

Town of Concord Municipal Plan



Main Street looking north, circa 1870. Bouchard House is on the right.



Main Street today. Concord's new Town Office is on the right.

**Adopted
September 17, 2009**

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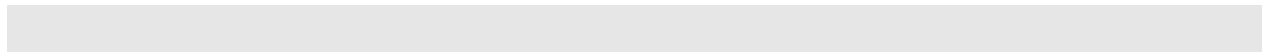
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Panorama of North Concord, circa 1907



Introduction

Land use planning is not a new idea. The ancient Romans designed their cities around specific plans and for specific purposes. Here in the United States municipal planning goes back to colonial times when a plan was adopted for the settlement of Philadelphia in 1682. However, those plans of the horse and buggy days were the visions and aspirations of a very few people.

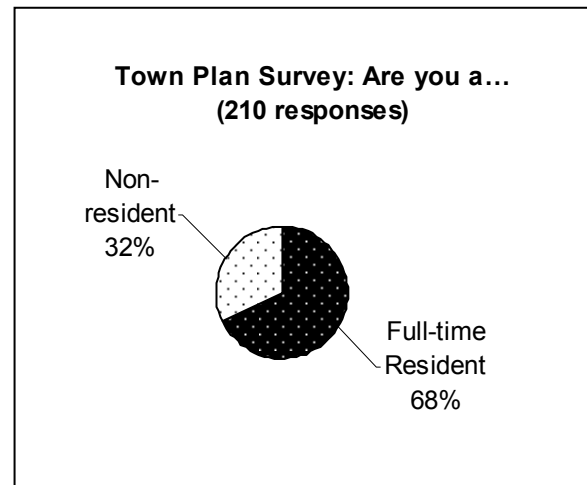
Today in Vermont, the planning process is quite different. Developing a comprehensive plan for a city or town involves extensive citizen participation and is a prerequisite to the adoption of most land use regulations.

The need for planning in Vermont became apparent when construction of the interstate highway system fueled economic growth in the 1960's, and land use planning began to focus on environmental protection and growth management.

In 1968 the Vermont Legislature enacted a law that prescribed the contents of municipal plans, as well as the process for their adoption. Under this new law, the planning commission would hold hearings and send the plan to the legislative body (selectboard) for additional hearings and eventual adoption. These plans would expire after five years, and any zoning regulations that were adopted could not be amended until the plan was re-adopted or amended.

Challenges such as dependence on the automobile, a rapidly aging population, and lack of affordable housing continue to drive many of the planning processes around the state.

Here in Concord, our first town plan was created and adopted in 1992. In 1997 that plan expired and has never been re-adopted or amended. In 2007, the Planning Commission sent a Town Plan Survey to its residents, yielding 210 responses. Survey results are incorporated throughout this document, such as the chart on the right. Many of these questions were open-ended, and respondents had much to say! Wherever possible, the Concord Town Plan includes quotes from some of those respondents.



The advantages of planning for Concord are myriad. They include:

- The ability to update antiquated and inconsistent zoning laws.
- The ability to apply for grant monies, many of which are unavailable without an approved town plan.
- The ability for the town to be involved in act 250 hearings.
- The ability for the townspeople to chart their own course and define what Concord is, and what we wish Concord to be.

The Concord Town Plan is the result of an exhaustive process that began in 2006 and required the help of many individuals. The present Concord Planning Commissioners are:

Karl Goulding, Chair,
Donna Paquette, Secretary,
Stuart Gray
Sten Lium
Don Whitehead

Other contributors, including previous board members, are:

Paul Bergeron
Victoria Bergeron
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Marilee J. Young

1. History and Demographic Profile

The Town of Concord was molded by the environment. Rivers and mountains, floods, and storms dictated the growth patterns and shaped industry.

The lands now known as Concord were first part of a 20,000 acre New York grant, under the name of Kersborough, in the County of Gloucester, granted to Archibald Hamilton and Company, October 13, 1770. In 1777, the General Convention of Vermont declared themselves independent, and in 1779 divided the state into two counties, and each county into two shires. Concord lands were then within the limits of Cumberland County, with Newbury as the shire. The rights of the Town of Concord were given by the legislature in 1780. In 1781 the town, consisting of about 47 square miles, was chartered to Reuben Jones and 64 others. In 1784 the first meeting of the proprietors was held at the inn of Jehial Webb in Rockingham, at which a committee was chosen to “view ye lands in Concord, and if they find a convenient place for a town plot, to lay out a street, or streets, five rods wide, and long enough to lay out fifty acre to each right, fronting fifty rods on one of said streets, said plot to be as neigh ye middle of the said township as ye land will permit.”

The early settlers came from the southern part of Vermont, from New Hampshire, and from the Royalston and Westboro region of Massachusetts. The first settlement was made in 1788 by Joseph Ball on the Connecticut River meadows, a triangle bounded by the Connecticut River, Hall’s Brook, and Mink Brook. (This area has been under the waters of the Moore Reservoir since 1957.)

Joseph Ball built the first grist mill in town, around 1794, on Hall’s Brook. Joseph Morse also came in 1788, cleared some land, then left to spend the winter in Littleton. The Balls stayed through the winter in their shanty made on crotches stuck in the ground for posts. The son, John, born in 1789, was the first child born in Concord. Later the same year, the first girl was born to Mr. and Mrs. Jonathan Lewis and named Sarah. Daniel Gregory came in 1789 from Massachusetts with his wife and year-old son, making the journey in six weeks. He built the first frame house in town in the Connecticut River meadows.

The U.S. Census in 1790 lists Concord, Orange County, as having 12 heads of family, and the 1800 Census shows 52 heads of family. The first town meeting was held at the home of Joseph Morse, October 5, 1794, when Captain Samuel Wetherbee was chosen clerk, and Samuel Hudson was chosen collector.

A new settlement was established on the Hill around 1796, in the area now known as Concord Corners. This was intended to be the business center with the stores, blacksmith shop, tavern, school, lawyer, physician, and hotel. The First Congregational Church was here, as was the first normal school for the training of teachers. As the population increased, the settlers spread out towards Royalston Corner, Texas district, East Concord, North Concord, and Miles Pond. In 1838, John D. Chase built a house in what was known as West Concord, now Concord Village. This area became the business center. “The Union Block” was destroyed by a fire, which started on October 19, 1958, forcing relocation of the town offices, businesses, and fifteen persons living in apartments.

North Concord was part of a tract of land granted in 1791 as Thomas Pearsall’s Gore. The early settlement was on the Moose River below the Victory town line. In 1803, the Vermont legislature incorporated the land into a town and named it Bradley Vale in honor of Stephen Row Bradley,

Vermont's U.S. Senator. In 1856, Bradley Vale was divided between Victory and Concord and renamed North Concord.



The East Concord Store

In 1871 Russell Brothers owned a large sawmill in East Concord, and the East Concord rail depot was built. There may have been a settlement in the area known as Tinkerville, but no records remain. There is a record of Capt. F.C. Harrington's exploration of the underground cavern known as Miles Cave on the back of Miles Mountain in 1871. In 1887, there were several mills in Miles Pond and about a dozen dwellings.

In 1901, the *Holiday Herald*, West Concord, Vermont, noted that "In the town of Concord, there are five post offices, five churches, three railroad stations, twenty-six manufacturers,

mechanics and artisans, fourteen merchants, two physicians, two lawyers, eight secret societies and one not secret, and a public library of 800 volumes." On June 10, 1904, the name of the village was changed from West Concord to Concord Village.

While the town was supported by numerous farm operations in 1880, it was Concord's industrial development that accounted for a peak in Concord's population, which Census figures placed at 1,612 residents. Logging operations in Concord and surrounding communities supplied Concord's industries with huge quantities of saw logs, which were milled into dimensional lumber for use in building construction and other product production. The railroad had created a means to ship Concord's wood and dairy products to the state's larger industrial towns. The town's rivers and streams supplied most of the power that was needed for the town's industries. Many businesses were established during this period to provide services and goods that were in demand by the industries and by the people that lived and worked in Concord's villages. By 1910, census figures show the population had fallen to 1,080. This drop may have been related to the closure of Concord's many saw mills around the turn of the century. The 1927 flood wiped out many of the businesses that remained along the river.

By 1937 the largest business in Concord was the New England Creamery. The town's 40 dairy farms supported the creamery operation. By this time most of the town's

Selected Responses From Town Plan Survey:

Q: Please list some historical structures or places you are aware of...

"Town Hall,"

"East Concord United Methodist Church,"

"The First Normal School (monument),"

"The Railroad Station,"

"Robert Frost Home,"

"Pike Cemetery,"

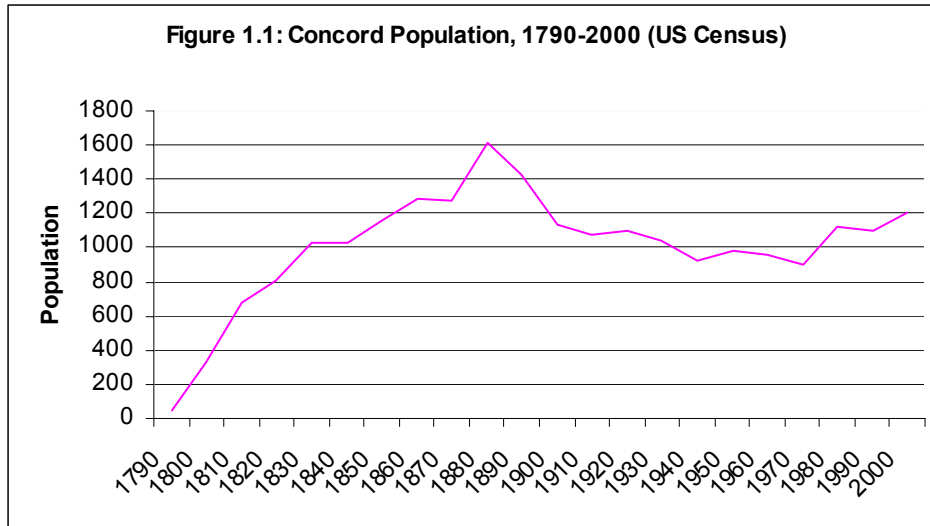
"Masonic Temple,"

"Concord Community Church,"

"Too many to list...I'm a history buff!!!"

original industries and service businesses had closed.

In 1930, the population of Concord was 1,043, with 353 residents in Concord Village. In 1970, U.S. Census figures placed Concord's population at 896 residents. By 1980, census figures show the population had increased to 1,125, but 1990 figures show a population of only 1,093. The 2000 census showed Concord's population at 1,209. US Census 2007 population estimate for Concord is 1,203.



*Town of Concord
Vermont 1781-1976
Then and Now, A
Concord Bicentennial
Committee Project
Book, has been
reprinted and is now
available at the Town
Clerk's office for \$10.*

Concord Village



2. Land Use

By the late 1800's, five distinct villages had been established within Concord's borders: North Concord, Miles Pond, East Concord, Concord Corners, and West Concord. The latter, which is comprised of the area from Concord Village west to the Kirby town line, is known as "Concord." In addition to these five villages, there is also Shadow Lake. Each village has its own distinct characteristics.

Over the years, the villages that make up Concord have seen many changes in the number of local industries, commercial establishments, local farms, woodland and rural agriculture. The town no longer has an industrial base, and very few acres of the town's 28,100 acres are currently being farmed. The shift away from agriculture and industry in Concord in the past seventy years is significant. However, 90.47% of

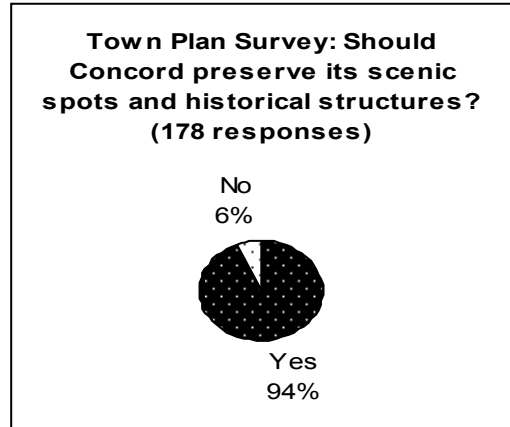
Concord's land cover remains forested, and logging within the town's wooded areas still represents an important part in the town's economic structure.

Approximately one third of the woodlands used for silviculture are owned and managed by an individually owned logging operator. Some of the cut-over tracts are being subdivided and sold as building lots.

Growth

Today, the town currently supports and maintains a small commercial base which is scattered throughout town and largely located on residential properties. Concord's Real Estate Valuations Report shows that 191 properties were classified as "Vacation 1" or "Vacation 2." (See Figure 2.1.) The State Department of Taxes, FY2009 Annual Report shows that less than 43% of taxable properties are owned by Concord residents. The growth in second homes has served

to increase the retail and tax base of the town, without putting an undue burden on the town's services or educational requirements. The trend in Concord is that there are many small businesses throughout all the villages that are located on residential properties. Concord's current development incorporates a mixture of residential, seasonal, and commercial areas surrounded by rivers and streams, mountains, and hillsides scattered throughout the five village areas that make up the Town of Concord.



...and selected survey responses:

Q: If yes to above, how might we go about it?

"Concord has many gorgeous locations. It is the town with 1000 beautiful vistas. It should advertise the fact."

Q: Please list some of your favorite spots in Concord.

"The baked goods shelf at Bernie's."

"Most of them have disappeared."

"What are these spots? The hottest spot in town is Bernie's and Mooselook... Tell me what else we have."

Land Use Trends

The Town of Concord has not yet felt major development pressures, which has allowed the town to focus on planning for possible future development. However, Concord is a major transportation route between St. Johnsbury, VT, New Hampshire, and Maine, making the Town very attractive for residential, commercial, and second-home buyers. This growing development attraction is evident in the increased number of building permits being issued each year and the increased rate of forested land-to-residential turn over. In the coming years, Concord's development pressure could also grow due to the Burke Mountain ski resort expansion, as well as increased development in St. Johnsbury, VT and Littleton, NH. The Burke Mountain Ski Area development plan includes expansion of the skiing facilities, an 18-hole golf course, and a large amount of new condominiums and vacation rental units. This development plan also includes new residential and commercial development within the ski area holdings. It is anticipated that additional commercial development will occur in the Village of East Burke and the Town of Lyndonville, with increased demands on the services of those towns and the roads that connect into and out of the Burke Mountain area. Concord should anticipate some secondary development due to the expanding tourism market and second-home market of the Burke area. A rise in vacation properties in Burke, and subsequently the property values, may require Concord to meet a majority of the affordable development needs associated with ski resort expansions, such as worker housing. Concord is also experiencing increased development around the Miles Pond and Shadow Lake areas with increased upgrades to existing properties and conversion of single owner seasonal properties to year-round residential and rental properties.

Because of this forecasted increase in development pressure, the Town of Concord should look to guide the development to appropriate areas that will maintain the character of Concord, foster economic development, maintain a mixture of uses in the village areas, and protect local natural resources.

The Town of Concord welcomes an increase in development. The Town has experienced an increase in small business growth, but attracting larger commercial or industrial development has been difficult. The Town recognizes there is significant potential to build upon the local tourism industry as Burke Mountain expands and other recreational activities such as camping, swimming, boating, hunting, fishing, ATV riding, and snowmobiling increase within our borders.

Figure 2.1: Concord Properties by Category, 2008

Residential Properties with less than six acres of land	236
Residential properties with more than six acres of land	174
Mobile home unlanded	46
Mobile homes, landed	93
Vacation properties with less than six acres of land	126
Vacation properties with more than six acres of land	65
Commercial	26
Apartment buildings with more than 4 units	1
Electric utilities	6
Farm	3
Woodland	17
Misc. (included undeveloped land not forested)	210

Source: Vermont Dept. of Taxes, FY 2009 Annual Report

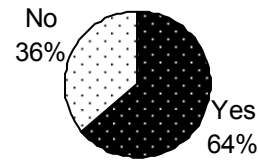
Village Growth and Village Centers

Facing this new growth, the revision of this plan has yielded several goals for the Town of Concord. Primarily, the town believes it is important to concentrate growth in the village areas throughout the town. The villages have a significant amount of development potential, which may ultimately help to lessen the tax burden on residents. Concord's villages should maintain their traditional design through small-lot sizes, mixed uses, pedestrian elements (such as sidewalks and cross walks), and neighborhood green spaces.

Adaptive reuse is encouraged in order to revitalize neglected and under-utilized properties before adding on to existing neighborhoods. The villages should also see the commercial sections of their main streets become popular public gathering areas with additional shops, restaurants, and service businesses. As the villages grow, areas for new residential blocks and streets should be designated to attract development that will fit in with design of

existing neighborhoods. The town would like the villages of North Concord, East Concord, and Concord Corners to maintain its mixture of uses (mostly residential and/or small businesses), encouraging commercial and industrial development along Route 2. The Town would like to accommodate new rural and tourism-oriented businesses throughout.

Town Plan Survey: Should special planning attention be given to village centers? (166 responses)



Rural Lands

There is a mixture of agricultural and woodland corridors, large-to-small lot residential areas, recreation land, wetland areas, open space, forested areas, two recreational bodies of water and a few commercial enterprises throughout the town. The town would like to maintain the sense of rural



The view from Shadow Lake Road

open and woodland space. To accomplish this, residential development and other uses can continue to be allowed but encouraged to have the least impact on the surrounding landscape. To maintain natural, scenic, and environmentally sensitive areas, the development permitting process should address these elements. Some of these sensitive areas identified by residents include Miles Pond, Shadow Lake, the Moose River and its floodways, traditional farming areas, prominent local hills, scenic viewsheds [Royalston Corner Road, Streeter Road, Goudreault Hill, the Miles Mountain ridge, the Shadow Lake area, the Miles Pond area], significant forest areas, and important wildlife habitats. As the

town grows, these sensitive areas should not end up in isolated pockets due to residential sprawl, but rather be maintained in corridors that complement the local landscape, encourage connectivity to the villages, and provide significant recreation opportunities.

As Concord was molded by the environment, now the town's future growth will affect the environment. Overall the future vision of the Town of Concord includes bustling village centers surrounded by a scenic rural landscape with all the elements identified in this plan cooperatively working together to welcome economic development and accommodate new growth that protects our natural resources, endorses new technology, and ensures a rich quality of life without changing the character of the Town.

Elevation and Elevation Considerations

Traditionally, the town's steep slopes and rolling terrains have limited Concord's residential, commercial, industrial, and agricultural expansion. Concord's landscape is dominated by the Miles Mountain range, which has the town's highest elevations at 2,432 feet. This undeveloped area is composed of steep forested slopes which drain into a significant watershed area that encompasses many tributaries and wetland areas in Concord and in neighboring towns. This area includes Victory Bog. Goudreault Hill at 2,012 feet, has gentler slopes which guide the area's rain and snow runoff into natural watershed collection areas, including Miles Pond and the Moose River. Shadow Lake is a collection area for Shaw Mountain, 1,800 feet, and surrounding hills. East Concord's elevations average between 800 and 1,100 feet. These lands are made up of rolling hills and some fairly level areas. Its watershed includes the Connecticut River. West Concord's lowlands are separated by the Moose River, elevation 800 feet. The higher elevations in Western Concord, averaging 1,100 feet in elevation, are predominantly rolling hills that melt into the town's only meadow lands. The higher elevations of North Concord are gentle rolling hills that drain into meadow lands on the Moose River. The town's highlands have provided Concord's residents and wildlife with a number of water supplies. At the same time, multiple elevation changes within the town's lowlands tend to restrict the area's development and agricultural potential.

The town's development districts, or corridors, should be designed to make the best use of these moderately sloped areas.

Zoning

Concord's Zoning Bylaws were adopted on November 15, 1973 and amended in 1975, 1978, 1987, 1988, and 1994. These bylaws established the following districts: Rural Lands (RL), Low Density (LD), Medium Density (MD), High Density (HD) and Lakeshore (LAKE). The high and medium density zones created development corridors along each side of the town's road system. The lakeshore district adopts a 1000 foot development corridor around the edge of Miles Pond and Shadow Lake. The town's remaining interior lands are zoned rural or low density. High density development is restricted to the village areas of Concord, North Concord and East Concord. These areas are generally served by paved and/or dirt roads. Lot sizes and setbacks are set for each zone. Floodway limits are also incorporated into the town's zoning bylaws. Site plan review is incorporated into the planning regulations to ensure a site and its soils can support the proposed development. Under Concord's bylaws no structure or site may be used or occupied until a Certificate of Compliance is issued by the Administrative Officer. These bylaws tend to restrict residential and commercial development to

areas within the community which are served by town roads and utilities. The current bylaws do not address or restrict development within wetlands, along stream beds, or in areas where the topography tends to create potential erosion and water pollution conditions. Although these zones have been adequate over the past several years, Concord needs to re-evaluate the current zoning bylaws in light of future development and current land use trends. Recognizing some of the shortfalls of the zoning bylaws, Concord recommends the following updates for the zoning bylaws to both reflect the values of the community and guide future development.

Rural Lands (RL)- The objective of this district includes land generally characterized by poor access, poor soil, steep topographic conditions and remoteness from existing concentrated settlement which would be unduly expensive to serve with public utilities and services. Primary uses in this category should be forestry and other non-intensive uses such as agriculture.

The Town of Concord should also consider creating a Conservation Overlay for areas within the Rural Lands district that might be extra-sensitive to development (as mentioned under Open Space & Conserved Lands).

Low Density (LD)- The objective of these areas are designed to maintain an open quality through a large part of the more developable parts of Concord by requiring a five acre minimum lot size. Five acres will be needed in this district to support sewage disposal and water needs of a proposed use.

Medium Density (MD)- The objective of this district is focused upon the areas of Concord that are in close proximity to existing areas of settlement, which have good road and utility access. Lots in this district may require off-lot water and/or sewage service. Lot requirements are designed to encourage growth in these areas in close proximity to the town's village centers.

High Density (HD)- The objective of these districts represent the town's pre-existing village centers, which are served by adequate road and utility services. All pre-existing development in these districts is currently served by individually owned water and sewage systems. Future development or redevelopment within these districts shall be limited to the ability of the district's soils and natural water resources to support the proposed development.

Lakeshore (LAKE)- The objective of this district surrounding Shadow Lake and Miles Pond is designed to provide adequate setback from the seasonal high water mark of the water bodies to protect them from water pollution and help protect the visual qualities of the shoreline.

An Evaluation of Concord's Open Space Conservation Strategies

The Town of Concord is a visual landscape of open spaces, wooded hillsides, and mountains with scenic vistas within its borders. While there are numerous ways to protect these areas through regulatory and nonregulatory measures, Concord's most effective plan to protect open spaces, preserve prime agricultural lands, protect natural areas and limit the fragmentation of open lands is likely to incorporate a number of strategies outlined below:

Large Lot Zoning

This technique simply increases the minimum lot size and dimensional standards (such as setbacks). It typically yields lots that are 10 acres or larger in order to preserve the “rural character” of an area (though not necessarily farmland). Areas along Streeter Road and Royalston Corner Road to Leonard Hill Road are served by Class 3 roads, with limited access to utilities. Once the site of several working farms, this area is now characterized by large contiguous areas of undeveloped land, served by heavily wooded roadways that occasionally open up to spectacular views of neighboring communities and New Hampshire. The rural character of this residential area may be best preserved by through limited low-density residential development on large lots with large setback areas.



The view from Streeter Road

Conservation Easements and Restrictions

Conservation easements may be placed on a property title when the property owner requests to conserve an area or sells the development rights. Conservation easements are a permanent element within a property's title and are maintained through property transfer. They may only be removed through permission of the holder of the easement, which usually requires swapping for other land and a detailed case as to why the property now needs to allow development. Less than 1% of Concord's land is currently in conservation. Concord's conserved land is located on Miles Mountain at North Concord Bog. It is a property of the University of Vermont and accounts for just over 270 acres.

Current use restrictions, unlike conservation easements, can be removed from a property at any time. Vermont's Use Value Appraisal Program (aka “Current Use”) allows property owners to reduce their property taxes by enrolling in the Vermont Current Use Program. The program allows property owners to pay property taxes based on a reduced per/acre amount set by the state for agricultural or forestry uses. When the property is removed from current use or developed, the property owner must pay a Land Use Change Tax, which is 20% of the fair market value of the property. In most cases, this is a significant sum, which encourages landowners to maintain enrollment. This program helps to subsidize farmland and forestland in the state and reduces the loss of these valuable lands to residential development. In 2008, Concord had a total of 44 parcels of land enrolled in Current Use, accounting for 14,092 acres (12,850 are non-residential; 1,243 are homestead acres.) Total enrollment accounts for approximately 43% of Concord's total acreage.

Overlay Zoning

Concord's zoning currently includes an overlay for areas of flood hazard. Overlays, however, can be used for other purposes, such as preventing fragmentation of open space and minimizing negative impacts to environmentally sensitive lands. 24 V.S.A. §4414(2) specifically authorizes municipalities to adopt overlay districts to “supplement or modify the zoning requirements otherwise applicable in underlying districts in order to provide supplementary provisions for areas such as shorelands and

floodplains, aquifer and source protection areas, ridgelines and scenic features, highway intersection, bypass, and interchange areas, or other features described in §4411 of this title.”

Concord can use a Scenic or Conservation Overlay as a way to conserve important natural environments in town, without some of the drawbacks of conservation easements and current use restrictions. Conservation Overlays are an extra coverage over smaller parts of regular zoning districts that can impose extra precautions for development in those areas. This may be accomplished by subjecting all proposed development to conditional use review, as well as establishing more site-specific standards for development within the overlay district. Examples include:

- limiting the amount of clear-cutting that can occur on a site;
- encouraging the preservation of open space by requiring home sites to be established near the perimeter of the property;
- lessening the impact on watersheds by requiring vegetation buffers along waterways;
- protecting views along scenic ridgelines by limiting clear-cutting, placing the development envelope downslope of the ridgeline, limiting the use of lighting; or requiring screening.
- Limiting the height of buildings in important viewsheds.

The best part of a Conservation Overlay is that it can be tailored to the specifics of a town's values, whether it is protecting existing forested areas, higher elevations, watersheds, prime agricultural soils, or important wildlife areas.

Planned Unit Development

24 V.S.A. §4417 encourages towns to allow for planned unit developments (or planned residential developments) under their bylaw. Concord's zoning bylaw does not allow for such development. Planned unit developments may be a very effective tool for encouraging clustering – a technique that concentrates buildings in one area of a parcel so that a certain amount of land will remain open for recreation, common open space, and in some cases, environmentally sensitive features. Clustering in this sense allows the developer to reduce the minimum lot size and bulk requirements, as long as there is no increase in the total number of housing lots that would have been allowed under conventional subdivision regulations. The end result may be less fragmentation of valuable open space that may have occurred if the land were to be subdivided and developed in strict conformance with the bylaw. Oregon Road, for example, may be able accommodate more housing in this manner. Planned unit development of an appropriate scale and density could help to preserve open space along this corridor.

Conservation Commission

The creation of conservation commissions are authorized in 24 V.S.A. Chapter 118. The commission may be created at any time, either by a vote of the town or by the Selectboard. The members of the commission are volunteers, and they may advise local officials on conservation matters, (such as the Selectboard or the planning commission), but they have no authority over land use issues. Vermont statute spells out the activities that a local conservation commission may undertake. They include:

- making an inventory and conducting continuing studies of the natural resources of the town;

- creating and maintaining an inventory of lands within the town which have historic, educational, cultural, scientific, architectural, or archaeological values in which the public has an interest;
- making recommendations on the receipt of gifts of land or rights thereto, or other property;
- receiving money, grants, or private gifts from any source, for the purpose of conservation activities;
- receiving gifts of land or other property, with the town's consent;
- administering conservation lands held by the town;
- providing technical advice to the planning commission or zoning board of adjustment on specific permits;

Acquisition of Conservation Lands

24 V.S.A. §4431 allows municipalities to either purchase land or development rights for conserving land, provided that it done in a manner that is consistent with the town plan. Although there is a cost for acquiring conservation lands, there are a few vehicles out to help municipalities foot the bill. Easements are often held jointly with a local land trust or state agency that provides matching funds. And, it should be noted that towns with open space plans will be considered more favorably by conservation organizations that provide matching funds. Municipalities also fund conservation activities through annual appropriations or a dedicated portion of the property tax, or through fundraising. Some towns include their conservation activities into a capital budget and program.

Open Space Plans

Open space plans are one of the supporting plans authorized in 24 V.S.A. §4432. Adopted separately or as amendment to the current town plan, the Open Space Plan would be a non-regulatory tool to guide public and private conservation strategies. The Open Space plan typically contains an inventory and map of natural resources to be conserved as open space. It also identifies specific strategies for conserving those resources (e.g. direct acquisition or conservation easements, funding sources for acquiring the land). Although the planning commission would ultimately be responsible for the adoption of the open space plan, a local conservation commission would obviously play a critical role.

Subdivision Regulation

Concord currently has no subdivision regulations and has little or no standards for the review and approval of plats. Subdivision regulation controls the pattern of development, i.e. the way the land is divided up in order to accommodate road access and infrastructure. Here are the aspects of development that subdivision regulation would address:

- Design and configuration of parcel boundaries.
- Lot sizes, in order to assure adequate provision for water, wastewater, stormwater management and utilities, and to avoid the creation of undevelopable lots.
- The placement of storm water management facilities, public and private utilities, landscaping, and any other necessary improvements as may be specified in the municipal plan.

- The layout of roads, in order to maximize traffic safety and ensure adequate access by emergency response vehicles.
- Protection of natural resources and cultural features, as well as the preservation of open space.
- Placement and grade of building envelopes, in order to minimize adverse impacts to neighboring properties from runoff and erosion.
- How lots are recorded in the land records, and the level of detail that must be recorded, such as improvements to the lot, such as culverts and drainage, water and sewer, road access, easements, and the dedication of open space.
- Preservation of open space and rural character is often an overarching goal of the municipality.

Land Use Goals

- New development should complement traditional development patterns and land uses.
- Traditional uses that maintain the rural character of Concord, such as farming and forestry, should continue to be preserved.
- Growth should be sustainable, orderly, and consistent with the future vision for the Town of Concord.
- Land development should retain and protect natural features and special scenic areas, ridgelines, bodies of water, and watersheds.
- Encourage community pride, reinvestment, and adaptive reuse in the villages of Concord.
- Maintain the village areas with high-density mixed-use development that provides for a safe and liveable work and play environment.
- Balance the need to preserve the rural character of Concord with the ability to attract and retain employment opportunities, including home occupations and home-based businesses.

Strategies

- Update the Zoning Bylaws to allow for the implementation of the Town Plan and ensure that the bylaws are consistent with statutory amendments.
- Investigate the creation of a conservation overlay district as a means to protect scenic and environmentally sensitive features in town.
- Host open space preservation workshops in the community.
- Re-evaluate standards for the approval of subdivisions.
- Allow for planned unit developments in order to preserve open space through clustering.
- Collaborate with the area towns in preparing for increased development and infrastructure.
- Focus anticipated tourism-related development into the villages and new "hub" areas.
- Encourage redevelopment and reinvestment in village centers through use of incentive programs, such as Village Center Designation from the state of Vermont, in order to provide tax credits for rehabilitation of income-producing properties.

- Allow for adaptive reuse of historic structures, such as barns and industrial buildings in Concord's bylaws.
- Re-evaluate Concord's policy on home occupations.
- Allow for the development of existing small lots in the Village areas.
- Concentrate residential and industrial development in areas where municipal infrastructure, such as water and sewer, may become available.
- Restrict new residential construction within 100 feet of a scenic conservation overlay.
- Establish standards for residential buildings in this area in order to limit lighting and incorporate natural landscaping; require homes and outbuildings in high elevation areas to use subdued colors and tones that complement the natural environment.
- Establish slope criteria to prohibit grading of slopes over 35%. On existing lots with no potential building sites having less than 35% slope, berm construction should be promoted as the primary option.
- Protect important scenic viewsheds, such as Shadow Lake, from development that is either out-of-scale with what is currently there or obstructs scenic views.
- Establish a conservation commission.
- Implement low impact development standards to protect surface waters and prevent runoff and erosion.
- Support the acquisition of easements or transfers of development rights that will maintain contiguous tracts of agricultural and forest lands.

3. Housing

According to the 2000 U.S. Census, there were 764 housing units, 392 of which were owner occupied, and 75 renter occupied. This represents an increase of 11% from 1990 to 2000, which is roughly in line with the town's 10% increase in population over the past decade. This increase also outpaces growth in housing stock both county and statewide (Figure 3.1).

About three out of every ten housing units (33%) in Concord is a seasonal vacation home. This ratio is roughly in line with the county wide average (38.7%), but significantly higher than the rest of the state (14.6%) (Figure 3.2).

Figure 3.1: Housing Units

	1990	2000	Actual Change	% Change
Concord Housing Units	688	764	76	11.00%
Concord Population	1,093	1,209	116	10.60%
Essex County Housing Units	4,403	4,762	359	8.20%
Essex County Population	6,405	6,459	54	0.80%
Vermont Housing Units	271,214	294,382	23,168	8.50%
Vermont Population	562,767	608,827	46,060	8.20%

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

Figure 3.2: Housing Stock

	Concord	Essex County	Vermont
Total Housing Units, 2000	764	4,762	294,382
...owner occupied	392	2,069	169,784
...renter-occupied	75	533	70,850
...vacant housing units, 2000	296	2,160	53,748
for seasonal, recreational, occasional use	255	1,844	43,060
for rent	2	59	3,084
for sale only	17	119	2,393

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

When asked about desired growth in Concord, many survey respondents indicated an interest in seeing more second home development in town, particularly as a means to increase the tax base and generate new tourism-based job opportunities. Interestingly, historical data suggests that although second home ownership remains a significant driver in Concord's land use patterns, overall growth in seasonal homes has slowed in the most recent decade (Figure 3.3).

Figure 3.3: Historical Data - Vacant Housing Units for Seasonal, Recreational, Occasional Use

	1980	1990	% Change	2000	% Change
Concord	208	246	18.3	255	3.7
Essex County	68	1828	2588.2	1844	0.9
Vermont	7,024	45,405	546.4	43,060	-5.2

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

What's more, while Concord's growth in seasonal housing stock slowed over the most recent decade, the town saw more people making Concord their permanent residence. There was a significant jump in people moving into Concord in the most recent decade, among both home owners and renters (Figure 3.4).

Senior Housing

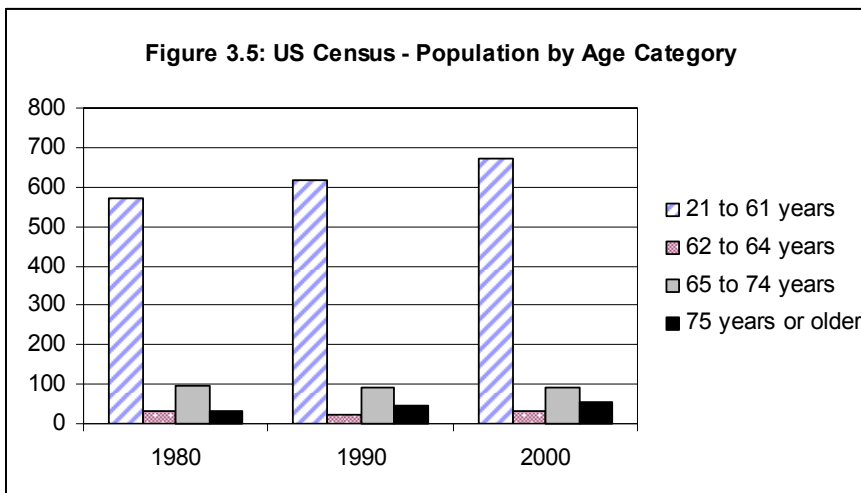
In general, Concord's adult population has steadily increased over the past three decades. Its most senior sector of the population – those 75 years and over – has more than quadrupled since 1970, from only 12 to 57 (Figure 3.5). Many Concord residents feel that this sector of the senior population would be even higher

Figure 3.4: Year Household Moved in Unit

	Concord	Essex County	Vermont
For owner-occupied units			
1990-March 2000	184	897	80,036
1980-1989	89	495	42,197
1970-1979	67	338	24,482
1969 or earlier	53	343	23,062
For renter-occupied units			
1990-March 2000	60	431	61,665
1980-1989	6	54	5,777
1970-1979	2	12	1,708
1969 or earlier	6	32	1,707

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

Figure 3.5: US Census - Population by Age Category



today, if there were more independent- or semi-independent living options for senior citizens to remain in Concord. The most recent U.S. Census shows that as of 2000, there were 145 non-institutionalized individuals in Concord who were 65 years or older. Of these individuals, 88 (or 61%) reported having a disability. This data on disability status were derived from answers to a two-part

question that asked about the existence of the following long-lasting conditions: (a) blindness, deafness, or a severe vision or hearing impairment (sensory disability) and (b) a condition that substantially limits one or more basic physical activities, such as walking, climbing stairs, reaching, lifting, or carrying (physical disability). As Concord's senior population continues to grow, it would seem that there would be an increased demand for housing options that would allow residents to either age in place or remain in Concord for as long as possible.

Residential care homes are state-licensed group living arrangements designed to meet the needs of people who can not live independently and usually do not require the type of care provided in a nursing home. When needed, help is provided with daily activities such as eating, walking, toileting, bathing, and dressing. Residential care homes may provide nursing home level of care to residents under certain conditions. Daily rates at residential care homes are usually less than rates at nursing homes. Residential care homes are divided into two groups, depending upon the level of care they provide. Level III homes provide nursing overview, but not full-time nursing care. Level IV homes do not provide nursing overview or nursing care. There is one Level III residential care home in

North Concord, which houses about 16 individuals. This is the only residential care home for Essex County. There is no Level IV facility.

Defining Affordable Housing in Concord

Housing costs have been rising steadily over recent years, and Vermonters are increasingly pressed to pay them. The Vermont Housing Council and the Vermont Housing Awareness Campaign tracks the cost of housing and wages in its annual report, “Between a Rock and a Hard Place.” Findings from the 2008 annual report include:

- The median price for a newly-constructed home in Vermont rose to \$317,900 in 2007, a 13% increase from 2006. A household would need an annual income of about \$103,000, and \$21,000 for closing costs and down payment to afford that new home.
- Vermont had the second tightest rental housing market in the nation in 2007. Vermont had a shortage of 21,000 affordable rental units as of the most recent statewide housing needs assessment in 2005. Our state will need 12,900 more owner-occupied units by 2012. The current pace of housing construction is nowhere near what would be necessary to fill the gap.

In 2004, the State of Vermont made significant changes to 24 V.S.A. Chapter 117, the statute that regulates planning and zoning in Vermont. While the majority of these changes took effect in September of 2004, Concord’s Town Plan had expired, and the town was therefore unable to update its zoning regulations. Until the town updates its zoning bylaw, 24 V.S.A. Chapter 117 will continue to supersede many of the provisions of Concord’s zoning bylaw.

Many of these statutory changes are related to removing potential barriers to affordable housing. Most of the statutory changes are mandatory, but some are optional. The remainder of this housing plan will evaluate how compliance with 24 V.S.A. Chapter 117 can and will allow Concord to remove barriers to affordable housing.

The first step is to define affordable housing as it pertains to Concord. Under the Act’s equal treatment of housing provisions [§4412], zoning regulations cannot have the effect of excluding “housing that meets the needs of the population as determined in the housing element of its municipal plan.” Housing that meets the needs of the community, is most typically considered “affordable housing,” and according to statute, affordable housing can mean either of the following.

- A. Housing that is owned by its inhabitants whose gross annual household income does not exceed 80 percent of the county median income, or 80 percent of the standard metropolitan statistical area income if the municipality is located in such an area, as defined by the United States

Town Plan Survey Selected Responses

Q: What type of growth would you like to see?

“Housing affordable for young families, elderly wherever land is suitable in town, or village setting.”

“Senior housing complex for the population as you know is more elderly than not. Good income for the town, especially if stores are available too. Put another regulated mobile home park that will attract those that need nice homes, and they will move to town and bring money to town. A grocery store with prices that are comparable as a regular grocery store, laundromat, car wash, hair dresser, barbershop. Because of the global warming and the cost of gasoline, there should be stores that offer what most of the community has to travel at least 28 miles one way to purchase. Ongoing recreation for young people.”

Department of Housing and Urban Development, and the total annual cost of the housing, including principal, interest, taxes, insurance, and condominium association fees is not more than 30 percent of the household's gross annual income; *OR*

- B. Housing that is rented by its inhabitants whose gross annual household income does not exceed 80 percent of the county median income, or 80 percent of the standard metropolitan statistical area income if the municipality is located in such an area, as defined by the United States

Department of Housing and Urban Development, and the total annual cost of the housing, including rent, utilities, and condominium association fees, is not more than 30 percent of the household's gross annual income.

Figure 3.6 shows one method of calculating “affordable housing” using the State of Vermont’s definition. The

Figure 3.6: Affordable Housing Calculation for a Family of Four in Concord	
The median household income for a family of four in Essex County (HUD, 2008):	\$43,300.00
To determine moderate income status, multiply this figure by 80%:	\$34,640.00
Divide this figure by 12 to determine monthly income:	\$2,886.67
Multiply this figure by 30% to determine the limit for total monthly housing costs:	\$866.00

calculation shows that for a family of four in Essex County, total monthly housing expenses (including utilities, principal, interest, taxes, and insurance), should amount to no more than \$866.00.

Figure 3.7 shows the steady increase in “housing wages” in Concord. The housing wage is calculated by the National Low Income Housing Coalition (NLIHC) in their annual report titled *Out Of Reach*. The housing wage is the hourly wage a household must earn while working 40 hours a

Figure 3.7: Historical Data- Housing Wages in Essex County and Vermont

Year	Essex County	Vermont
2000	\$11.85	\$15.54
2001	\$13.31	\$17.33
2002	\$13.71	\$17.81
2003	\$13.90	\$18.08
2004	\$14.71	\$17.48
2005	\$15.35	\$18.09
2006	\$16.13	\$19.94
2007	—	—
2008	\$17.13	\$20.91
2009	\$18.73	\$22.86

week to afford a rental housing unit at HUD's Fair Market Rent (FMR) and only pay 30% of its income towards housing costs. 30% of income is the federal standard of affordability. HUD's FMRs are published annually by bedroom size and are for a modest apartment, costing about 10% less than the area median rents. A 2007 figure is not available because NLIHC revised its methodology in 2008 so that the 2008 housing wage reflects HUD's 2008 FMR estimates (prior years' housing wage figures are based on the next year's FMRs). In 2009, the “housing wage” in Essex County is \$18.73/hour or an annual pay of \$38,958.40. Considering that Essex

has traditionally had the lowest per capita income in the state, (\$21,446 in 2006, according to the Vermont Department of Labor), there’s clearly an affordability gap.

Affordable Housing Options in Concord

Rental Units: As a traditional source of affordable housing, these are fairly scarce in Concord. The 2000 U.S. Census shows that there were only 75 renter-occupied units in Concord. Of these units, nearly half (33) were single unit dwellings. There were 4 buildings with 2 units, 15 buildings with three or more units, and 22 mobile homes. Additionally, renter-occupied units tended to be much older building stock. According to the U.S. Census, the median year the structure was built for an

owner-occupied unit was 1974. By contrast, the median year for a renter-occupied unit was 1939, suggesting that many rental units are in need of upgrade and repair.

24 V.S.A. requires a municipality to allow for multi-unit housing somewhere in the community. Concord currently allows multi-unit dwellings (a building designed to accommodate three or more families) in the High Density district. Two-family dwellings (which are traditionally allowed wherever single family dwellings are allowed) are allowed only in the High Density and the Medium Density districts. Mixed-used development, which traditionally allows for commercial/non-residential uses on the ground floor, residential uses on the upper floors, is not allowed anywhere. This plan therefore seeks to accommodate more multi-unit housing in Concord, where appropriate, and encourage upgrade of existing rental units.

Mobile Homes: 24 V.S.A. prohibits a municipality from banning mobile homes from areas where conventional housing is allowed. Similarly, municipalities must provide suitable accommodation for mobile home parks. Since mobile home parks are not addressed in Concord's zoning bylaw, it is implied, by statute, that they are allowed everywhere in town. Mobile home parks, because of the costs of land and supporting infrastructure, are often built at higher densities. The Town of Concord can regulate the density and design through zoning. The Town can also designate certain areas of town that are most suitable to accommodate mobile home parks. Design standards, which can address issues such as layout of internal roads, parking, open space requirements, and buffering should be tailored to meet the needs of residents, without making the development and maintenance of mobile home parks cost prohibitive.

Accessory Dwelling Units: Typically called "mother-in-law suites," these are efficiencies or one-bedroom apartments that are appurtenant to an owner-occupied single-family dwelling. Vermont statute requires towns to treat these as a permitted use if:

- the property has sufficient wastewater capacity,
- the unit does not exceed 30% of the total habitable floor area of the single family dwelling, and
- applicable parking and setback requirements are met.

Municipalities can be more permissive than 24 V.S.A, Chapter 117 but they cannot be more restrictive. The Town of Concord must revise its zoning bylaw to accommodate accessory dwelling units.

Planned unit development: As previously mentioned in Concord's Land Use plan, planned unit developments are often viewed as a tool for preserving open space, typically through clustering. 24 V.S.A. Chapter 117, however, gives municipalities a significant amount of flexibility in order to encourage the development of housing that meets the community's needs. Mixed-use planned unit developments, may be established to incorporate residential and nonresidential uses either in or immediately adjacent to higher density areas, such as village centers. Such developments may be ideal for senior housing and other special needs sectors of the population. Additionally, Vermont statute allows municipalities to require that a certain number of units in planned unit development meet the community's defined affordability standards [24 V.S.A. §4414(7)]. The Town of Concord should give serious consideration to allowing for a variety of planned unit developments that are compatible with their respective surroundings.

Housing Goals

- Maintain a range of adequate and affordable housing types available to support the community in every way possible.
- Establish a diversity of housing types – and a choice between rental and ownership – for all citizens, in a variety of locations.
- Find ways to establish more multi-unit housing in order to accommodate the needs of low-income and workforce populations.
- Promote senior housing for those who cannot afford to stay in their present homes.
- Make the public (and potential developers) aware of properties with high potential for redevelopment as housing.

Strategies

- Revise zoning bylaw to allow for adaptive reuse of older building stock, mixed use development, and conversion to multiunit dwellings, where appropriate.
- Reduce minimum lot size in some or all of the High Density district, and where possible, encourage the use of new shared on-site wastewater systems in order to allow for the development of small lots.
- Allow for the separate development of existing small lots that come under single ownership in the Medium and High Density districts.
- Pursue Village Center designation from the State of Vermont Downtown Program for Concord Village. Designation allows for some tax credits for fit-up of commercial properties (including apartments).
- Establish appropriate standards for mobile home parks.
- Establish planned unit development standards to encourage mixed use developments of an appropriate scope and scale and of a design that is complementary to existing village centers and more densely settled areas.
- Establish planned unit development standards to encourage residential developments that are of an appropriate scope and scale for less densely settled areas.
- Require that 25% of all new planned units be VHFA eligible.
- Work with local housing providers to inventory development capacity for senior and public housing.
- Implement and enforce all building codes. Work with other towns in the region to develop a viable way to condemn and remove buildings that are a threat to public health and safety.

4. Economic Development

“...there is a more hopeful version of the future: a shift to economies that are more local in scale. Local economies would demand fewer resources and cause less ecological disruption; they would be better able to weather coming shocks; they would allow us to find a better balance between the individual and the community, and hence find extra satisfaction.”

-- Bill McKibben, Deep Economy

Overview

Concord’s present economy consists primarily of local service and small commercial/industrial businesses employing local residents (Figure 4.1). The majority of Concord’s residents, however, commute elsewhere for employment. According to the 2000 U.S. Census, the median commute-to-

work time was 23.1 minutes one way.

Figure 4.1: Concord Employment by North American Industrial Classification Code

Industry code (NAICS)	# of employees				# of employees			
	Total 1998	1-4	5-9	10-19	Total 2006	1-4	5-9	10-19
11: Forestry, fishing, hunting, and agriculture	1	1	0	0	1	0	1	0
23: Construction	4	3	1	0	4	3	1	0
31: Manufacturing	1	1	0	0	2	1	0	1
44: Retail Trade	1	0	1	0	2	0	1	1
48: Transportation & warehousing	2	2	0	0	1	0	1	0
56: Admin, support, waste mgmt, remediation	0	0	0	0	2	2	0	0
62: Healthcare and social assistance	2	1	1	0	2	1	0	1
72: Accommodation and food services	1	1	0	0	2	1	1	0
81: Other services (except public admin.)	3	3	0	0	3	3	0	0
99: Unclassified establishments	1	1	0	0	0	0	0	0
TOTAL	16	13	3	0	19	11	5	3

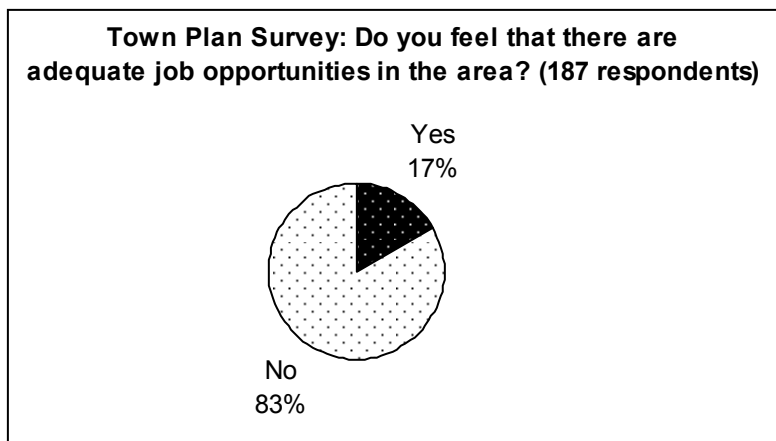
Source: ZIP Code Business Patterns, U.S. Census

Concord’s future economic growth will likely be in tourism, recreation, and small-scale commercial/industrial development. Factors influencing this growth will be the large quantities of undeveloped land, the rural quality of life in Concord, the town’s education system, availability of

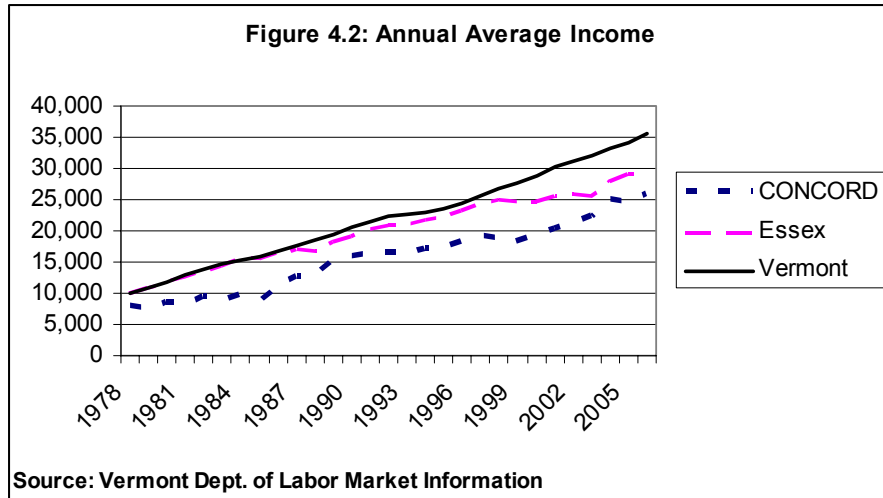
telecommunications, and U.S. Route 2, which has three-phase power.

Data from the Vermont Dept. of Labor, Labor Market Information, Covered Employment & Wages show that for years, the Annual Average Income has lagged behind that of Essex County, which in turn, has lagged behind that of Vermont. What’s more, the gap between Concord and the rest of the state has widened significantly over the past 28 years (Figure 4.2).

This likely explains the intense dissatisfaction of 2007 Concord survey respondents, the overwhelming majority of which felt that there were not adequate job opportunities in the area.



Despite these challenges, Concord remains a very attractive community for future growth. We therefore must monitor this growth and find ways to balance the need to create quality jobs with the need to protect the rural quality of life presently enjoyed by the town's residents and non-residents alike.



Commercial and Industrial Uses

There are no “commercial” or “industrial” districts in Concord, but “light industry” and “industry” uses are allowed, pending conditional use review in the following areas:

District & Purpose	Minimum Lot Size	Use
LD Low Density: Designed to maintain an open quality through a large part of the more developable parts of Concord by requiring a five acre minimum lot size	5 acres	Light Industry
MD Medium Density: Focused upon the areas of Concord that are in close proximity to existing areas of settlement, which have good road and utility access. Purpose is to encourage growth in close proximity to the town's village centers	2 acres	Industry Note: Business Offices, Retail stores and retail businesses are permitted in this district.

Permitted uses are not subjected to Site Plan Review, which is allowed by 24 V.S.A. Chapter 117 on all uses except for single- and two-family homes. On conditionally approving industrial uses, the Zoning Board of Adjustment may require measures to increase setbacks and yard dimensions, limit the building coverage or the building height, control the number of access points; increase the street width, as well as the size of off-street parking and loading; limit signage, require landscaping in order to screen uses.

Light industry is currently defined in the Town's bylaws as “manufacturing, assembly, converting, altering, finishing, cleaning, or other processing, handling, or storage of products or

materials.” The term “industry,” which is allowed in the Medium Density district is not defined, so it is unclear as to what constitutes a light industry versus a heavy industry, or whether it’s determined in scope and size of operation, or emissions, or other thresholds, such as decibel rates. Many industrial uses emerging in the Northeast Kingdom, such as valued-added processing for agricultural or silvicultural products, do have certain impacts such as truck traffic, smoke, or noise. Developing clear definitions of industry as it is envisioned for the residents of Concord is therefore of critical importance.

Agriculture and Silviculture

Agriculture and silviculture once made a significant contribution to Concord’s economy. The early mills sawed virgin white pine. Their markets were restricted to distances that could be covered primarily by horse and wagon. This changed in the 1880's, when the freight and passenger rail service opened up 25 years of large scale industrial lumbering. With the disappearance of virgin spruce and pine, the last big sawmills closed in the early 1900's.

Between 1800 and 1820 Vermont was known as the bread basket of New England. Forests were cut down and fields cleared by hand and hogs. The first grain raised in Concord was rye, planted by Joseph Morse in 1789. Farmers planted bumper crops of spring wheat. In 1820 the wheat midge infested Vermont fields and the opening of the Erie Canal allowed wheat to be imported from the West. Eighteen-twenty to 1840 was the era of sheep. In 1840 there were 1,700,000 sheep in the state. Sheep raising declined rapidly after the Civil War, when the price of wool fell. Since then, cows have been the main farm animal.

The Connecticut and Moose Rivers were used to move logs, to power mills, for boating, fishing and swimming, and ice was harvested in the winter to use in the dairy and ice houses.

As late as the 1940's Concord enjoyed 40+ farms. The majority of the farms ranged in size from 8 to 25 cows. Farmers were able to feed their families, and some even thrived during the Depression. This was achieved by an available market, and maintaining the soils they had through conservative Yankee practices.

In the 1940's however, due to higher wages, more jobs, better roads (in part from Depression era efforts) and the war, Concord started to experience a decline in small farms. These small farms were not as practical as a modern dairy.

Yet farming, as we know it in Vermont, may be changing. Value-added processing in the Northeast Kingdom is an important – yet still emerging – industry sector with significant growth potential. The Hardwick-Greensboro area is home to a number of local food entrepreneurs, such as soy production, farmstead cheese-making, and organic greens. What’s more, there is a new appreciation for locally grown food. In his book Deep Economy, Vermont writer Bill McKibben notes the emerging counter-trend to industrialized food production:

“The United States had 340 farmers’ markets in 1970, 1,700 in 1994, and almost doubled to 3,100 by 2002. Two years later, the number is 3,700. Tens of thousands of farmers sell their produce at these markets, and when they do, they get to keep all the money, not the 8 or 10 percent they’d take in by selling through the industrialized food system.”

Could it be that the final chapter on Concord’s rural tradition has not been written? Is there an opportunity to find a new role for agricultural, albeit one that is smaller, yet more sustainable?

GIS soil maps will not be available for Concord until 2010. It is felt, however, that Concord has a limited amount of prime agricultural land. This has developed into only 4 or 5 really practical dairy farm sites; however, all the little farms of a past era are prime for livestock such as goats, horses, sheep and exotics, as well as vegetable production. Many of these little back farms are being used today as small family operations raising the above animals and crops.

Maple Sugaring continues to be one of Vermont's strong industries and presents another opportunity for Concord. With the logging operations of the 1950's, '60's and '70's in Concord's past, more maple groves could be nurtured into production. In 2006, Vermont produced more maple syrup than any other state in the United States, with 460,000 gallons, representing an increase of 13% over the previous year. Vermont produces about 10% of the world's maple syrup, and is

Town Plan Survey:

Hobby farms, i.e., small farms that generate a sideline income, are popular in Concord. In the 2007 survey, 26 respondents (more than 15%) indicated that they were hobby farmers. And, more than 23% indicated that they were planning to expand their operations in the future.

Town Plan Survey Selected Responses

Q: What type of growth would you like to see?

“All types of new growth – jobs, cell towers, computers, everything.”

“Maybe. Depends on what type.”

“Concord is a nice small friendly town. If you want growth, move to Littleton.”

second to only Quebec. Demand for maple syrup is increasing, and pricing is going up.

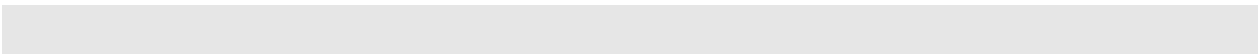
Economic Development Goals:

- Expand small businesses to serve the needs of our citizens. Encourage the development of commercial and light industries of an appropriate scope and scale that will raise income levels and provide employment for present and future residents.
- Find ways to establish more multi-unit housing in order to accommodate the needs of low-income and workforce populations.

- Create employment opportunities for current and future residents -- without increasing costs of municipal services or education.
- Make it easier for local entrepreneurs to start and/or expand their businesses in Concord.
- Encourage business and industry that will employ local people, rather than importing employees from other towns.
- Protect Concord’s agricultural and silvicultural resources so that they may be used to tap into new valued-added and local production opportunities in the future.

Economic Development Strategies:

- Re-evaluate Concord’s policy on home occupations.
- Monitor changes and growth in other towns that may have an impact on Concord.
- Work with the economic development assistance programs and Northeastern Vermont Development Association (NVDA) to attract and support new industry and commercial development in town.

- Establish a business group, such as a local Chamber of Commerce.
 - Develop a partnership between the business community and the local education system.
 - Encourage the expansion of telecommunications infrastructure in town to attract new business development and support local entrepreneurs.
 - Identify and demand improved utility services from local providers for adequate electrical needs, cell phone coverage, and high-speed broadband access.
 - Develop appropriate standards for siting commercial and industrial uses, with specific regard to truck and traffic impacts to state and town roadways, pedestrian safety, noise, and lighting.
 - Give special consideration to siting commercial and industrial uses near gateways of village center areas so that such uses do not pose a detriment to the compact, walkable character of the village centers.
 - Ensure that agricultural and silvicultural lands remain as unfragmented as possible, so that these uses will still be viable in the future.
 - Support the local sale of agricultural products, such as through a farmer's market.
 - Support regional value-added production opportunities that may help make agriculture and silviculture more profitable in Concord.
 - Support geotourism businesses that will build a greater appreciation for Concord's rural traditions.
 - Contact Northeast Kingdom Travel & Tourism about assessing Concord's tourism resources and developing an actionable marketing strategy.
 - Contact the University of Vermont Extension about conducting a Market Area Survey to identify local need for goods and services, travel patterns, and housing needs.
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5. Utilities & Facilities

Town Hall

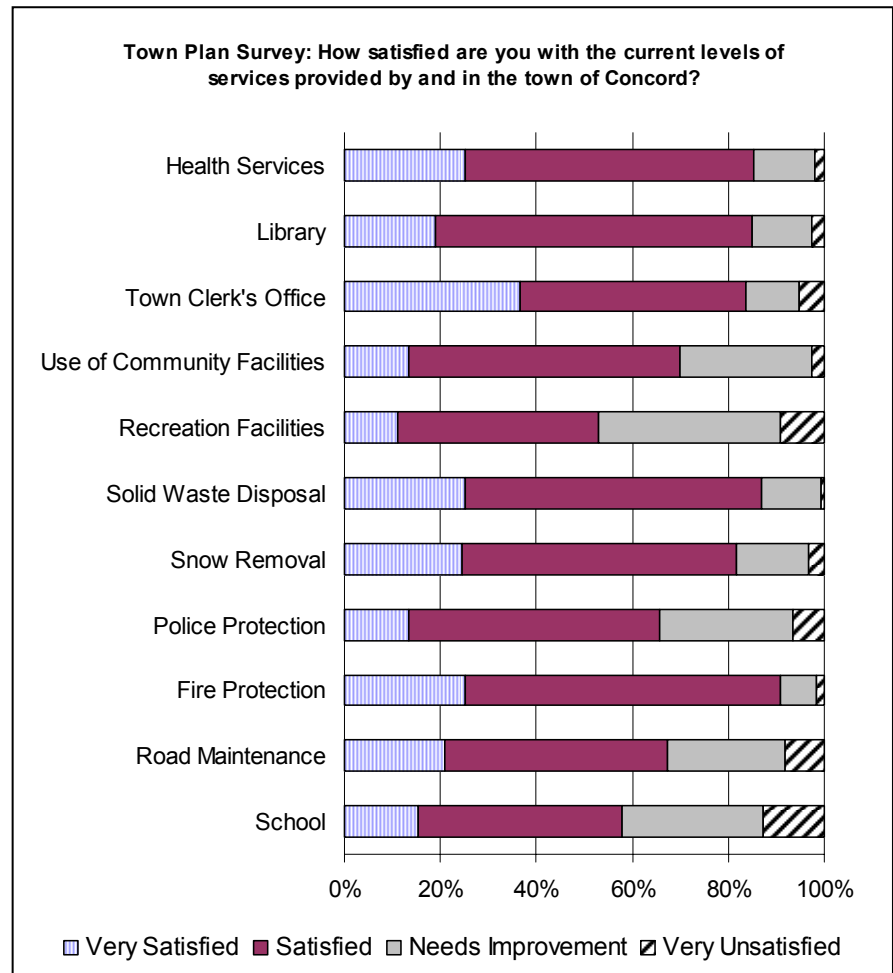
The Town Hall, a four-story building with a clock tower, was opened on January 20, 1905. The first floor is used for holding elections as well as many meetings. The second floor is the home of the Concord Historical Society and houses a fine museum. The building is in the process of being refurbished. The building is currently used from May through October. The rear of the building is in a flood plain, and the front of the building is Route 2, so there are few opportunities to create parking close to this facility.

Strategies:

- An evaluation and assessment should be made to decide continued restoration and preservation of the facility.
- Grant monies should be solicited, especially to provide central heating and energy efficiency upgrades.
- Parking issues need to be resolved. This will require engineering studies and technical assistance.

Emergency Services

Concord Fire & Rescue has 19 members that respond to an average of 105 calls per year. These calls average 65 medical first responder and 40 fire calls. The Concord Fire and Rescue building is located on Shadow Lake Road. The Department has a 1998 E-One engine with a 1,000 gallon watertank, a 2008 E-One engine with a 3,000 gallon water tank, an MSA Thermal Imaging camera, and many other pieces of equipment. The Department purchased the 2008 engine for \$250,000.00. FEMA contributed \$237,500.00, and the Town contributed \$12,500.00. The Town of Concord received a grant in 2006 that allowed us to install a dry hydrant in East Concord. This will give us a year-round supply without going to Gilman to fill tankers. There are also dry hydrants in North Concord, Miles Pond, and Concord Village. We also received a small grant to purchase more wildland fire-fighting gear.



The fire station roof was replaced in 2006, and we hope to replace the furnace and continue improving the building. The Town of Concord maintains mutual aid agreements. St. Johnsbury, Lunenburg, and Waterford are backup responders.

Strategies:

- The people of Concord should be urged to properly mark their homes with accurate 911 numbers. Many numbers are either difficult to read or non-existent. In an emergency situation, this can cause a serious delay.
- Continued training for fire and rescue personnel, along with maintaining and updating of equipment is essential.

Emergency Planning

The Town of Concord is a member of Local Emergency Planning Commission (LEPC) District #9, which includes all the communities of Caledonia and Essex counties. From its creation, the LEPC was designed to provide a forum for emergency management agencies, responders, industry, and the public to work together to evaluate, understand, and communicate chemical hazards in the community and develop appropriate emergency plans in case of accidental release of these chemicals.

In recent years, the LEPC's efforts have been expanded to include emergency planning for a variety of natural and man-made disasters that may affect our communities. Floods, hazardous material spills, wildfires, snow storms, and even terrorism all constitute real challenges facing community leaders today. Federal and state planners have advocated for development of "All-Hazards" planning, which prepare towns for any disaster, not just those from chemical releases.

In 2005, the Town of Concord adopted an All-Hazards Mitigation Plan. This plan was approved by FEMA, which means that the Town of Concord is eligible to receive FEMA funding for pre-disaster mitigation, as well as disaster relief, such as flooding. The plan identifies the highest threats to Concord as floods, hazardous material incidents, power failures/winter storms/ice, and highway incidents. Although Concord has a history of flooding, only one flood between 1989 and 2004 required federal aid. All roads, ditches, and culverts have been upgraded to alleviate damage along the roads that are frequently flooded. There is a man-made dam on Miles Pond and a natural dam on Shadow Lake. Upstream on the Connecticut River there is the Gilman Dam and the Stratford Dam. There is little or no residential or business population along Connecticut River. There have been many accidents along Route 2 mainly due to speed, the curves in the road, and a heavy moose population. Fortunately, there has not been a serious HazMat incident yet. Carr Brook Bridge is considered a high accident location. Fixed-sites for hazardous materials in town include sites with batteries, furniture refinishing glues and other materials, and an underground gas tank. A worst-case scenario would involve a spill on Main St. (Route 2) that could block the fire station.

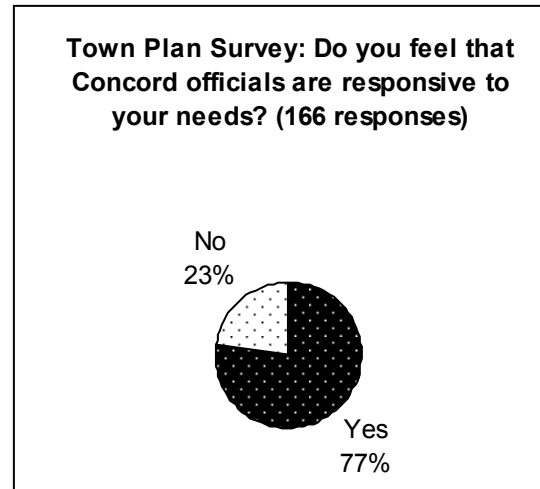


Figure 5.1: Mitigation Projects by Priority

Project/Priority	Mitigation Action	Who is Responsible	Time Frame and Potential Funding	Initial Implementation Steps
Road and bridge upgrades	Continue upgrade road and bridge conditions to avoid future damage.	Selectboard	2005 – Hazard Mitigation Grant Program (HMGP), Bridge and Culvert Program	Seek engineering solution and cost estimates.
GIS mapping of National Flood Insurance Program areas	Identify flood areas with vulnerable structures consistent with Vermont GIS mapping effort.	Northeastern Vermont Development Association	2006/7 – FEMA Flood Mitigation Assistance funds, HMGP or Emergency Management Program Grant funds	Coordinated statewide NFIP mapping effort for all towns.

Source: Concord All Hazards Mitigation Plan, Adopted 2005

The town also keeps a Basic Emergency Operations Plan on file. This plan is currently being updated.

Goals:

- Keep emergency planning efforts up-to-date.
- Support mitigation projects.

School

The Town of Concord supports a school building and a gymnasium for pre K-12 students. The Town's school building has been identified as a structure that requires both structural and internal upgrading. The current facilities are in need of repair. Studies have produced questions concerning the feasibility of continuing to maintain pre K-12 classes at this facility. Public meetings have been held to discuss several options, including converting the Concord School into a pre K-8 facility and sending the high school students to neighboring private and regional high schools on a tuition basis. The residents turned this proposal down on March 6, 2007.

The school is the community's emergency shelter but does not currently have a generator. Concord is working on a shelter pre-agreement with Vermont Red Cross. The school has its own public water supply and requires a certified water operator. The school is the only facility in Concord that is large enough to function as an emergency shelter.

Goal:

- All current program levels should be maintained and the best possible solutions be obtained to meet the educational needs of our community for the foreseeable future and generations to come.
- The Town should take control over its future and MAKE A DIFFERENCE.
- The local educational system would benefit by taking a more active role in local, regional, and state educational affairs. Concord should draw on these regional resources and add its experience and wisdom to this resource pool.

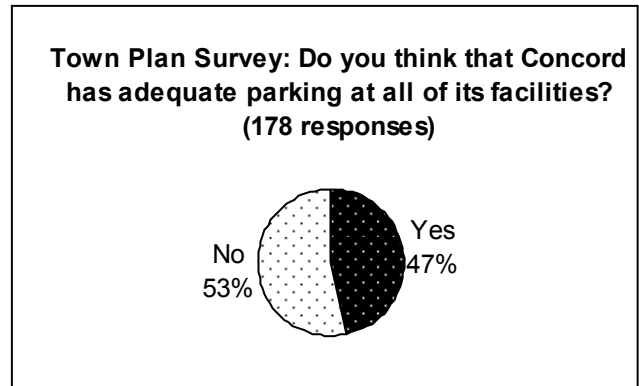
Strategies:

- Due to deterioration of the gymnasium and lack of security issues with the school building itself, there needs to be a renovation done within the next couple of years.
- The Concord School facilities should be further developed and should be available for community use as a part of a community recreation program.

Town Clerk's Office and Town Municipal Building

The Town Clerk's Office and library share a small building on Main Street with adequate parking and office space for both. The library is open on Wednesday night and on Saturday.

The 1852 Bouchard House, one of the oldest buildings in Concord Village's historic district, was purchased by the town in November of 2008 to become the town's new Municipal Building. For many generations, it was known as the Cutting Drug Store. Oliver B. Cutting, a soldier in the Union Army, opened his business there after coming home from the Civil War. The building now accommodates town offices and provides meeting space for boards. It is currently being renovated to better accommodate the Town. The Bouchard House and grounds is one of the largest lots in the Village. The property will be landscaped to provide parking around a large lawn that could provide an attractive park setting for the proposed Concord veteran's monument.



Goal:

- Maintain the historic integrity of the Municipal Building, while bringing it up to modern-day functionality.

Strategies:

- Renovate the downstairs in order to create a larger meeting space.
- Make the building ADA accessible.
- Consider compatible uses for the second floor.
- Explore and pursue grant funding opportunities for appropriate upgrades to this building.
- Explore the potential uses for the vacant green space on the property, which has significant potential for the community.

Town Garage

The Town Garage is located on Brook Road. It is a stick-built, steel-sided structure that was built in 1994. The Department has a 2005 Cat loader, 2004 Cat grader, 1992 Cat backhoe, 2001 Int. 10-wheel dump truck with plow, 1997 Int. 6-wheel dump truck with plow, 2003 Ford pickup with plow, along with many other pieces of equipment. The town is currently building an addition to this

garage, which will be completed in the summer of 2009. This addition will replace the need for the old town garage on Prospect Street, built in 1954, which the town still owns.

Cemeteries

There are nine cemeteries in town. Five of these cemeteries – Pike, Frye, Graves, Royalston Corner, and North Concord – are cared for by the Town, and the remaining four are private cemeteries and are cared for by separate boards. Concord's cemeteries have significant historic value. Civil War veterans are buried there. The Pike Cemetery is one of the oldest because the Connecticut River area was one of the first settled areas. The first white female settler is buried there. The cemeteries have seen some restoration to date. There is a book in the Town Clerk's office that identifies all of the burial sites.

Goal:

- Continue to support the Town's efforts to restore its cemeteries.

Recreational

The Town has a recreation area located at Miles Pond with a shelter. The Town has just replaced the old tarp with steel siding. The Town of Concord also has four parks – Folsom Park, East Concord, North Concord, and Syri Park – and two athletic fields within its parameters.

Goal:

- Promote the use of the parks and athletic fields.

Water Supplies

There is no municipal water system in the town of Concord at the present time. Water for domestic use is obtained from individual drilled wells, dug wells, or springs. In North Concord a privately-owned system from a spring on Ladd Road feeds 36 units, including mobile homes at Glenside Lane. There are also other small, shared water sources in town.

Goal:

- Water supply should continue on an individual basis. There doesn't appear to be any need for a collective system at this time.

Sewage disposal

There is no municipal septic service offered at this time in the town of Concord. Domestic sewage is disposed of individually by means of septic tanks and leach fields. The Town's zoning regulations currently allow high-density development in the village areas and a small area around Miles Pond. However, these areas are limited to development that can provide adequate sewage disposal. These high-density zones were established to allow the continued use of pre-existing homes and businesses that are established in these areas. The Town's current zoning by-laws recognize the limitations of the soils and natural water supplies in these areas.

In 2007, the State of Vermont took delegation of all enforcement of local potable water and wastewater systems. Systems that were previously considered exempt from state regulation may now

require a permit. (See *Environmental Protection Rules, Chapter 1, Wastewater System and Potable Water Supply Rules, Effective Sept. 29, 2007.*) Some activities that may now require a permit include: construction of single-family residences; construction or modification of a wastewater system or potable water supply; making alterations to an existing structure that increases design flows or operational requirements, new connections to an existing wastewater system or potable water supply, subdivisions of land; and repair and replacement of a failed wastewater system or potable water supply. Many property owners are likely to encounter challenges when redeveloping existing structures. This is especially a challenge on lakefront properties, many of which pre-date WWII and are established on lots as small as one-eighth of an acre. E-coli contamination at Miles Pond beach is a constant concern, and there has been one contamination in recent years.

It is anticipated that any major developments in town will be required to develop their own disposal systems in accordance with the state regulations. The town has no jurisdiction of these regulations, but it can, by statute, withhold a Certificate of Occupancy/Compliance or halt construction until the applicant can present a state permit.

Goal:

- Sewage disposal should be continued on an individual basis.

Strategy:

- Support state and regional waste water planning efforts to identify and implement new and more cost-effective off-site wastewater systems.
- Provide information to the people of Concord regarding the new State regulations for onsite water and wastewater systems.

Solid Waste Disposal

The Town of Concord is a member of the Northeast Kingdom Waste Management District (NEKWMD) and works cooperatively with the District to manage the solid and hazardous wastes in accordance with the District's Solid Waste Implementation Plan.

The Town maintains a solid waste Transfer Station at the Town Highway property on Brook Road. A compactor is used to collect the trash, which is then hauled to a State-approved landfill. A "user fee" system is in place to pay for the waste-related expenses. Concord is one of nearly a dozen communities in the NEKWMD that

implements a "Pay-As-You-Throw (PAYT)" program, an economic incentive that encourages citizens to reduce waste by paying a fee for each bag or can of trash that they generate. The NEKWMD reports that towns that have implemented PAYT programs generate almost 40% less waste than their non-PAYT counterparts.

Figure 5.1: Annual Tonnages of Solid Waste In Concord

Year	Total Municipal Solid Waste	Transfer Station	Recycled	% Recycled
2002	353.24	259.01	86.40	24.5%
2003	371.14	245.28	104.89	28.3%
2004	417.10	285.64	106.79	25.6%
2005	444.27	302.51	112.37	25.3%
2006	409.00	265.48	100.00	24.4%
2007	346.00	258.45	99.00	28.6%
2008	374.00	267.01	77.00	20.6%

Source: Northeast Kingdom Solid Waste Management District

A building is available to help with recycling capabilities at no cost to the residents. Disposal of limited hazardous waste materials is available. A roll-off dumpster is available for scrap metals. Certain materials that are not accepted at our site can be taken to NEKWMD in Lyndonville. Due to the increasing volume of recyclable materials, the building is nearing the need for expansion. Recycling in Concord dropped precipitously in 2008 (Figure 5.1); this decrease can be attributed to the high cost of scrap metal. The NEKWMD estimates that as much 15-20 tons of scrap metal failed to go through the Concord recycling facility in that year. This loss means lost revenue – and increased costs for the users of the waste management system.

Goal:

- Support the statewide goal of diverting 50% of municipal solid waste through waste prevention, reuse, and recycling.
- The Town of Concord should remain a member of the Northeast Kingdom Waste Management, as long as it remains economical and effective.

Strategies

- The Town should seek ways to recycle items that are not presently recyclable at our facility.
- Take measures to stop littering in our community and on our roads.

Public Safety

Current police services consist of protection through the State Police and the Essex County Sheriff's Department. The Vermont State Police B-Troop is located in St. Johnsbury, and the County Sheriff's Office is located in Guildhall, giving the area excellent coverage. There is a Town Constable to cover town ordinances and tend to minor traffic and civil problems.

Health Services

Concord Health Center, located just east of Concord Village, is a member of Northern Counties Health Care, a nonprofit that serves the Northeast Kingdom. Hospitals covering the area are Northeastern Vermont Regional Hospital (NVRH) in St. Johnsbury; Weeks Hospital in Lancaster, New Hampshire; Littleton Regional Hospital in Littleton, New Hampshire, and Dartmouth-Hitchcock Medical Center (DHMC) in Lebanon, New Hampshire. In emergencies, patients can be transported to DHMC by its DART helicopter. The Concord ball field has served as a landing pad. New specialized services, such as oncology, are available locally, and this greatly reduces the challenges of traveling long distances for quality medical services. Calix Ambulance Service, which is located in St. Johnsbury, handles most of the emergency calls.

Postal Service

There are two post offices in the town of Concord, one in Concord Village and one in North Concord. The Concord Village office has a postmaster, a postmaster relief, and two rural carriers. The North Concord office has a postmaster, a postmaster relief, and three HCR carriers. One of the North Concord HCR carriers supplies their satellite office in Granby with their mail. East Concord residents receive their mail via rural route carriers from the Lunenburg Post Office.

Storm Drainage

There are 24 storm drains in Concord, which empty the storm water into the nearby Moose River. District 7 State Highway Department is responsible for the maintenance of these drains.

Telecommunications

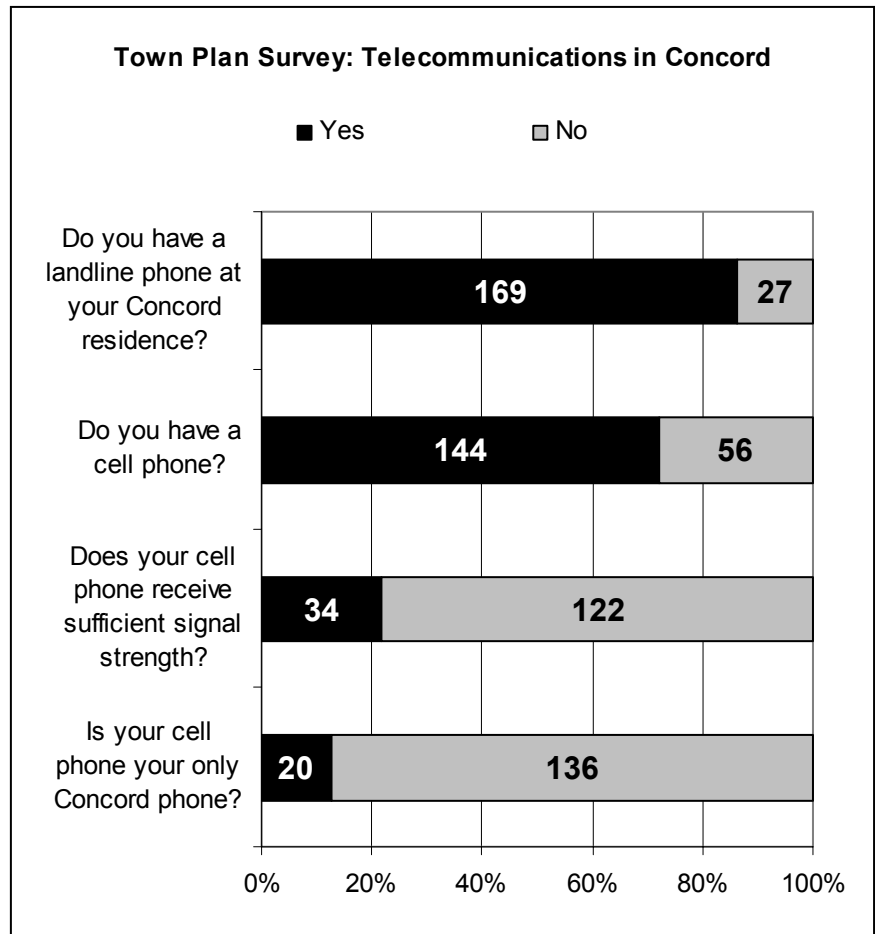
Radio: For the most part, Concord residents have the same excellent radio reception as residents of surrounding areas in Vermont and New Hampshire.

Telephone: Most Concord residents have access to "land line" telephone service. On the other hand, cell phone coverage is poor. As in many other parts of the Northeast Kingdom, large areas are "blind spots" regarding cell phone signals.

Television: Virtually all Concord residents have access to television reception by means of cable and/or satellite.

Internet computer service: Most Concord residents have access to internet service by means of telephone dial-up, cable, and/ or satellite, but not via wireless/antenna. High-speed (broadband) internet service (that is, any service faster than 300 kbps) is not available through dial-up. At the present time, most people wanting high-speed service must turn to satellite or cable service. Cable service is available to Concord Village, much of North Concord,

and the area between those two regions, but not to the rest of the town. There is still a substantial unmet need for high-speed Internet service in Concord.



Goals

- Encourage the expansion of telecommunications infrastructure in Concord to attract new business development.
- Anticipate growth in new areas such as wireless technology, alternative energy sources such as wind power, while protecting the rural character of the town.
- Support the coverage goals of Vermont's Telecommunications Plan (2004).

- Advocate for universal service coverage in Concord.

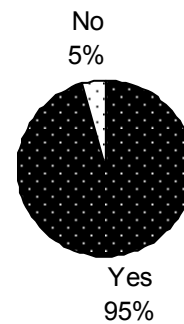
Strategies:

- The Town should investigate the feasibility and desirability of the Town owning a tower that could be available to a variety of telecommunications service providers.

Capital Budgeting and Planning

A municipality with an adopted Utilities and Facilities Plan may adopt a capital budget and program, which is a multi-year scheduling of public physical improvements. The first year is the budget for the upcoming year. The remaining years – two through six – are the capital improvements that are scheduled to take place. A capital improvement can be physical improvement, such as furnishings, machinery, and equipment. It can also include studies or preliminary studies related to a physical improvement, OR it can include the acquisition of land or development rights to land. Although the capital budget and program does need to conform to the town plan, it is non-binding, so once adopted, the town of Concord would not be committed to make expenditures should some emergency arise.

Town Plan Survey: Should Concord engage in long-term financial planning? (175 responses)



Goal:

- Plan for growth in Concord that keeps pace with the town’s public facilities and services and preserves the town’s scenic and rural character.
- Work to limit fluctuations in town expenditures from year-to-year, and ensure that expenditures are supportive of Concord’s planning goals and strategies.

Strategy:

- The planning commission should work with the selectboard and all municipal officials and departments to develop a capital budget and program for the town of Concord.

6. Recreation

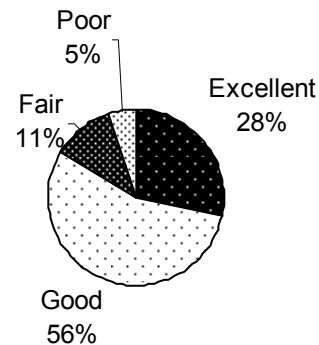
Bodies of Water

Concord has several bodies of water within its boundaries including Halls Brook, Mink Brook, Cutting Brook, Carr Brook, Dudley Brook, Roaring Brook, Miles Stream, and the Moose River. There are also numerous unnamed brooks, streams and small ponds. There are also three bodies of open water: Shadow Lake, Miles Pond, and the Moore Reservoir.

The Connecticut River runs along the Southerly border of Concord for approximately eight and one-half miles, and is accessible at the end of Cozy Nook Road and Walker Pit Road.

Shadow Lake is located at Concord Corners, about two and one-half miles from Concord Village. It is one mile long and one-half mile wide. There is no public beach, but a public boat access is maintained by the State Fish and Wildlife Service and is accessible from Shadow Lake Road at the north end of the lake.

Town Plan Survey: As a place to live, work, or vacation, I find Concord is...(195 responses)



Town Plan Survey: Selected Responses:

Q: Why? (to question above)

“It is a quiet community but lacks adequate outlets for recreation and commerce.”

“Concord is fitting to the kind of lifestyle I like.”

“Most people are helpful, friendly, and really intent on issues. I find it a great place to relax and enjoy views of mountains that I do not have every day. Four-wheeling and snow machining has been a family tradition for us.”

Miles Pond is located about seven miles east of Concord Village, just off Route 2: It is approximately two miles long and one-half mile wide at the widest point. A private beach on Miles Pond was used for public swimming until the sawmill buildings and 17 acres were purchased by the Vermont Water Resources Department in 1968, and the area was leased to the town for recreation and swimming. Across from the beach is the Miles



The beach at Miles Pond

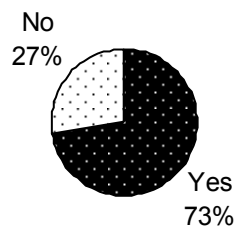
Pond Recreation Area Shelter, which is available for rent to the public. The Administrative Assistant can arrange the rental. In 1962 a fishing access area was developed at the east end of Miles Pond, with a public boat access which is maintained by the State Fish and Wildlife Service and is accessible just past the beach on Campers Lane.

Since 2006, there has been an Aquatic Nuisance Program in place, sponsored by state grants from the Agency of Natural Resources. The program pays monitors to check boats before entering the Miles Pond or Shadow Lake, in an effort to prevent them from becoming invaded with milfoil and other invasive species. These grants were reduced in 2009 by 50%, so the Town of Concord had to hire fewer monitors.

Clubs

Concord's Top of the World All Terrain Vehicle Club (TOWATV) is a non-profit organization, affiliated with the Vermont All Terrain Vehicle Sportsman's Association Inc., (VASA). Their goal is to provide safe and responsible operations of ATVs on town roads and private land. TOWATV provides scenic trails that show the beauty of the area and encourages connections to neighboring

Town Plan Survey: Should ATVers be required to join a club to access Concord's road and trail system? (193 responses)



towns to expand the trail system. There are sixteen other VASA clubs in Vermont. TOWATV seeks and supports the preservation and protection of the natural environment. As a club, Top of the World members and their ATVs are available to provide assistance in an emergency or disaster as a public service. For more information, log onto www.towatv.com.

Moose River Rock Dodger's Snowmobile Club-The Moose River Rock Dodgers' Snowmobile Club is an affiliate of Vermont Association of Snow Travelers (VAST). In 1971 a small group of people formed the club,

Moose River Rock Dodger's. In the beginning the club groomed 9-13 miles with their own sleds. The club now grooms up to 50 miles in the towns of Concord, Kirby, and Lunenburg. As for the future VAST and the MRRD depend on most gracious landowners and the generosity of landowners, active memberships and Mother Nature. For more information, visit www.mrrd.com.

Campgrounds

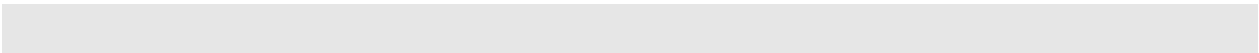
Concord has two campgrounds, both of which are located on Route 2. Breezy Meadows has 74 sites. Ninety percent of its occupants rent sites for the entire season (May through October). Alpine Valley (formerly Rustic Haven) has 64 sites, and roughly half are occupied for the season. Both have retail amenities.

Goal:

- Promote and protect Concord's reputation as a "recreation-friendly" town.
- Ensure continued public access and enjoyment of Concord's lakes and ponds.
- Protect water quality in Concord.

Strategies:

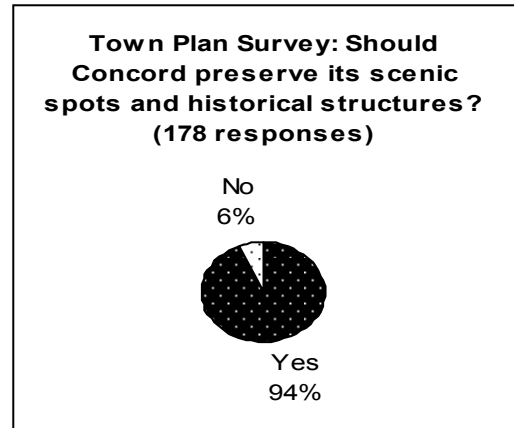
- Secure access to the Moose River for kayaking and boating.

- Consider use of abandoned railroads as recreation trails.
 - Support regional marketing efforts, e.g. Northeast Kingdom Chamber, Northeast Kingdom Travel and Tourism Association NEKTTA, and the Connecticut River Scenic Byway Council, to make sure that their efforts includes Concord's myriad of recreational activities.
 - Contact Northeast Kingdom Travel & Tourism about assessing Concord's tourism resources and developing an actionable marketing strategy.
 - Work with landowners who might provide access to additional recreation opportunities.
- 

7. Preservation

Water Supplies

In Concord, the protection of the town's surface and subsurface water systems is limited to the state regulation and, when applicable, Act 250 review. The bylaws do not, and cannot, address independent sewage treatment systems. As previously discussed in the Utilities and Facilities Section, the State of Vermont took delegation of all enforcement of local potable water and wastewater systems back in 2007. Systems that were previously considered exempt from state regulation may now require a permit. Enforcement of violations is largely reactive (i.e. complaints from neighbors), and town enforcement is limited. The zoning officer cannot withhold a permit, but the town's bylaws can either halt the construction of a project or withhold a certificate of compliance until the property owner can demonstrate compliance with the state regulations.



The town's bylaws currently include provisions for development within the 100 year floodplain, but there are no provisions for runoff and erosion control, such as vegetation buffers around surface waters and erosion and sediment control during construction, especially for small scale projects that will not be regulated by the state (e.g. stormwater management, Act 250. This issue can be best addressed by developing and implementing low-impact development standards for the Town of Concord.

Open Lands

The town's development corridors, as established under the existing zoning bylaws, were designed to limit development within the town's interior woodlands. However, open lands that follow roadways as Streeter Road, would lose their character if fragmented into 2-acre parcels. In addition, there are no provisions for development on steep slopes and prominent ridgelines, which could adversely impact the town's scenic landscape. Development in these areas are likely to be visible from numerous vantage points, and stand out in stark contrast with the largely unbroken forest cover that is so characteristic of Concord's scenic backdrop. Lands above 1,500 feet, steep hillsides, and prominent knolls in Concord may be particularly vulnerable to this form of development. The Town of Concord should take special measures to minimize the impact of this development through careful siting of development envelopes and screening.

Historic Features

The site of the country's first normal school, which was established at Concord Corners in 1823, is identified by a marker and tablet that was erected in 1923. The Town Hall was built in 1906 and is considered to be an important historic landmark. The Hall is currently the home of the town museum. Several historically significant homes and commercial structures are owned and preserved by Concord's private sector. The town recognizes the importance of these historic landmarks but does

not choose to legislate the preservation of privately owned landmarks. The town has no current plans to purchase additional real estate for historic preservation.

Concord has one property on the National Register of Historic Places. The Judge David Hibbard Home was added to the register in 1995. There are two districts on the State Historic Register: Concord Village and Concord Corner. There are 37 properties on the State Historic Register. The State Register is used in reviews of projects requiring Act 250 permits and those involving state or federal funds, licenses, or permits. Sites listed in or determined eligible for the State Register are considered under criterion 8 of Act 250 for proposed projects that require land use permits.

Natural and Scenic Areas

Miles Pond and Shadow Lake are both important natural and scenic resources which are being used, protected, and preserved by the town of Concord. These areas provide excellent recreational opportunities for residents and the town's tourists. The picnic area and boat ramp facility on Miles Pond was established to enhance the scope of the pond's recreational capabilities. Consideration should be given to opening negotiations with the power company to develop an additional public right-of-way to the Connecticut River shoreline. Roadside parks may also warrant review.

The stretch of Route 2 that goes through Concord is known as the Theodore Roosevelt Memorial Highway. In 2005 the Federal Highway Administration awarded national designation to the Connecticut River Scenic Byway, which includes Route 2 in Concord, and runs through all the towns on both sides of the Connecticut River. America's Byways, of which the Connecticut River Byway is now a part, is a distinct collection of American roads and treasured places recognized for their scenic, historic, natural, recreational, cultural and archeological qualities. This is not a regulatory designation. Rather, it encourages the preservation of unique places by attracting tourists to rural America...and much-needed dollars to small communities.



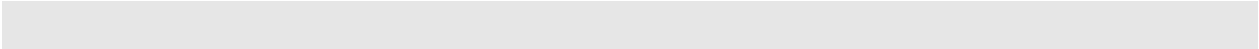
The view of Miles Mountain from north of Copp's Store

The Connecticut River Joint Commission is composed of 30 river commissioners (15 from each state), who, in addition to obtaining Scenic Byway designation, are working to improve water quality, prevent shoreline erosion, and promote the cultural heritage of the region. The CRJC maintains a River Management Plan, which can be found at www.crjc.org.

Goals:

- Support and promote responsible stewardship of Concord's natural resources in a manner that protects the town's environmental well-being for future generations.
- Encourage adaptive reuse policies that preserve and protect Concord's rich history.

Strategies:

- Provide information to the people of Concord regarding the new State regulations for onsite water and wastewater systems.
 - Implement low impact development standards to protect surface waters and prevent runoff and erosion.
 - Ensure that agricultural and silvicultural lands remain as unfragmented as possible so that these uses will still be viable in the future.
 - Seek Village Center Designation for Concord Village, which may provide tax incentives for the rehabilitation of historic income-producing and/or non-residential properties.
 - Work to acquire land or development easements on lands that afford important scenic views, such as the view from Shadow Lake Road.
 - Keep apprised of the planning and outreach efforts of the Connecticut River Joint Commission.
 - Promote cultural heritage tourism along the Connecticut River and Moose River.
 - Support the preservation of the Moose River by preventing erosion and pollution.
 - Establish a local conservation commission.
 - Develop an open space plan for Concord.
 - Inventory Concord's natural resources.
- 

8. Education

Concord operates a preschool through 12th grade school within the town, and has tuitioned in students from Gilman, Lunenburg, Kirby, Granby, Victory and Waterford. Concord's school system has existed for more than two hundred years, and it has constantly changed during that time. It began with a single, rough-log building erected soon after the American Revolution. It then evolved into at least ten single-room, local schools within each district, then became the single, central school that we now have.

Concord's early settlers planned to establish schools, and much land was set aside for this purpose. The first schoolhouse was a log building, coarsely constructed on blocking. In 1797 the town voted to construct an academy building at Concord Corners. The Reverend Samuel Reed Hall opened

Town Plan Survey: Selected Responses on Concord School

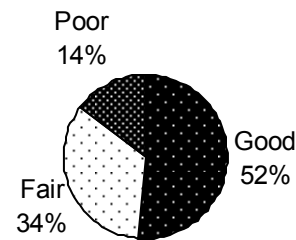
"I believe that small schools build better education due to more interaction with teachers."

"The school has come a long way! Our test scores should speak for themselves."

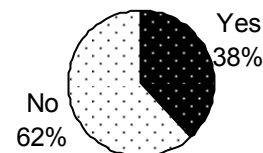
the First Normal School in America for the training of teachers on March 11, 1823, while he was the resident minister of the First Congregational Church. Reverend Hall originated the American system of teacher training and pioneered the use of the black-board system as a schoolroom appliance. In the 1823 fall term, the building known as the Columbian School was changed to Concord Academy, and in 1825 it was made Essex County Grammar School. In 1848 a new schoolhouse was completed on the westerly side of Cemetery Road. In 1899 the Judevine Memorial School was built on the present location of the school. In 1941 a gymnasium, assembly hall, two classrooms, a workshop, and dressing rooms were added. A fire on November 30, 1946, destroyed the school building. The elementary school was sent to East Concord for a time, but some grades returned to Concord's Cutting Block in the winter. The high school held classes in the Masonic Temple, the Town Hall, and the Library. C.H. Davis, a well-known industrialist, helped with a substantial financial contribution to make the school possible and laid the cornerstone for the current building on May 30, 1947.

Miles Pond School closed after the 1919-1920 school year, re-opened in 1931, and closed again in 1935. The last year for the North Concord School was 1949. The first building housing the East Concord School expanded to a room in the United Methodist Church in 1932-1934, and in 1934 the

Town Plan Survey: I think Concord School is...(146 responses)



Town Plan Survey: Do You Think Concord has adequate adult education programs available? (107 responses)





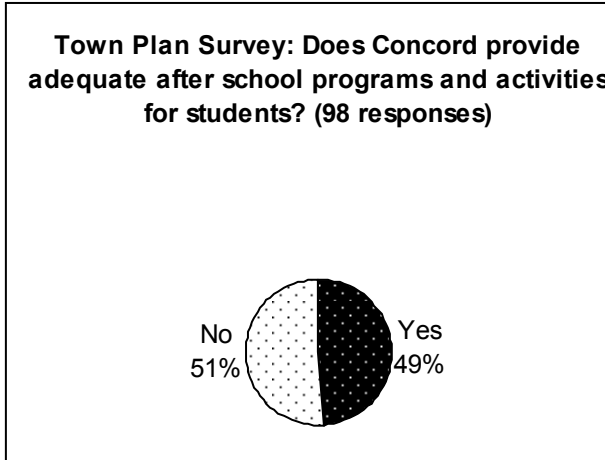
The East Concord School

school moved to the building on the Oregon Road in East Concord. This building is still standing today. It closed as a school in 1996. All students were then brought over to Concord School. The old East Concord School sold in 1999 and has been privately owned by its third owner since closing.

In 1999 the present Concord School added to the front of the building to make room for an office, library, and Jr. High

and High School stairwell with more classrooms. In 2006 the school had expenditures for an architect, a boiler room project, new boiler in the gym, and an engineer for a new school plan, which was subsequently voted down. The school now has a library, computer lab, kitchen, administrative offices, and restrooms. The gymnasium is used for physical education, art, preschool, and storage. For the extra curricular activities, there are sports available at the school: soccer, basketball, softball, baseball, and an unused tennis court. School facilities are available to Concord residents of all ages for a variety of group activities. Adult Education is not available at the school; residents attend Community College of Vermont, Lyndon State College (LSC), VT Vocational Rehab, Lyndon Institute (LI), and St. Johnsbury Academy (SJA).

Special Education is provided by the school system as required by Vermont and Federal law. Concord School ranked highest in the New England Common Assessment Program (NECAP) testing in the area, with achievements for teacher-of-the-year awards, and also ranking highest in Primary Observation Assessment (POA) testing for grades K-2 by exceeding the standards. The state of Vermont ranked highest in education levels within the United States. The school community is fortunate to have a Concord Booster Club, full of volunteers, each year putting together a school community calendar that gives the townspeople much information about monthly meetings taking place, etc. Businesses from within the town help sponsor this calendar. Also, they have the Christmas Bazaar, and they help purchase uniforms for the sports and T-shirts for all.



Tuition for out-of-town high school students in the 2008-2009 school year was \$10,442. The previous year, it was \$11,060. Other area schools for the year are: SJA at \$12,980, Lyndon Institute 12,712, and White Mountain 13,072. Within the high school there are 27 students that go to SJA and LI for half the day for vocational programs. Students are offered online college courses at LSC.

There are presently 28 full-time and two part-time teachers at Concord School, but the entire staff consists of 50 people, which includes the principal, custodians, plus paraeducators as required for the students' needs. The school serves breakfast, snack, and lunch. Total enrollment is 218. Lunch is

served on a shift system, serving from 11:00am to 1:10pm every day. The kindergarteners and first graders eat in their classrooms due to lack of room in the cafeteria. Concord School is a member of the Essex-Caledonia Supervisory Union (ECSU). The superintendent and necessary staff are hired on a regional basis through the ECSU; this includes the staff necessary to provide services such as speech, hearing, and other special educational needs. The Concord School works in conjunction with the ECSU when developing a program for a child in need of special education.

The School Board and Renovation Committee are currently working on a number of upgrades to the facility, and will continue to do so, provided that there are funds available. The gymnasium has multiple structural issues that need to be addressed. Also, having three separate buildings for the school presents a host of security issues, such as lockdown. The School Board is currently looking for ways to connect these buildings.

There are eight licensed providers in registered homes to provide daycare in Concord. Recent changes to statute allows a home daycare of up to six full-time children as a permitted use of a single-family dwelling. Providers must notify the town's Emergency Management Director of their operations.

Goals:

- That all current program levels be maintained as is and that the best possible solutions be obtained to meet the educational needs of our community for the foreseeable future and generations to come.
- That the Town Take control over its future and MAKE A DIFFERENCE.
- That the town would benefit by taking a more active role in local, regional, and state affairs. Concord should draw on these regional resources and add its experience and wisdom to this resource pool.

Strategies:

- The outdoor recreation facilities, such as the tennis courts and playground, need to be improved.
- The driveway through the playground is hazardous. It should be redirected.
- There is need for adult education and a music program in the school. Facility needs to be utilized for such things as adult education, area clubs, and activities of community interest.
- The school needs a larger kitchen, cafeteria, a new roof on the main building, and a new gymnasium.

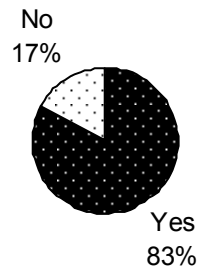
9. Energy

Electricity

Central Vermont Public Service is the sole provider of electricity in Concord. CVPS is a company that has a strong commitment to our environment and the use of renewable energy resources. As a result, CVPS' generation does not use coal as a fuel and therefore emits less pollution into the air than any other state in the country. With a residential rate of \$0.12018 per kilowatt hour (effective July 1, 2007) CVPS has the lowest price in New England for electricity. For a house using 500 kilowatt hours per month, this would translate into a monthly bill of \$60.09.

Some areas of Concord, such as Concord Village, have electrical systems that are rarely subject to outages. However, some areas of the town, such as North Concord, are served by older transmission lines, and these areas experience more outages. This appears to be the only problem related to the supply of electricity.

Town Plan Survey: Are you interested in renewable energy resources for your Concord residence? (177 responses)



Heating

According to the U.S. Census, a variety of heating fuels are being used in Concord to heat home with fuel. Oil and wood are the most commonly used fuels. (Figure 9.1)

Figure 9.1: Housing Units by Heat Source

	1990		2000	
	Units	Percentage	Units	Percentage
Heated with Utility Gas	3	0.7%	0	0.0%
...Heated with Bottled / Tank / LP Gas	57	14.0%	50	10.7%
...Heated with Electricity	3	0.7%	4	0.9%
...Heated with Fuel Oil / Kerosene	208	51.1%	322	69.0%
...Heated with Coal / Coke	4	1.0%	1	0.2%
...Heated with Wood	132	32.4%	90	19.3%
Total	407	100.0%	467	100.0%

U.S. Census. Data based on a sample.

Figure 9.2 looks at the cost to heat 1,500 and 2,500 square foot homes. These numbers are estimates and may be on the low side. Variables such as the age, condition, and quality and amount of insulation will play a significant role in the cost to heat a home. Heating fuel distributors are located in Lyndon, St. Johnsbury, Lancaster, NH, and Littleton, NH.

Figure 9.2: Cost Estimates for Heating a Home

Type of Energy, Unit		\$/MMBTU	1,500 sq. ft.		2,500 sq. ft.	
			Monthly	Yearly	Monthly	Yearly
Fuel Oil, gallon	\$ 2.19	\$ 19.81	\$ 99.05	\$ 693.35	\$ 158.48	\$ 1,109.36
Kerosene, gallon	\$ 2.68	\$ 24.52	\$ 122.60	\$ 858.20	\$ 196.16	\$ 1,373.12
Propane, gallon	\$ 2.49	\$ 33.92	\$ 169.60	\$ 1,187.20	\$ 271.36	\$ 1,899.52
Natural Gas, therm	\$ 1.60	\$ 20.00	\$ 100.00	\$ 700.00	\$ 160.00	\$ 1,120.00
Electricity, kWh	\$ 0.14	\$ 41.35	\$ 206.75	\$ 1,447.25	\$ 330.80	\$ 2,315.60
Wood, cord (green)	\$ 190.00	\$ 14.39	\$ 71.95	\$ 503.65	\$ 115.12	\$ 805.84
Coal, ton	\$ 285.00	\$ 19.79	\$ 98.95	\$ 692.65	\$ 158.32	\$ 1,108.24
Pellets, tn	\$ 257.00	\$ 19.59	\$ 97.95	\$ 685.65	\$ 156.72	\$ 1,097.04

Source: Vermont Department of Public Service, Vermont Fuel Price Report, May 2009
 Monthly estimations are 1,500 sq. feet=5 million BTUs per month; 2,500 sq. ft=8million BTUs
 Yearly estimation is based on 7 months of heating costs

Transportation

This part of the Energy Element attempts to gain some understanding of the cost of transportation. However, it should be noted that the estimates of transportation costs are based only on one’s travel to and from work. These estimates do not include travel for shopping, visiting friends and relatives, or other forms of pleasure travel.

Census data that have been used in the analysis of energy costs related to transportation to work included Place of Work, Means of Transportation to Work, and Travel Time to Work. This data, along with several assumptions, have been used to estimate the cost of commuting to work. The estimates and the assumptions used to calculate them appear below.

Figure 9.3: Place of Work

Worked in Concord	62	10.7%
Worked outside of Concord	515	89.3%

Source: US Census 2000, Based on a sample of workers aged 16 and older.

Figure 9.4: Means of Transportation to Work

Total	577	100.0%	
Car, truck, or van	539	93.4%	100.0%
...drove alone	498		92.4%
...carpooled	41		7.6%
Other means	19	3.3%	
Worked at home	19	3.3%	

Source: US Census 2000, Based on a sample of workers aged 16 and older.

From the travel time to work data, the median travel time to work was calculated indicated a median travel time of 23.1 minutes for a one-way trip to work. What this number means is that half of the 515 individuals who worked outside of Concord had a drive of less than 23.1 minutes, and the other half had a drive that was longer.

Even without the Place of Work data, it is obvious that Concord is a bedroom community. The Place of Work data only serves to emphasize this fact. The vast majority of the Town’s residents must travel to other communities for work. In fact, only 11% of Concord’s residents actually work in Concord!

Figure 9.5: Travel Time to Work

Total	577	100.0%	
Workers who did not work	558	96.7%	
Less than 14 minutes	87		15.6%
15-29 minutes	268		48.0%
30-44 minutes	143		25.6%
45 or more	60		10.8%
Worked at home	19	3.3%	

Source: US Census 2000, Based on a sample of workers aged 16 and older.

The estimated costs of commuting to work in Figure 9.6 are based on several assumptions as follows:

Price of gas: \$3.09 per gallon.

Days worked per week: Five

Weeks worked per year: Fifty

Average speed: 40 miles per hour.

Despite temporary shortages of some resources, such as wood pellets, there are no known scarcities among traditional and renewable resources, yet cost continues to be a barrier.

Affordability is more an issue than *availability*.

Figure 9.6: Annual Cost of Commuting to Work

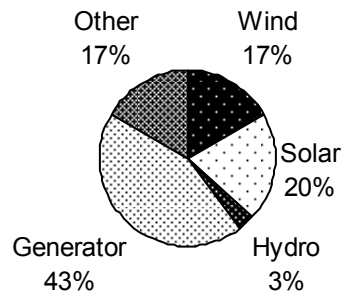
Travel Time to Work	Round Trip Distance	Miles Per Gallon		
		20	30	40
15 min.	20	\$ 772.50	\$ 515.00	\$ 386.25
23 min.*	31	\$ 1,189.65	\$ 793.10	\$ 594.83
30 min.	40	\$ 1,545.00	\$ 1,030.00	\$ 772.50
45 min.	60	\$ 2,317.50	\$ 1,545.00	\$ 1,158.75
60 min.	80	\$ 3,090.00	\$ 2,060.00	\$ 1,545.00
75 min.	100	\$ 3,862.50	\$ 2,575.00	\$ 1,931.25
90 min.	120	\$ 4,635.00	\$ 3,090.00	\$ 2,317.50

* Median travel time to work

Concord's bylaw and development standards should allow and encourage energy efficiency and the use of renewable energy resources. Any development and land use activity that accomplishes this shall to the extent possible be done so as to mitigate undue adverse impacts to the rural character of Concord.

Where people live and the design of our communities make a huge difference in the amount of energy we consume. Development densities should be the highest either in or immediately adjacent to Concord's village centers, in order to limit the potential for energy-inefficient scattered development. New planned unit development can be sited in a way that maximizes energy efficiency and makes use of renewable energy possible. Rehabilitation of existing structures is almost always more cost-efficient, and the savings can outstrip even that of new "green" construction. Energy efficiency should therefore factor into any decision over whether to rehabilitate a public facility or build a new one. In addition, making more provisions for telecommuting may allow more people to work from home, thereby reducing energy consumption and greenhouse gas emissions.

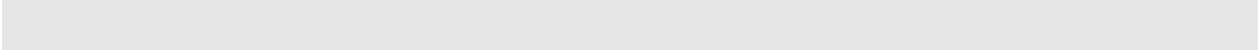
Town Plan Survey: If you generate your own electricity, how do you do it? (18 responses)



Goal:

- The Town of Concord and its residents have little or no control over the price of electricity, heating fuels, and gasoline. The town and its residents do have control over how much energy is used and conserving it.
- Anticipate growth in new areas such as wireless technology, alternative energy sources such as wind power, while protecting the rural character of the town.

Strategies

- Promote education on new energy technologies that harness local renewable energy sources for residential electric use.
 - Update zoning bylaws to ensure access to renewable energy resources through site plan review and conditional use review.
 - Establish standards for mixed use and/or planned unit developments that encourage innovation in design and more efficient use of land and energy.
 - Consider the creation of a town energy committee to conduct energy audits and identify opportunities to save energy within the community.
 - Seek out grant funding assistance for energy planning (such as Clean Energy Development Fund) as needed, and seek grants to update municipal buildings.
 - Identify and promote pedestrian and cycling opportunities.
 - Encourage carpooling.
 - Require all upgrades to municipal buildings to incorporate energy efficient systems.
 - Educate the public about “green” building practices.
 - Encourage and promote telecommunications development that will allow more individuals to work from home.
- 

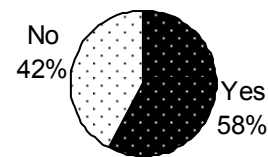
10. Transportation

Transportation

Concord has an extensive network of roads and trails including State, Town, and private roads. Many of these roads were built to accommodate the transportation needs of the early inhabitants and form the nucleus of the transportation infrastructure that is required to facilitate present-day traffic demands. The diversified interest groups who travel these roads include local commuters, commuters from surrounding towns, school buses, tourists, freight transport, through traffic, and others.

US Route 2 is the major corridor through the villages of Concord, North Concord, and Miles Pond and, though providing significant benefits to the local economy, it creates major issues due to the amount and speed of traffic on very narrow lanes of travel. There have been a significant number of accidents along this corridor, caused by speed, curves in the road, and moose.

Town Plan Survey: Are you in favor of improved safety regulations and enforcement in town? (165 responses)



Town Plan Survey Selected Responses: If YES to above, what would you like to see improved?

“Main Street...slow traffic down. Parking is bad on Main Street.”

“Speeding through village and back roads. Skateboarding along main highway. Some way of keeping sidewalks free of snow in winter. There is a dangerous situation of skateboarding in front of Bouchard’s store also, at night time.”

“Traffic speed through town.”

“Speed and caution signs—all roads. Crosswalks needed. Sidewalks should be maintained in winter. Welcome signs for villages.”

“Traffic. Crosswalks. Keep our children safe.”

Roadways

There is a total of 78.225 miles of public roadways in Concord classified as follows:

CLASS 1	10.765 miles
CLASS 2	8.640 miles
CLASS 3	46.020 miles
CLASS 4	12.800 miles
Total	78.225 miles

Road Maintenance

Concord roads (67.560 miles) are maintained by three (3) full-time employees with equipment housed at the Town Garage located on Brook Road. Maintenance equipment includes two (2) dump trucks, a pickup truck, a grader, a loader and a backhoe. A pit on Town-owned land in the rear of the garage provides high-quality gravel for current use, and sand for winter maintenance is purchased locally.

Scenic Roads

Due to the rural and pastoral nature of Concord in general, there are many scenic roads and vistas that are enjoyed by residents, non-residents and tourists alike. These include Goudreault Hill Road, High Ridge Road, Royalston Corner Road, Shadow Lake Road and Streeter Road. The Theodore Roosevelt Memorial Highway (Route 2 in Concord) is part of the Connecticut River Scenic Byway, which is more than 500 miles, and incorporates both sides of the Connecticut River. The nearest Waypoint Interpretative Center (Welcome Center), which supports increased tourism along the byway, is in St. Johnsbury.

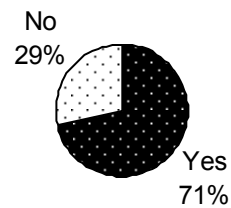
Speed Limits

All town roads have a speed limit of not more than thirty-five (35) miles per hour for gravel-surfaced roads and not more than forty (40) miles per hour for paved roads in accordance with the Town of Concord Traffic Ordinance adopted August 3, 2006. Speed limits for US Route 2 are governed by the State of Vermont.

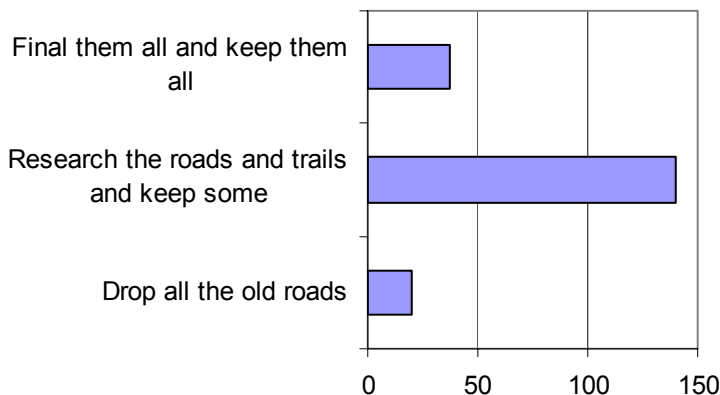
Recreation Uses

Although there are no published cycling routes per se, there are a number of recreational uses that occur along Route 2, particularly cycling. There are no bicycle or pedestrian lanes, and this creates a number of safety issues. The area that crosses Carr Brook Road, for example, is exceptionally dangerous. This area has seen many accidents, some of them fatal. Trucks traveling in this area tend to speed in order to maneuver tight bends and steep grades in the road. What's more, there are small pull-outs for individuals to park their cars, which can lead to even more perilous situations.

Town Plan Survey: If a person builds a new road or bring an old road up to standards, should the town to take over maintenance of that road? (164 responses)



Town Plan Survey: What should the town do about "ancient roads?" (197 responses)



Some "ancient roads" may be used for recreational purposes in Concord. These forgotten town roads have created a host of problems in title searches and for private landowners whose properties these roads may cross. On July 1, 2015, unidentified corridors are automatically discontinued, and the land reverts back to the owner(s) of land the highway passed through or abutted. A town can reclassify an unidentified corridor as a Class 4 highway or a trail in that period between 2010 and 2015, but it must

follow a process established by Vermont Statute for researching and laying out of highways or trails. This process may also include compensation to an affected landowner.

Other Transportation Services

Locally, Rural Community Transportation (RCT) provides limited bus service. Caledonia County State Airport in Lyndonville and Whitefield Regional Airport in Whitefield, NH, are approximately 25 miles from Concord. Major airlines serving the area are in Burlington, VT, Lebanon, NH, and Manchester, NH. The former Maine Central Railroad line through town is independently owned but has been dormant for many years. In addition, there are numerous potential landing sites for the DART medical transport. These sites are documented in the Emergency Operations Plan, which is currently being updated. Finally, waterways have been used for pontoon plane landing sites on occasion.

Transportation Advisory Committee

Vermont Agency of Transportation accepts suggestions for projects from the regional planning commissions. These suggestions usually come out of the monthly Transportation Advisory Committee meetings. They are prioritized and then submitted to the Secretary of Transportation for approval. If approved they, too, are added to the State Transportation Improvement Plan.

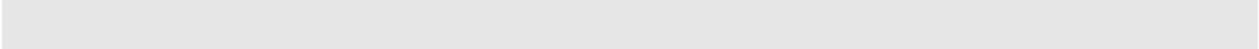
The Transportation Advisory Committee (TAC) for Concord's region meets on the second Tuesday of each month. Community officials, public transportation providers, interest groups, and individual citizens are encouraged to attend these meetings. Each year a list of suggested projects is compiled from the TAC meetings and is sent to the Secretary of Transportation for approval and possible inclusion in the State Transportation Improvement Plan.

Goals:

- Provide support for town Highway Department in their efforts to improve roadways in Concord
- Advocate for a transportation system that its safe, efficient, and affordable.
- Encourage the use of alternate modes of transportation.

Strategies

- Consider using unused railroad for recreation purposes.
- Find ways to reduce speeds along roads as they approach the villages.
- Improve and maintain existing sidewalks. Extend sidewalks from Shadow Lake Road to the school.
- Put in a crosswalk near the Post Office with a caution light.
- Improve visibility of speed limit signs on US Route 2.
- Establish signs at Exit 1 on Interstate Route 93 identifying Concord and mileage.
- Establish signs on Class 2 and 3 roads at major intersections for directions similar to those in surrounding towns.

- Encourage the effective enforcement of the local traffic ordinance.
 - Designate safe parking areas for recreational uses.
 - Identify ancient roads.
 - Ensure that the Town of Concord is represented on the Transportation Advisory Committee.
- 

11. Adjacent Towns

Waterford

Waterford's updated town plan was adopted in 2008. As Concord's neighbor to the west, any continued commercial or industrial growth along the Route 18 corridor has the potential to impact Concord.

Waterford's industrial and commercial enterprises currently exist along State Route 18 and the Duck Pond Road. Development along Route 18 and Interstate 93 will increase traffic on US Route 2 through Concord to eastern markets. The Cross Road connecting Waterford and Concord is a heavily traveled corridor to passenger cars, school buses, and heavy construction vehicles. Waterford plans to target any future commercial or light industrial growth in this area.

Waterford operates an elementary school (grades pre-school to eight) within the Town and tuitions its high school students to many secondary educational schools including St. Johnsbury Academy, Lyndon Institute, and Concord High School. The potential exists for more Waterford students to attend Concord High school.

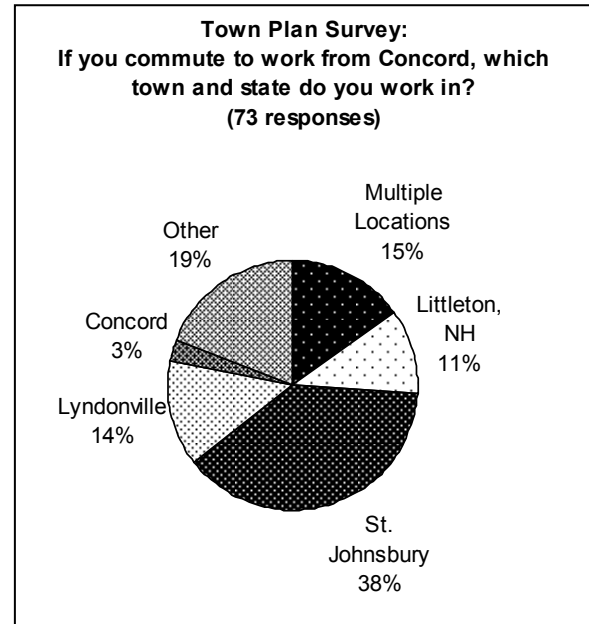
Among the development sites in Waterford that may impact Concord are the High Ridge Road and Shadow Lake Road. These two areas have recently seen the construction of new homes, and Concord may also see this type of development.

Kirby

The town of Kirby is situated to the northwest of Concord village in Caledonia County, and its border runs along an area slightly to the north of the US Route 2 corridor. The updated Kirby Town Plan was adopted in March of 2006.

Kirby has designated the southern tip of town adjoining Concord as their only light industrial/commercial zone. Concord zoning currently has this area of town zoned as Medium Density, and the current use is residential. A bed and breakfast, heavy truck repair, welding shop, and golf course already exist in this section of town, and Kirby has stated that an industrial park, cell and broadband towers, and other manufacturing and commercial businesses would be welcome.

Kirby has experienced rapid residential growth over the last ten years with a population of 347 in 1990 to 456 in 2000 and a projected medium growth rate would see a population of 552 residents by the year 2010. Much of Kirby's residential growth has been in three growth centers, and south Kirby is one of these. Burroughs Road (Bullock Woods Rd.), Kirby Mountain Road, and Wood Lane (Brook



Road) all pass through Concord as primary travel corridors to US Route 2, and, because of geography, these residents tend to be more oriented toward Concord in their commuting and lifestyle patterns.

Kirby residents cite the availability of school choice as one of the advantages of residing in the town. There are no plans to change the system, and continued increase in population could cause a potential increase in the number of student's tuitioning into the Concord pre k-12 school population.

Many South Kirby residents utilize the Concord Transfer Station as their primary means of rubbish disposal, and Concord Fire and Rescue is the primary provider of emergency services on the southern side of Kirby Mountain.

Kirby cites its "bedroom community" status as its biggest problem, and indicates it is creating stress on their tax base. Their plan looks to strengthen that base through more diversification, citing South Kirby as the primary center for this type of growth to occur.

Victory

To Concord's north is the town of Victory. The northern and southern parts of town are separated geographically, and the area south of Victory Bog Wildlife Management Area tends to be oriented toward Concord rather than their neighbors to the east and west. A proposed Municipal Plan was offered in July of 1993, but no current active plan exists. The town has no zoning.

Much of the recent growth has been in South Victory and the Victory Hill areas which are closest in proximity to North Concord and the US Route 2 corridor.

There are no longer any schools located in Victory. School choice is offered to all residents with students in pre K-12.

The North Concord Post office maintains a rural route for residents of South Victory. Some South Victory residents use the Concord Transfer Station as their primary means of rubbish disposal. Concord Fire and Rescue is the primary provider of emergency services for all sections of Victory south of Damon's Crossing.

Lunenburg

Concord shares its northeastern border with the town of Lunenburg. The original Lunenburg town plan was submitted in 1990, not adopted, and has not been re-adopted or re-written. The town of Lunenburg has no zoning. The greatest potential impact on Concord from Lunenburg comes from school choice. Lunenburg offers no secondary education facilities. Therefore, some Lunenburg students choose to attend Concord High School. The former Gilman paper mill has impacted Concord residents by eliminating over a hundred good paying jobs from the local economy.

The Lunenburg town line runs along the Oregon Road. In some areas of Lunenburg residents can only access their homes through Concord.

Littleton, NH

Littleton, New Hampshire, is situated to the south of Concord, separated by Moore Dam reservoir on the Connecticut River. Access to Littleton is available through Gilman to the east and Waterford to the south. Littleton has a Master Plan that was adopted in 2004.

Littleton has a small urban environment and is experiencing rapid growth in all sectors. The rapid growth has created a large number of new jobs and tax-free shopping opportunities for area residents.

Commuter routes to and from Littleton through Concord are experiencing an increase in traffic flow, particularly on Shadow Lake Rd., the Cross Rd. and Leonard Hill Rd. Concord and its close proximities to Littleton has the possibility of becoming a bedroom community.

St. Johnsbury

St. Johnsbury is situated to the west of Concord. The St. Johnsbury Town Plan was updated and approved in 2006. Tourism plays an active role in the St. Johnsbury plan.

The eastern rail line (the old Maine Central) which is privately owned, is noted for its potential to serve businesses and promote growth into East St. Johnsbury which borders Concord.

Given the current availability of housing in the immediate area, and the cost of raw land, Concord could experience a need for affordable housing and municipal services to a number of these new residents. There is a lack of senior housing in Concord, which means that many of Concord's older residents eventually end up moving to St. Johnsbury.

Figure 11.1: Town Population Projections, 2000-2020¹

	Census 2000	Projection 2010	Projection 2020	% Change 2000-2020
Concord	1,196	1,267	1,339	12%
Waterford	1,104	1,163	1,199	8.6%
Kirby	456	552	648	42.1%
Victory	97	141	190	95.9%
Lunenburg	1,328	1,443	1,562	17.6%
Littleton, NH	6,173	6,430	6,870	11.3%
St. Johnsbury	7,571	7,501	7,427	-1.9%

Regional Plan

Concord is a member community of Northeastern Vermont Development Association, the regional planning commission and economic development corporation serving Essex County. NVDA's Regional Plan (adopted 2006) recommends that future development should follow traditional development patterns, while providing for economic development opportunities and livable communities. It notes the importance of preserving traditional development patterns and supporting the vitality of the region's village centers, such as Concord. Traditional village centers are characterized by denser residential patterns than the surrounding area, as well as businesses that serve the local population, community buildings (such as libraries, town halls, churches), and emergency services.

¹ MISER Population Projections for Vermont, 2000-2020, Massachusetts Institute for Social and Economic Research, University of Massachusetts; Municipal Population Projections, 2010-2030, prepared by the New Hampshire Office of Energy and Planning.

The regional plan includes the following strategies for town and village centers that may pertain to Concord:

- Assist communities applying for designation under the Vermont Village Center program.
- Encourage mixed-use development (residential, commercial, and appropriate light industrial) in town centers.
- Direct public investment for new elderly and affordable housing towards town centers. Aside from promoting traditional development patterns, this will put seniors and low-moderate income residents closer to such amenities as transportation, shopping, and community activities.
- Encourage towns to plan for community recreational and social needs.
- Make reasonable accommodations for housing in town centers.

For rural areas, NVDA's strategies include encouraging open space planning and recreation infrastructure. Goals related to rural lands include:

- Sustainable forestry should remain an economically viable tool to preserve woodlands, open space for recreation, and local character.
- Farming and agriculture should remain an important and viable sector of the regional economy.
- Contiguous tracts of prime agricultural soils should be preserved.