

Town Plan for Waterville 2009



Prepared by the Waterville Planning Board

Adopted by the Waterville Selectboard on May 4, 2009

Regionally approved by the Lamoille County Planning Commission on _____

This latest version of the Town Plan for Waterville was developed using funds awarded by the Agency of Commerce and Community Development through the Municipal Planning Grant Program

Table of Contents

1. Introduction.....	1
2. The Town of Waterville.....	5
3. Housing	7
4. Historic Resources	14
5. Natural Resources & Land Use	18
6. Local Services & Facilities	28
7. Educational Facilities.....	35
8. Economic Development	36
9. Transportation	46
10. Health & Wellness.....	48
11. Energy Plan	49
12. Implementing this Plan	52
Appendix A. Village Historic District Sites	54
Appendix B. Planning Maps	57

The 2009 Town Plan for Waterville

1. INTRODUCTION

A Message from the Waterville Planning Board

On May 8, 2003 the Waterville Select Board appointed eight members to reconstitute the Waterville Planning Board. The Select Board charged the Planning Board with the responsibility of preparing a Town Plan for Waterville as a revision and update of the Town Plan originally written in 1989. Waterville benefits by having a Town Plan in order to establish a vision for our community and to be eligible for other federal and state grant funds that allow us the opportunity to meet our goals.

We have worked closely with the Lamoille County Planning Commission in the development of the Town Plan and submission of Municipal Planning Grants since that time.

2003 - We reconstituted the Waterville Planning Board and adopted a new Waterville Town Plan on September 23, 2003.

2004 - We were awarded \$1,500 in funding through the Vermont Municipal Planning Grant Program efforts to inventory and document the integrity of our public historic structures.

2004 to 2008 - We have supported the development of the Waterville Historic Preservation Board as required in the guidelines for Waterville being a Certified Local Government.

2005 – We were awarded \$1,000 from Downs, Rachlin and Martin to create a Historical Photographic Record of the Waterville Town Hall and Village Center. Photographs are archived on CD and on

display at the Town Office.

2005 - We were awarded \$4,000 in funding through the Vermont Municipal Planning Grant Program to explore and obtain Village Center Designation and Certified Local Government certification.

- ✓ January 2006 - we were approved with Village Center Designation.
- ✓ April 2006 - we were granted Certified Local Government status.

2006 - We were awarded \$3,200 in funding from the Vermont Municipal Planning Grant Program and \$4,800.00 in matching funds from VT Historic Preservation grants to work with the Preservation Board to prepare a National Register Nomination application for the Waterville Historic District. In September 2007 the application was approved by the National Park Service. Copies are available for review at with the Town Clerk.

2007 - We were awarded a \$5,800 grant through the FY'08 Vermont Municipal Planning Grant program. We are working with the Lamoille County Planning Commission to update the Waterville Town Plan, and we anticipate Town approval and completion by May 2009. As part of this effort, we temporarily re-adopted the 2003 Town Plan, in order to provide more time for the 2009 revision.

2008 – We were awarded \$4,995 from the Department of Public Service (DPS), Clean Energy Development Fund (CEDF), to support a small scale hydro assessment project. The goal is to generate electricity from the Kelly River (North Branch of the Lamoille) to meet local needs either by lower energy costs through renewable energy or sold to generate income to help offset property

taxes.

Waterville has a rich history of community engagement and mobilizing efforts that allow us to enjoy, promote and improve our community. The members of the Waterville Planning Board are pleased to be able to make our contributions to our community, the latest of this is this revised 2009 *Town Plan for Waterville*.

How is a Town Plan useful to the people of Waterville?

There is a range of ways in which a town plan can be used - from simply a source of information to a foundation for regulations. Ultimately, the residents of Waterville determine the uses of the Waterville Town Plan. Among the potential uses of the municipal plan are the following:

1. A source of information: The plan is a valuable source of information for local boards, commissions, citizens and businesses. The information in a plan could serve to familiarize residents, potential residents, and development interests with Waterville and its resources.
2. A basis for community programs and decision-making: The plan is a guide for the recommendations contained in a capital budget and program, for any proposed community development program, and for the direction and content of local initiatives such as economic development, recreation planning and housing.
3. A source for planning studies: Few plans can address every issue in sufficient detail. Town Plans not only record and discuss what is known about the resources and residents of the town but also what is not known. Therefore, many plans will recommend further studies to develop courses of

actions on a specific need.

4. A standard for review at the state and regional levels: Act 250 and other state regulatory processes identify the municipal plan as a standard for review of applications. Municipal plans are important to the development of regional plans and regional and inter-municipal programs. In addition, state proposals must comply with town plans including the purchase of state land for parks and recreation.
5. A long-term guide: The plan is a long-term guide by which to measure and evaluate public and private proposals that affect the physical, social, and economic environment of the community.
6. An eligibility requirement and/or positive factor for state and federal grants: In 2000, the state began requiring towns to adopt plans in order for communities to be eligible for most grants and low interest loans. Planning grants, water and wastewater grants, community development grants, and other key sources of funding all now require the municipality to have an adopted plan. While many other public and private funding sources do not require town plans in order to be eligible, having a town plan that documents the need for funding will generally strengthen the application.
7. A basis for regulatory action: The plan serves as a foundation and guide for the creation or amendment of the zoning regulations, subdivision regulations, the official map, shoreland bylaws, flood hazard bylaws and for the decisions made under these regulations.

What is required in a town plan?

Vermont municipalities are authorized to create municipal development plans under 24 V.S.A. §4381. All local plans in Vermont, regardless of whether they are for rural or urban municipalities, must include the following ten components:

1. A statement of objectives, policies, and programs of the municipality to guide the future growth and development of land, public services and facilities, and to protect the environment;
2. A land use plan and map;
3. A transportation plan and map;
4. A utility and public facility plan and map;
5. A statement of the municipality's policies for the preservation of rare and irreplaceable natural areas, and scenic and historic resources;
6. An education facilities plan and map;
7. A recommended program for implementing the plan's objectives;
8. A statement of how the plan relates to adjacent municipalities' plans and the regional plan;
9. An energy plan, including policies and programs to implement those policies; and
10. A housing element, including a recommended program for addressing low and moderate-income persons' needs as identified in the regional plan.

These represent the minimum requirements of 24 V.S.A. Chapter 117, the Vermont Municipal and Regional Planning and Development Act, which governs local land use planning and regulation in Vermont. Each town plan will be different depending on the unique qualities that exist in every community.

How was the Town Plan developed?

This plan is the result of a revision of the 2003 *Town Plan for Waterville*, which was readopted in 2008 in order to give more time for full revisions. During the development of the 2009 plan, all Waterville Planning Board meetings were open to the public. A schedule of plan topic areas and the dates on which they would be addressed by the Planning Board was publicized at the 2008 Waterville Town Meeting and at other venues. Finally, the Planning Board held a public hearing, as required by State statute, before submitting the plan to the Waterville Selectboard for consideration and adoption.

Statement of Waterville's Planning Objectives

The objectives of the Town Plan for Waterville are to:

Keep Waterville rural and preserve the personal, community, and natural qualities of life in our small town.

Encourage preservation of Waterville's natural resources and scenic beauty, including water resources, open land, mountaintops and ridges, forest and agricultural land, trails and views.

Seek to continually improve the quality of education in Waterville to prepare its citizens for lifelong learning.

Encourage preservation of the historic bridges and buildings owned by the Town of Waterville.

Encourage housing and transportation that allows the people of Waterville, especially young people and seniors, to remain in the community.

Encourage citizens to be informed and engaged in the Waterville community.

Coordinate local planning with neighboring towns and others with whom we share resources.

Research the future economic development of Waterville in ways that draw on the resources and work skills of the town.

Respect and protect the rights of the property owners, voters and residents of Waterville.

Ensure that Waterville is a wonderful place in which to live, visit and recreate.

Maintain and enhance Waterville's access to current technologies and opportunities.

2. The Town of Waterville

2. THE TOWN OF WATERVILLE¹

The Town of Waterville is located in a small, low-lying valley between steep hills and mountains, and is situated in the northwestern part of Lamoille County (latitude 44° 33' north, longitude 76° 46' west). It is bounded by Bakersfield on the north and west, Cambridge on the south, Belvidere and Johnson on the east and Fletcher and Cambridge on the west. Most of the 15.44 square miles (9,882 acres) that make up Waterville drain into the Kelley River (also referred to as the North Branch of the Lamoille River).

Waterville was chartered as Coit's Gore on October 26, 1788 to James Whitlaw, James Savage and William Coit. In 1795, there were only seven families in the Gore. Early settlers built their houses on the hills, leaving the Kelley River and its valley to the Native Americans. The Town of Waterville was chartered on November 16, 1824 and held its first town meeting the same year. The village is not incorporated.

Initial settlement of the Town of Waterville was scattered throughout the region without a specific focal point of development. In the 1830s, however, development began to cluster in the southern end of the town near the waterfalls of the North Branch of the Lamoille River. Soon a village developed at this location, and many of the early settlers (or their descendants) moved from their homes in the rural landscape to homes in the growing commercial and industrial center of the village. The name "Waterville" was most likely selected in recognition of the most important geographical feature in the region, the North Branch of the Lamoille River.

Waterville's first saw and gristmills were built in 1796-97. Although the location of these first mills is no longer known, they are significant for having been designed by the well-known surveyor, millwright, builder, architect and civil engineer John Johnson (1771-1842). These early mills may have been constructed by Barnard Carpenter and were powered by what was later known as Peck's Mill Dam.

Waterville's population reached its peak in 1850 with 753 people. During the days of Waterville prosperity (1840s-1850s), many businesses flourished. Among these were: a friction match shop; a shop which made wooden rakes, grain cradles and various wood handles; a legging and belt lace factory; a knife and blade factory; a shingle and gristmill; sawmills; a boot factory which made 500 pairs of boots a year; a flannel mill which produced approximately 374,400 yards of flannel annually and employed 51 people; a starch factory which used 5,600 bushels of potatoes to produce 44,000 pounds of starch annually; a carding mill; a tannery which used 300 calf skins, 35,000 sheep skins and 250 cords of bark annually; a sash factory which produced 50,000 window sashes per year; two cabinet shops; several blacksmiths; and two hotels. Waterville also had the Mountain Spring House, the Union House and four stores.

There were three schoolhouses, a post office, and a cemetery. Waterville had two mines, which produced soapstone, talc and asbestos. Mining was done on a small scale and in 1936 Selectmen were instructed to sell the rights for delinquent taxes. Gold and silver veins have been discovered in Waterville, but not in sufficient quantity to mine.

Early church societies in Waterville consisted of the Methodists, Congregationalists, Baptists and Universalists. The Congregational and Methodist societies joined together in 1839 and in the same year built and dedicated the Union Meeting House. In 1870, the Universalist denomination joined with the United Church and built

¹ Material largely taken from Log Cabin Days of Coit's Gore and Waterville by Mary Wilbur Wescott, printed 1975.

2. The Town of Waterville

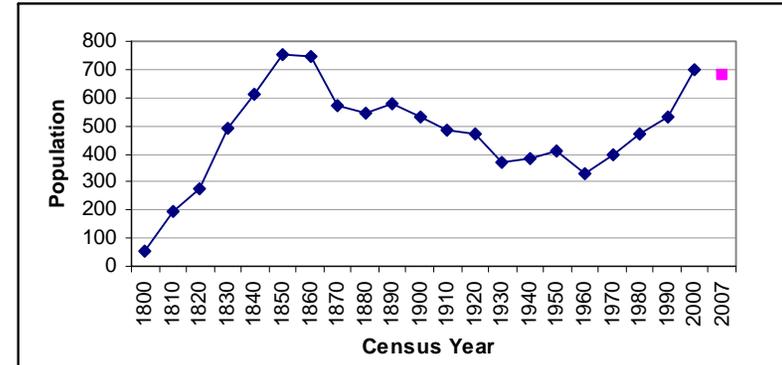
a meetinghouse. The Union Church building was apparently donated to the village by Moses McFarland about 1889, and converted to use as the town hall (Coit’s Gore, pg. 39). One of Waterville’s Baptist ministers was the Reverend William Arthur, father of Chester A. Arthur, the 21st President of the United States. In 1910, Chester A. Austin formed the Nazarene Society. The Catholic population attended church in Cambridge.

Several disastrous fires in the 1850s combined with depressed business conditions to change Waterville from a thriving manufacturing community to an agricultural hamlet. At the turn of the century, the population was down to 529 and by 1930 Waterville had only 370 residents. In 1930, Waterville had only a few businesses: a grain dealer; a lumber mill; a garage; a boat oar and canoe paddle manufacturer, four stores; and five gas pumps. It was mainly an agricultural town with farms dotting the hillsides. Waterville was known at that time for its apple trees that produced hundreds of barrels of cider. Fred McFarland ran an expert nursery where he developed a species of high bush blueberries that attracted attention from horticulturists and farmers around the state.

Although still a small town, there are few businesses located in Waterville. The majority of the working population is employed elsewhere. There is, however, a village market, a garage, a hairdresser, a wild game and meat processing plant, earthmoving and building contractors, maple sugaring, forest products, farming, and various cottage industries. The village of Waterville has many fine older homes, 2 churches and the Town Hall. A village green is owned and maintained by the Waterville Land Trust and has a ball field and picnic area.

By the 2000 Census, Waterville’s population had grown to 697 residents - an increase of 50% in 20 years. The 2007 Census Bureau population estimate of 680 seems to show a downward trend in population. Census 2010 will be the most accurate update on population trends in the town.

Figure 2-1. Population of Waterville 1800-2000 with 2007 Estimate



Source: U.S. Census Bureau

The rural character of Waterville, the nature of the homes, population shifts, and land usage are determined, to a great extent, by many external economic and social factors. We have arrived into the 21st century as a sound community thanks to the forethought of prior generations.

3. Housing

3. HOUSING

Waterville Housing Policies

Waterville encourages adequate and affordable housing for all of its citizens, regardless of age, income, race or disability.

Waterville encourages residential densities on the basis of topography, soil conditions, water tables, proximity to existing roads, watercourses and commercial centers, and efficient provision of public services.

All housing should be safe for both the occupants and the public at large.

Residents of Waterville should have the opportunity to find housing, for purchase or rent that is affordable based on a typical wage in town.

Waterville should have a variety of housing to meet the various needs of the residents of town including vacation homes, single family, two family, mobile homes, and apartments.

Households and individuals with special housing needs, including the elderly, handicapped, and low-income households, should be able to attain suitable and affordable housing.

Residential development is not permitted in the 100-year flood area and existing housing in the floodplain should be flood-proofed for the safety of the residents and the town as a whole.

All housing must have approved wastewater treatment to ensure the health of the residents and public at large.

Sites for manufactured homes are allowed in locations similar to those generally used for single-family conventional dwellings.

Affordable housing should minimize long-term living costs through high quality design, efficient construction, energy efficiency, and proximity to employment.

Waterville encourages land use patterns that are inherently more affordable by the nature of cost efficiencies associated with their construction (e.g. shorter access roads, smaller lots, proximity to utilities).

The development of housing should not endanger future residents through exposure to substandard conditions or proximity to toxic substances.

Accessory apartments are encouraged as they provide needed income for the homeowner and needed small apartments for residents living alone.

Waterville supports efforts to assist elderly and disabled residents who wish to “age in place” in their homes and to partner with community based health care systems to do so.

Waterville Housing Recommendations / Action Items

Waterville should work with Lamoille Housing Partnership to find ways to ensure working residents have housing they can afford.

The Waterville Planning Board should poll town residents on current opinions toward various tools and avenues for facilitating fair and affordable housing.

3. Housing

The Town should pursue partnerships and funding to develop senior housing near the village center. Level III and/or Level IV facilities could be appropriate for Waterville.

Waterville’s population has been growing, but the number of people in each household seems to be decreasing. This means that more housing units may be necessary to house the same amount of people in town. The expectation, therefore, is a need for more single-family, multi-family and mobile homes as Waterville grows.

There is less need for apartments although some smaller one to two bedroom units could fill the needs of many persons living alone. As would be expected from the needs stated above, nearly 79% of Waterville’s occupied housing units in the 2000 Census were owner occupied while the remaining 21% were rentals.

There is more to Waterville’s housing picture than simple supply. The nature and cost of housing and its ability to provide opportunities for a spectrum of means and needs must also be measured. Waterville is no different from other locations in the fact that housing affordability is a major concern. Home prices and housing costs have been increasing at much higher rates than regional income. In addition, there can be seen a future need for more housing options for Waterville residents in their senior years and persons with disabilities.

Household and Family Characteristics

Housing needs differ based on household types. Of the 260 households in Waterville in 2000, 182 (or 70%) were family households. The Census breaks families into three groups:

- married couples,
- female householder with no spouse present, and
- male householder with no spouse present.

Over half of all households in Waterville (58%) were married family households², as measured by the Census Bureau in 2000. In Lamoille County, only Cambridge and Elmore had higher percentages of married families. Data show that married couple families overwhelmingly lived in home-ownership situations. In 2000, 91% of Waterville’s married couple families owned their homes, versus renting. Forty-eight percent of Waterville’s married couple families had children in 2000.

Single parent families are evenly split between male or female householders and similarly with children. In the 2000 Census there were 17 female householders without a husband, and 13 had children. There were 19 male householders without a wife, and 13 had children. Single-parent families also desire home-ownership but generally face more challenges than two-income households.

In addition to families, the Census Bureau counts non-family households, which include individuals living alone or with one or more non-relatives. In Waterville there were 73 non-family households in 2000, of which 47 were individuals living alone. Like all other household types in Waterville, non-families tend to own their homes (58%) as opposed to renting.

The size of a typical Waterville family, and all households in general, seems to be shrinking. Table 3-1 depicts a decrease in the average size of families and all households between 1990 and 2000 for the town, the county and the entire state.

Table 3-1. Average Size of Families and all Households, 1990-2000

² The U.S. Census Bureau does not include Civil Unions, of which there may be some in Waterville.

3. Housing

Year	Waterville		Lamoille Co.		Vermont	
	Hhld	Fam.	Hhld	Fam.	Hhld	Fam.
1990	2.70	3.20	2.56	3.07	2.57	3.06
2000	2.62	2.98	2.45	2.94	2.44	2.96

Sources: 1990 and 2000 Censuses of Population and Housing

Housing Stock Characteristics

Type of Unit

According to the U.S. Census, the majority (217 or 73%) of the housing units in Waterville in 2000³ were single-family homes. The second most common housing unit type in Waterville in 2000 was mobile homes (56 units).

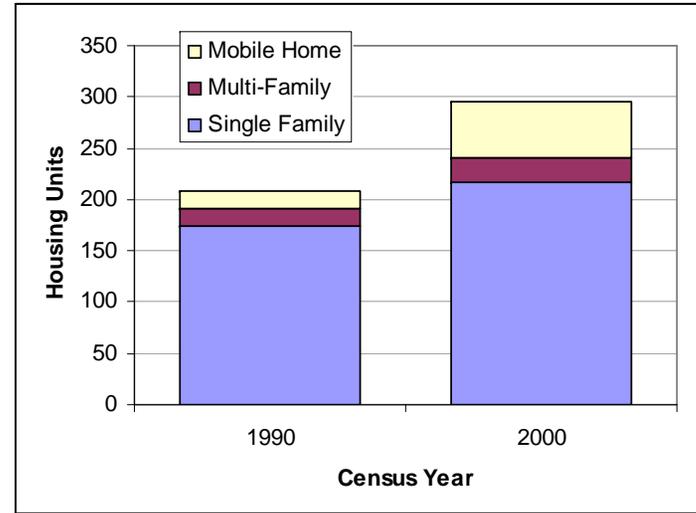
The number of housing units in Waterville grew by 42% between 1990 and 2000 to a total of 299 (see figure 3-2). The Census measured a particularly steep increase in mobile homes (from 16 to 56).

Occupancy Status

When comparing by occupancy status, figure 3-3 shows that the number of units in ownership has increased over the past three decades to 206 or 73%. The number of vacant units increased substantially between 1980 and 1990 and then decreased in 2000. The decrease was concentrated in the number of vacant single family homes. A converse increase in rental units between 1990 and 2000 occurred in both single- and multi-family homes.

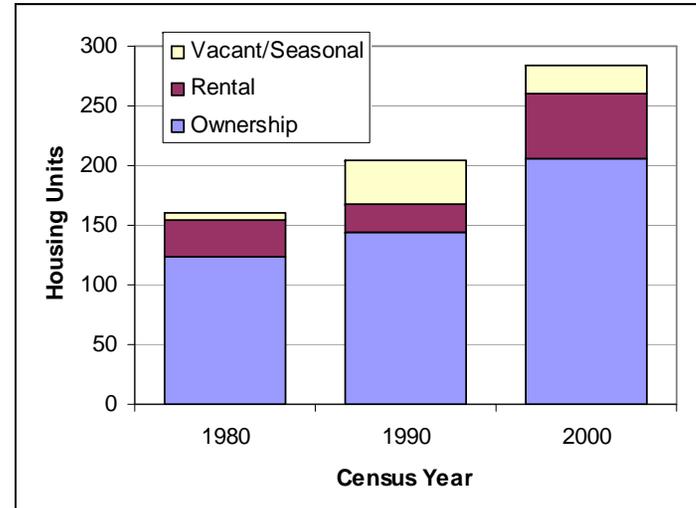
Figure 3-2. Housing Units in Waterville by Structure Type, 1990-2000

³ The 2000 Census is still the most recent date of many population and housing variables for Waterville. The next update will be in 2010.



Sources: 1990 and 2000 Censuses of Population and Housing

Figure 3-3. Housing Units in Waterville by Occupancy Status, 1980-2000.



Sources: 1980, 1990 and 2000 Censuses of Population and Housing

Compared with neighboring communities, Waterville has a relatively young housing stock. Over 60% of the housing units

3. Housing

counted by the Census in 2000 were built during or after 1970. About 29% of the housing units in town were constructed prior to 1940. The Census 2000 median construction date for Waterville housing units was 1975.

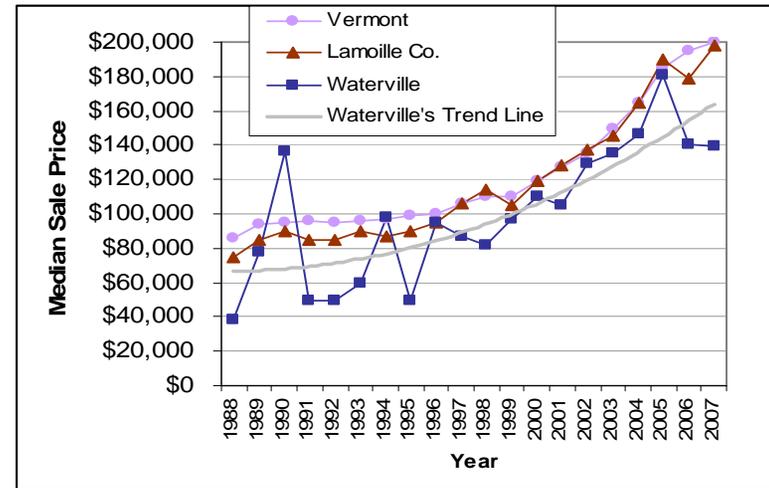
Housing Costs

The U.S. Census also collected data in 2000 on the median housing values for homeowners and the median contract rent costs for those who rent in Waterville. Unfortunately this is still the most recent data of this type for Waterville. The median value of owner-occupied homes in Waterville in 2000 was \$98,900, compared to \$114,400 county-wide. Of 92 Census-selected Waterville homeowners in 2000, 72 had a mortgage and 20 did not. Individuals with a mortgage spent a median of \$957 per month to pay the mortgage plus monthly owner costs while those without a mortgage spent a median of \$400, versus \$977 and \$352, respectively county-wide. Renting households paid a median of \$456 per month for rent, utilities and other costs in 2000, versus \$427 county-wide.

Home Prices

Luckily home sales price data is much more recent for Waterville and all of Vermont. The State’s property transfer data on all annual home sales is periodically analyzed and updated by the Vermont Housing Finance Agency. From 1988 to 2007, the number of primary residences sold in Waterville varied from a low of 1 in 1991 to a high of 13 in 2003. Most recently in 2007, 4 primary residences were sold, all of them single family homes.

Figure 3-4. Median Sale Prices of Primary Residences, 1988-2007.



Source: 2008, Vermont Dept. of Taxes, Property Transfer Data, as analyzed by Vermont Housing Finance Agency.

Note: The small number of home sales at the town level explains the wide variability in prices seen from year to year. Thus a polynomial trend line is provided for Waterville. The line attempts to show the trend in Waterville’s home sale prices over time. Statisticians know that the closer a trend line’s R² value is to 1 (between 0 and 1), the more the line’s slope corresponds to the actual data. The Waterville trend line’s R² value is 0.6352, which shows that the line is a pretty good representation of home sale trends in Waterville but also that the variability presents a challenge.

Figure 3-4 shows that median home prices have been rising in Waterville and countywide over the past two decades. Waterville’s median price has been consistently below the county and the entire state. It has also been lower than Cambridge and Morristown, the top two towns that Waterville’s resident workforce commuted to according to the 2000 Census (comprising 27% of total commuters). Morristown and Cambridge may attract jobs across the county, but their higher home prices (especially Cambridge’s) may be helping to steer growth to places like Waterville. Table 3-5 illustrates the difference in prices with a snapshot of the 2006 numbers.

3. Housing

Table 3-5. 2007 Median Home Price.

	Waterville	Lamoille County	Vermont	Cambridge	Morristown
2007 Median Home Price	\$139,750	\$198,250	\$200,000	\$215,000	\$194,750

Source: 2008, Vermont Dept. of Taxes, Property Transfer Data, as analyzed by Vermont Housing Finance Agency.

The Need for Fair and Affordable Housing

It would be ideal for all residents of Waterville to have fair and equal opportunity to secure affordable housing that meets their needs for shelter and accessibility. Common barriers to housing include low incomes, high housing costs, accessibility and self-care needs due to age and disability, and possible discrimination based on race and ethnicity, familial status, and other factors.

The ability of this plan to formulate a permanent solution for fair and affordable housing in Waterville is very limited. However the land use provisions of this plan can help create opportunities for others, namely housing developers and service providers, to do their part in the development and provision of fair and affordable housing options.

Housing Affordability

Housing is considered affordable if a household spends less than 30% of its income on housing-associated costs. As a general rule, the lower the income, the smaller the chance that available housing will be affordable. According to the 2000 Census, 41% of Waterville households were in unaffordable housing situations; 32 of 92 home-owning households and 23 of 41 renting households were paying 30% or more of their household income on housing

costs. Unfortunately the fact that Census 2000 is still the most recent data available to directly measure the affordability of housing for Waterville residents illustrates the dearth of data on this subject.

It is possible to use more current annual average wage numbers from the Vermont Department of Labor to provide some context however. For instance, a Waterville resident making the town’s 2007 annual average wage of \$29,175, with no other income source, would have to pay no more than \$729 on monthly housing costs to stay within the 30% affordability threshold. At the county’s 2007 annual average wage of \$29,787, \$745 would be the monthly affordability limit.

Table 3-6 – Percent Increase in Median Home Prices versus Annual Average Wages

Time Period	Waterville Median Home Price % Increase	Lamoille Co. Median Home Price % Increase	Waterville Annual Average Wage % Increase	Lamoille Co. Annual Average Wage % Increase
1988-2007	263	164	67	105
1998-2007	70	74	57	49
2003-2007	4	36	12	17

Sources: 2008, Vermont Dept. of Taxes, Property Transfer Data, as analyzed by Vermont Housing Finance Agency.
2008, Vermont Department of Labor, Quarterly Covered Employment and Wages Report.

Table 3-6 attempts to determine whether or not local and regional income sources have been keeping up with increases in home sale prices. Home sale prices are a primary driver of housing costs, and increases in average wages can affect all local households, regardless of how many earners may be present. However this table does not take into account mortgage rates, utility costs, tax rates, and other non-wage income sources, including public subsidies. Nevertheless the table reveals that increases in annual

3. Housing

average wages in Waterville and Lamoille County – where most Waterville residents work – are not keeping up with increases in local and county median home sale prices. This may be an indicator that the housing affordability gap has been widening.

The current recession may also be a factor. Data from the Vermont Banking Division show that annual foreclosures are up 35.6% in Lamoille County, from 61 total in 2007 to 84 in 2008.

Special Needs Housing

Within every community are individuals or families with special housing needs. The elderly and families with children in poverty are examples of groups with special needs that are found in most communities. Persons with disabilities may also require special arrangements.

There are many types of special arrangements. Some individuals need only special construction (such as handicapped accessibility), while others need assisted living arrangements (visiting nurses, care specialists, volunteers, family and friends) while still others require full institutional care. Churches and civic organization may also be capable of offering assistance.

Listed below are groups with special needs which are found in Waterville and an estimation of how well their needs are being met. Generalizations are made throughout this section based on age and they are not intended to be derogatory in any manner. With each generation, individuals are staying healthier longer and can live independently later in life. In general, taking care of oneself and one's home can be more difficult as one ages and/or loses a spouse, partner or supporter.

Seniors Living Alone

According to the 2000 Census there were 11 seniors living alone in

Waterville. This group is important for social reasons as being retired and living alone in northern Vermont can be difficult. In many cases, opportunities to rent apartments in senior housing are desired. Waterville currently has no level IV senior living).

Seniors 70-84

Most seniors between 70 and 85 continue to live independently. Many require some assistance, especially as they get older. There may be situations where seniors need transportation assistance or require home care. In Waterville there were 42 seniors in this age group and there are no Level III living arrangements available.

Seniors 85 and over

Beyond age 85, seniors need more care. In the most serious cases, full institutional care is required. In 2000, there were 10 seniors in Waterville over 85. There are few individuals in this category, which may be due to the fact that one who requires assisted living is forced to move. Waterville has no Level II or Level I housing. It is unlikely that a Level I nursing home will be constructed in Waterville as they are generally located near hospitals where emergency services can be available.

Mobility and self care limitations (disabilities)

In 2000 82 Waterville residents at 16+ years of age were identified as having at least one disability, representing 16% of the 16+ population. There are many types of disabilities, and it should be noted that 62 of those individuals reported a disability that likely affects their housing needs. Table 3-7 depicts information on Waterville residents who possessed disabilities in 2000. Depending on the severity of the limitations presented by one's disability, human services, transportation services, or special construction (handicapped accessibility) may be required.

3. Housing

Families, children and seniors in poverty⁴

There were 13 families determined by the 2000 Census to be living in poverty in Waterville, representing a rate of 6.8, a fraction higher than the county rate of 6.4. Eight of these families had children under 18, with 6 having children under 5. The total number of children in poverty was 18, representing a rate of 9.4, compared to the county rate of 10.7. The number of seniors 65+ in poverty was 8, representing a rate of 11.8, higher than the county rate of 8.5. These are groups with housing needs that are difficult to meet. Federal programs provide housing under “Section-8” but none are currently available in Waterville.

Table 3-7. People 16+ with Disabilities and a Tally of Disabilities by Type, 2000

	Age		
	16-64	65+	Total
Total population, 2000	456	68	524
...with at least one disability	27	8	35
...with two or more types	31	16	47
Total tally of disability types reported*	104	66	170
...sensory disability	5	7	12
...physical disability	22	16	38
...mental disability	17	14	31
...self-care disability	2	13	15
...go-outside-home disability	18	16	34
...employment disability	40	n/a	40

*Note: The tally of disability types is not a count of people. People can have more than one type of disability.

Source: U.S. Census Bureau, 2000 Census of Population and Housing

⁴ The 2000 Census compared 1999 individual and household total income levels to the 1999 poverty thresholds (based on aspects of a person or family’s situation) to determine the number of individuals and families in poverty in 1999. There are 48 threshold levels in all, depending on the age of an individual/householder and the number of children in a household. For example, a single person under 65 taking in less income annually than the poverty threshold of \$8,667, was considered to be in poverty in 1999. For a family with two adults and two children, the poverty threshold was \$16,895. The highest threshold, for a family of 8 adults and 1 child, was \$ 37,076. These thresholds are increased yearly, largely due to inflation. The corresponding 2007 thresholds were \$10,787, \$21,027 and \$ 46,143, respectively.
Source: 2007, U.S. Census Bureau, Housing and Household Economic Statistics Division.

4. Historic Resources

4. Historic Resources

Waterville Historic Resources Policies

Land use and development in Waterville should occur in a manner that preserves the use and condition of historic sites and structures.

Waterville Housing Recommendations / Action Items

Historic resources efforts in Waterville would include the Historic Preservation Board, the Planning Board and town residents in general. Some ideas include:

Produce a video documentary of Waterville, similar to what has been done by students at Johnson State College.

Develop a strategy for efforts after the Town Hall project. Should the focus be set on the old Elementary School?

Solicit nominations for the National Register.

Explore a focus on utilizing the benefits of the historic district and designated village center for historic properties in town.

Collect oral histories (audio recordings).

Display cases to celebrate Veterans in Waterville.

Digitize and produce an addendum and re-printing of Mary C. Wilbur's Log Cabin Days of Coit's Gore and Waterville.

Develop a collection on one-room schoolhouses in Town.

Develop a secure space to display historic artifacts.

Catalog and preserve the Mrs. Page photograph collection and explore the significance to Waterville's history.

Collaborate with the Waterville Town Library and sponsor public events on Waterville's past.

Historic Resources in Waterville

Many of Waterville's most recent community successes over the past several years have been in efforts to document, preserve and rehabilitate historic sites and structures in town. These places and buildings represent a window into Waterville's past. They are also important physical and cultural resources.

Examples of historic sites and structures in Waterville include the Town Hall, the old Elementary School, the various mill-related buildings in town and the three covered bridges. The bridges, the Jaynes Covered Bridge, the Montgomery Covered Bridge, and the Village Covered Bridge, were all built in 1877 and entered in the National Register of Historic Places in 1974. Many other historic buildings in town are included in the Waterville Historic District and recorded in the National Register. Their nomination to the National Register was the latest in a very busy timeline of historic preservation activities in Waterville. The Waterville Village Historic District map and list of sites can be found in Appendix A of this plan.

Looking back nearly two decades ago, the State of Vermont Division for Historic Preservation did an inventory of historic

4. Historic Resources

buildings in Waterville in 1990. A detailed inventory with photographs is available in the Town Clerk’s office. Here is an excerpt from that inventory:

The Waterville Historic District is significant as a well-preserved 19th century mountain village. Located in a steep river valley, just below a major mill site on the North Branch of the Lamoille River, it essentially developed in a linear pattern with two T-intersection side streets. The more important of the side streets, Bridge [Church] Street, runs westerly down to the river and a covered bridge. At the head of Bridge [Church] Street are the Town Hall and an octagonal bandstand, which, because of their positioning and the openness of the intersection, give the effect of a small common. To the southwest of this main intersection is a small commercial streetscape with three commercial facades in a tight common plane. The village as a whole is characterized by evenly spaced 1.5 story wood frame, clapboard houses. Greek Revival and plain vernacular house types predominate.

The important components of the district are the commercial blocks, the Town Hall and bandstand, the United Church, the Italianate style Wilbur House, two nearly identical Classic Cottages, and the Leach-Villeneuve House. All of these are grouped around the main intersection, and all are architecturally significant and largely unaltered. Also important is the covered bridge (on the National Register) and Baker House, because of its axial relationship to the bridge.

In addition to the buildings in the Waterville Historic District mentioned above, there are 16 buildings listed with the State of Vermont Division for Historic Preservation as significant on a state level: Old Homestead Farm (Thomas Horse Farm); the D.C. Pierce House (Pierce-McNally House); the Waterville School; Morse’s Store (Manchester Apartments); Central House (Armstrong House); Bierbrier Farm; Bressel House; Nathan Page Upper Farm

(Page Summer Cottage); M. Wilbur House (Ackert House); LaFountain House; Avis Bennett House; Depot House; Central House Stable (Tobin Property); A. Fletcher Farm (Hemenway House); Schofield House; and the Joel Coddington House (Leff House).

The next major developments in historic preservation in Waterville began in 2003. In fact Waterville’s latest planning efforts, including this town plan, find their root in these activities.

Timeline of Historic Resources Efforts in Waterville:

1. In 2003 the Waterville Planning Board was reconstituted to draft a new Waterville Town Plan, which was adopted on September 23, 2003.
2. On May 28th 2003 the Town of Waterville voted at a special meeting to restore the foundation in the Town Hall building. Work began in July 2003.
3. In 2004 the town was awarded \$1,500 in funding through the Vermont Municipal Planning Grant Program efforts to inventory and document the integrity of public historic structures. The result is the 2005 *Town of Waterville, Vermont, Historic Resources Plan*.
4. Also in 2004, the town was awarded a \$40,000 Preservation Grant from the Preservation Trust of Vermont and the Freeman Foundation to cover a portion of the Town Hall restoration.
5. In 2005 the town was awarded \$1,000 from Downs, Rachlin and Martin to create a Historical Photographic Record of the Waterville Town Hall and Village Center.
6. In 2005 the town was awarded \$4,000 in funding through the Vermont Municipal Planning Grant Program to explore

4. Historic Resources

and obtain Village Center Designation and Certified Local Government certification.

- a. Village Center Designation was obtained in January 2006.
 - b. Certified Local Government status was achieved in April 2006.
7. The Waterville Historical Society transitioned to become the Waterville Historic Preservation Board as required in Certified Local Government guidelines.
 8. Waterville was awarded \$3,200 (40%) in funding through the Vermont Municipal Planning 2006 Grant Program and \$4,800.00 (60%) in matching funds from VT Historic Preservation grants to hire a consultant to prepare a National Register Nomination application for the Waterville Historic District.
 - a. Consultant Devin Colman was hired in November 2006, and the nomination was completed in 2007. The nomination describes a historic district with 54 contributing buildings and structures.
 9. On June 18, 2008, residents of Waterville voted to borrow up to \$150,000 to continue the Town Hall repairs. The money, to be financed for up to 10 years, will be used for work on the roof, steeple and siding.

The Benefits of Waterville’s Historic Resources Designations

As of the drafting of this plan, Waterville has one of nearly 80 Designated Village Centers in Vermont. More unique is Waterville’s standing as one of only 13 communities in Vermont with Certified Local Government status. Both programs give Waterville access to special programs and resources for the

documentation, preservation and rehabilitation of historic sites and structures in town.

Certified Local Government (CLG) status benefits the town in many ways:

1. The ability to work more closely with state and federal agencies on identifying and registering historic structures in town.
 - a. This includes nominations to the National Register of Historic Places.
2. Access to matching grants to
 - a. produce studies and cultural resource inventories,
 - b. determine property eligibility for local and National Register of Historic Places designation,
 - c. perform building reuse and feasibility studies,
 - d. develop design guidelines and conservation ordinances, and
 - e. create publications to educate the public about the benefits of Waterville’s historic resources.
3. Access to technical assistance for all of the above.

It was under Waterville’s CLG status, that the nomination for the Waterville Historic District to the National Register was approved in 2007.

The idea behind **Village Center Designation**, through the Vermont Downtown Program, is that the best way to preserve historic buildings in a manner that depicts their roots is to keep them in use and maintain their relevancy in today’s time. Benefits include:

1. state and federal tax credits toward the rehabilitation of historic buildings,
2. tax credits for façade improvements,
3. tax credits for code improvements, and
4. priority consideration for Municipal Planning Grant and Community Development Block Grant funds.

4. Historic Resources

Waterville Town Hall

Doug Porter, a private historical consultant with the Preservation Trust, did a site visit and prepared a preliminary assessment of building condition and preservation strategy for the Waterville Town Hall in November of 2000. In his report he indicates that the Waterville Town Hall was originally constructed as a Union Church about 1839. The Universalist Church was constructed seventeen years later. The mid-nineteenth century was a prosperous time for the village, and by 1867 Waterville was home to two churches, two hotels, three schools, four stores, several mills and factories, and about sixty houses. The Union Church building was apparently donated to the village by Moses McFarland about 1889 and converted to use as the town hall. The bandstand on the west side of the hall was constructed about this time. The complete report by Doug Porter can be obtained at the Town Clerk's office.

The townspeople of Waterville have made a priority of renovating the town hall. On May 28th 2003 the Town of Waterville voted at a special meeting to restore the foundation in the Town Hall building. Work began in July 2003 and efforts are underway to secure resources for a complete renovation of the building. On June 18, 2008, residents of Waterville voted to borrow up to \$150,000 to continue the Town Hall repairs. The money, to be financed for up to 10 years, will be used for work on the roof, steeple and siding.

5. Natural Resources & Land Use

5. NATURAL RESOURCES & LAND USE

Waterville Natural Resources & Land Use Policies

Land use and development in Waterville should occur in a manner that preserves the existence of natural and scenic resources, maintains the town’s rural character, preserves the use and condition of historic sites and structures, and avoids the fragmentation of land.

In order to protect our ground water, no habitation or waste disposal should occur in areas where the ground water is at a depth of zero to 48 inches.

Waterville Natural Resources & Land Use Recommendations / Action Items

The Town of Waterville should adopt Flood Hazard Regulations. Once the Town is enrolled in the National Flood Insurance Program, residents living in flood hazard areas will be able to obtain flood insurance.

The Town of Waterville should explore the option of Municipal Delegation to administer the State’s Wastewater and Potable Water Supply System Permit Program locally.

The Town and the Waterville Land Trust could explore the possibility of using the Land Trust in an active and strategic manner to pursue the Town’s land use goals.

Waterville should explore the possibility of developing and implementing subdivision bylaws to ensure the preservation of the town’s rural character and to avoid the destruction of natural areas and resources through land fragmentation.

The Planning Commission should review all ‘Act 250’ applications for their compliance with this land use plan. Where the application is determined to not conform to this chapter or any goal or policy, the Planning Commission should participate in the ‘Act 250’ process in order to ensure the concerns of the Town are addressed.

The Town of Waterville should explore the adoption of a vegetated buffer zone subject to review or according to state guidelines on both sides of the Kelley River and Taylor, Coddington, Judevine and Streeter Brooks (see footnote on page 19).

Land and Water Resources in Waterville

As a whole, Waterville’s pristine natural resources are one of the town’s greatest strengths. In order to ensure their continued existence and protection, it is incumbent upon the Town to describe and celebrate these resources.

Water Resources

Waterville is fortunate to have extensive water resources. The waters are valuable as a source of drinking water, absorption of floodwaters, wildlife habitat, recreation, aesthetic enjoyment, and power generation. The value of these resources is diminished through pollution, over usage, and treatment.

5. Natural Resources & Land Use

Fishing Resources

Taylor, Coddington, and Streeter Brooks, along with smaller streams, feed the Kelley River (North Branch), which runs through Waterville to the Lamoille River, as does the Judevine Brook. These waters provide excellent brook, rainbow and brown trout fishing and habitat for spawning and young fish. In addition there are many beaver ponds found throughout the town. Natural vegetation of stream and riverbanks in Waterville consists of alder, black willow and silver maple. Removal of bank vegetation causes elevated water temperatures and increased stream sediment, both resulting in deterioration of cold-water fisheries and spawning. Vermont waterways and their uses are governed by the policies and procedures of the Vermont Department of Water Resources in the Agency of Natural Resources policies and procedures govern.

River and Stream Frontage

River and stream frontage is a valuable resource, which can help prevent water pollution, preserve wetlands, and provide for wildlife habitat, open space and scenic beauty. The Town may wish to preserve such areas for public usage and education. Extensive development on the river will have a detrimental effect on area fishing.

Planning should contain measures for pollution prevention, stream and riverbank stabilization, protection of water habitat and protection from erosion. The Planning Board proposes a buffer zone according to state guidelines⁵ on both sides of the Kelley River and Taylor, Coddington, Judevine and Streeter Brooks.

Wetlands

⁵ For example, currently the Vermont Agency of Natural Resources recommends a riparian buffer of 50-100 feet for all streams. Accepted Agriculture Practices recommend buffers of perennial vegetation 10 feet from the top of a streambank on cropland and 25 feet from the top of the bank at points of runoff.

Wetlands include: marshes, bogs, swamps and river overflow areas. These areas provide wildlife and vegetative habitat, help control erosion, improve quality of surface and groundwater, and provide invaluable beauty and education resources.

The Wetlands Protection Act went into effect February 16, 1989 and will allow certain regions to be designated as wetlands to be preserved and protected. Certain areas in town should be carefully considered for wetland preserves. Many small wetlands have been recorded in town (see the *Natural Resources* map).

Land Resources

Winter Deer Range

Waterville has many acres of mostly forested wild life habitats, some of which have suitable characteristics to serve as winter deer range. These areas are outlined the Natural Resources map prepared by the Lamoille County Planning Commission. Such sites are usually at low to moderate elevation and are characterized by mature softwood trees of various types. Since there are no alternative sites available for winter deer range, it is recommended by the Agency of Natural Resources that existing sites need protection from intensive human usage, particularly permanent intrusion such as housing developments.

Rare Plants and Animals

There are two plants and three animals with federal *Endangered* status in Vermont and one plant and two animals on the federal *Threatened* list.⁶ None of these has been sought and identified in Waterville.

⁶ Endangered: Barbed-bristle bulrush (plant), Jesup's milk-vetch (plant), Indiana Bat, Eastern Mountain Lion, & Dwarf Wedgemussel. Threatened: Small whorled pogonia (plant), Canadian Lynx, Puritan Tiger Beetle. Animals on list as of February 3, 2008, and plants as of April 23, 2005.

5. Natural Resources & Land Use

The Vermont Agency of Natural Resources lists no locations of state or federal rare, threatened, or endangered species in Waterville.⁷

Woodsia glabella, a rare fern that hasn't been spotted since 1880, was sighted by botanists in Waterville in 2008.

Other Wildlife

In addition to the well-known White Tailed Deer, Moose, Black Bear, Fisher Cat, Red and Gray Fox, Turkey, Blue Heron, Beaver, Mink and a wide variety of birds can be found in Waterville.

Scenic Resources

The quality of life of all Waterville residents is greatly enhanced by the abundant, spectacular and peaceful scenery in Town. The value of this resource cannot be gauged in economic terms alone. The educational, spiritual and recreational value of these special areas should be valued. For example, many areas of town afford views of Mount Mansfield, Laraway Mountain / Old Round Top, Burnt Peak, Shattuck Peak, Cranberry Mountain, Peaked Mountain, Belvidere Mountain, Fletcher Mountain, King's Hill Mountain, and the Cold Hollow Mountains.

Protection of Water Resources

Water Table

In order to protect our ground water, the Planning Board recommends no habitation or waste disposal in areas where the ground water is at a depth of zero to 48 inches. No alterations may

⁷ According to online ANR *Environmental Interest Locator* as of February 2009.

be made which interfere with the natural flow of water to surface water, as detailed in Vermont State rules and regulations.

The Role of Soils

General soils information available from the Soil Conservation Service indicates that much of the land area of Waterville has soil limitations of some type and to some degree for sub-surface sewage disposal and/or foundation construction. Some of these soil limitations which can cause problems and should be carefully investigated when considering development of a parcel of land include: (1) shallow depth of bedrock; (2) excessive wetness; (3) soils which do not adequately absorb moisture; and (4) unstable soils. Despite the generally poor soil conditions in Waterville, pockets of suitable soils can be found in scattered locations throughout the town. Existing soils can be protected through organic agricultural practices.

In general, soil conditions in Waterville will require a low to moderate density of development with selected areas for more intense or clustered development. Much of the land areas with soil limitations are relatively inaccessible.

Soil erosion can be minimized by limiting the creation of impermeable surfaces (e.g. roads and parking lots) and managing stormwater run-off.

Wastewater System Regulation

The State of Vermont has all authority over the regulation of potable water supplies and wastewater management systems statewide. In Waterville there are concerns about the State's responsiveness to failed septic systems and overall ability to prevent the discharge of wastes into the community's precious water resources.

One option that Waterville should explore is Municipal Delegation. This is a process through which a municipality can create a

5. Natural Resources & Land Use

regulatory and administrative process that meets the rigor of the State statutes. This possibility should be explored through contacts with Vermont towns that have assumed Municipal Delegation and in following the guidelines and materials offered by the Vermont Department of Environmental Conservation.⁸

Groundwater Source Protection Areas

Groundwater Source Protection Areas (SPAs) are established to prevent contamination of public water supplies and are regulated by the Vermont Agency of Natural Resources. There is one SPA established for the Waterville Elementary School in the north end of town and another for Waterville Fire District #1 in the south end of town.

Underground Storage Tanks

Underground storage tanks, whether existing or removed, can be potential locations for hazardous wastes that can seep into ground and surface waters. The Vermont Agency of Natural Resources lists two underground storage tanks in Waterville at this time, however, both have likely been removed.

Hazardous Waste Sites

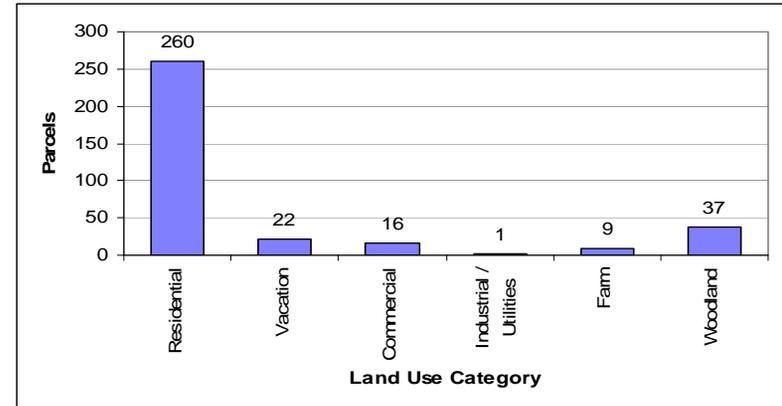
Hazardous waste sites need to be identified and managed for clean-up and to limit the damage done to natural resources, especially ground and surface waters. There are no known high priority hazardous waste sites in Waterville. The Vermont Agency of Natural Resources is monitoring three low-medium priority sites in Waterville at this time. These sites seem to involve small spills of hazardous substances.

⁸ Municipal Delegation Website:
<http://www.anr.state.vt.us/dec/ww/mundeleg.htm>

Planning for Land Use and Development in Waterville

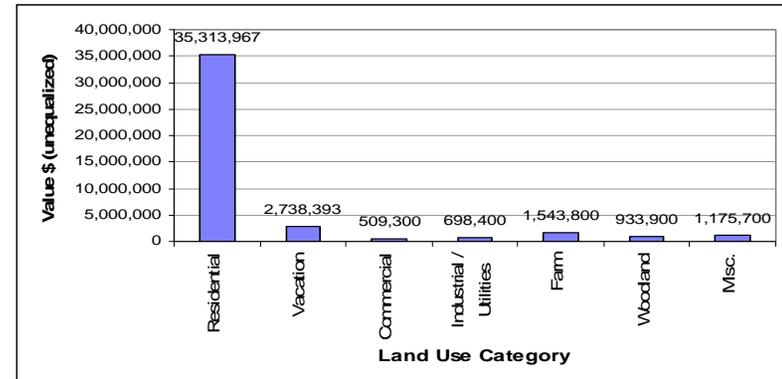
The vast majority of Waterville’s property and property value are for residential use, as shown by Tables 5-1 and 5-2.

Table 5-1. Number of Waterville Parcels by Land Use Category, 2008



Source: 2009, Vermont Dept. of Taxes, Property Valuation and Review 2009 Annual Report.

Table 5-2. Unequalized Grand List Value of Waterville Property by Land Use Category, 2008



5. Natural Resources & Land Use

Source: 2009, Vermont Dept. of Taxes, Property Valuation and Review 2009 Annual Report.

The Planning Commission recommends that appropriate density of further development in Waterville and the following land use categories are defined based on physical attributes of the land, including slope, soil type, ground water, location of aquifer recharge areas, existing springs, wells and surface water. The *Land Use* map shows proposed land use areas. Suggested categories include:

Rural Residential District

The purpose of the rural residential district is to provide for residential and other compatible uses in densities appropriate with the physical capability of the land and the availability of community facilities and services on lands outside of village areas.

Agriculture use, planned residential developments, open space preservation, and other techniques for preserving the rural character of these areas are encouraged. Development should take place in such a way that any irreplaceable, unique, scarce resources and natural areas are not harmed, but rather enhanced.

Agricultural District

Certain areas within the Town of Waterville have particular suitability for agriculture and forestry. Practically all of those areas are presently used as such. Once developed, good agricultural and forestry lands cannot be easily returned to production. However, residential development can be accommodated in such a way as to maintain capability between uses. Although future uses of these lands will depend primarily on regional economic trends, their continued use for agricultural and forestry purposes should be encouraged.

The purpose of the agricultural district is to protect lands with an economic capability for agriculture that are now primarily undeveloped except for uses associated with agriculture or forestry. In this district, planned residential developments and land uses that

do not remove the potential of the land for agricultural production such as open space, conservation, and certain forms of outdoor recreation are encouraged. Further road development and the extension of public water supply and sewage disposal systems are not planned for this district. Therefore, uses other than low density residential and recreational development that utilize existing facilities, that can adequately dispose of its sewage, and that are compatible with the district purposes and guidelines should be discouraged.

Village District

The purpose of the village district is to support the role of the village as the focus of many social and economic activities in the community and to provide for residential, commercial and other compatible development that serves the needs of the community. Such development should occur at densities and uses that will maintain the traditional social and physical character of the village, including its historic and scenic resources, and that will not exceed the capability of the lands, waters, services, and facilities.

The Village District includes the Waterville **Historic District** and **State-Designated Village Center**. The Waterville Historic District was entered into the National Register of Historic Places in 2007 and allows the Town to access historic preservation funds through the Certified Local Government program. The State-Designated Village Center was approved in 2006 and allows access to state and federal tax credits for private landowners to rehabilitate and maintain historic buildings. The boundaries of both of these village areas match closely and run along both sides of Route 109 from just south of Oakes Road to just north of the Route 109 bridge (see the *Village Historic District* map).

Resource District

The purpose of the resource district is to protect the natural resource value of lands that are essentially undeveloped; lack direct access to arterial and collector roads; are important for wildlife and

5. Natural Resources & Land Use

wildlife habitat; have high potential for commercial forestry use; are unsuitable for land development; or include irreplaceable, limited, or significant natural, recreational or scenic resources. No public sewer and water facilities are planned for these areas. Due to the limited facilities and services proposed for the district and the critical resources located within it, only certain uses will be supported. These are: low density residential development; limited outdoor recreational uses; conservation uses; and forestry practices that are compatible with the district purposes and do not require additional facilities and services beyond those planned.

Conservation District

The purpose of the conservation district is to protect high elevations (1,500 feet or higher) that have shallow soils and fragile vegetation and that provide significant recharge to the ground and surface water supplies of the municipality and the region. It also is to protect the watershed to the village water supply. Because of the fragile resources and limitations to development, no community facilities and services will be provided to these areas. Limited, compatible land uses such as outdoor recreational activities that do not involve major structures and forestry that does not create erosion problems or harm unique and fragile areas, could be permitted in this district. Because of the steep terrain, preservation practices are encouraged at all levels.

Flood Hazard District

A flood hazard district should be established for all areas in the 100-year floodplain along the North Branch of the Lamoille and other waterways in Town. The purpose of the flood hazard district is to prevent flooding caused by the excessive development of lands in flood hazard areas and to minimize losses due to floods. Uses within these areas will be restricted to agricultural, outdoor, recreational, and conservation uses. No structures will be permitted. No public water and sewer facilities or roads will be extended by the town to these areas. No filling will be permitted in this district.

The Town of Waterville should research the benefits of enrolling in the National Flood Insurance Program so residents living in flood hazard areas can obtain flood insurance.

Light Industrial

Light industry provides for employment opportunities in manufacturing, warehousing, research and development. It enables commercial uses that specifically serve the industries or their employees. Light industry is encouraged. However, Waterville will not be able to provide water supplies, sewage disposal facilities or roads to the site. Light industry must meet the conditions for development for the specific district in which it is located.

Home Occupations

Environmentally sound home occupations (cottage industries) should continue to be encouraged.

Slope

Slope is the amount of vertical rise over a horizontal distance. The percent of slope is determined from the number of feet of vertical rise over 100 feet of horizontal distance. Steep slopes tend to erode once disturbed and present problems in terms of road construction and maintenance. They are, therefore, unsuitable for intense development.

0-3% Slope: Suitable for almost all types of construction, especially larger buildings. Since it is level to nearly level, there may be some drainage problems.

3-8% Slope: Suitable for single family homes on small and medium lots, multi-family housing, secondary and minor roads, and smaller commercial and industrial buildings. These slopes provide a minimum of restrictions.

5. Natural Resources & Land Use

8-20% Slope: Suitable for single family homes on large lots, as well as low density, multi-family housing. Where necessary, terracing, retention ponds, retaining walls, and other engineering techniques will be required to prevent runoff and erosion.

20-30% Slope: construction becomes very costly on these slopes. In addition, rapid runoff and erosion problems are likely. These slopes are unsuitable for most onsite sewage disposal systems. Therefore, we recommend no on-site sewage on slopes over 20%.

Over 30% Slope: All construction should be avoided on these slopes because of the likelihood of environmental damage and high construction costs.

Due to mountainous and hilly terrain in Waterville, much of the land area has a slope in excess of 15%. Among areas that are generally steeply sloped, however, lands can be found that are fairly level and suitable for development. Since the most steeply sloped areas are relatively inaccessible, it is expected that little development will occur in these areas in the future.

Options for Influencing Land Use and Development in Waterville

The goals for influencing land use and development in Waterville are to:

- Preserve Waterville’s rural nature.
- Match growth to the Town’s ability to provide services and maintain facilities.
- Prevent the degradation of Natural and Historic Resources.
- Maintain the compatibility of proximate land uses.

There are many options for influencing land use in a small town, and not all are regulatory in nature. What follows are some common examples, a few of which already exist in Waterville.

Nonregulatory Options

The Waterville Land Trust

The Waterville Land Trust is a tax-exempt organization created for the purpose of buying and preserving the Town Green. A land trust is an organization that, as all or part of its mission, conserves land by:

1. acquiring land or interests in land — for example conservation easements;
2. assisting property owners, communities, and other organizations to conserve land; and
3. providing long-term stewardship of protected land.

If a particular land use or area in Town is in need of being preserved or protected, a land trust can be an effective tool for acquiring the land or at least removing growth and development pressure. The Town and the Waterville Land Trust could explore the possibility of using the Land Trust in an active and strategic manner to pursue the Town’s land use goals.

Funding for Development

Grant funding in the form of Community Development Block Grants, USDA Rural Development grants and more can be used to directly develop housing or revolving loan funds for the same. When a Town applies for these grants, it has a certain measure of control over what is developed and where and how. Another option is **tax credits** for certain approved projects undertaken by developers and property owners. Waterville’s **State-Designated Village Center** and **Certified Local Government** status allows access to many grant programs and other funding sources.

There are many other applicable state grant programs. For instance, the **Vermont Community Climate Change Grant**

5. Natural Resources & Land Use

Program has been established by the Department of Environmental Conservation to enable Vermont communities to implement measures that will improve energy efficiency and reduce Greenhouse Gas emissions in the near term. Grants of up to \$12,000 are available to Vermont municipalities and non-profit organizations to support community based projects that will be implemented within twelve months of the grant award. This grant program is intended to assist with implementation of projects planned or identified by town energy committees and local energy groups. In that regard, these groups and committees are encouraged to partner with their municipality or a non-profit organization to submit a grant application.

Also related to issues of energy and efficiency is the **Vermont Clean Energy Development Fund**. The goal of this fund is to increase the development and deployment of cost-effective and environmentally sustainable electric power resources – primarily with respect to renewable energy resources, and the use of combined heat and power technologies - in Vermont. It can be used to fund the development of special projects in municipalities, like “micro-hydro” electrical generation.

Collaboration with Public and Private Partners

The Town always has the option of collaborating with developers, nonprofit organizations and others on projects that meet the land use and development goals of all involved. Often connected with the Town’s ability to apply for the types of funding options listed previously, a municipality can join in on housing developments, historic rehabilitation projects, conservation programs, the development of public lands and more.

Infrastructure Development

When a municipality has a goal of attracting development to denser areas of town in order to preserve more rural areas outside, infrastructure is often much more important a factor that regulation could ever be. Towns that wish to concentrate growth in more

appropriate areas of the community can find success in the development of transportation infrastructure (streets, sidewalks, bike lanes, traffic calming) and water and wastewater management (drainage/stormwater management and septic/sewer solutions).

Regulatory Options

Subdivision Regulations

Waterville does not have subdivision regulations as of the writing of this plan. Subdivision regulations control the pattern and manner in which land is divided up. Whenever a large lot is broken into smaller lots, subdivision regulations are the tool for towns to ensure that the shape, size and location of the lots and the nature of the topology and geology within accommodate the community’s land use goals. These regulations also ensure that the design of a lot is compatible with infrastructure and services such as roads, utilities and emergency response.

There are four provisions required in State statute for subdivision bylaws:

- procedures and requirements for design, submission, and processing of plats (maps of the new lots);
- standards for the design and layout of all public facilities;
- standards for the design and configuration of parcels or lots; and
- standards for the protection of natural and cultural resources and open space.

In addition to these provisions, a town must allocate the resources for the administration of the regulations, including the hiring of an administrative office.

This tool should be considered as a way to prevent the excessive fragmentation of rural areas, open space and forest land in Town. Subdivision regulations can also be used to avoid many of the impediments that growth and development can represent to a small town’s ability to provide municipal services.

5. Natural Resources & Land Use

Zoning Regulations

Waterville currently does not have zoning. Zoning is used to regulate the location, type, and density of development within a community through the delineation of one or more zones or zoning districts, as depicted on a zoning map. Zoning is an involved and multi-factored process that allows for the most control of growth and development of any regulatory option. Other than limiting development by use, zoning can also set specific performance impacts separate from use, such as amount of noise or traffic generated. Zoning can also include design review guidelines that can be used to preserve the historic nature of buildings in an area.

Like subdivision regulations, zoning includes an administrative component that would require the allocation of Town resources. If the community did pursue the zoning option, it would also need to include subdivision regulations.

Flood Hazard Area Regulations

Waterville has 100-year flood plains along the North Branch of the Lamoille River, but flood damage within these areas or anywhere in town would not be covered by insurance. In order for Waterville residents to be enrolled in the National Flood Insurance Program (NFIP), the only flood insurance program in the U.S., the Town would have to adopt flood hazard area regulations (FHARs). FHARs heavily regulate and protect against development in FEMA-designated flood hazard areas in a community. The regulations basically enforce the policies for the Flood Hazard District described in this section of the Plan. Conversely FHAR districts are normally ideal as outdoor public gathering spaces or recreational facilities, given enough space.

Act 250 Statewide Regulation

Act 250 is the name of a statewide permitting law mandating that a district commission review the compatibility of certain types of

subdivisions and development with 10 statutory criteria. The criteria are that the development:

1. Will not result in undue water or air pollution.
2. Has sufficient water available for the needs of the subdivision or development.
3. Will not unreasonably burden any existing water supply.
4. Will not cause unreasonable soil erosion or affect the capacity of the land to hold water.
5. Will not cause unreasonably dangerous or congested conditions with respect to highways or other means of transportation.
6. Will not create an unreasonable burden on the educational facilities of the municipality.
7. Will not create an unreasonable burden on the municipality in providing governmental services.
8. Will not have an undue adverse effect on aesthetics, scenic beauty, historic sites or natural areas, as well as wildlife habitat or endangered species in the immediate area.
9. Conforms with the Capability and Development Plan.⁹
10. Is in conformance with any local or regional plan or capital facilities program.

In light of these criteria, Act 250 could be considered a comprehensive de facto form of growth and development regulation for Waterville. However, Act 250 jurisdiction is limited to certain thresholds in Waterville, including:

1. the construction of improvements for a commercial, industrial, or residential use above the elevation of 2,500 feet;

⁹ Includes (A) the impact the project will have on the growth of the town or region; (B) primary agricultural soils; (C) productive forest soils; (D) earth resources; (E) extraction of earth resources; (F) energy conservation; (G) private utility services; (H) costs of scattered developments; (J) public utility services; (K) development affecting public investments; and (L) rural growth areas.

5. Natural Resources & Land Use

2. the construction of improvements for any commercial or industrial purpose on more than one acre of land;
3. the construction of 10 or more housing units within a radius of 5 miles, or the construction or maintenance of mobile homes or trailer parks with 10 or more units; and
4. the subdivision of land into 6 or more lots of any size within a continuous period of five years.

Under Act 250 criteria 10, the Waterville Town Plan has a regulatory role. The Waterville Planning Board should review all ‘Act 250’ applications for their compliance with this land use plan. Where the application is determined to not conform to this chapter or any goal or policy, the Planning Board should participate in the ‘Act 250’ process in order to ensure the concerns of the town are addressed.

Road and Driveway Access Ordinances

Also deserving mention are ordinances governing the frequency and density of driveway access or “curb cuts” to town roads. Waterville could exert a degree of control over the amount of development, or at least limit traffic impacts, by developing an ordinance that limits and guides the ability of new driveways to access major town roads.

6. LOCAL SERVICES & FACILITIES

Waterville Policies for Local Services & Facilities

Any restoration to the Town Hall and other public buildings and structures should preserve their architectural/historical character.

Waterville is supportive of any efforts to increase cell phone coverage and high-speed Internet connection availability in Town. Any plan to do so should benefit the entire community financially, aesthetically, cooperatively.

Waterville Recommendations / Action Items for Local Services & Facilities

The Planning Board and the Selectboard should cooperatively write and adopt a Health Ordinance for Waterville.

The Town of Waterville should explore the option of Municipal Delegation to administer the State's Wastewater and Potable Water Supply System Permit Program locally.

The Town of Waterville should continue to pursue local funding, grants, borrowed funds, fundraising and volunteer energy to refurbish the Waterville Town Hall and realize the building's role as the center of history and community life in Town.

The Town of Waterville should pursue local funding, grants, borrowed funds, and fundraising to fulfill the vault storage, energy efficiency and ADA compliance needs of the Town Clerk's Office and the Library.

The Town of Waterville should continue its role in regional discussions on solutions for universal high-speed Internet and cell phone coverage in Lamoille County. Waterville residents should be given the chance to vote on joining any related financing agreements, should regional plans move forward.

The Town of Waterville should adopt an ordinance against illegal dumping and burning of waste in Town.

Municipal Services

As might be expected in a small community, Waterville contracts with private operators or depends on other municipalities for most services and provides a few directly.

General Administrative Services

The office of the Waterville Town Clerk, an elected official, provides for public records management and storage, the Town treasury and tax collection, and licensing/certification services (e.g. marriage, pets, etc.). The Town Clerk's office is located in the old Waterville Elementary School.

Fire Protection

Waterville has agreed to contract fire services from the Village of Johnson. The assessment for 2008 is \$15,100.00. This agreement may be renewed from year to year in writing by both parties stating any changes to the agreement or fees, and prior to December 31st of any year.

It has been recognized that the Town of Waterville needs to explore ways of slowing the acceleration of fire suppression expenses.

6. Local Services & Facilities

Police Protection

Waterville contracts with the Lamoille County Sheriff's Department in the amount of \$15,400.00 through 2008 for 911 emergencies. The Sheriff's Department then dispatches the appropriate service (fire, ambulance, police, etc.). Police service is provided by the Vermont State Police.

Ambulance Services

Ambulance services are provided by Northern Emergency Medical Services in Johnson.

Library

Currently the Waterville library, located in the old Waterville Elementary School, is undergoing a major "face lift" including sanding and waxing of floors and painting of walls and shelves. The library holdings have been culled in preparation for a new cataloging system taking advantage of state of the art scanning technology which will also integrate with cardholder information. However, the Library windows are in need of replacement. Grants are being looked at to cover the cost.

The mission of the library is to become a community focal point with resources and activities for all ages and interest groups. Once refurbished, some of the future objectives and activities that the library will pursue are:

- Offering a current and relevant selection of reading materials.
- Offering a Summer Story Hour (in English), Playgroup, and a Summer Reading Program.
- Exploring the possibility of a Spanish language story hour.
- Presenting film series including Independent Films, Great Directors, and motif themes followed by critical discussion.
- Participating in the state wide Audiobook Program "Listen Up Vermont."

- Offering high-speed Internet connectivity with modular computer use classes.
- Offering Technology Workshops to instruct in the use of software such as MS Office.
- Offering further computer literacy "how to" classes such as "how to create a web site."
- Forming book discussion groups.
- Offering seminars & presentations by outside speakers.
- Establishing a sister library with a library in Québec.
- Offering a homework/study time for young adults.
- Gradually increasing its hours of operation.

Other changes, which will move the library toward Vermont Library Association (VLA) minimum standards and increased eligibility for grant funds, include:

- The use of a computerized system to maintain patron and acquisition lists.
- A request that the Town upgrade to energy efficient windows while maintaining the historic aspect of the building.
- A request that the Town bring the library bathroom into ADA compliance.
- A request that the Town upgrade the library doors and locks to improve security.

More information on the library's holdings, hours and activities will be finalized once the current refurbishing activities are complete.

Telecommunications

Today's expectation for community telecommunications, in addition to regular telephone service, is reliable cell phone service coverage throughout town and the availability of broadband Internet connection services for any households willing to pay. Recently DSL broadband service has become available to

6. Local Services & Facilities

households in the immediate vicinity of the intersection of Route 109 and Hogback Road. Other than that, only dial-up or satellite Internet connections are available in Waterville, and there is no town-wide cell phone service coverage.

There is a desire among residents of Waterville to have the possibilities of cell phone coverage and broadband Internet connection in town. The latest development along these lines is the idea that towns in Lamoille County can join with a Westford-Underhill-Jericho consortium and towns in Franklin County and even as far east as Newport in an inter-municipal telecommunications provision effort. Some financial options for developing the infrastructure have been discussed, including one that allows the primary lender to take over all infrastructure if towns cannot pay back the debt incurred. Any forward movement on this effort, especially financing, would likely require the approval of Waterville voters.

Public Buildings & Facilities

Old Waterville Elementary School

The old elementary school now houses the Town Clerk's office and the Town Library.

In the Town Clerk's office, there is a need for another fireproof vault for storage of important and irreplaceable Town documents. There have been renovations to the Town Clerk's portion of the building. Elsewhere there is need of window replacements and other improvements, which should be considered for state funding.

Town Hall

Waterville's Town Hall is located in the center of the village's Historic District on Vermont Route 109 and is listed in the National Register of Historic Places. The building has served as a center of community activity since its construction. It continues to be used

for Town Meeting in March, as well as for a variety of public meetings and social functions throughout the year.

Since about 2000 the Waterville Select Board and a dedicated group of concerned townspeople have spearheaded efforts to restore and renovate this fine old structure. These efforts have since yielded significant progress toward the group's goals.

In 2003 a complete new poured concrete foundation and an upgraded heating and hot water system for the building were installed. In 2007 a new handicap accessible concrete entrance walkway, landing, and steps were added to the front of the building. In 2008 a new 24 gauge standing seam metal roof was installed on the entire building, as well as repair or replacement of all exterior wood siding, mouldings, components, and a complete exterior paint job. Also at that time renovation of the historic clock works and replacement of the three clock faces and wood louvers in the clock tower was completed.

Plans for future projects include plaster, paint and wallpaper in the main hall, a new stairwell and wheelchair lift to the basement level, and building out the basement with a new kitchen, bathroom, and function room.

Funding for these projects has come from historic preservation grants, a private foundation grant, a voter approved municipal loan, private donations, and a great deal of local fundraising.

It is the intention of all concerned that any work done to repair and restore the town hall will be accomplished leaving the historical and architectural character of the building intact. See the section on Historic Resources in this document for a brief history of the town hall, and for further information.

Town Green

In 1989 the Waterville Land Trust bought the 7.7-acre Town Green parcel with donations. In addition to a ball field, picnic area and

6. Local Services & Facilities

playground, the Town Green contains a permanent memorial for soldiers and veterans.

Storm Drainage Facilities

Other than the 170 culverts last inventoried by Waterville in 2004, there are no drainage or run-off management facilities in Town. The Vermont Agency of Natural Resources lists no Stormwater Impaired Watersheds or Subwatersheds in Waterville.

Cemetery

Waterville's cemetery is located on the Lapland Road. The Cemetery Association's funding comes from interest received from various funds, sale of lots, perpetual care, dues, donations and the sponsorship of sections of fence. There are 40-50 single graves available. The Cemetery Association owns additional land on the east side of the road, but improvements would be needed before it could be used for plot space.

Gravel Pit

The Town bought 61 acres from the Wallace Coburn estate on the Smithville Road in 1995 for \$61,000.00 to be used as a gravel pit. The Town currently buys gravel from other sources, as it is cheaper than developing a new pit. The Town gravel pit is being preserved for future years. The gravel pit will be paid off in 2010.

Sand Pile

The winter road sand pile is located on nine acres owned by the Town on Route 109.

Recreation Facilities

There is a ball field and playground at the Waterville Elementary School, a basketball court at the old school/Town Clerk's Office/Library, and a ball field, picnic area and playground at the Waterville Town Green.

The Long Trail passes through Waterville and can be easily accessed via the Coddington Hollow and Hogback Road access points. Wayside pullouts are also available in Johnson, on Hogback Road, north and south of The Long Trail, for drop-off purposes, and like Plot Road in Johnson, are not recommended for overnight parking.

There are numerous informal trails in town used by cross-country skiers, snowshoers, hikers, hunters, ATVs and snowmobilers. There are currently no bike paths in Waterville.

Street Lighting

The village is the only area in Waterville that has street lighting. There is no known need for lighting in other areas at this time. Future lighting plans should include limits on light pollution.

Educational Facilities

Generally, Waterville children attend Waterville Elementary School. All 7 through 12th grade students are enrolled at Lamoille Union High School in Hyde Park. For the 2008-2009 school year, Waterville will be renting part of the Belvidere school to house the preschool program, which will run for 4 mornings a week. Students will be transported to the Belvidere School. Belvidere's elementary grade children attend school in Waterville.

This and other information is addressed in more depth in the *Educational Facilities* section of this Plan.

Other Services

Electrical Utilities and Services

6. Local Services & Facilities

Waterville is served by the Vermont Electric Cooperative in Johnson for residential and commercial electricity needs. The electrical infrastructure in town includes 3-phase power lines running along Route 109 until Coddington Hollow Road. Aside from residential solar panels and wind power turbines that could be installed by private homeowners, there are no power generating facilities in Waterville. Efforts are underway to develop micro-hydro electrical generation near the old Laraway Sawmill site on the Kelley River.

These issues and more are addressed in more depth in the *Energy Plan* section of this Plan.

Health Services

There are no health and human services headquartered in Waterville. More information on the services available to Waterville residents is in the *Health & Wellness* section of this Plan.

Solid Waste Disposal

Waterville joined the Lamoille Regional Solid Waste Management District (LRSWMD) in 1988. This organization was formed by the ten towns of Lamoille County together with Worcester and Craftsbury to collectively solve solid waste disposal issues and to comply with Act 78, Vermont's body of solid waste and recycling regulation. The District is a chartered municipality under Vermont law and has the authority to assess the member towns for expenses, but is currently self supporting through the collection of tipping fees from haulers and other user fees.

In its 2006 Solid Waste Implementation Plan, LRSWMD states that it has an annual budget of approximately \$900,000. Three quarters of the LRSWMD revenue is generated through operation of drop-off stations. The balance is generated through a surcharge on all waste collected and transported to a waste disposal site from the LRSWMD.

According to the LRSWMD website in 2008, towns in the district generate about 23,141 tons of waste annually. This translates into one ton per person each year. LRSWMD staff estimated in 2008 that the generation rate for landfilled waste is about 2,000 lbs per household in the region, 25% of which is construction and demolition debris. In a town like Waterville, the biggest generators of solid waste are institutions and government, accounting for about 40 percent. LRSWMD staff estimated that Waterville generates around 500 tons of mixed waste and construction and demolition debris per year (reflecting a rate of about 1,250 lbs/capita).

As required by state law, the LRSWMD has devised a plan for the management and disposal of all types of solid waste generated in its member communities. About 75% of solid waste in Waterville is picked up curbside by private haulers and the rest is brought to either the Cambridge or Johnson drop-off locations. Either way, Waterville's solid waste is hauled to the Northeast Waste Systems landfill in Coventry, VT.

Recyclables are also picked up at the curb by private haulers or brought directly to the Cambridge or Johnson drop-off locations. All recyclables are eventually hauled to the Chittenden Solid Waste District Material Recovery Facility in Williston to be processed, baled and sold. LRSWMD staff estimate that the Lamoille district's recycling rate is about 12% of the total stream, resulting in about 60 tons per year of recyclables being shipped out of Waterville.

The following information from the LRSWMD 2006 Solid Waste Implementation Plan addresses future waste capacity:

The District currently has a long-term transportation and disposal contract (5 years) with Casella for loose waste collected at some of the local drop-offs. That loose waste is

6. Local Services & Facilities

currently being shipped to Northeast Waste Systems (a Casella subsidiary) landfill in Coventry, VT, which has permitted capacity for 2.5 years of service to LRSWMD. Compacted waste from the Stowe Transfer Station is currently shipped to the WSI Landfill in Moretown, VT, which is getting near full to capacity. The District has had discussions with WSI and Casella management about their long-term capacity plans for their respective landfills. WSI and Casella are seeking permits to expand the landfills and extend their life for another 18-20 years. If those contracts are canceled or expansion plans fail, the LRSWMD will seek arrangements to send compacted waste to other landfills like the Mt. Carbury Landfill in Berlin, NH. Other Districts such as Greater Upper Valley Solid Waste District, Northwest Solid Waste District and Chittenden Solid Waste District have plans to construct landfills in their region.

In addition to waste management, LRSWMD strives to educate the public about waste-related issues, including recycling, hazardous waste, computer disposal, and illegal disposal methods. With education, outreach, planning and public participation, LRSWMD is addressing goals in 3 primary areas:

1. waste reduction,
2. reuse of goods, and
3. increasing the recycling rate for all materials.

Disposal of solid waste materials by dumping (other than in a licensed landfill) or by burning is illegal under Vermont law. Enforcement at the state level has been unreliable except for the most public and notorious cases. Many towns in the region have enacted local ordinances to discourage these activities. The Waterville Selectboard should consider putting such an ordinance in place for the benefit and protection of the people of the town.

Water Supply

There is no Town-wide water supply in Waterville. Most houses in Waterville have individual springs or wells. There is a small water system, Waterville Fire District #1, which services 33 structures in the village area, including homes, churches, businesses and the Town Hall. The Fire District began as the “Waterville Water Co-op” in 1942, as locals looked to supply the town with a reliable safe water source. The spring site of the original water source, located on the top of Oakes Road and dug out by hand, serviced just a few of the immediate households below. In the late 1940's a 1,500 gallon tank was installed, and water lines were put into place to service the immediate Waterville village area. In the 1970's, the water lines were extended northward to Walt Tobin's garage and Fox Hill Road. This system stayed in place until about 2004 when it began to fail. At this point, the Waterville Fire District #1 was formed with plans to revamp the system. Using low interest rates from state and federal agencies, the current system in service today was completed in August 2006. A new water treatment building housing two 4,500 gallon tanks is located on Oakes Road.

The Agency of Natural Resources Department of Environmental Conservation regulates all water supplies.

Wastewater Disposal

The Agency of Natural Resources Department of Environmental Conservation regulates all septic systems.

Local Priorities

Town Hall – The Town of Waterville should continue to pursue local funding, grants, borrowed funds, fundraising and volunteer energy to refurbish the Waterville Town Hall and cement the building's role as the center of history and community life in Town.

6. Local Services & Facilities

Old Waterville Elementary School - The Town of Waterville should pursue local funding, grants, borrowed funds, and fundraising to fulfill the vault storage, energy efficiency and ADA compliance needs of the Town Clerk’s Office and the Library.

Telecommunications – As of January 2009, DSL high-speed Internet access has been made available to some Waterville households near the Cambridge border. The Town of Waterville should continue its role in regional discussions on solutions for universal high-speed Internet and cell phone coverage in Lamoille County. Waterville residents should be given the chance to vote on joining any related financing agreements, should regional plans move forward.

Hydro-Power – The Town of Waterville has received a grant award to explore development of a small hydro-power generation facility on the Kelley River near the Laraway Sawmill site. This issue is described in more depth in the *Energy Plan* section of this Plan.

7. Educational Facilities

7. EDUCATIONAL FACILITIES

The people of Waterville are proud of the Waterville Elementary School and their interest has led to many instances of individual and community support in the forms of personal and financial assistance. The Waterville Parent Organization, founded in 2005, has raised money through a variety of methods – a quilt raffle, movie nights, sales of a Waterville cookbook, a spaghetti dinner, and prize bingo – to purchase playground equipment to upgrade the existing playground. Additionally, the Parent Organization wrote several grants and was awarded funds to help pay for the new playground equipment.

The Waterville Elementary School, constructed in 1995 and opened in 1996, is located on 16 acres along Route 109. It is a member of the Lamoille North Supervisory Union. The grounds are lit thanks to a donation from the VT Electric Cooperative. There are soccer and baseball fields, a basketball hoop, a map of the United States painted on the pavement, and a playground. The playground is the result of community members' donations of time and money. The building contains five classrooms, a library, a full service kitchen, a gymnasium/cafeteria, and offices for special education, guidance, nurse, reception and principal.

In 2004, the school welcomed students from the Belvidere School as part of the learning community. Enrollment has fluctuated, but has been fairly steady since they were tuitioned in. During the 2007-2008 school year, Waterville Elementary School had a total enrollment of 69 students in grades 1 through 6, fourteen students in kindergarten, and 11 students (4-year-olds) in pre-school. All 7 through 12th grade students are enrolled at Lamoille Union High School in Hyde Park. At this time enrollment is on the decrease. Special Education, Early Essential Education, and services for students covered under the Individuals with Disabilities Education Act (IDEA) are provided at the Waterville Elementary School.

The school board is currently in a two-year contract with Lamoille Valley Transportation to provide busing services. Two 34-passenger buses are used. Seventh through twelfth graders are picked up along route 109 and at the village store.

The school facilities are no longer adequate, since the School Board voted to have a full-day kindergarten for the 2008-2009 school year. For these reasons, Waterville will be renting part of the Belvidere school to house the preschool program, which will run for 4 mornings a week. Students will be transported to the Belvidere School.

Adult Basic Education offices are located in Morrisville. Vocational and Adult Education are available at the Green Mountain Career & Technology Center in Hyde Park. Higher education opportunities are available at Johnson State College, the Community College of Vermont, the Center for Northern Studies, and the Vermont Studio Center. The University of Vermont and several other colleges in the Burlington, Montpelier and Northeast Vermont areas are within commuting distance.

Public preschool is available for all Waterville children that are 3 - 4 years of age on or before September 1st. Preschool is available for half-days in the morning, 4 days a week, Monday through Thursday. Current capacity is 12 children.

8. Economic Development

8. Economic Development

Waterville Economic Development Recommendations / Action Items

The Town of Waterville should continue to explore possibilities for “micro-hydro” electrical generation.

The Town of Waterville should continue to engage in regional conversations aimed at bringin high-speed Internet access to all Town residents.

The Planning Board and other groups should engage in projects to ensure that public facilities, such as the Town Hall, are full functional and utilized should be continued.

The Planning Board and other groups should study the appropriate and sustainable utilization of Waterville’s water power and biomass resources should be studied.

The Planning Board and other groups should study the needs and capabilities for high-quality child care in Waterville.

The Waterville Planning Board will continue to seek grant funding to explore local economic development opportunities. The Planning Board should also investigate any possible economic stimulus programs that can fund projects in Waterville.

The Town of Waterville should seek and support opportunities for local Waterville residents to work in Town, whether through local job creation, telecommuting or other means.

Waterville has very little in the way of local economic activity today. This has not always been the case. During the days of Waterville’s prosperity (1840s-1850s), many businesses flourished.

Among these were: a friction match shop; a shop which made wooden rakes, grain cradles and various wood handles; a legging and belt lace factory; a knife and blade factory; a shingle and gristmill; sawmills; a boot factory which made 500 pairs of boots a year; a flannel mill which produced approximately 374,400 yards of flannel annually and employed 51 people; a starch factory which used 5,600 bushels of potatoes to produce 44,000 pounds of starch annually; a carding mill; a tannery which used 300 calf skins, 35,000 sheep skins and 250 cords of bark annually; a sash factory which produced 50,000 window sashes per year; two cabinet shops; several blacksmiths; and two hotels. Waterville also had the Mountain Spring House, the Union House and four stores. Waterville had two mines, which produced soapstone, talc and asbestos. Mining was done on a small scale and in 1936 Selectmen were instructed to sell the rights for delinquent taxes. Gold and silver veins have been discovered in Waterville, but not in sufficient quantity to mine.

Waterville’s economic past exhibits the small-scale local manufacturing and extraction industries typical of most Vermont towns. Today Waterville’s economic fate exists at the whim of the larger region. Having so many residents that commute to other towns indicates that Waterville will likely rise and fall with the regional trends. Creating jobs in Waterville would stabilize tax bases and make the town more self-reliant. Barring the location of new businesses and industries in town, Waterville’s economic development efforts could focus on cottage industries and telecommuting.

Overall, economic development is a key aspect of planning because residents must have opportunities to earn a livable wage. Town policies must encourage and support, not discourage and hamper, business ventures. Land use regulations should be crafted to

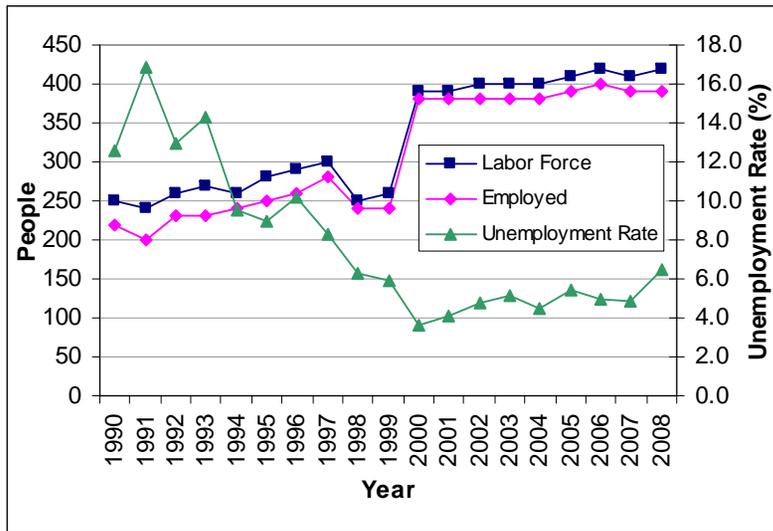
Waterville Town Plan – DRAFT
8. Economic Development

achieve their objectives while limiting the burden on the applicant.

This section offers up a substantial amount of data to paint the economic picture of Waterville. It should be noted, however, that most data available was collected prior to the current economic recession.

Waterville’s Resident Labor Force

Figure 8-1. Waterville Resident Labor Force, Employment and Unemployment Rate, 1990-2008



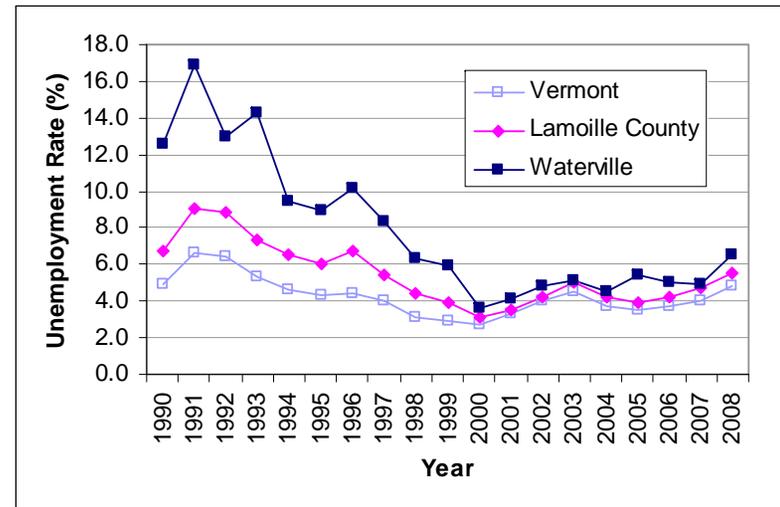
Source: 2009. Vermont Dept. of Labor, Quarterly Covered Employment & Wages report
 Note: the 100-fold increase in labor force and unemployment between 1999 and 2000 is most likely due to recalculations to bring the numbers in line with Census 2000 population figures.

The latest Vermont Dept. of Labor numbers show that Waterville’s resident labor force was 420 strong in 2008. Figure 8-1 below reveals that, as Waterville’s population has grown, so has its resident labor force. Employment has seemed to keep pace until 2008, when the unemployment rate rose to 6.5, slightly more than a

decade before. This most likely reflects the realities of the current economic downturn.

Waterville’s unemployment rate has traditionally been higher than the rates of Lamoille County and Vermont, but all three seem to be rising, as shown by Figure 8-2.

Figure 8-2. Unemployment Rates of Waterville, Lamoille County, and Vermont, 1990-2008



Source: 2009. Vermont Dept. of Labor, Quarterly Covered Employment & Wages report

Educational Attainment

There are many different personal abilities, characteristics, skills, and other situational attributes that can determine if and where one is employed and what work is performed. However one of the only contributing variables measured comprehensively across the nation is educational attainment.

Table 8-1 shows that, in 2000, Waterville adults tended to be more likely to have not completed high school nor to have moved on

8. Economic Development

from high school into college when compared to Lamoille County or Vermont overall. However these facts may not be of concern, assuming that Waterville’s resident labor force can find secure, quality employment that matches their education levels.

Table 8-1. Highest Education Attainment of Waterville Adults 18+, 2000

	Waterville		Lamoille County	Vermont
	Count	%	%	%
Total Population 18 Years and Older	503	100.0	100.0	100.0
...Less than High School	88	17.5	13.2	14.0
...High School Diploma or Equivalent	206	41.0	30.1	32.1
...Attended College	209	41.6	56.7	53.9
...Bachelor’s Degree or Higher	115	22.9	28.3	27.0

Source: U.S. Census Bureau, 2000 Census of Population and Housing

Place of Work

Like most Vermonters, Waterville residents tend to commute outside town to their jobs. According to the 2000 Census, Waterville’s proportion of those who worked outside town (more than 81%) surpassed both county and state figures, as shown by Table 8-2. One noteworthy figure is the proportion of Waterville residents working at home (11%). This share is higher than in the county or state and could be an indicator of the potential for encouraging cottage industries and telecommuting in Waterville.

The more recent data in table 8-3 does not depict a work-at-home dynamic, however. More than one fifth of Waterville workers commute to Morristown. The next most popular workplace outside Waterville was Cambridge. Waterville is not even in the top five work destinations of the resident labor force.

Table 8-2. Place of Work for Waterville Labor Force 16+ Years Old, 2000

	Waterville		Lamoille County	Vermont
	Count	%	%	%
Total workers 16 years of age and over	344	100.0	100.0	100.0
...worked in their town	65	18.9	35.2	35.0
... worked at Home	39	11.3	6.9	5.7
... worked outside town of residence	279	81.1	64.8	65.0
... worked outside county of residence	114	33.1	28.6	21.5
... worked outside Vermont	4	1.2	2.6	6.8

Source: U.S. Census Bureau, 2000 Census of Population and Housing.

Table 8-3. Top Five Workplaces of Waterville’s Labor Force, 2006

Work Town	Count	%
Morristown	66	21.3
Cambridge	26	8.4
Johnson	25	8.1
Essex	21	6.8
Stowe	18	5.8

Source: U.S. Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2002, 2003, 2004, 2005, and 2006)

Type of Work Performed

In 2000 most residents of Waterville were employed in private wage or salary positions (58.3%) while the remaining residents were employed by a level of government (21.7%) or self employed (19.2%). The remaining 0.8% of workers was classified as unpaid family workers.

Tables 8-4 and 8-5 show the occupation and industry of residents of Waterville in the 2000 Census. A manager of a construction company, for example has as his/her occupation ‘management,

8. Economic Development

professional and related occupations’ while the industry is construction.

Table 8-4. Waterville’s Resident Labor Force by Occupation Category, 2000

Occupation Type	Count	%
Management, professional, and related occupations	116	32.2
Sales and office occupations	71	19.7
Production, transportation and materials moving	63	17.5
Construction, extraction, and maintenance occupations	63	17.5
Service occupations	36	10.0
Farming, forestry, and fishing	11	3.1

Source: U.S. Census Bureau, 2000 Census of Population and Housing.

Table 8-5. Waterville’s Resident Workforce by Industry Sector, 2000

Industry Sector	Count	%
Educational services	49	13.6
Manufacturing	45	12.5
Health care and social assistance	42	11.7
Construction	40	11.1
Retail trade	37	10.3
Agriculture, forestry, fishing and hunting, and mining	28	7.8
Other services (except public administration)	25	6.9
Transportation and warehousing, and utilities	23	6.4
Arts, entertainment, recreation, accommodation & food services	23	6.4
Professional, scientific, management, administrative & waste management services	14	3.9
Finance, insurance, real estate and rental and leasing	12	3.3
Wholesale trade	11	3.1
Public administration	11	3.1

Source: U.S. Census Bureau, 2000 Census of Population and Housing.

Table 8-4 shows that the plurality (32.2%) of Waterville’s resident workforce worked in management and professional positions. Table 8-5 shows that the top 3 industry sectors for Waterville’s resident workforce was educational services (13.6%), manufacturing (12.5%), and health care & social assistance (11.7%). The high profile of manufacturing and construction jobs in Table 8-5 could be seen as troubling, since those sectors are predicted to see the biggest job losses in the economic recession during the writing of this Plan.

Employment & Wage Characteristics within Waterville

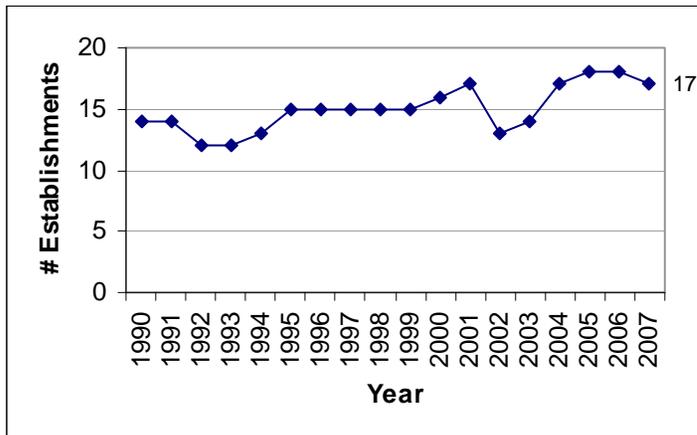
Businesses in Waterville

Vermont Dept. of Labor figures indicate that in 2007, 17 businesses provided 47 jobs in Waterville. By comparison, the corresponding figures from a decade earlier in 1997 were 15 and 49, respectively. These job and employment figures cover businesses that pay into Unemployment Insurance (UI). These figures, therefore, do not count self-employed persons or other businesses exempt from UI.

Figure 8-3 depicts the number of businesses that the Vermont Dept. of Labor has recorded in its reports for Waterville from 1990 to 2007. Overall the number of businesses in the State reports has been increasing over the past two decades, with a recent drop after the 2005-2006 peak of 18 establishments.

Waterville Town Plan – DRAFT
8. Economic Development

Figure 8-3. Number of Waterville Businesses Reported by State of Vermont, 1990-2007



Source: 2008. Vermont Dept. of Labor, Quarterly Covered Employment & Wages report

Table 8-6 shows that businesses in Waterville employed workers from around the region in 2006. Nearly one third of workers commuting in to Waterville were from Eden.

Table 8-6. Top Five Residence Towns of Those Who Worked in Waterville, 2006

Town	Count	%
Eden	15	31.3
Waterville	7	14.6
Belvidere	6	12.5
Hyde Park	3	6.3
St. Albans (tied)	2	4.2
Morristown (tied)	2	4.2
Hardwick (tied)	2	4.2

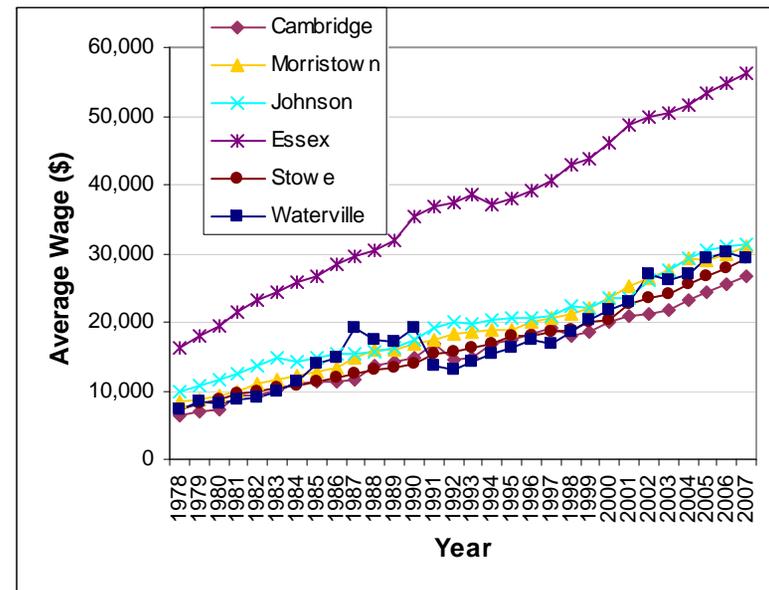
Source: U.S. Census Bureau, LED Origin-Destination Data Base (2nd Quarter 2002, 2003, 2004, 2005, and 2006)

Wages in Waterville

The average annual wage paid by a job in Waterville in 2007 was \$29,175 – a 3.5% decrease from the previous year and a 74% increase from a decade before in 1997. When adjusted for inflation to 2007 dollars, the 1998-2007 increase is 35%. Figure 8-4 depicts that Waterville’s wages have been increasing overall, as have the wages in the top five towns that employed Waterville’s resident workforce in 2000. The stark difference between the Essex wages and Cambridge wages reveals the high and low wage potential of the Waterville employment region.

For the past decade, Waterville’s wages have largely kept pace with adjacent towns. Overall county and state wages have consistently been higher than Waterville’s.

Figure 8-4. Annual Average Wages, 1978-2007



Source: 2008. Vermont Dept. of Labor, Quarterly Covered Employment & Wages report

Waterville Town Plan – DRAFT
8. Economic Development

A more detailed look at wages (Table 8-7) reveals how different industries in Waterville compared in terms of wages in 2006. The reader is reminded that these numbers do not include businesses not contributing to Unemployment Insurance. Furthermore, low numbers of businesses and employees in certain industries have forced the State to suppress some figures to maintain confidentiality.¹⁰

Table 8-7. Waterville Employment and Wage Figures by Industry, 2007

Industry	# Businesses	# Employees	Average Wage (\$)
Total	17	47	29,175
Goods Producing	10	Suppressed	Suppressed
...Construction	9	14	20,620
...Manufacturing	1	Suppressed	Suppressed
Serving Providing	5	Suppressed	Suppressed
Federal Gov't (Postal Service)	1	3	36,381
Local Government (School)	1	21	24,954

Source: 2008. Vermont Dept. of Labor, Quarterly Covered Employment & Wages report

Government employment seems to provide the highest reported wages in Waterville. These numbers may not reflect the true situation, however, due to the large amount of suppressed data for Waterville.

¹⁰ Data is not published that represents less than three private employers or where one private employer represents 80% or more of the data. In addition, Vermont does not publish data with fewer than ten private sector employees. All government data is publishable.

Measures of Total Income

In contrast with the State's average wage data, the U.S. Census Bureau measures total income (e.g. wages, dividends, public assistance, etc.) in its surveys. However the Census 2000 income data will continue to be the most recent for Waterville until 2010 data is released. Generally Waterville incomes have been depicted lower than, but increasing with, county and state numbers, as shown by Table 8-8. It is not shown but important to note that an increasing trend remains - with smaller margins - when adjusted for inflation.

Table 8-8. Per Capita and Median Family Income (\$), Waterville, Lamoille County and Vermont, 1969-1999

	Per Capita Income				Median Family Income		
	1969	1979	1989	1999	1979	1989	1999
Waterville	2,627	5,540	10,722	18,081	15,179	30,000	42,857
Lamoille County	2,820	5,572	12,519	20,972	15,766	31,772	44,620
Vermont	4,682	6,178	13,527	20,625	17,205	34,780	48,625

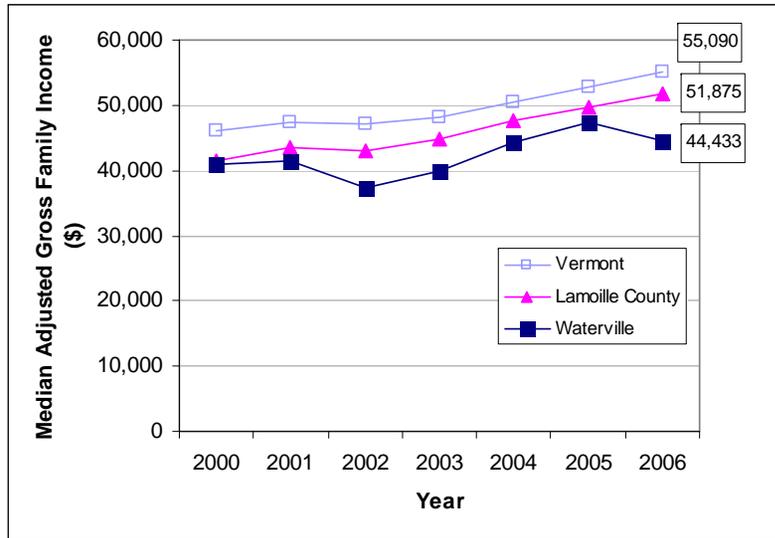
Source: U.S. Census Bureau, 1970, 1980, 1990 & 2000 Censuses of Population and Housing

The median adjusted gross family income data from the Vermont Tax Department is also intended as a measure of total income and comes out much more frequently than Census data. However, it should be noted that tax data is subject to a multitude of intricacies, including periodical tax statute revisions, which may hinder their ability to represent local income situations. Like the Census income data, Figure 8-5 shows that Waterville's median adjusted gross family income has trailed county and state numbers while following the same trends.

Figure 8-5. Median Adjusted Gross Family Income (\$), Waterville, Lamoille

Waterville Town Plan – DRAFT
8. Economic Development

County and Vermont, 2000-2005



Source: 2007. Vermont Department of Taxes

Measures of Livability

The Livable Wage

Aside from an analysis of trends, the Waterville wage and income data presented above means little without something to compare to. Vermont statutes require the State’s Legislative Joint Fiscal Office to release an annual study of baseline data of the cost of living in the state and the current wage levels within various sectors of the economy. The results of the study are estimates of a “livable wage” for various urban and rural family situations. A livable wage is the salary required in order to meet a family’s needs, including food, housing, clothing, taxes, meager savings, and personal portion of health insurance¹¹. The larger the family, the

¹¹ The livable wage data assumes the employer pays 84% if health

more income is required to fulfill those needs. Table 8-9 below depicts the 2007 livable wage figures.

According to the 2007 data, as depicted by Table 8-9, a single person with no children needs to earn \$30,307 per year (\$14.57 per hour) to meet basic needs. This number is higher than Waterville’s 2007 annual average wage of \$29,175 (Figure 8-4). When the livable wages are compared to specific industry sectors (table 8-7), only the 2007 federal government wages paid at the post office would have sufficed. The same is true, even if one doubles the average wage in Waterville to match the livable wage for a dual-earner household. The health insurance coverage factor could make the difference, however, since the annual average wage figures do not include that benefit.

Table 8-9. Livable Wages for Rural Families in Vermont, 2007

Family Unit	Livable Wage (\$)	
	Annual	Hourly
Single person, no children	30,307	14.57
Single parent, 1 child	44,168	21.23
Single parent, 2 children	49,820	23.95
2 parents, 2 children – 1 wage earner	51,562	24.79
2 Parents, 2 children – 2 wage earners	71,735 total	17.24 each

Source: 2007 *Basic Needs Budgets and the Livable Wage* (revised March 2007), Vermont Legislative Joint Fiscal Office, Montpelier, VT.

Of the towns that Waterville residents tend to work in, Morristown and Johnson 2007 annual average wages meet the livable wage figure for a single person with no children. The Essex figure is sufficient for 2 parents and 2 children with one wage earner.

insurance premium for single persons and 73% for families’ premium costs.

Waterville Town Plan – DRAFT
8. Economic Development

One could use this simple analysis to explain why so many members of Waterville’s resident workforce commute to towns with higher average wages. This could be brought a step further to conclude that Waterville needs more businesses and jobs in higher-paying industry sectors. However, before policy decisions are made based upon this data, the user must come to terms with the fact that data like these are based on many assumptions, and their application forces the comparison of averages to averages. These data are convenient and useful, but they will not substitute for exploring the issues and solutions with the affected community-members, themselves.

Poverty

An opposite condition of livability would be poverty. Census 2000 is still the most recent poverty data for Waterville until 2010 data are released, however some insight may still be gained for the time being. Table 8-10 shows that poverty rates have traditionally been higher in Waterville than in the surrounding county and state, save for the 1999 child poverty rate. Poverty rates seemed to have decreased between the 1990 and 2000 Census.

Table 8-10. Poverty Rates, Waterville, Lamoille County and Vermont, 1979 - 1999

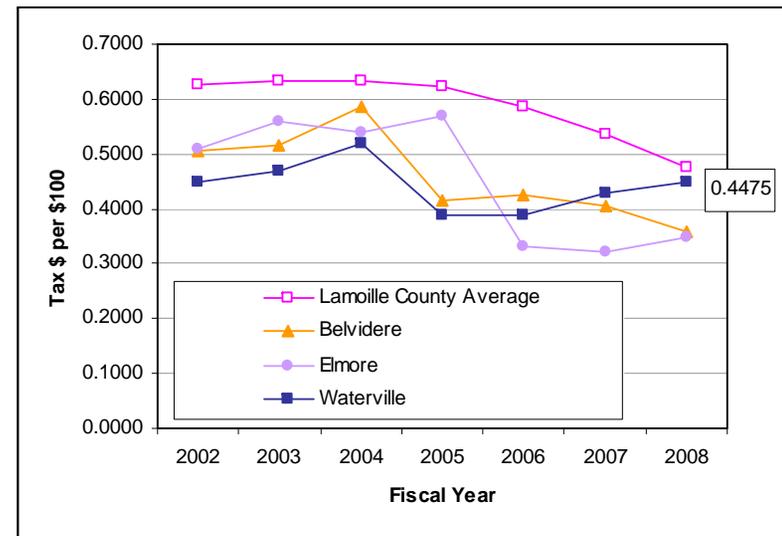
Poverty Rate (%)	...of All Individuals			...of Children (under 18)		...of Families	
	1979	1989	1999	1989	1999	1989	1999
Waterville	12.8	11.7	10.7	13.5	10.8	7.4	6.8
Lamoille County	14.8	11.1	9.6	12.4	11.2	7.3	6.4
Vermont	12.1	9.9	9.4	11.9	11.2	6.9	6.3

Source: U.S. Census Bureau, 1980, 1990 & 2000 Censuses of Population and Housing.

Local Taxes

Another important component of economics, and something against which to compare wages and income, is taxes. Federal, state wide and local taxes are raised to fund services and programs. For areas with larger or more expensive services, tax revenues will need to be higher to pay for them. From an economic development view, it is optimal if taxes are predictable and relatively low. Residents of Waterville have the most influence on their local tax rates. Rates can be kept steady through good budgeting including a capital budget and program. They can be kept low through efficient spending and by controlling increases in services. As roads and education are, by far, the services with the largest budgets, road policies and education policies (including land use decisions) are important to controlling tax rates.

Figure 8-6. Municipal Tax Rates, Waterville and Lamoille County Average, FY2002 – FY2008



Source: 2008. Vermont Department of Taxes, Property Valuation and Review

Waterville’s municipal tax rates, which fund all non-education town services, are generally lower than the county average. Figure 8-6 shows, however, that Waterville’s municipal tax rate was

8. Economic Development

higher than Lamoille County’s other two low population towns in the past two fiscal years. Also, Waterville’s tax rate seems to be rising to meet the county average. In Figure 8-6, the sharp decreases in the town rates in fiscal years 2004-2006 seem to correspond to local reappraisals.

In fiscal year 2008, Waterville’s municipal tax rate of \$0.4475/\$100 was lower than the county average of \$0.4769 and higher than the county median of \$0.4349. The highest county municipal tax rate in FY2008 was Eden’s at \$0.6982. Cambridge’s was the lowest at \$0.2960.¹²

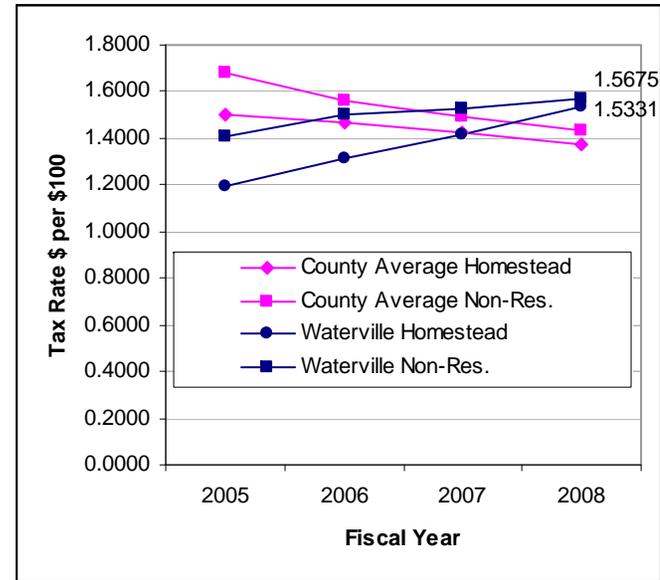
As for education tax rates, Waterville’s were above the county average in fiscal year 2008 but not the highest. The rates have been increasing over the past few years. Figure 8-7 reveals that the fiscal year 2008 homestead education tax rate of 1.5331 is up from the previous three years, as was the non-residential education tax rate of 1.5675. With municipal and education rates together, a homeowner would have paid a total rate of \$1.9806 per \$100, while a business-owner or landlord would have paid \$2.0150 per \$100.

Waterville has little commercial or industrial property and relies heavily on residential properties to pay property taxes. Residential properties typically use more tax dollars in services than they pay in taxes. An increase in commercial and industrial properties could stabilize or even ease tax rates for homeowners in Waterville.

The FY2008 Common Level of Appraisal (CLA) ratio for Waterville, which was used by the State to calculate the fiscal year 2007 homestead education tax rate, was 0.8676. The CLA for fiscal year 2009 has been set at 0.7875. This ratio is below the county average and will continue to decrease until Waterville funds a reappraisal and brings its grand list back in line with statewide averages. More often than not, bringing a town’s CLA close to or

above 1.0000 will also lower the overall homestead education tax rate. It could also have a downward affect on the municipal tax rate.

Figure 8-7. Education Tax Rates, Waterville and Lamoille County Average, FY2005 –FY2008



Source: 2008. Vermont Department of Taxes, Property Valuation and Review

Challenges and Possibilities

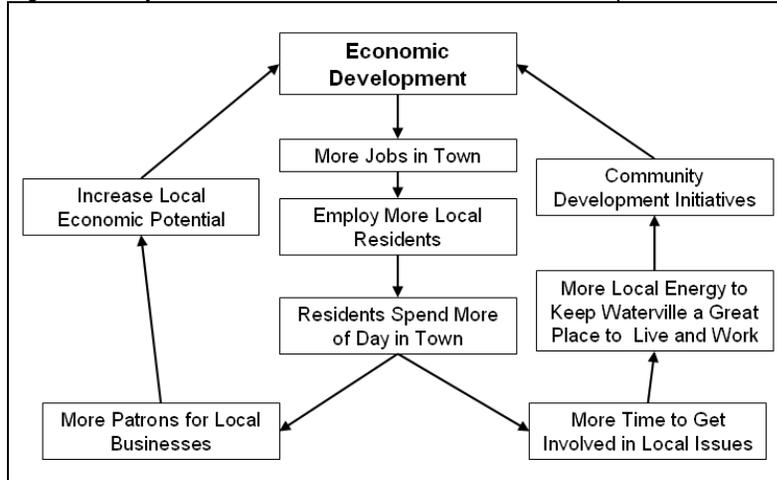
Economic development is vital to the future of Waterville. As we have become increasingly dependent on our neighboring communities for employment, residents are driving more and the town’s grand list is becoming more reliant on residential properties to pay taxes. In the future, Waterville will need more industrial and commercial properties to diversify the tax base. The jobs created will improve local incomes and decrease poverty rates.

¹² Not counting village tax rates.

8. Economic Development

If recent initiatives to bring hi-speed broadband Internet access to Waterville are successfully, they could represent an economic boon to the town. The lack of broadband availability in Waterville represents a divide between the town and the full capacity of the Internet to support access to information, e-commerce and educational resources. Hi-speed Internet could be an important piece of encouraging job creation in Waterville, from the cottage software industry, to the creative economy, to informational and transactional resources that are commonplace in ANY business in the 21st century.

Figure 8-8. Cycle of Benefits from Local Economic Development



More 24/7 Waterville Residents

Waterville has been enjoying steady population growth, but many town-folk don't actually spend the majority of their day in town. They can potentially stay disconnected from local issues, and they aren't around to contribute to (prospective) local businesses during daytime hours. The vast majority of Waterville's resident workforce commutes elsewhere to work. Increased economic development and job creation, while good in their own right, could stem the commuting tide and allow more residents live in Waterville all day long. Figure 7-8 below depicts a hypothetical cycle of benefits that could come from more local employment.

Bring Broadband Internet to Waterville

9. Transportation

9. Transportation

Waterville Transportation Policies

Major roadways, especially Route 109, should have limited road accesses to allow for smooth travel into and out of town.

New road and driveway accesses must have a suitable sight distance so as to not create blind or hidden driveways.

Any new or upgraded roads should be constructed to town road standards (once adopted).

Land use and development activity must not adversely impact traffic safety and the condition of town roads and rights of way.

Waterville supports efforts to provide transportation services to assist elderly and disabled residents who wish to remain in their homes.

Carpooling and vanpooling by local commuters to reduce transportation costs and impacts is encouraged.

Waterville Transportation Recommendations / Action Items

Waterville should develop a basic road surface management system (RSMS) inventory for use in scheduling and budgeting needed road repairs, and major improvements to be included in the town's capital budget and program.

The Town should assess road and bridge conditions as part of the Local Highway Infrastructure Study update every three years to establish maintenance and repair priorities and maintain access to state grant match incentives.

The Waterville Selectboard should adopt policies to regulate the acceptance of private roads.

Waterville should continue to support the nonprofit organizations that provide transportation and health and human services at the regional level.

The Planning Board suggests that Waterville cooperate with the Lamoille County Planning Commission to develop a regional public transportation plan.

The Selectboard should appoint a municipal representative to the Lamoille County Transportation Advisory Committee (TAC) to coordinate transportation planning, road maintenance and improvements with adjoining towns, and to ensure that the interests of the town are adequately addressed by the region and state.

Roads in Waterville

State Route 109 goes through Waterville for 4.21 miles. The table below displays traffic counts for the route by section. Route 109 was resurfaced in 2004-2005.

9. Transportation

Estimated Average Annual Daily Traffic (AADT) volumes for sections of State Route 109, 2002, 2004, 2006

Section between...	2002	2004	2006
Cambridge town line and Hogback Road	1,200	1,300	1,300
Hogback Road and Plot Road	1,300	1,800	1,800
Plot Road and Belvidere town line	880	1,000*	990

*Actual count. All other counts are estimates.

Hogback Road Traffic Count Estimates:

1999: 880
 2003: 910
 2007: 720 (being resurfaced during data collection)

Other traffic counts for Waterville roads in 2004:

Codding Hollow Road: 110
 Beals Hill Road: 210
 Lapland Road: 310

Waterville has a total of 15.56 miles of town highways, classes 2 and 3, all of which go uphill from Route 109. There are 1.39 miles of Class 2 and 14.17 miles of Class 3 roads, which are maintained by the town. The three covered bridges in Waterville are listed in the National Register and are, therefore, protected. There are also 3.42 miles of Class 4 roads, which are subject to review by the Selectboard, by policy currently under development. At this time, the Planning Board supports the current policy that Waterville not assume maintenance and/or ownership of additional roads due to budgetary constraints.

Parking in the village along Route 109 at the village store, Post Office, and at the Town Clerk’s Office is adequate. There are no sidewalks in Waterville and no need is foreseen.

Waterville has a Road Commissioner who is elected by the voters each year. The Road Commissioner hires part-time help and

subcontracts work out with the approval of the Selectmen. The Town owns no equipment.

Road/Highway Budget and Expenses, Waterville, 2001-2008

Year	Budgeted	Expended	State Aid
2001	45,000.00	72,967.58	25,146.77
2002	45,000.00	74,203.44	24,150.86
2003	45,000.00	75,479.41	25,271.00
2004	55,000.00	74,504.38	25,840.88
2005	55,000.00	113,078.86	26,414.50
2006	70,000.00	102,022.66	26,389.34
2007	75,000.00	122,269.35	26,360.36
2008	110,000.00	Not available	Not available

At present, one needs a vehicle in order to live in Waterville because major stores, services, recreation and work opportunities are generally located more than five miles away. The Planning Board suggests that Waterville cooperate with the Lamoille County Planning Commission to develop a regional public transportation plan. Rural Community Transportation (RCT) provides transportation to seniors one day a week by arrangement.

There is a privately owned airstrip in Waterville. Morrisville-Stowe State Airport on Route 100 serves the County’s private and charter aviation needs. Burlington International Airport is the nearest major airport with commercial airline service.

10. Health & Wellness

10. Health & Wellness

Waterville Health & Wellness Policies

Waterville supports opportunities for residents of all ages to engage in physical and recreational activities, benefiting their health and wellness.

Waterville Health & Wellness Recommendations / Action Items

Waterville should seek funds and opportunities to promote health activities for residents, e.g. walking tours.

Health Services

There are no health and human services headquartered in Waterville. Waterville is served by a variety of health and human service providers in Lamoille County and beyond. The closest hospital is Copley Hospital in Morrisville. This is a 25-bed full service community hospital for acute, outpatient and long-term care. More specialized services are available in Burlington, Berlin, and Hanover, New Hampshire. Other outpatient care is available at other community clinics available in neighboring towns.

Ambulance services are provided by Northern Emergency Medical Services in Johnson.

There are several long-term care homes in Lamoille County. Waterville is also served by Lamoille Home Health and Hospice,

which provides residents with home skilled nursing, homemaker services, physical therapy and hospice to help residents maintain at home and independently. Meals on Wheels are available to homebound residents on a daily basis. In addition, the Lamoille County Council on Aging provides many programs, including free transportation for seniors to health care appointments and nutritional dinners. These services enable adults with disabilities and seniors to stay in their home and community.

Vermont 2-1-1 is a simple three digit telephone number to dial for information about health and human service organizations in one's community. By dialing 2-1-1 Vermonters receive free access to community resources through information and referral. This access includes personal assistance by telephone or is online at www.Vermont211.org through a searchable database of services.

Rural Community Transportation (RCT) provides transportation to seniors one day a week by arrangement. In 2007, RCT provided 867 trips for 19 residents.

Child Care

Waterville's capacity in registered home care right now is 12 children under the age of six, of which 4 may be under two years of age, and 8 children for school age child care during the school year.

Legally Exempt Providers are those adults who are caring for the children of no more than two families in addition to their own (this does not mean per day - it means in total) on a regular or continuous basis for less than 24 hours per day. By law, if someone is providing regular or continuous care for children of more than 2 families they are required to be a Registered Child Care Provider.

However there currently are no licensed Child Care Centers in Waterville.

11. Energy Plan

11. ENERGY PLAN

Waterville Energy Policies

Waterville supports the exploration and development of local, renewable energy sources for heating and power, including local wood/biomass, hydro-power generation, and solar and wind power.

Alternative sources of energy for personal and homestead usage is encouraged. Larger and/or commercial developments need to be evaluated on a case by case basis with sensitivity to overall environmental and aesthetic impact as well as quality of life issues for neighbors.

Extraction of resources will be subject to best practices and conducted in a renewable and environmental manner.

Waterville supports all residential, municipal and commercial energy efficiency and conservation efforts and recognizes the need and benefit of local initiatives to promote such efforts.

New construction in Waterville should be developed with densities, square footage and designs that optimize energy efficiency. EnergyStar guidelines should be used.

Waterville Energy Recommendations / Action Items

The Planning Board should work with other groups to assess the eligibility of Waterville households to make use of weatherization funds as soon as they are made available.

The Planning Board should continue to pursue funding and partnerships for a preliminary site assessment and a feasibility analysis for hydro-power generation near the Laraway Sawmill site on the Kelley River.

The Waterville Selectboard should establish local points of contact to support and lead local energy conservation and development activities, interface with external resources, and pursue funding for local projects.

The Planning Board should work with other groups to establish an inventory of local and regional timberlands and wood processing facilities that could be targeted as fuel sources for wood/biomass energy.

The Planning Board should work with other groups to explore the possibility of methane digestion as a source of energy on local and regional farms.

The Planning Board should work with other groups to pursue grants that support energy efficiency and renewal energy development.

Energy Sources and Usage

Home Heat

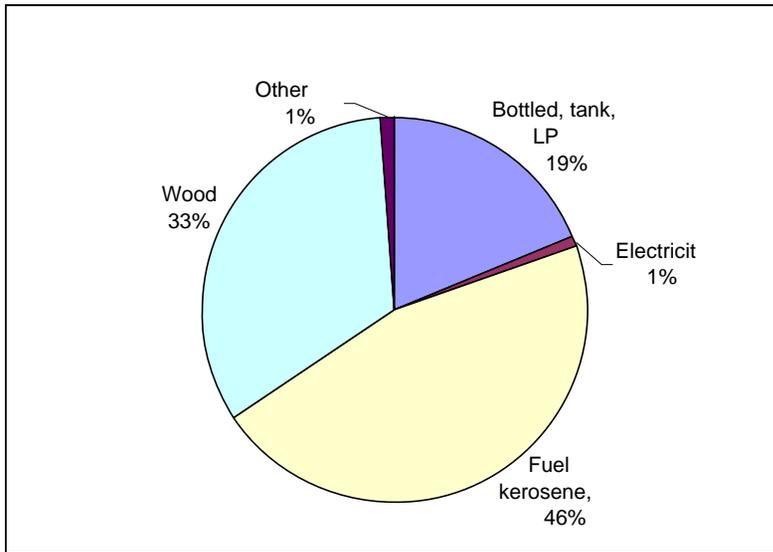
The vast majority of energy usage in Waterville is residential in nature. The 2000 Census is still the most recent source of data on what type of energy source local households use for heat. Figure 11-1 shows that the majority of Waterville households (65%) derived heat from fossil fuel sources in 2000. A third used wood for heat.

11. Energy Plan

Current Use of Local Energy Sources

It is impossible to know what percentage of these households acquired their heating energy from local sources, but it is obvious that none of the fossil fuel or electricity users would be included in that group. There is potential that those using wood or “other fuel” could be locally supplied. It is estimated that most of the wood used by Waterville households for heat is sourced locally or from nearby communities.

Figure 11-1. Waterville Households by Home Heating Fuel Type (%), 2000



Source: 2000. U.S. Census Bureau. Census of Population and Housing.

Energy Transportation

Fossil fuel energy sources are purchased from elsewhere and either brought in directly by household members or delivered by a private company. Households using wood may harvest firewood from their own land or purchase wood from elsewhere, either directly or via delivery. These two types of sources are highly reliant on the

ability to transport the energy source via roads and store at the household.

Electricity, on the other hand, is normally supplied on-demand by a local or regional utility company over power lines and rarely requires storage at the household. It should be noted that those households using solar power or an electrical generator to heat their homes in 2000 would be listed in different categories by the Census Bureau. It is known that at least 3 Waterville homes are “off the grid.”

Electric Utilities

Apart from heat, electricity is used by most, if not all, Waterville households for lighting, appliances, pumps and electronics.

The Vermont Electric Cooperative (VEC) supplies electric service in Waterville. The majority of VEC power supplied to Waterville consumers is purchased from HydroQuebec. Three-phase power lines, which allow for the most efficient creation of rotating magnetic fields in electric motors and are conducive to industrial use, follow Route 109 through Waterville until Coddington Hollow Road, at which point the lines split into 2-phase power. The old Laraway Saw Mill was likely one of the reasons for the 3-phase lines.

The Village of Enosburg Falls Electric Department shows a portion of its service area in Waterville although the area is unpopulated and there are no connections to households in town.

Future Energy Needs and Issues

While no official energy need/use projections exist for Waterville, the steady increase in housing units in town, as depicted in the 1980, 1990 and 2000 Census, fuels the assumption that energy needs and consumption will grow.

11. Energy Plan

With the volatility in energy prices and the unpredictability of Vermont’s electrical market (once statewide contracts end in 2012), there will be pressure and opportunities to pursue increasingly efficient household energy use practices and to explore the development and use of more local and renewable energy resources.

Energy Efficiency and Conservation

While the exploration of new, more local and renewable energy resources may be needed, Waterville households should first look at energy efficiency measures, including weatherization, appliance conversion, and the moderation of use. The town of Waterville supports all energy conservation efforts. Local residents are able to take part in programs available through Efficiency Vermont,¹³ including rebates on compact fluorescent bulbs and certain efficient appliances and heating systems, assistance with home energy audits, and consultation on EnergyStar compliance for new homes.

The nature of land use can also affect the efficiency of energy use. High residential density, by its very nature, is energy efficient, due to compact living arrangements and less necessity to use automobiles. High residential densities are few and far between along Route 109 in Waterville, but the location of new construction within walking distance of existing amenities and services could be encouraged. Also, the square footage for new residential buildings should be designed for efficiency, affordability and sensibility, and building to EnergyStar standards is highly encouraged.

There is also a role for local economic development in energy conservation. The creation of more local jobs could limit the needs of residents to commute long distances to work, thus reducing vehicle miles traveled and fuel used.

Those planning to build should be mindful of State energy and ventilation codes. Failure to follow these codes in any new home or addition over 500 square feet must be disclosed as a defect upon sale of the structure. Tax credits are available to assist with compliance.

Local Energy Sources

There is potential for local energy resource development, with wood/biomass and hydro-generation being the most notable.

With Lamoille County’s wooded nature and the existence of silvicultural and wood processing industries in the county, it seems likely that Waterville residents would be able to increase their use of wood and biomass for energy. The Town could explore the feasibility of increased harvesting of trees for firewood, and regional mills and other operations could be contacted to pursue the idea of providing consistent quantities of wood chips and other biomass waste.

Waterville has a rich history of using water power. The concept of local “micro-hydro” power generation is growing in popularity in Vermont, and the Laraway Sawmill site in Waterville was first recognized as a possible candidate in 1983. In 2008 a grant from the Vermont Clean Energy Development Fund was awarded to Waterville to perform the preliminary site assessment and a feasibility analysis to determine the ability to produce power at this site.. Infrastructure needs would have to be known before design, engineering, permitting and construction can be pursued. The local market for the electricity produced at this site also needs to be analyzed.

The erection of private wind towers for the purposes of self-sufficiency is encouraged, but consideration of commercial wind energy requires public debate on aesthetic concerns, as well as environmental impact and noise pollution.

¹³ Website: www.encyvermont.com

12. IMPLEMENTING THIS PLAN

There are several ways that a town can implement a town plan. A few of these include:

- Zoning and subdivision regulations
- Impact fees
- A program to purchase of development rights
- Tax policies
- Individual projects and studies
- Education and outreach
- Action by citizen groups
- Capital budgeting
- Assorted other ordinances such as road policies.

Waterville currently focuses on the non-regulatory implementation options. This plan has called for:

- ✓ studies of important issues,
- ✓ the pursuit of funding and other resources,
- ✓ organizational partnerships,
- ✓ and the exploration of potential new Town policies and rules.

Each Plan section outlines a set of activities and recommendations, if applicable.

Review of Town Roles

There are two local entities in the Town of Waterville with primary roles in the implementation of this plan overall: the Selectboard and the Planning Board. Each board has duties subscribed to it by State law in 24 V.S.A. Chapter 117. The statutory text may be revised from time to time, but the basic roles remain:

The **Selectboard** executes the legislative functions of the Town of Waterville, including final adoption of the Town Plan, capital

budget or any regulations drafted by the Planning Board. The Selectboard may also put these tools to a full town vote. The Selectboard also appoints the members of the Planning Board and other local boards.

The **Planning Board** is charged with drafting the Town Plan and possible land use rules, including zoning and subdivision regulations, if deemed necessary by the Town. This is considered a “quasi-legislative” role. Once the Planning Board has approved of its work in drafting plans and regulations, they are submitted to the Selectboard for final adoption. The Planning Board can also pursue its own non-regulatory initiatives and activities, such as applying for village center designation or planning grants or drafting a capital budget, with the blessings of the Selectboard. Most recommendations of this Plan task the Planning Board with activities in its non-regulatory roles.

How this Plan Relates to the Regional Plan and Adjacent Municipalities

Adjacent Towns

The Town of Waterville is surrounded by five other towns, Belvidere, Johnson, Cambridge, Fletcher and Bakersfield. Route 109 represents a corridor connecting Waterville to Cambridge on the south and Belvidere on the north. Other town roads also connect these three towns. Town roads are the only connection between Waterville and Johnson and Bakersfield. Waterville has little to no transportation connection to Fletcher.

Obviously, Waterville is also connected to these other towns via, mountains, rivers, woods and other natural and wildlife resources.

It is the opinion of the Waterville Planning Board that this plan and its policies and recommendations do not conflict with the plans or regulations of the surrounding towns. This plan recognizes the

Waterville Town Plan – DRAFT
Implementing this Plan

transportation corridor connecting Waterville to the north and south and recommends moderate development along this connection, where appropriate. This plan also advocates the preservation of rural working landscape along other transportation connections to other towns, e.g. town roads. This plan also advocates for the preservation of natural landscape, open land, and ecosystem functions in the areas where towns are not connected by roads.

Regional Plan

The Lamoille County Regional Plan is based on the principle of local control. Nothing in the 2009 *Town Plan for Waterville* is expected to be in direct conflict with the regional plan or will have a negative effect on any future implementation of the regional land use plan. The Waterville Planning Board is willing to work with the Lamoille County Planning Commission to address any concerns they may have.

Appendix A. Village Historic District Sites

Appendix A. Village Historic District Sites

Site Number	Description	Year Built
1	Mann House	1905
1A	Mann-Shrader Laboratory	1850
1B	Mann Garage	1950
2	Cheeneey-Wilbur House	1830
3	Locke House	1980
4	Locke Bros. Oar and Paddle Shop	1940
5	Shattuck-Locke House	1850 and 1871
6	Waterville Market	1850
7	Waterville Market	1880
8	Waterville Market	1850
9	Waterville Union Church	1839
9A	Outbuilding	1880
10	Page-Leach House	1850
10A	Carriage Barn	1880
11	Shop Building	1870
12	Church Street Covered Bridge	1877
13	Baker House	1850
14	Old Butcher Shop	1880

15	Balch House	1870
16	Mercy House	1850
17	H.N. Leach House	1850
17A	Barn	1870
17B	Barn	1900
18	Davis House	1900
18A	Davis House	1860
19	Wilbur-Laraway Store & Tenement Block	1858
19A	Outbuilding	1880
20	Bridge Abutment	1870
21	Wilbur-Laraway Mill	1858
22	Gravity Dam Ruin	1885
22A	Timber Crib Dam Ruin	1850
23	Bridge No. 4 / Route 109	1939
24	Wiley House	1850
24A	Barn	1970
24B	Equipment Shed	1970
25	Wilber House	1850
26	Holmes House	1850
27	Carpenter House	1875
27A	Garage	1980
28	Bierbriar House	1850
28A	Barn	1890

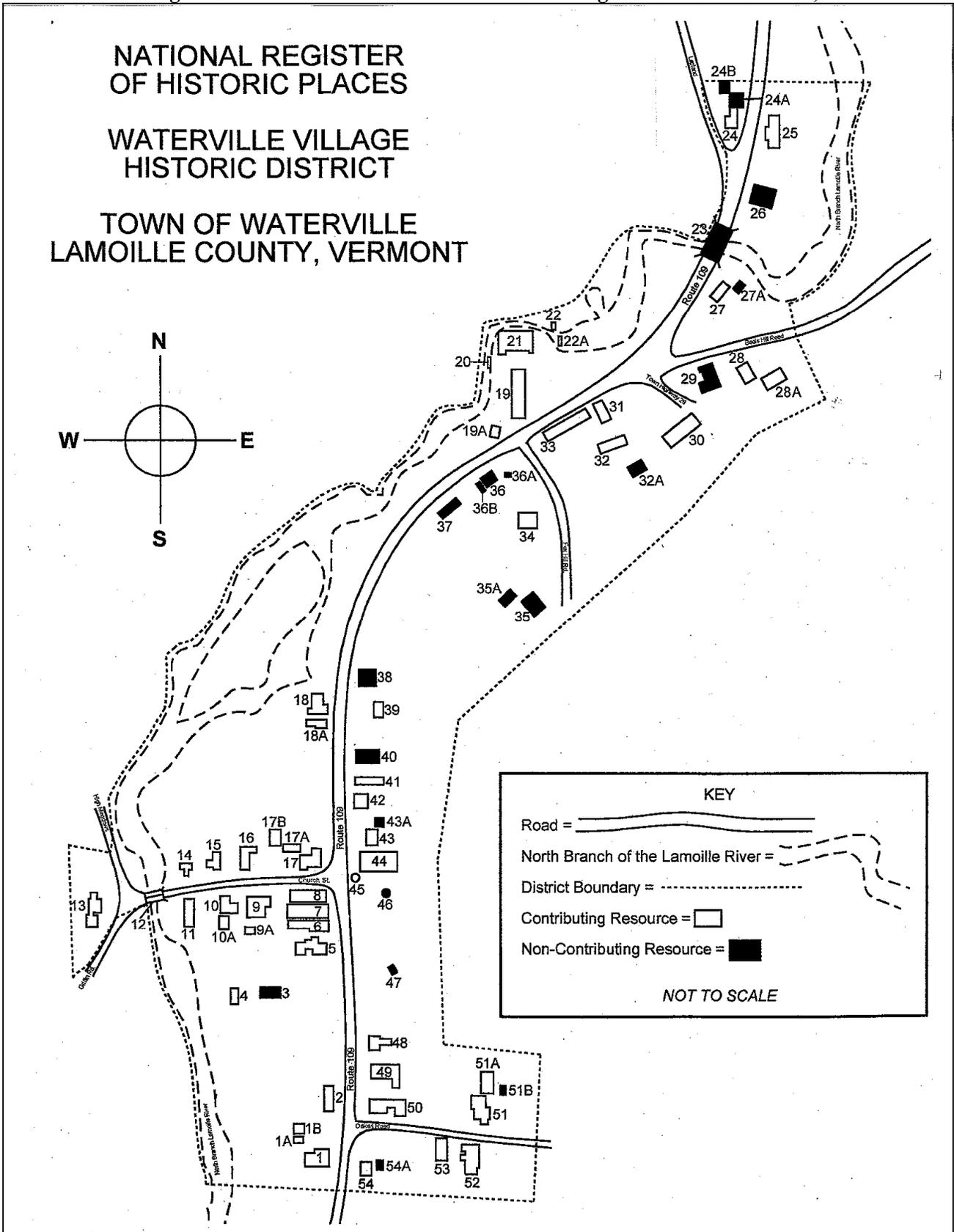
Appendix A. Village Historic District Sites

29	Krieg House	1990
30	Old Village School	1941
31	N.B. Page House	1850
32	Tobin Shop	1890
32A	Outbuilding	1980
33	Westover's Hotel / Central House	1840
34	Laraway House	1910
35	LaFountain House	1995
35A	Garage	1995
36	Magnant House	1975
36A	Equipment Shed	1975
36B	Outbuilding	1975
37	Mobile Home	1970
38	Waterville Garage	1975
39	Mann-Day House	1870
40	Wilbur-Gray House	1870
41	Leach Blacksmith Shop	1850
42	Miller-Langdell House	1850
43	Codding-Davis House	1850
43A	Garage	1980
44	Waterville Town Hall	1856
45	Bandstand	1880
46	Memorial	2003

47	Covered Foot Bridge	1990
48	Locke House	1890
49	Waterville Church off the Nazarene	1911
50	Waterville Church of the Nazarene Parsonage	1850
51	Hurlbut-Mann House	1850
51A	Barn	1870
51B	Outbuilding	2006
52	Dairy Barn	1900
53	Warehouse	1890
54	McFarland House	1870
54A	Garage	1960

Waterville Town Plan – DRAFT
Appendix A. Village Historic District Sites

Map of Waterville Village Historic District as Listed on the Federal Register of Historic Places, 2007



Appendix B. Planning Maps

The following maps, which proceed after this page in the order given below, are meant as tools to help visualize many aspects of this Town Plan. When viewing or downloading this Town Plan electronically, the maps might be included in a separate file.

Transportation

Land Use

Utilities and Facilities

Natural Resources

Land Limitations

Town Historic Sites

Village and Historic District