goal 2- Mineral Resources**

Help balance the continuation of natural landscapes with the economics of mineral extraction.

#### **Objective**

Current and future mineral extraction should be done in such a manner so as to limit negative impacts, where possible.

### **Goal 3- Wildlife Habitat**

Maintain and improve wildlife habitat and natural areas in the town and region to the fullest extent possible.

**Objective**

Encourage areas with rare, threatened, and endangered species and other critical wildlife habitat to be protected to the greatest extent possible.

**Program**

- Whenever possible, assist the State in keeping an updated inventory of rare, threatened, and endangered species in the community.
- Discourage the fragmentation of forest parcels in order to protect forest species diversity and wildlife population sizes.
- Identify and whenever possible, protect, stands of clayplain forests in the Town.

**Goal 4- Water Resources**

Maintain or improve surface water quality to protect drinking water, aquatic habitat, and recreation.

**Objective**

Encourage pollution abatement in the town's rivers, streams, and ponds.

**Objective**

Vegetated buffer strips should be encouraged in shoreland and riverside areas surrounding streams, lakes and ponds.

**Objective**

Land use principles and decisions should encourage structures to be erected away from vegetated buffers of at least 50 feet through proper site planning and design.

**Objective**

Construction should be discouraged where slopes exceed 15 percent.

**Objective**

Activities that are potential sources of non-point pollution, including but not limited to agriculture and silviculture, should be conducted as follows:

- (a) Logging practices should follow Acceptable Management Practices (AMP) developed by the Vermont Agency of Natural Resources or other practices recognized by public agencies or professional associations.
- (b) Agricultural activities should follow Best Management Practices (BMP) for agriculture.

**Objective**

Encourage development which will minimize run-off in vulnerable areas.

**Objective**

Continue to support the road crew in employing gravel road maintenance techniques that prevent soil erosion and road surface deterioration.

### **Goal 5-Wetlands**

Identify and protect all wetlands which provide significant functions and values in such a manner as to achieve no net loss of such wetlands and their functions.

#### **Objective**

Significant wetlands and other critical natural communities should be protected from development by encouraging the maintenance of an undisturbed buffer strip of naturally vegetated upland at least 50 feet in width around the edge and by preventing runoff and direct discharge into wetlands.

#### **Objective**

Retain the present amount (no net loss) of significant wetlands and the values and functions that they serve.

#### **Objective**

Protect and enhance the ability of wetlands to provide values and functions of significance to the nation and state or of importance to the town.

### **Goal 6—Ground Water**

Maintain and enhance the quality of ground water resources and their resource protection areas from adverse development.

#### **Objective**

Encourage on-site sewage disposal systems to be installed in appropriate areas.

#### **Objective**

Advocate for mapping of groundwater resources

#### **Objective**

Land use activities which potentially threaten ground water quality should be carefully studied to prevent undue loss of groundwater quality.

#### **Program**

- Identify and map areas of potential concern and investigate options to restore water quality in those areas.

#### **Objective**

Maintain high quality groundwater and sufficient yields to adequately serve current and future residents of Sudbury.

### **Goal 7—Conservation**

Recognize conserved and locally significant natural areas within Sudbury

#### **Objective**

Balance development with sensitive natural resources and conserved land.

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## **TRANSPORTATION**

### **Facilities**

Transportation facilities provide for the movement of people and goods within the community and provide connections between homes, businesses, schools, government offices, and places beyond the municipality. Decisions regarding transportation have a direct impact on land investment and development patterns.

Primary access to the Town is via Vermont Routes 30 stretching from Brattleboro to Middlebury, and via Route 73, extending from Rochester to Orwell. The highways are the single most important component of the transportation system. They provide access for commercial, private and emergency vehicle to all parts of the Town, as well as linking Sudbury to the rest of the Region and State. They also provide for the movement of goods and services, and for recreational activities such as bicycling and walking.

Transportation facilities in or available to the residents of Sudbury include highways, rail, bus, air, paratransit, and trails for biking and walking. The roads, with some recommended improvements, are adequate to provide for Sudbury's needs; no new roads are planned for the Town.

Sudbury has 31.5 miles of traveled highways in Sudbury- 9.6 State highways and 21.9 of Town highways. State highways include 6.4 miles of Route 30 and 3.2 miles of Route 73. The Town highways are Class 2 (7.7 miles ) and Class 3 (14.2 miles). Route 144, of which 1.75 miles are in Sudbury, is a State road that is jointly maintained by Sudbury and Hubbardton. All other routes, private and public, are class 4 highways.

The Agency of Transportation's State Transportation improvement Program 2008-2011 lists one roadway project for Sudbury-Route 73. In the spring, major flooding problems exist on Route 73 due to rising levels of the Otter Creek, consequently necessitating the closure of the road for weeks at a time, and rerouting of traffic to the Leicester- Whiting Road to the north. Rerouting of emergency vehicles and others is a critical public safety issue as well as costly for business travel. The Agency of Transportation was studying solutions to this, working with the Rutland and Addison Counties Transportation Councils to solve this problem. As a candidate project, it is unlikely to receive any funding and is not a high priority for the State.

None of the roads in Sudbury are so dangerous that they are classified as High Accident Locations (HALs) by the Vermont Agency of Transportation, however it has been noted that Route 73 contains a number of bad curves.

The most recent traffic counts taken by VTrans at two sites on Routes 30 and one site on Route 73 were in the year 2006 and yielded an average daily count of 1500 vehicles 0.1 miles south of VT 73 west, 1900 vehicles 0.3 miles south of VT 73 east and 1300 vehicles 0.1 miles east of VT 30, respectively. Classified as major collectors, these roads have adequate capacity to handle these traffic volumes. The automatic traffic recorders are indicated on the transportation map.

The Vail Road is an officially designated scenic highway. This 1.36-mile stretch, receiving state designation in 1993, provides the framework needed to plan for the long-term protection of the road's special characteristics such as the historic, natural, cultural, scenic and recreational opportunities it provides.

Transportation in Sudbury is dominated by vehicles. There is no public transportation available within the Town. The existence of multiple modes needs to be recognized and planned for with future development.

Access to freight and passenger oriented rail service is possible at Rutland. The nearest tracks are Vermont Railway, to the east in Brandon, with no grade crossings or stops in the Town. The nearest commercial air service is found at Rutland Southern Vermont Regional State Airport in Clarendon and is also available in Burlington and Albany. The Marble Valley Regional Transit District provides services to members of the public and to clients of area social service agencies on an "on-demand" basis public but has no fixed route service in Sudbury. The closest fixed route service is in Brandon where service is available from Middlebury to Rutland.

## **Goals and Objectives**

### **Goals**

Create a transportation system that promotes the other goals and policies of this plan and connect land use to transportation making it easier to direct efficient land use patterns and development.

Provide and maintain a transportation system that is safe and efficient.

Provide and maintain a transportation system that meets the needs of all segments of Sudbury's population.

Minimize transportation energy consumption and trips.

### **Objectives**

Manage roads to meet community level demand and maintain a rural character.

Analyze and compare a reasonable range of alternatives before supporting any new transportation projects, policies or improvements.

Examine alternatives in terms of environmental costs, energy use or conservation, social costs, and public investment.

Compare the ability of each alternative to meet the goals and policies of the town plan, if the public need and benefit outweigh public costs and it provides, on balance, the most efficient way to meet demonstrated public need.

Plan land use and take actions to avoid the need to increase the capacity of town highways.

Promote energy conservation, public transportation and ride sharing programs.

If appropriate, support bike lanes, greenways and pedestrian paths, particularly in conjunction with road improvement and new development projects.

### **Prospective Improvements**

Below is a list of a number of transportation improvements/projects that would most serve the community.

Work with AOT to incrementally implement improvements to Route 73 to solve the flooding problem.

Establish a ride share system to help provide transportation to those without vehicles.

Adopt minimum sight distance and minimum separation requirements for driveways.

Maintain a current inventory database of culverts, roads and bridges within the community.

## LAND USE

### Relationships to Surrounding Towns

Sudbury is located in the central western part of Vermont in the northwestern corner of Rutland County. Within Rutland County, Brandon is located to the East, Pittsford to the southeast, Hubbardton is directly south and Benson, is to the southwest. In Addison County, Orwell is located on the western border of Sudbury and Whiting borders to the north.

Leicester, Orwell, Benson and Hubbardton are neighbors most similar to Sudbury. All are small, mainly agricultural and commuter towns with little industry. Many of the same concerns are shared, including declining agriculture, increasing development, conversion of seasonal homes to year-round, solid waste disposal and recycling concerns and energy and transportation issues. It would be advantageous if these were addressed regionally, rather than locally.

Brandon, the most closely connected and largest town in the area, is the nearest commercial and employment center. Physically, Sudbury and Brandon are separated by Otter Creek and Brandon and Long Swamps. At the southern end of this common border, the land becomes mountainous and the land is in a conservation area. Route 73 provides the linkage.

Pittsford and Leicester, both being "corner" neighbors, share no boundary with Sudbury. Route 7, a major north/south highway, runs through Leicester, Brandon and Pittsford. Another north/south highway, Route 30, runs through Whiting, Sudbury and Hubbardton, thus tying these towns together. The proper functioning of these major transportation routes is crucial to Sudbury for access, emergency response and circulation.

Whiting shares with Sudbury a mainly agricultural boundary, some of which is in agriculture-protection. Portions of this boundary are in swamp land.

With Hubbardton to the south, many geological features are shared, specifically the Taconic Mountain Range, Lake Hortonia, Echo Lake and the conservation area surrounding High Pond. The Lake Hortonia Association comprised of lake front landowners in both towns usually deals with any problems involving the lake. Any plan to conserve natural features should involve Hubbardton where possible.

Orwell, to the west, shares the fertile Lemon Fair valley. The area is primarily agricultural. Again, some of the Sudbury land is in agriculture protection. Route 73, which runs through Brandon to Sudbury, east to west, continues on through Orwell to Route 22-A which is another major arterial north/south highway serving a large portion of southwest Vermont.

With Benson to the southwest, Sudbury shares a short boundary in the lower valley of the Lemon Fair River. This is used for agricultural purposes.

In viewing the land use in surrounding towns adjacent to Sudbury, most use is identical to Sudbury's and no conflict of interests has arisen. Much of the land use is agricultural and, were this to change in the future, some issues might emerge.

Throughout Sudbury and the surrounding towns runs a network of narrow paved and dirt roads. These provide a closer view of our beautiful part of Vermont for an increasing number of tourists, both in cars and on bicycles.

## **Future Land Use**

The Future Land Use Section is shaped by the findings and recommendations made in all other elements of the Plan. It addresses the physical potentials and constraints of the land, the economic and social issues, goals and objectives of the rest of the plan, synthesizes ideas on a wide range of topics into a coherent policy on future development. The Future Land Use Section is where the Town "puts together all of the pieces" of the planning "puzzle."

While goals and objectives and maps help define the town's vision for the future, the Future Land Use Plan serves as a guide for the creation or amendment of programs (including bylaws) that implement the Town's vision. Local land use controls, for example, translate the desired development concept into a clear, attainable, and enforceable land use program.

As required by state law, the Future Land Use Plan contains both text and a future land use map. The future land use map displays the desired future development patterns recommended by the Plan, while the future land use text explains the basis or logic for the pattern and the desired sequence of land development. The map is intended to delineate those areas that are appropriate for specific land uses. The Map defines the types of uses to serve as guidelines for future development. The map is based upon information on the physical environment, such as soil depth, seasonal high water tables, slopes and overall capability to support potential development, as well as cultural information that recognizes Sudbury's historical land use trends, as well as existing land uses.

The Land Use Districts, defined in the following paragraphs, are a guide for the growth and development of the Town of Sudbury. The characteristics of the land in these districts suggest different planning needs, issues, and community objectives. The land use districts are Village Residential, Lake Shore Residential, Rural Residential, Agricultural Protection, and Conservation. These land use areas provide for a variety of residential, commercial, agricultural, and recreational opportunities for the future while considering local environmental constraints as well as existing land use patterns. This is not a zoning plan, although it provides guidance for zoning. The future land use map, designating the boundaries of each district, is an integral part of the Future Land Use Plan.

Land use is closely linked to transportation and considering future development within the context of existing roads will play a large part. The Town Policy is to construct no more roads. It will be insightful for future development to look at tools such as shared rights-of-way, cluster housing, and Planned Residential Development (PRD) to encourage flexible lot designs, accommodate access while working with the existing transportation network. Flexibility is needed as the terrain varies considerably in septic suitability, wetlands, steep slopes, rocky outcrops and agricultural soils. Flexibility is also supported in the goal to encourage landowners to develop their property in a manner that retains the greatest possible amount of prime agricultural land for traditional uses.

The goals of maintaining the rural atmosphere, but also protecting and preserving historic, cultural and environmental resources, and encouraging small business development and the creation of a village center are also reflected.

## **Land Use Districts**

### **Development Districts**

- Village Residential (R-1)
- Lake Shore Residential (R-1/2)
- Rural Residential (R-10)
- Conservation (Con.)
- Agricultural Protection (Ag.P.)
- Flood Hazard Overlay

### **Development Districts**

Sudbury Village contains the largest concentration of residential development in Sudbury. Although the district is indicated on the map the boundaries of this area should be considered fluid, in that as orderly development occurs, it will expand. It contains the community's public buildings and institutions, providing a center for community interaction, and a sense of place. Access to the Village is very good, given its location along the major transportation routes and their intersection.

The Sudbury Village Residential District contains some of the Town's existing built-up areas and suggests where future development should be most compact and is most amenable to a mixture of uses. The area, in general, is characterized by a mixture of open and wooded lands. Residential, agricultural and commercial uses, in the form of the town clerk's office, Town Hall, Hill School, cemetery and VTrans Maintenance facility share the district. This is an ideal location for a small business to locate there as well. The district seems to be open, with scenic vistas and varied terrain, giving it a separate appearance and character that distinguishes it from other, more agrarian or forestry-oriented parts of the community.

### **Village Residential (R-1)**

Specific recommendations for the Village Residential District include the following:

- Future denser residential and commercial growth in Sudbury should be targeted for these districts.
- Regulations should consider a mixture of uses, housing types and affordability levels.
- Lot layout and building design should enhance the area's character and help maintain the balance of agriculture, forest, and residential uses.
- Subdivisions should be designed to preserve "farmable" lots.

### **Future Development**

The pattern of settlement shall maintain and reinforce Sudbury Village as the focus of the town. The density and character of settlement shall be compatibly integrated with the existing

development and because of the location, proximity to services, and natural features, growth can be accommodated with relatively minor impact. Wherever possible, the Town encourages developments to use the least amount of land possible for private residential uses in order to create a compact commercial area and help to retain land for agriculture uses, particularly in other districts.

### **Lake Shore Residential (R-1/2)**

The lakes and shoreland areas, described in detail in the Natural Resources section of the plan, are an important part of the landscape and lifestyle in Sudbury. Consisting of seasonal and year-round residences on relatively small lots, the lake shore district has been designated to protect the scenic beauty, recreational opportunities and environmental quality around the shores of the lakes including Lake Hortonia, Burr Pond, and Echo Lake.

#### **Future Development**

- Any future development should be consistent with the existing development and because of the fragile resources and limitations to development, compatible commercial facilities and services will be considered, after review of their potential impacts.
- Public access to important resource areas should be retained as much as possible.

### **Rural Residential District (R-10)**

The remaining portion of the Town falls in the Rural Residential District, which encompasses all existing residential properties, and all lands currently used for agricultural purposes. Historically, these uses have been compatible, and it is anticipated that continued residential, agricultural and commercial uses should take place in the Rural Residential District.

This district is intended to provide land area for low-density residential development, farming, forestry, recreation and other rural land uses. Sudbury does not have municipal sewer or water service which necessitates low density development. Growth should be managed and consistent with the rural character of the area and site conditions. Despite the limitations on clustered development, conservation of open spaces and natural resources should be a high priority to maintain Sudbury's rural atmosphere.

### **Conservation District (Con.)**

Conservation areas contain lands that are very sensitive to development for a variety of reasons. They are generally characterized as significant natural resources such as wetlands and stream banks, productive forests, high elevations, steep slopes (often with shallow soils), and areas of scenic, ecological, cultural or historical significance. Lands included in the district are generally unsuitable for development because of the poor soils, steep slopes, poor access, and the presence of many natural habitats of importance to the town.

This District also contains land that are unconditionally protected from development including

Otter Creek Flood Plain. This includes all lands determined by map inspection or survey to lie below the three hundred eighty (380) foot contour line of elevation on the U.S. Geological Survey map. Agricultural uses only are permitted.

High Pond Reservation. This includes all lands in the so-called Burden estate, and may be extended to include any properties in the Town whose owners request inclusion in the land controlled and/or owned by the Nature Conservancy.

Government Hill. This includes lands surrounding the peak of Government or Signal Hill (BM 1089) lying above the nine hundred (900) feet of elevation contour line, U. S. Geological Survey Map.

Bald Hill. This includes lands surrounding the peak of Bald Hill (BM 713) lying above the five hundred forty (540) feet of elevation contour line, U.S. Geological Survey map.

#### Future Development

In general, lands in the Conservation District are suitable for low-impact recreational uses, such as nature and hiking trails, hunting, etc, but intensive recreational activities, such as all terrain vehicular use is not appropriate or should occur only in designated areas. Specific recommendations for the district include the following:

- All forms of development should be directed to other areas of the town whenever possible;
- Development that does take place in the Conservation District must avoid important natural areas;
- Public access to important resource areas should be retained as much as possible.

#### **Agricultural Protection (Ag.P.)**

The Agricultural Protection District's primary objective is the preservation of Sudbury's important agricultural resources. Currently it is a single parcel on which the Vermont Land Trust has an easement. The area is characterized by clayplain forest.

#### Future Development

Development in the Agricultural District should, to the greatest extent possible, maintain the low-intensity, active use character of the land. The Town encourages the continued development of agricultural and forestry enterprises in this district. Specific recommendations for the Agricultural District include the following:

- Subdivisions should be designed to preserve "farmable" lots;
- Roads should be maintained to permit easy transportation of agricultural commodities;
- Water supplies should be protected through careful design and siting of septic facilities and through the use of best management practices.

Retaining large tracts of undeveloped land in areas identified as high resource value for agriculture is vital to ensuring the future viability of farming, prevent the fragmentation of land into parcels too small to farm, and preserve open space. In order to insure that these lands may remain suitable for agricultural use in the event of future development, permanent zoning regulations shall contain provisions that will encourage cluster development.

This Plan, after adoption by the Townspeople of Sudbury, will be implemented by the Unified Development Ordinance and other pertinent ordinances.

### **Flood Hazard Overlay**

The Flood Hazard Overlay District includes all lands in the Town of Sudbury identified as areas in the 100 year floodplain, of special flood hazard on the National Flood Insurance Program maps. The overlay district is intended to protect the health, safety, and welfare of residents and the community in these flood-prone areas. As the interface between land and water, these shorelines and streambanks must be considered fragile areas. Certain species of wildlife are greatly dependent upon the particular habitat found there. Vegetation along the water's edge acts as a stabilizing force, preventing erosion and siltation, and providing shade to cool water temperatures. Effluent leaching from septic systems placed too close to the water's edge are very likely to pollute ground water and surface water.

### **Land Use Goals and Objectives**

#### **Goal 1**

Protect fragile areas and resources, to include:

- Wetlands and their buffers
- Floodways and floodplains
- Moderate and steep slopes
- Groundwater resources and their recharge areas
- Productive woodlands
- Significant and/or connected wildlife areas
- Historic, archeological and cultural features
- Scenic viewsheds from public roads

#### **Goal 2**

Preserve agricultural land and open spaces.

#### **Goal 3**

Accommodate continued patterns of existing land use.

#### **Goal 4**

Support or encourage land uses that historically have been compatible with one another and are suited for particular areas.

#### **Goal 5**

Maintain a land use pattern of a densely settled village with future development radiating from the town center that may be efficiently served by community facilities and services without undue adverse impact on the environment and municipal costs.

#### **Goal 6**

Avoid unplanned growth.

#### **Objective 1**

Continue to enforce flood hazard regulations

**Objective 2**

Within a given district, regulate to ensure compatibility of all permitted land uses.

**Objective 3**

Revise Unified Development Ordinance to conform with the Town Plan and to permit and control compatible land uses, and limit incompatibility.

**Objective 4**

Encourage participation in the state current use value program.

Land Use Goals and Objectives

Goal 1

- Protect fragile areas and resources, to include:
  - Wetlands and their buffers
  - Floodways and floodplains
  - Moderate and steep slopes
  - Groundwater resources and their recharge areas
  - Productive woodlands
  - Significant and/or connected wildlife areas
  - Historic, archaeological and cultural features
  - Scenic viewsheds from public roads

Goal 2

Encourage agricultural land and open space.

Goal 3

Allow agriculture and forestry on existing land uses.

Goal 4

Support the reuse and reuse of land that historically have been compatible with one another and are suited for particular uses.

Goal 5

Maintain a land use pattern of a densely settled village with future development extending from the town center that may be efficiently served by community facilities and services without undue adverse impact on the environment and municipal costs.

Goal 6

Avoid unbridled growth.

Objective 1

Continuing to enforce flood hazard regulations

## REGIONAL COORDINATION

### **Regional Coordination**

Sudbury is part of Rutland County and the relationship between this Town Plan and the development trends in the area and plans for the surrounding communities have been considered during the planning process. Towns adjacent to Sudbury include Brandon, Pittsford, Hubbardton, Benson, Whiting, and Leicester. Future land use pattern proposed in Sudbury's Plan is generally compatible with neighboring communities and also is consistent with the Rutland Regional Plan, adopted in May 2006. Sudbury continues to have community representatives serve on regional committees such as the Regional Planning Commission and the Rutland Region Transportation Council.

### **Additional Public Outreach**

A downloadable draft of the Sudbury Town Plan will be available in "pdf" or Adobe Acrobat format on the Rutland Regional Planning Commission website ([www.rutlandrpc.org](http://www.rutlandrpc.org)) as well as prior to the public hearings on the approval of the Plan.

