

# GREENSBORO TOWN PLAN



February  
2007

#### Selectboard

Peter Gebbie (chair)  
Anne Stevens  
Jefferson Tolman

#### Greensboro Planning Commission

Ralph Boyd  
Phil Gray  
Kim Greaves  
Josh Karp (chair)  
Linda Romans  
Willie Smith



## TABLE OF CONTENTS

SECTION 1	HISTORY.....	1
SECTION 2	MAJOR OBJECTIVES.....	3
SECTION 3	POPULATION.....	4
	A. Trends.....	4
	B. Current Characteristics.....	5
	C. Greensboro Population Projections.....	6
SECTION 4	LAND USE.....	8
	A. Land Use Goals.....	11
	B. Land Use Policies.....	11
SECTION 5	TRANSPORTATION.....	12
	A. Transportation Goals.....	13
	B. Transportation Policies.....	13
SECTION 6	UTILITIES and FACILITIES.....	14
	I. UTILITIES	
	A. Sewer and Water.....	14
	B. Solid Waste.....	15
	C. Telecommunications.....	15
	I. FACILITIES	
	A. Greensboro Free Library.....	15
	B. Greensboro Historical Society.....	17
	C. Greensboro Nursing Home.....	17
	D. Greensboro Fire Department.....	18
	E. Church Public Facilities.....	18
	F. Greensboro Town Hall.....	19
	G. Lakeview Union Elementary School.....	19
	H. Utilities and Facilities Goals.....	20
	I. Utilities and Facilities Policies.....	20
SECTION 7	NATURAL RESOURCES.....	21
	A. RIVERS AND STREAMS.....	22
	B. Geological Features.....	23
	C. Biological and Wildlife Features.....	23
	D. Natural Resource Goals.....	24
	E. Natural Resource Policies.....	24

SECTION 8 EDUCATION.....25

    A. Education Goals.....26

    B. Education Policies.....26

SECTION 9 ENERGY.....27

    A. Energy Goals.....28

    B. Energy Policies.....28

SECTION 10 HOUSING.....29

    A. Housing Unit Characteristics.....29

    B. Affordability – Rental Units.....32

    C. Affordability – Owner Occupied Units.....35

    D. Housing Goals.....37

    E. Housing Policies.....37

SECTION 11 ECONOMIC DEVELOPMENT.....38

    A. Economic Development Goals.....42

    B. Economic Development Policies.....42

SECTION 12 RECREATION.....43

    A. Recreation Goals.....45

    B. Recreation Policies.....45

SECTION 13 REGIONAL IMPACT.....46

APPENDIX 1: Zoning Districts Map.....47



---

21 Ivy Lane, Suite 202  
Burlington, Vermont 05408  
802-657-3720  
[www.craneassociates.us](http://www.craneassociates.us)

---

# Section 1

## HISTORY

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

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

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

The following year Timothy and Joseph Stanley arrived, starting a sawmill and blacksmith shop in what is now Greensboro village. Timothy Stanley built a house near where the McIntyre house now stands in the village (1990). By 1793 there were enough inhabitants to organize a town, the first town meeting being held in Ashbel Shepard's new home.

By 1795 there were 23 families with a total of 108 persons in town. School was being taught in Aaron Shepard's barn, while a suitable building was being erected near the golf course road. Settlement of North Greensboro and East Greensboro had begun. Greensboro Bend remained largely a cedar swamp with only two farms until the coming of the railroad in 1872.

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

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

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

With the near complete development of the Caspian Lake frontage, much Greensboro property has experienced a sharp increase in value. Development pressures in the state in general have been reflected in Greensboro.

---

# Section 2

## MAJOR OBJECTIVES

**T**he Town of Greensboro is first and foremost a rural community, characterized by farms, forests, open lands, healthy natural resources, modest sized homes, a diversity of small-scale employers, dirt roads, and a community of people with a range of incomes, family sizes, and ages. Greensboro's historic settlement pattern is that of two compact villages (Greensboro and Greensboro Bend) with a mix of housing and commercial services surrounded by farms and forested lands. The major objective of this Plan is to retain these rural characteristics.

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

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

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

# Section 3

## POPULATION

### A. Trends

**F** From the time of its settlement in the late 1700's Greensboro's population grew steadily, reaching a high of 1065 residents in 1860. Since that time the population decreased to its most recent low of 593 in 1970. The estimated population for 2005 was 776.

In the past three decades the population of Greensboro has grown at a relatively steady rate. This growth trend is comparable to those of Orleans County and Vermont as a whole. The actual growth rate between 1990 and 2000 was 7.4%, just slightly lower than the county (9.2%) and state (8.2%) rates (see Figure 1). Current population projections predict continued growth, but at slower rates than those seen in the past decades (see Figure 2).

Seasonal population trends play an important role in the population dynamics in Greensboro. Due to a high number of vacation homes, it is estimated that the 2005 year-round population of 776 (projected from 2000 decennial census) reaches 2,500-3,000 during the summer months.

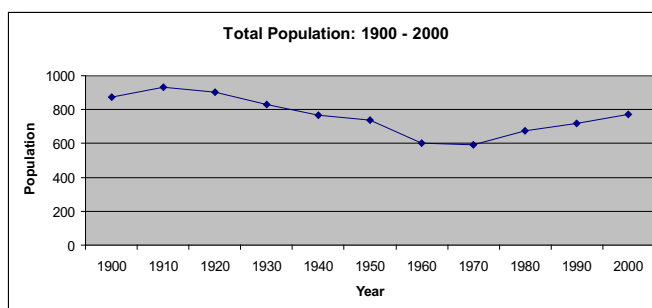


Figure 1: Total population from 1900 – 2000 in Greensboro.

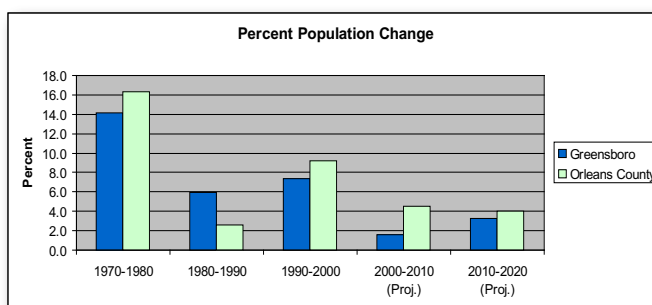
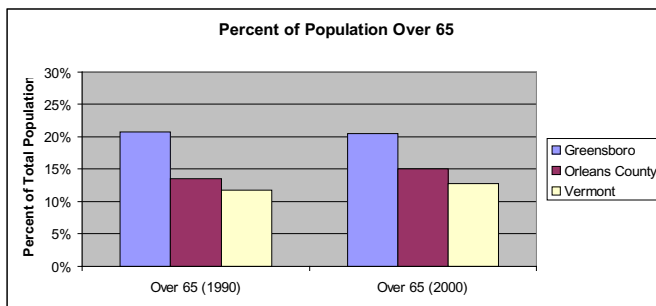
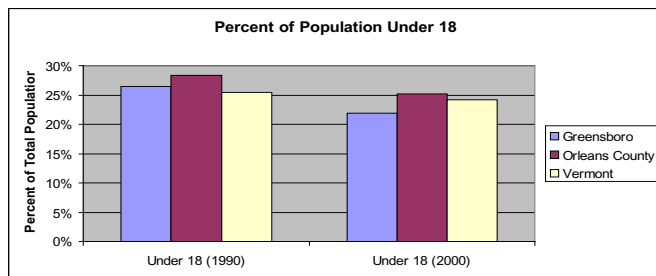


Figure 2: Percent population change from 1970 - 2020 in Greensboro and Orleans County.

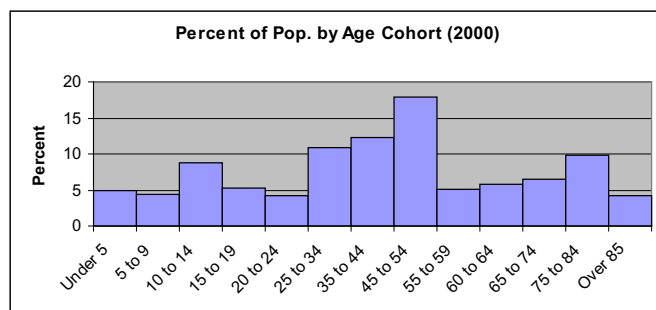




**Figure 3:** Percent of the population over 65 in Greensboro, Orleans County, and Vermont.



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



**Figure 5:** Percent of population by age cohort in 2000 in Greensboro, Orleans County, and Vermont.

## B. Current Characteristics

The 2005 estimated population in Greensboro is 776 year-round residents. Of this, 54% are female, 46% male. The median age is 44.2 years, which is considerably higher than the median age for Orleans County (39.3 years) and Vermont (37.7 years). This is closely linked to the high proportion of Greensboro residents above the age of 65 (21%) versus the Orleans County and Vermont averages (15% and 13% respectively) (Figure 3), and the below average proportion of residents under the age of 18 (22%) when compared to Orleans County (25%) and Vermont (24%) as illustrated in Figure 4.

Based on current trends, it appears the population will become increasingly skewed over the next two decades. Currently 17.9% of the population falls within the 45 to 54 year old age group as illustrated in Figure 5. As this large portion of the population ages, it will further increase the already large portion of the town population above retirement age.

Racial/Ethnic Background of Population (2000)	
Black/African American	0.1%
Latino/Hispanic	0.6%
American Indian/Alaska Native	0.8%
Multi-Racial	2.7%
White	96.4%

Table 1: Racial/ethnic background of the Greensboro population in 2000.

As with most rural communities in Vermont, the Greensboro population is primarily white and English speaking (Table 1). Only 5.8% of the population speaks a language other than English at home. 5.9% of the town population is foreign born.

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

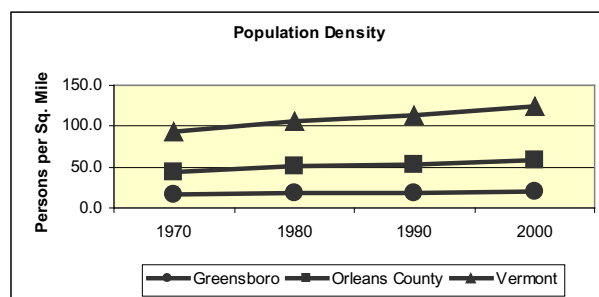


Figure 6: Population density of Greensboro, Orleans County, and Vermont from 1970-2000.

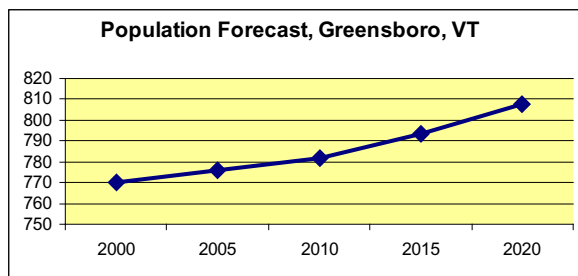
## C. Greensboro Population Projections

Greensboro is projected to continue growing at a slow to moderate pace for the next 20 years. There are no official population projects endorsed by the State of Vermont. Planning projects in Vermont are forced to use their own projection (typically based on past trends) or use an outside source. The projections shown below are provided by the University of Massachusetts, Institute for Social and Economic Research in Amherst. Their methodology employs a cohort-component model in which fertility, mortality, and migration are projected independently. All projections are subject to error and different methodologies will yield different results. These projections are likely the best available source at the time of this writing.

The projections show Greensboro's population growing at an increasing rate. The population increased by .8% between 2000 and 2005. The population is expected to increase at this same rate until 2010 when it is expected to increase approximately twice as rapidly until 2020 (see Table 2 and Figure 7). For planning purposes, the Town should plan on having approximately 800 full time residents by 2015. This represents an increase of approximately 30 people.

Census	Projection	Projection	Projection	Projection	% Change	% Change	% Change	% Change
2000	2005	2010	2015	2020	2000-2005	2005-2010	2010-2015	2015-2020
770	776	782	794	808	0.8	0.8	1.5	1.8

**Table 2:** Greensboro population projections from 2000 - 2020



**Figure 7:** Population forecast of Greensboro, VT from 2000-2020

Based on the 2000 Census, only 7% of individuals were considered below the poverty line in 1999 compared to 14% for Orleans County and 9% for the state. Similarly, 4% of all families were considered below the poverty line compared to 10.5% and 6% for Orleans County and Vermont respectively.

Approximately 34% of Greensboro residents have some type of disability<sup>1</sup>. This is slightly lower than Orleans County (38%) and higher than the Vermont average of 30%. Of the residents living with a disability, only 10% are institutionalized (i.e. reside in a nursing or assisted care residence).

<sup>1</sup> Each person completing the long form of the 2000 Census chooses whether to identify oneself as disabled. Disability is defined by the US Census Bureau as “A long-lasting physical, mental, or emotional condition. This condition can make it difficult for a person to do activities such as walking, climbing stairs, dressing, bathing, learning, or remembering. This condition can also impede a person from being able to go outside the home alone or to work at a job or business.”

# Section 4

## LAND USE

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

Development has occupied 8% of the land in town. The developed land includes 229 year round residential housing units, plus another 44 mobile homes (see Figure 8). Over half of the residential units are on lots greater than 6 acres. Vacation homes amount to 423 units, of which 284 are in the Lakeshore District surrounding Caspian Lake and 139 are in other locations. There are 20 commercial buildings, 3 utility buildings, 1 industrial building and 12 non-residential farm buildings. There are 184 parcels of undeveloped land in Greensboro and 12 parcels (1,842 acres) of agricultural lands. Eighty one percent of the town is forested and another 4% is surface water.

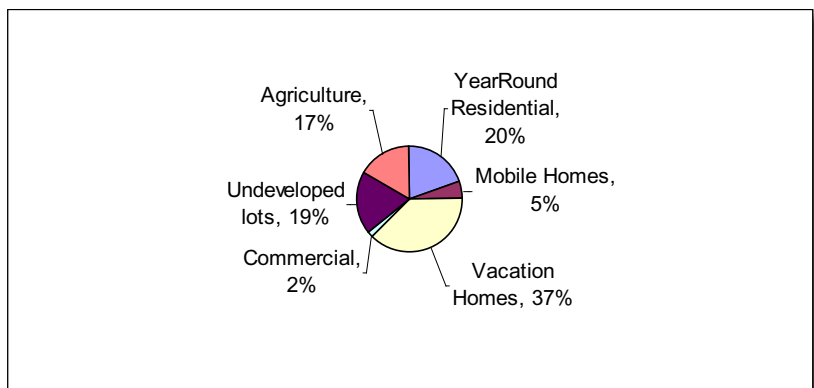
... the rural character of Greensboro has been changing as houses are built on formerly agricultural lands.

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

Eighty percent of the land in Greensboro is zoned for residential use at a density of 10 acres per dwelling unit. At this density each residential unit is separated by several acres of land from its neighbor. Each home typically has its own driveway connected by rural roads. As growth occurs, large parcels are cut up, more wildlife habitat is fragmented, more roads are built and the landscape shows the signs of a rural residential community as opposed to an agricultural landscape. On the other hand, people have the right to build and residential structures are in high demand. In addition, a survey done at the 2006 town meeting revealed that most people consider Greensboro to be primarily a second home/retirement/bedroom community. When asked if this was acceptable only 20% said "no", 50% said "yes" and the remaining didn't respond.

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

Changing the residential density to 5 acres or less is not likely to preserve open space, or make land much more affordable. It would not cut the per acre cost in half, as demand for 5 acre lots is generally greater than for 10 acre lots. As demand increases so does price. So if, for example, an average 10 acre lot sells for \$50,000, a 5 acre lot would sell for \$35,000 to \$40,000 if not more. Little is gained toward affordability and the landscape is still fragmented,

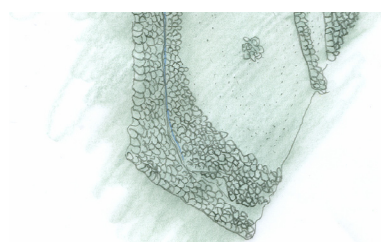


**Figure 8:** Percentage of land within Greensboro separated by use.

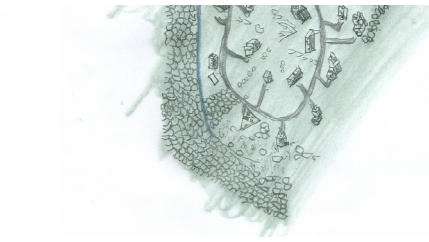
rural roads are used even more to serve these lots and the aesthetics may not dramatically improve over the 10 acre density. Instead of 10 units on 100 acres, clustering the 10 homes on 20 acres while preserving the remaining 80 acres for communal open space or rented pasture land can help to achieve a traditional rural growth pattern and maintain the agricultural landscape so desired by the community. As of 2006, the town zoning bylaws do not allow for PUD (Planned Unit Developments) where clustered housing is permitted. Often called Conservation Subdivisions, these clustered developments are used to preserve farmland, woodlands, and sensitive natural features. Developers can be required to build them or be given density bonuses as an incentive to doing so.

The concept as depicted in the three images here (inspired by Randal Arendt's work in "Conservation Design for Subdivisions") is to identify critical natural areas and preserve them while developing the same number of houses around these areas. In this example, 150 acres of undeveloped property is sold to a developer (Figure 9a). With conventional zoning (Figure 9b), such as Greensboro's, the developer has only one choice to maximize a return on investment. This results in the entire parcel being used for building and roads.

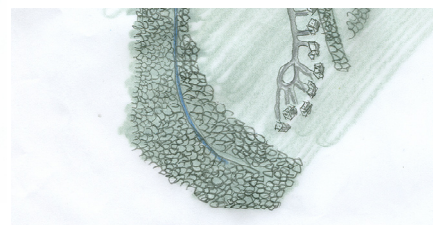
With zoning that allows clustering of housing units (Figure 9c), the same number of housing can be built on smaller lots, thereby preserving critical habitat, open space, and natural resources. Conservation subdivisions are an approach to development that respects private property rights and the ability to accommodate growth without undue adverse impacts to the environment.



**Figure 9a:** 150 Acres of Undeveloped Land



**Figure 9b:** Conventional Subdivision



**Figure 9c:** Conservation Subdivision

## A. Land Use Goals

The Town of Greensboro adopts the following land use goals:

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

## B. Land Use Policies

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

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

# Section 5

## TRANSPORTATION

**G**reensboro employs a staff of 3, plus one part-time summer person, to maintain its 57 miles of dirt roads and 11 miles of pavement. The town road crew works out of the Town Shed located on Cemetery Ridge. The town owns a gravel pit in Glover, and crushed and installed over 10,000 yards of gravel in 2005.

State Route 16 runs through Greensboro Bend as it connects Hardwick with points in northern Orleans County. Each year the town spends approximately \$378,000 keeping the roads maintained. Road maintenance equipment owned by the town includes a pick up, a grader, one 7 yd. dump truck, two 14 yd. dump trucks, an excavator, and a bucket loader. Driveway plowing and road-side mowing services are contracted to private contractors on an annual basis.

The bridge by Willey's Store was recently found to be unsafe by the state bridge inspectors. The town hired consulting engineers to determine its options and the bridge will be replaced in 2007.

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

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



## A. Transportation Goals

The Town of Greensboro adopts the following transportation goals:

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

## B. Transportation Policies

The Town of Greensboro shall:

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

# Section 6

## UTILITIES<sup>1</sup> and FACILITIES<sup>2</sup>

### I. UTILITIES

#### A. Sewer and Water

**G**reensboro currently has no public sewer system. As population continues to grow, the demand for suitable soils will grow proportionately. The ability to develop within the village areas becomes more challenging as growth increases, but the quantity of suitable soils remains constant. This results in a natural incentive for growth to occur outside the village. The land use goal in this plan that states

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

may become increasingly difficult or physically impossible. A village sewer system may help achieve this goal by allowing an increased density in the villages.

There are two public water systems now in place. The Greensboro Bend public water system’s drilled well serves 13-15 residents. The second water company, the Greensboro Fire District No 1., is a municipal corporation established by the Legislature serving 90 households in winter, and 200 in summer. It’s water source is multiple drilled wells. Neither of these systems are a part of Town Government; they are operated and financed by the residents who receive their service.

---

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

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

Greensboro residents have been well served by an active Greensboro Library for well over a century.

## B. Solid Waste

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

Greensboro has a recycling center behind the Town Hall. Recycling occurs on Saturdays between 9:00 and 11:00 am.

Recycling fees range from \$2-\$5 per visit, depending on amount; 6 and 12 month permits are available at a cost of \$1 per week. Business permits are also available.

There are two Household Hazardous Waste (HHW) collections held each year, in the spring and fall. Efforts are underway to hold a mid-summer HHW collection as well. At the collections, paints, cleaners, TVs, and computer systems are accepted free of charge.

## C. Telecommunications

With the rapid growth of telecommunications technology, Greensboro must plan for a telecommunications infrastructure. Wireless high speed internet is available in parts of Greensboro. Cable television is not available, and cellular phone service is very limited and unreliable. Some residents feel that cellular phones and high speed internet access improve local business opportunities and personal safety during emergencies. Others feel that telecommunications infrastructure could change the rural character of the Town.

Locating cellular towers is a sensitive issue in a rural landscape like Greensboro, and some people would prefer to keep the visual integrity of the skyline and ridgelines unchanged.

## II. FACILITIES

### A. Greensboro Free Library

Greensboro residents have been well served by an active Greensboro Library for well over a century. The existence of a very early "library" is suggested by a quit claim of March 30, 1843, in which Henry Blake sold 'the old Greensboro Town Library' to John L. Porter. Local historians have found no other reference to the library. There is, however, ample evidence of a Greensboro Library Association that was organized in June of 1873. "It has at present 169 volumes and additions are constantly being made," according to a newspaper fragment of the period found in the wall of an inn on Craftsbury Common.

The contemporary Greensboro Free Library (GFL) is an active place. The use of the library jumped dramatically during 2005; adult visits increased by 26 percent, and those of children and young adults by 19 percent, from 2004.

The GFL has a staff of one part-time librarian and three other part-time employees, and relies on approximately 36 hours per week of volunteer commitment. Each week, the GFL is open 29 hours in the winter, and 38 hours in the summer. The library's budget in 2006 was income of \$61,500 and expenses of \$68,021 (a deficit of \$6,521), with a \$10,000 appropriation from the town, and the rest coming from private donations, grants, bank interest, and dividends.

The chart below compares the GFL with libraries in similarly-sized communities around the state (2005 figures). The high number of patron visits is likely due to frequent visits by members of the large summer community.

	<b>Greensboro Free Library</b>	Statewide Averages For Similarly-Sized Communities
Patrons	<b>1,238</b>	899
Collection Size	<b>13,709</b>	9,956
Circulation	<b>18,115</b>	8,544
Patron Visits	<b>12,598 (27% juvenile visits)</b>	6,451

Regular programming for children includes weekly story hours at the library and the Greensboro Early Learning Center, Kindergarten Enrichment, Middle School Book Club, Literary Lunch, and summer workshops. Author visits, storytelling, and panel discussions are also available on occasion for young adults. Last year adults enjoyed book discussions, parenting classes, a National Library Week 'Focus on Food,' and the Friends of the Library's Mystery Dinner. The Friends also initiated the Books for Zambia project and Vermont Reads Seedfolks projects and continued their support of the library with the annual book sale, sponsorship of a dollhouse raffle, and other fundraisers.

The library is keeping up with 21st century technology. Greensboro's fast broadband internet service became available to patrons in July, 2006. The library is now a popular Wi-Fi hotspot, and people have been seen pulling up with their lawn chairs and laptop computers. Beginning level digital photography, building a computer, and website design classes were held, along with one-on-one instruction with a computer tutor. The library has 7 computers available to the public, all with high speed internet access. Approximately 37 people per week use the computers.

Library trustees are working to address the need for improved access, parking, shelving, and programming, and in 2006 a capital campaign was begun to raise \$500,000 for an extensive renovation of the library building. An additional \$200,000 will be solicited for the GFL's endowment.

A busy library is a sign of a healthy community, and indeed the GFL is an active, dynamic place. It continues to be an important cultural facility for Greensboro and surrounding towns, but keeping our small library open, well-stocked and well-equipped has been an ongoing financial challenge. Increased donations, grants, and town support may well be critical for the GFL's continued operation.

The Greensboro Historical Society is one of the most active in the state due to the many volunteers who give their time ....

## B. Greensboro Historical Society

The Greensboro Historical Society (GHS) is one of the most active historical societies in the state due to the many volunteers who give their time, creativity and enthusiasm, and due to the strong support from the Town of Greensboro. In 2006, the society had 92 regular member units and 193 life member units for a total of 285 member units (some individuals, some families).

Every year the GHS picks a theme (i.e. centennial families, churches, the summer campers, etc.) and organizes three public meetings with speakers, panel discussions and other entertaining programs. The theme is also reflected in the annual exhibit in the GHS building. Every other year, the GHS brings the exhibit to the Vermont History Expo in Tunbridge sponsored by the Vermont Historical Society.

The GHS building in Greensboro Village was the former Tolman library and was restored with volunteer labor for use as the GHS library and museum. It is used as a research library where volunteer archivists work regularly, and as a storage place for small Greensboro artifacts, documents, photos, books, postcards and tapes.

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

Every year the Society works with Lakeview Union School on projects which involve the children with their local history. In 2005 the GHS helped with an extensive, all school, project on one-room schoolhouses in Greensboro. Each grade covered a different aspect of early school days and the GHS held programs and an exhibit on one-room schoolhouses. Annual fund-raisers include an ice cream social with old-fashioned games in early summer and a book sale with cider and donuts in the fall.

The GHS is investigating a future expansion of its building in Greensboro Village to house a climate-controlled vault for documents, space for more Greensboro artifacts, and a larger meeting space. Negotiations are underway to purchase additional land and the former Drown storage shed behind the current GHS building.

## C. Greensboro Nursing Home

Greensboro Nursing Home (GNH) is the community's largest employer with 54 employees and a payroll that has now reached one million dollars annually. This money is re-circulated in the local economy through salaries, local purchases, and taxes. The GNH also supports local business whenever possible. It is a nonprofit organization with a board of trustees made up of members from the community. This allows the organization to be flexible to local needs and offer only the services that are needed. All revenue is channeled back into the facility's operations and maintenance, continuing to improve the quality services we offer.

Greensboro Nursing Home (GNH) is the community's largest employer with 54 employees ....

The mission statement of the GNH is to: Provide the highest quality of care to the residents of our community regardless of their ability to pay. Since it is locally owned and operated, the organization provides their services to all members of the community. In addition to providing health care to seniors, the GNH also provides “meals on wheels” to seniors at home, loans equipment at no charge to those in need, provides private day care services, and answers questions about Medicare and Medicaid.

## D. Fire Department

The Greensboro Fire Department (GFD) is made up of 26 volunteers and no paid staff. They have a dedicated staff of men and women, some with 25 to 30 years experience. The volunteers are trained in ice rescue but fortunately have not needed it much. Caspian Lake is recognized nationally as a notable ice fishing location so continued training is prudent. Each year one or two volunteers attend the firefighters academy in Pittsford, Vermont.

In 2005 the GFD responded to 46 calls, 14 of which came from outside of Greensboro. The GFD is part of the Rural Vermont Mutual Aid system, a group of 4 municipal fire departments: Hardwick; Walden; Craftsbury; and Greensboro. They also have agreements with 2 other Mutual Aid systems in case of a large fire. The most frequent type of call is a structural fire or a car accident. Fires are reported to a private dispatcher in Hardwick who then contacts the firefighters via a pager system.

The fire station is a 26' x 65', 2 bay building located on Breezy Ave. There are 4 trucks; 2 pumpers, 1 tanker and 1 utility truck. The fire department needs more space, and efforts are underway to find a suitable piece of land. A combination of town funds, grants, and private fundraising will be necessary to purchase land and build the new fire station.

## E. Church Public Facilities

There are three churches in the Town of Greensboro: the United Church of Christ (UCC), in Greensboro village, and St. Michael's Catholic Church and the Methodist Church, both in Greensboro Bend. All three churches have facilities for public meetings. The UCC has a large facility known as Fellowship Hall, attached to the Church, which is available and frequently used for meetings, music group rehearsals, etc. In addition, there is a large open area underneath Fellowship Hall also used for public meetings and for children's educational programs, e.g., Wonder & Wisdom. St. Michael's has a separate facility known as St. Michael's Parish Hall, which is available free for public interest meetings and which can be rented for private functions; the Parish Hall has also been designated as an emergency shelter. The Methodist Church has a large downstairs area below the sanctuary which is used for public meetings including boy/girl scouts and a children's summer program.

---

## F. Greensboro Town Hall

The town hall houses the town offices. There are five town staff; one full-time town clerk, and four part-time assistant town clerks. There are four large rooms on the ground floor of the building, with one to three rooms being used by the Lakeview Union Elementary School in any given year. The fourth room, the 'community room,' is used for various meetings and events. The town hall is a designated emergency shelter.

## G. Lakeview Union Elementary School

The Lakeview Union Elementary School is used by the public for a number of activities. The local Girl Scouts meet there, and the gym is used for men's evening basketball, and town meeting. Lakeview is one of Greensboro's designated emergency shelters, and a generator will soon be installed there.

## H. Utilities and Facilities Goals

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

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

## I. Utilities and Facilities Policies

The Town of Greensboro shall:

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



---

# Section 7

## NATURAL RESOURCES

**G**reensboro is rich with outstanding natural features. Some of them are listed here:

### CASPIAN LAKE

Caspian Lake is regarded as the Town's natural resource jewel. The lake is 739 acres and has a maximum depth of 142 feet, a maximum length of 1.66 miles and a maximum width of 1.3 miles. It is classified as oligotrophic (a deep clear water lake with a very low nutrient level). The fecal count had never approached a hazardous level until 1999. A regular water testing schedule was implemented in the summer of 2000. It has one of the finest lake trout fisheries in northern Vermont. The groundwater table is unusually high, however, and each new septic system increases the danger of septic overflow, especially in wet years. The only lakeshore property owned by the town of Greensboro is the "Willey Beach" which is preserved in its natural wooded state, adjacent to the Public Beach. The Public Beach is owned and managed by the Hardwick Electric Department, as part of its hydro-electric resource. The beach is maintained by the Beach Committee which has members appointed from Greensboro and Hardwick. The Greensboro Association is very active in keeping the Lake free from Eurasian Milfoil and Zebra Mussels. The Association also sponsors swimming lessons, monitors water quality on a weekly basis and studies the effects of runoff on the lake. These activities are testament to the concern and care the residents, both full and part time, have for Caspian Lake.

### ELIGO LAKE

This lake of 190 acres, with a maximum depth of 100 feet, is shared with Craftsbury. That Town maintains a public beach at the north end. The area surrounding this glacial pond is so level that it drains both south (into the Lamoille) and north (into the Black River). The steep slopes on the eastern

side are environmentally sensitive as are the northern and southern outlet areas. Like Caspian, Eligo is oligotrophic, meaning a deep clear water lake with very low nutrient level. Eligo is currently fighting to combat their Mil-foil problem. The Eligo Lake Association, with the support of the Towns of Craftsbury and Greensboro, applied for and received a Vermont Aquatic Nuisance Control Grant late in the summer of 1997. To date they have not been successful in eradicating the weed.

#### LONG POND

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

#### HORSE POND

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

#### MUD POND(S)

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

## A. RIVERS AND STREAMS

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

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

## B. Geological Features

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

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

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

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

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

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

## C. Biological and Wildlife Features

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

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

## D. Natural Resource Goals

The Town of Greensboro adopts the following goals:

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

## E. Natural Resource Policies

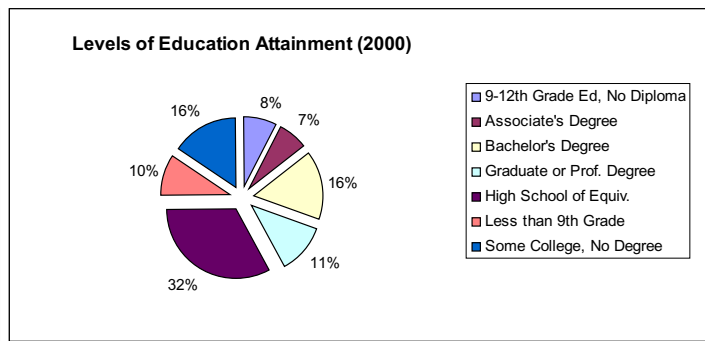
The Town of Greensboro shall:

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

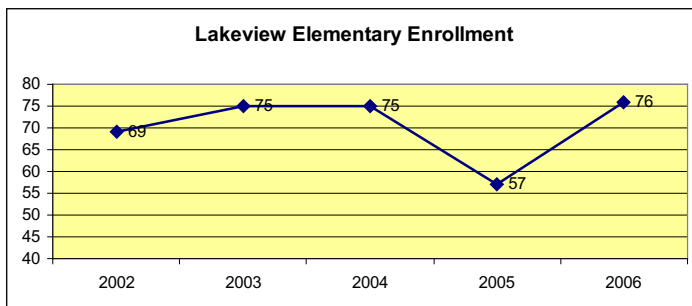
# Section 8

## Education

**H**igh quality education has always been a priority for the residents of Greensboro. Even the Historical Society chose to celebrate one-room schoolhouses in a recent history celebration. Greensboro's elementary school is a union school with approximately two-thirds of the students coming from Greensboro, and the rest from nearby Stannard. The Lakeview Union School is a K-6 school, with approximately 75 students and a student teacher ratio of approximately 9:1.



**Figure 10:** Percentage of Greensboro residents by level of education attainment in 2000.



**Figure 11:** Enrollment of students at Lakeview Elementary from 2002 - 2005.

Greensboro residents' educational statistics are portrayed in Figure 10 (based on 607 residents above the age of 18, U.S. Census 2000). The percentage of residents 18 years of age and older without a high school diploma is slightly lower than the state average (7.9% vs. 9.4%), and is nearly half the average for Orleans County (13.3%). Similarly, the percentage of residents who hold a college degree (Associates degree and higher) is 33.9%, nearly double the county average (21%) and slightly below the state average (34.2%).

Lakeview Union Elementary School is a very important part of our town and community. There are 15 full-time employees, including teachers, custodians, and para-educators, and 8-10 part-time employees. Social indicators at the school show that the number of students receiving free or reduced lunch has steadily increased over the past years. Today nearly 2/3rds of the students are receiving this help compared to the state average of 27%. The number of students from households with food stamp assistance has doubled in the past 4 years to 15%.

## A. Education Goals

*The education goals of Greensboro are:*

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

## B. Education Policies

*The Town of Greensboro shall:*

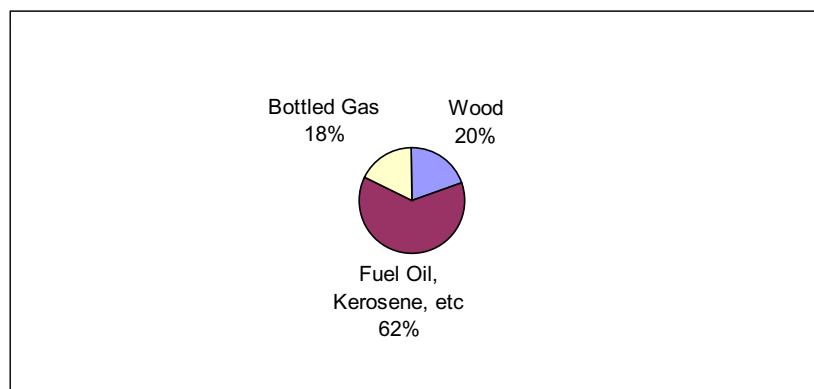
1. continue to allow the use of the Greensboro Free Library, Greensboro Historical Society, town hall, Lakeview Union Elementary School and other town owned facilities for educational activities at a reasonable or no cost;
2. keep Lakeview Union Elementary School open as long as economically feasible,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

# Section 9

## ENERGY

**F**inding and maintaining affordable energy supplies is essential for a high quality of life. As growth continues in Greensboro, each new housing unit or commercial building will tap into and increase the load on our current energy sources. Historically the Caspian Lake Dam provided water power for grist mills and later for hydroelectricity. The Greensboro Town Energy Committee was recently formed to investigate energy use in town, and is investigating the possibility of generating power from Greensboro Brook. Energy for heating and cooking traditionally came from wood, coal, and kerosene.

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



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

## A. Energy Goals

The Town of Greensboro adopts the following energy goals:

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

## B. Energy Policies

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

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



# Section 10

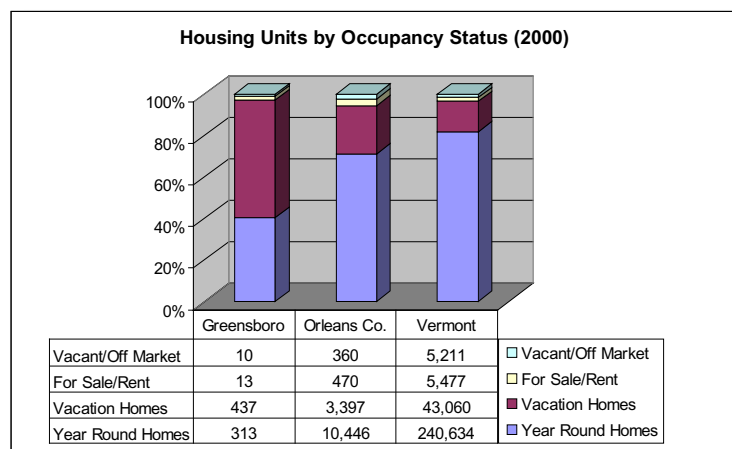
## HOUSING

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

### A. Housing Unit Characteristics

According to the 2000 U.S. Census, there are 773 housing units in Greensboro. Of this number, 313 units (41%) were considered occupied households. Four hundred thirty seven of the 460 “vacant” units are classified as seasonal or recreational homes that are not occupied year-round and are typically only used during seasonal tourist periods. This percentage of vacation units (57%) is very high in comparison to the Orleans County (23%) and Vermont (15%) figures (see Figure 13).

Of the 313 year-round occupancy housing units, 80% are owned by their occupants, which is about 9% higher than percentage of owner-occupied units in the state. However, it is important to note that a number of the vacation homes in town are rented during the summer months. These summer rentals are not included in the U.S. Census statistics for rental units. The Census statistics are calculated only for those considered year-round households.



The vast majority of the owner occupied units are single unit structures. Most of the rental units are also single unit structures (see Table 3). All but two of the vacation and recreation housing units are single unit structures. Of the 33 multi-unit structures, only 27% are owner occupied. Only 6% of all structures are mobile homes (45 units) and of those, nearly one third are vacant.

**Figure 13:** Comparison of the number of vacation, vacation/off market, for sale/rent, and year round homes in Greensboro, Orleans County, and Vermont in 2000

<b>Housing by Structure Type</b>	
<i>Owner Occupied</i>	
1 Unit	221
2 Units	9
3+ Units	0
Mobile Homes	28
<i>Renter Occupied</i>	
1 Unit	28
2 Units	7
3+ Units	15
Mobile Homes	4
<i>Vacant</i>	
1 Unit	447
2 Units	2
3+ Units	0
Mobile Homes	13

Table 3: Number of unit homes occupied by owner and renter, currently vacant.

Year Structure Built	Units	Percent
Built 1999 to March 2000	16	2%
Built 1995 to 1998	25	3%
Built 1990 to 1994	56	7%
Built 1980 to 1989	93	12%
Built 1970 to 1979	102	13%
Built 1960 to 1969	74	10%
Built 1950 to 1959	40	5%
Built 1940 to 1949	18	2%
Built 1939 or earlier	350	45%

Table 4: Number of units constructed in each decade from 1939 - 2000 along with the percent of those structures per decade that comprise the total number of structures to date.

Nearly half of the structures in town were constructed before 1940, and these 350 structures built before 1940 are those most commonly used as vacation homes. Only 36% of those buildings in the oldest age class are used as year-round occupied units. Since 1960, the housing stock in Greensboro has increased by over 10% of the current total number of units each decade (see Table 4). This increase in home construction is closely linked to the population growth experienced during the same time period.

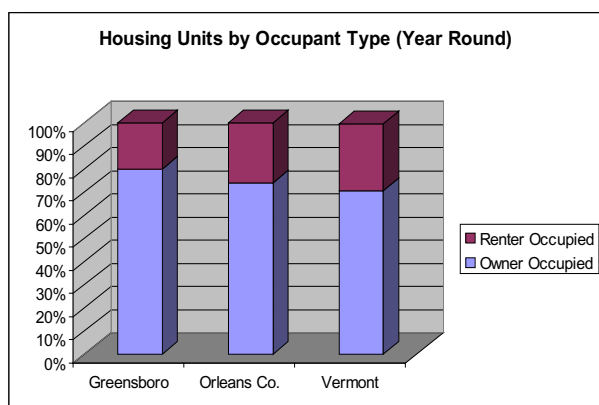


Figure 14: Percent of housing units occupied by renter or owner in Greensboro, Orleans County, and Vermont.

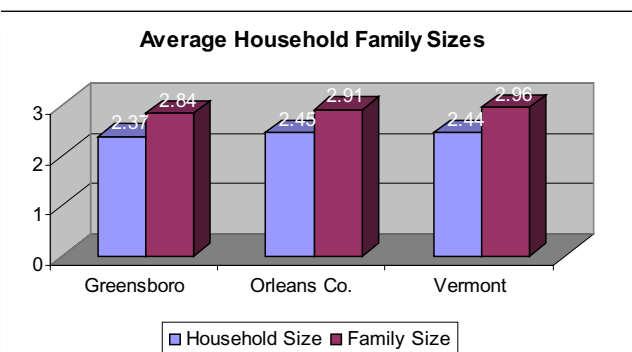


Figure 15: Average family and household size in Greensboro, Orleans County, and Vermont.

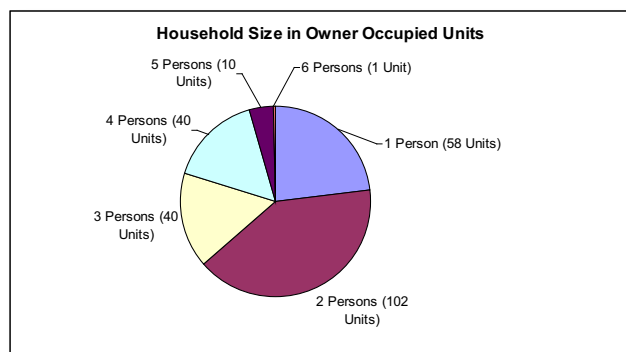


Figure 16: Percentages of varying household sizes of owner occupied units.

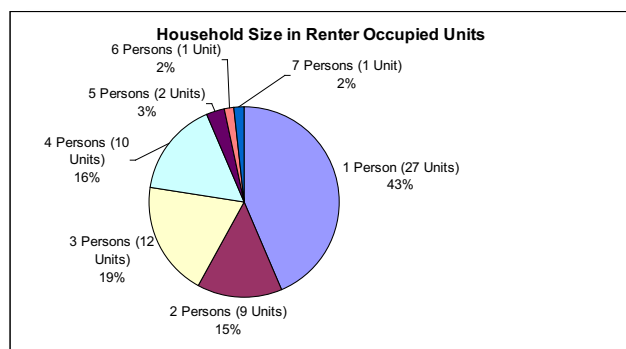


Figure 17: Percentages of varying household sizes of rented occupied units.

The U.S. Census Bureau identifies a family as a household of two or more people who reside together and who are related by birth, marriage, or adoption. Based on 2000 figures, 215 of the 313 households in Greensboro are occupied by families (68.6%). This rate is the same as the county average (68.4%) and only slightly higher than the Vermont average (65.6%) (Figure 14). The average household size and average family size in Greensboro are slightly lower than the state and Orleans County averages (see figure 15).

As may be expected, there is a significant difference between the household sizes in owner occupied units (Figure 16) vs. renter occupied units (Figure 17). Rental units have 20% more of their total units occupied by 1 person than owner occupied units. This indicates a higher demand for smaller size rental units, however the total number of these units is relatively small when compared with the total number of units in town (27 out of 773).

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

## B. Affordability – Rental Units

The National Low Income Housing Coalition calculates an affordable hourly wage to be: that which employees working 40 hours a week would have to earn in order to spend less than 30% of their total income on housing costs (including all utilities except for phone), based on the U.S. Department of Housing and Urban Development's (HUD) Fair Market Rent. Affordable housing is recognized federally as housing that does not exceed 30% of the resident's total income. The fair market rent is calculated for a range of housing unit sizes by HUD every year to estimate the current market rent rates. The fair market rent figures are calculated for the county level only, so the Greensboro and Orleans County figures are identical.

A comparison of the 2005 median rents versus the corresponding fair market rents reinforces the information from Table 5. The median rents for all units are higher than the fair market rent prices as determined by HUD. Overall, the difference is minimal, with the exception of 3 bedroom units which are over \$80 higher than the fair market price.

Table 6 illustrates that a person earning minimum wage in Orleans County cannot economically access affordable housing. While the affordable housing wage calculated for Orleans County is lower than the state average, it is still significantly higher than the current minimum wage rate of \$7.25/hour.

Size	Median Rent	Fair Market Rent
1 Bedroom Unit	\$456	\$443
2 Bedroom Unit	\$528	\$495
3 Bedroom Unit	\$706	\$625
4 Bedroom Unit	\$797	\$786

**Table 5:** Comparison of median rent and fair market rent within Orleans County.

<b>Housing Wage (2005)</b>			
	Greensboro	Orleans Co.	Vermont
1 bedroom unit	\$8.52	\$8.52	\$10.93
2 bedroom unit	\$9.52	\$9.52	\$13.42
3 bedroom unit	\$12.02	\$12.02	\$17.48
4 bedroom unit	\$15.12	\$15.12	\$20.77
<b>Housing Wage as a Percentage of \$7.25 VT Minimum Wage</b>			
1 bedroom unit	118%	118%	151%
2 bedroom unit	131%	131%	185%
3 bedroom unit	166%	166%	241%
4 bedroom unit	209%	209%	286%

**Table 6:** Percentage of a minimum wage salary needed to economically access affordable housing.

The State of Vermont provides a tax credit to full time residents who rent housing and meet the necessary qualifications. The rental household must have a total income of less than \$47,000 annually and only one resident may receive the credit. This can be an important indication of housing burden on renters in a given community. In Greensboro, the proportion of applicants is lower than in the rest of the county and state.

However, of the five rental households that applied for the credit, the average rebate and percent of tax relieved are much higher than the Orleans County and Vermont figures. The average rebate in Greensboro was more than double that of the average Vermont resident rebate and more than three times the average Orleans County rebate (see Table 7). This suggests that although few applied, those that did apply needed significantly more relief on their housing costs than those in other income classes and geographic areas

<b>Renter Rebate Figures (2004)</b>					
	Number Applicants	Percent of Total Renters	Average Household Income of Applicant	Average Renter Rebate	Percent Equivalent Tax Relieved
Vermont	11,037	15.6%	17,442	536	40.0%
Orleans County	402	14.8%	11,905	374	41.9%
Greensboro	5	8.1%	11,933	1,105	67.9%

**Table 7:** Comparison of renter rebate figures from 2004 of Greensboro, Orleans County, and Vermont.

<b>Annual Income Needed to Afford Fair Market Rent (2004)</b>		
Unit Size	Orleans County	Vermont
1 Bedroom	\$17,720	\$22,733
2 Bedroom	\$19,800	\$27,916
3 Bedroom	\$25,000	\$36,369
4 Bedroom	\$31,440	\$43,207

**Table 8:** Annual income needed to afford fair market rent (2004) in Orleans County, and Vermont.

In Orleans County, there are 25 subsidized rental housing facilities listed on the Vermont Directory of Affordable Rental Housing. These state or federally subsidized rental facilities provide 303 units, 200 of which are designated specifically for the elderly. Of the 25 facilities, only 1 is located in Greensboro which provides 10 subsidized units for elderly residents (see Table 9).

A gap exists between the values of permanent residence housing units and vacation units (see Table 10). During 2004, the mean value of the 13 primary residences sold was \$151,923. The mean value of the four vacation homes sold was \$317,875.

<b>Subsidized Rental Housing in Orleans County</b>				
Project Name	Town	Owner	Total Units	Elderly Only
Congress Court	Barton	Barton Chambers Apts Inc.	9	9
Crystal Lake Housing	Barton	Crystal Lake HLP	15	0
Hillcrest Apartments	Barton	Barton Chambers Apts Inc.	15	15
Monitor Manor	Barton	Barton Chambers Apts Inc.	15	15
Mountain View Apartments	Barton	Barton Chambers Apts Inc.	8	8
Roaring Brook Housing	Barton	Roaring Brook Limited Partnership	14	0
Coventry Senior Housing	Coventry	Gilman Housing Trust	7	7
Gilman Housing Trust Coventry Duplex	Coventry	Gilman Housing Trust	2	0
Craftsbury Community Care Center	Craftsbury	Craftsbury Community Care Center	24	24
Derby Housing L.P.	Derby	Derby HLP	9	0
Derby Line Apartments	Derby	Gilman Housing Trust	4	0
Kidder Hotel	Derby	GHT Housing Limited Partnership	14	0
Derby Line Gardens	Derby Line	Arthur & Barbara Postman	11	11
<b>Lauredon Village Apartments</b>	<b>Greensboro</b>	<b>Housing Foundation, Inc.</b>	<b>10</b>	<b>10</b>
72 Seymour Lane	Newport City	Gilman Housing Trust	2	0
216 Hill Street	Newport City	Gilman Housing Trust	4	0
Governor Prouty Apartments	Newport City	North Community Development Corp.	24	24
Governors Mansion Apartments	Newport City	Memphremagog Senior Citizen Housing	15	15
Lakeview Housing	Newport City	Lakeview Housing LP	16	12
Newport Housing	Newport City	Newport HLP	13	0
Newport Place	Newport City	Newport Housing Associates	24	24
Pleasant Street Special Need	Newport City	Gilman Housing Trust	2	0
Wiley Lane Houses	Newport City	Arthur & Barbara Postman	12	0
Pine Grove	North Troy	Pine Grove Associates	14	6
Rainbow Apartments	Orleans	Rainbow Apartments Inc.	20	20
<b>Total</b>			<b>303</b>	<b>200</b>

**Table 9:** Total and elderly subsidized rental housing units by town in Orleans County.

## C. Affordability – Owner Occupied Units

<b>Homeownership costs</b>	<b>Greensboro</b>	<b>Orleans County</b>	<b>Vermont</b>
Number of primary residences sold, 2004	<b>13</b>	<b>430</b>	<b>10,021</b>
... single family homes	11	380	7,860
... condominiums	—	8	1,390
... mobile homes	2	42	771
... with land	2	33	334
... without land	—	2	10
Average price of primary residences sold, 2004	<b>\$151,923</b>	<b>\$115,672</b>	<b>\$184,553</b>
... single family homes	\$173,545	\$122,988	\$199,480
... condominiums	—	\$140,500	\$173,681
... mobile homes	\$33,000	\$44,751	\$51,984
... with land	\$33,000	\$50,413	\$75,475
... without land	—	\$43,450	\$31,020
Median price of primary residences sold, 2004	<b>\$158,000</b>	<b>\$95,750</b>	<b>\$160,000</b>
... single family homes	\$179,000	\$105,000	\$171,000
... condominiums	—	\$145,000	\$155,000
... mobile homes	\$33,000	\$38,450	\$40,000
... with land	\$33,000	\$48,000	\$67,250
... without land	—	\$43,450	\$25,000
Number of vacation residences sold, 2004	<b>4</b>	<b>127</b>	<b>2,121</b>
... single family vacation homes	4	119	1,797
... vacation condominiums	—	1	254
... vacation mobile homes	—	7	71
... with land	—	2	10
... without land	—	5	61
Average price of vacation residences sold, 2004	<b>\$317,875</b>	<b>\$155,246</b>	<b>\$275,460</b>
... single family vacation homes	\$317,875	\$161,223	\$289,510
... vacation condominiums	—	\$50,000	\$231,545
... vacation mobile homes	—	\$68,671	\$73,889
... with land	—	\$43,450	\$31,020
... without land	—	\$78,760	\$80,916
Median price of vacation residences sold, 2004	<b>\$235,000</b>	<b>\$124,500</b>	<b>\$195,000</b>
... single family vacation homes	\$235,000	\$126,000	\$200,000
... vacation condominiums	—	\$50,000	\$184,750
... vacation mobile homes	—	\$48,900	\$55,000
... with land	—	\$43,450	\$25,000
... without land	—	\$91,000	\$60,000

**Table 10:** Cost of owner occupied housing units and their affordability.

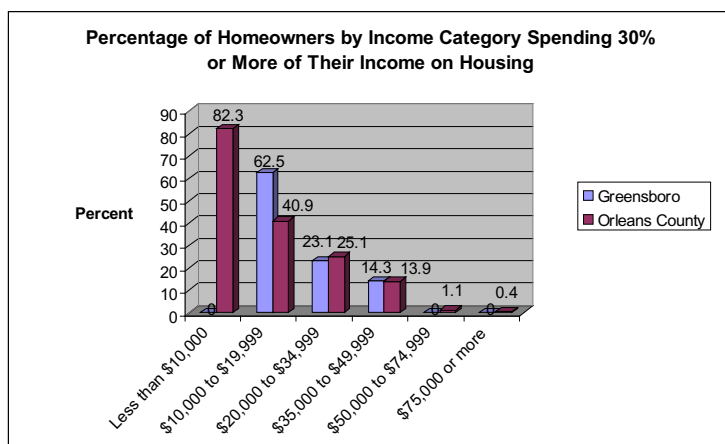
Average Wages in Greensboro by NAICS Industry Class (2004)	
Industry	Average Wage
Natural Resources and Mining	\$20,950
Construction	\$30,316
Manufacturing	\$34,618
Trade, Transportation, and Utilities	\$28,308
Information	\$33,004
Financial Activities	\$36,879
Professional and Business Services	\$34,150
Education and Health Services	\$30,190
Leisure and Hospitality	\$18,135
Other services	\$22,600
All Government	\$36,322

**Table 11:** Average occupational wages in Greensboro (2004).

	Type of Prebate	Average Household Income	Median Equalized Homestead Value	Average Prebate in Homestead School Tax	Percent of School Tax Relieved
<b>Vermont</b>	HS* Exemption	32,299	51,492	210.03	29.34%
	Income (HIP*)	37,880	134,096	1,123.58	53.54%
<b>Orleans County</b>	HS Exemption	31,707	51,623	209.72	30.86%
	Income (HIP)	29,350	98,451	737.35	51.61%
<b>Greensboro</b>	HS Exemption	26,883	35,136	227.33	34.87%
	Income (HIP)	27,991	111,757	1,244.46	61.57%

\* HS = Homestead Exemption - includes homeowners qualified for prebate under the Homestead exclusion method.  
 \*\* HIP = Household Income - includes homeowners qualified for prebate under the Household Income method.  
 For more information see: V.S.A. Title 32 or visit Vermont Department of Taxes.

**Table 12:** Average household income, median equalized homestead value, average prebate, and percent of school tax relieved in Greensboro, Orleans County, and Vermont (December 2005).



**Figure 18:** Percentage of homeowners by income, spending more than 30% of their income on housing.



## D. Housing Goals

The goals for housing in the Town of Greensboro are:

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

## E. Housing Policies

To achieve the above housing goals the Town of Greensboro shall:

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

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

# Section 11

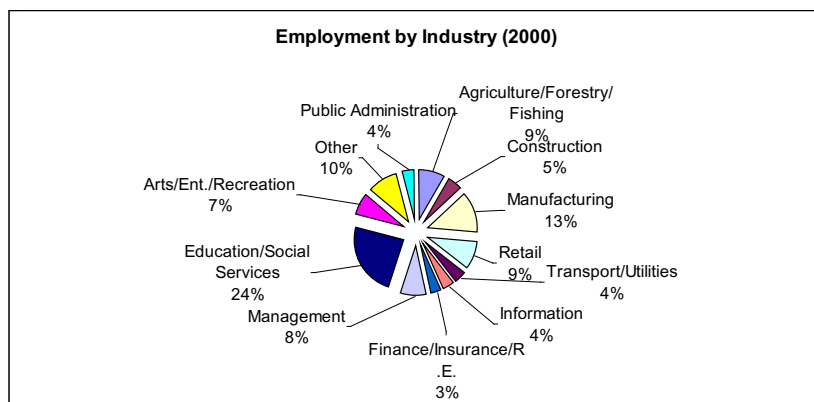
## ECONOMIC DEVELOPMENT

The Town of Greensboro’s economy is highly dependent on job markets in surrounding towns. As with most towns in Vermont, the majority of Greensboro’s residents are employed outside the town. (62%) (see Table 13). It is important to note that Greensboro has an exceptionally high percentage of residents working outside of the county. This is largely attributed to the fact that Greensboro is located on the edge of Orleans County. Approximately 22% of employed Greensboro residents work in two towns, Morristown (27 employees) and Hardwick (43 employees), both outside of Orleans County.

Employed Greensboro Residents by Work Location (2000)			
	Greensboro	Orleans County	Vermont
Work Out of Town	62%	61%	65%
Work Out of County	51%	14%	15%

**Table 13:** Percentage of Greensboro, orleans County, and Vermont residents that work out of town and/or county.

According to the 2000 U.S. census, the total population of Greensboro above age of 16 was 626 people. Of this number, 360 were considered active members of the labor force. Approximately 4% (44 individuals) of the working age population were unemployed. Of the 316 employed residents of Greensboro, the majority was employed in the following 5 NAICS classified industry groups: Education and Social Services; Manufacturing; Retail; Agriculture, Forestry and Fishing; and Management (See Table 14).



**Figure 19:** Percentage of industries that comprise the employment opportunities in Greensboro.

In addition to the employment opportunities provided by businesses in Greensboro, a number of people are self-employed as winter and summer caretakers. In addition to the service and retail employment providers, there are still a number of working farms in the community which may not be included in the table.

Based on 2004 Vermont State Tax Department figures, the median adjusted individual gross income was \$19,197, just two-thirds of the Vermont median income (\$29,234). The overall trend in Vermont has been slow but there were steady increases in the median income between 2000 and 2004, while during the same time period Greensboro median incomes dipped to a low of \$17,687 in 2002. However, median incomes have since begun to increase again (see Figure 20).

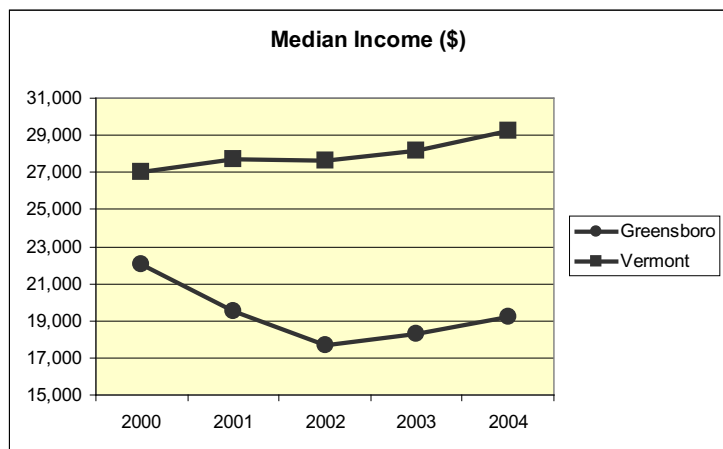
The unemployment rate has dropped steadily in the past five years, much faster than the rate for all of Orleans County. It has quickly approached the statewide average of 3.5% in 2005, dropping nearly 2% since 2001 (see Figure 21).

The majority (66%) of residents drive to their place of work alone. In 2000, the average driving time to work was 26.5 minutes, about 5 minutes over the average for both Orleans County and Vermont. This difference in drive time is due to the very high percentage of workers employed outside of the Orleans County (see Figure 22).

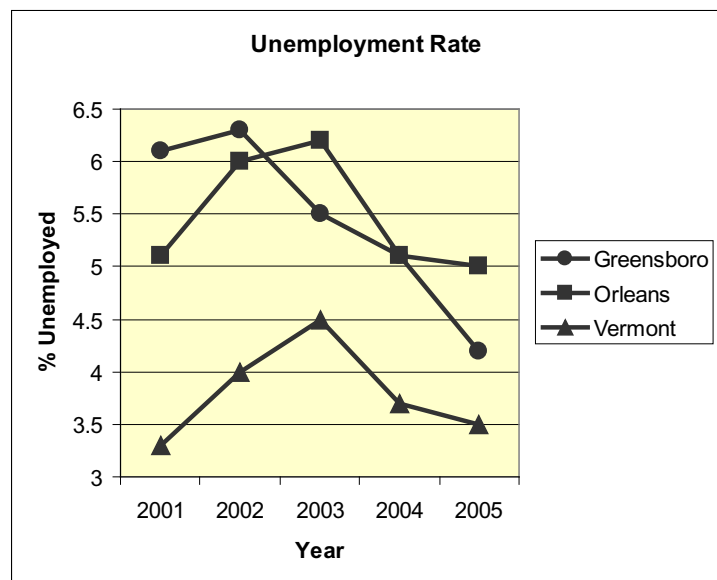
Employment by Industry (2000)	Employees
Agriculture/Forestry/Fishing	27
Construction	15
Manufacturing	41
Retail	29
Transport/Utilities	13
Information	12
Finance/Insurance/Real Estate	10
Management	26
Education/Social Services	76
Arts/Entertainment/Recreation	23
Public Administration	12
All Other	32
Total	316

**Table 14:** Number of employees by industry (2000) in Greensboro.

**Figure 20:** Median income of Greensboro residents from 2000 - 2004.

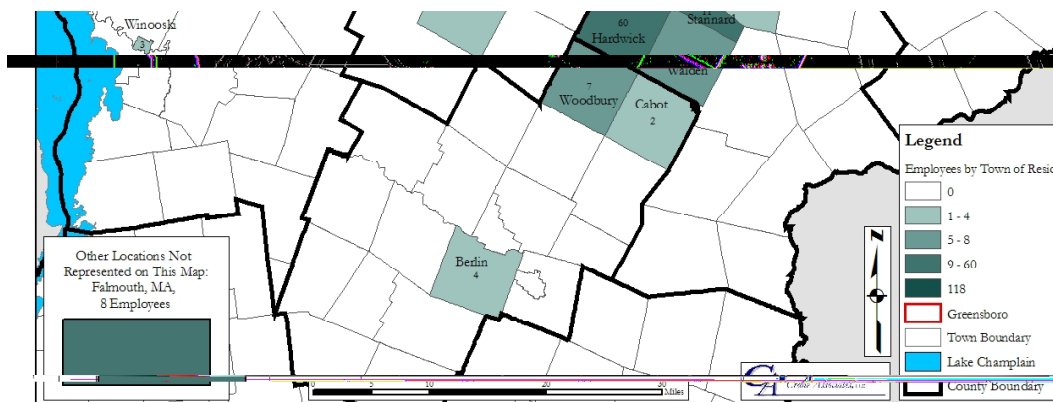


**Figure 21:** Unemployment rates within Greensboro, Orleans County, and Vermont from 2000 - 2005.



	1989	1989	2000	2000	2006	2006
BUSINESS	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time
Cassie's Corner (Summer)					1	6
Circus Smirkus			11	150*	6	100*
Clean Yield	0	0	3	1	3	1
Country Club (Summer)	8	4	2	11	0	9
D & L Maintenance					7	2
Eastern Utilities	15	0	5	0	8	0
Gebbie's Maplehurst Farm					3	
Greaves Dairy Equipment	3	0	5	3	4	1
Greensboro Bend Post Office	2	2	2	2	2	2
Greensboro Early Learning Ctr.	4	6	6	6	10	15
Greensboro Garage	7	2	6	1	8	0
Greensboro Library	1	0	0	5		4
Greensboro Nursing Home	12	25	37	13	32	18
Greensboro Post Office	1	1	2	1	2	0
Hazendale Farm (seasonal)	2	3	3	5		6
Highland Lodge (Summer)	30	5	40	5	10	60
Highland Lodge (Winter)	15	10	15	10	15	10
Jasper Hill Farm					6+	
Justin Foster					1	1
Lakeview Union	9	18	11	16	14	10
Mackin Builders	3	0	2	0	2	1.5
Miller's Thumb	1	5	1	4	2	3
New Leaf Designs					2	0
Russell Hislop (Summer)	7	0	2	2	2	
Smith's Grocery	3	0	2	2	5	2
Town Government & Road Crew	4	7	5	2	5	5
Urie Farm (Brett & Marjorie)					1-2	
Vermont Daylilies	1	1	1	1		3
Warren Hill Trucking	6	0	7	1	6	1
Watson Agency	1	1	5	3	4	2
Willey's Store	20	0	8	15	8	25
Wonder & Wisdom					0	6
*Total part-time employed by Circus Smirkus throughout the State						

**Table 15:** Employment opportunities in Greensboro - Full and Part Time Employers: 1989 - 2006.



**Figure 22:** Employment patterns of (1) Greensboro residents working out of town and (2) number of employees working in Greensboro by town of residency.

## A. Economic Development Goals

The economic development goals of Greensboro are:

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

## B. Economic Development Policies

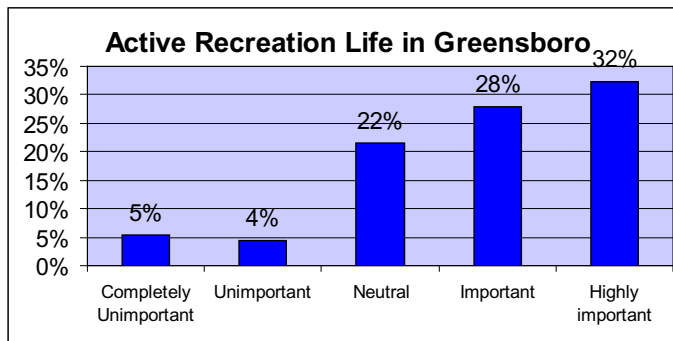
The Town of Greensboro shall:

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

# Section 12

## RECREATION

**G**reensboro is a recreation destination. Its population nearly triples during the summer as the 440 vacation units become occupied and other tourists come to visit. Visitors are attracted by Circus Smirkus, Caspian Lake, activities in the Village, and the area's rural landscape. The lake is renowned for its Lake Trout and the village beach provides access to the public. Popular summer sports include biking, hiking, fishing, and of course, swimming. Winter sports include ice fishing, cross country skiing, and snowshoeing. The Highland Lodges' 52 km of nordic skiing trails are free for Greensboro residents to use.



**Figure 23:** Percentage of Greensboro residents feelings towards an active recreation life in Greensboro (Town Meeting 2006 Survey data).

Many residents feel that an active recreation life is important. According to the 2006 Town Meeting Survey, sixty percent of the residents in Greensboro think recreation is important or highly important to their quality of life (see Figure 23). The Greensboro Recreation Committee (GRC) has been active for many years, and provides funds for recreational programs for Greensboro citizens. The GRC funds the Greensboro ball field, which is used for men's league softball, little league, school soccer, and summer pick-up games. 2006 is the committee's 20th year of support for the GRACE art program for seniors and other interested persons. Another program for seniors is Senior Trotters, which provides day outings.

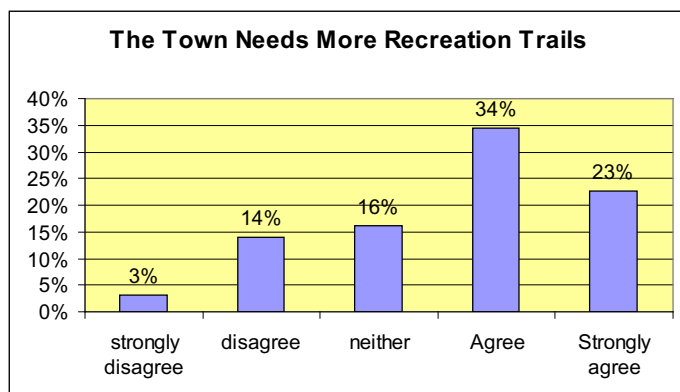
The committee has contributed to the cross-country skiing programs at Lakeview Union Elementary for many of the 25 plus years they existed. Last year parents in the community added an alpine program for their children. Fundraising and grant-writing to build the Greensboro Bend Park was supplemented with recreation committee funds. The park is now an integral part of the community. Contra dancing at the Grange and free movies at the beach were popular summer activities for all ages. The committee has also sponsored exercise classes in town and would like to expand those offerings.

<b>Greensboro Recreation Budget</b>			
Expenses	2005 Budget	2005 Actual	2006 Budget
Ballfield portalets	590.00	566.93	590.00
Ballfield maintenance	1,400.00	1,345.00	1,400.00
GRACE art	200.00	200.00	200.00
Senior Trotters	700.00	700.00	700.00
Skiing, cross-country and alpine	770.00	646.84	500.00
Music, dance, and movies	700.00	325.00	700.00
Greensboro Bend park	500.00	1,000.00	500.00
Community exercise program	250.00	250.00	-
Early Learning Center art and activity	500.00	500.00	-
Swim program	-	200.00	-
<b>Totals</b>	<b>\$</b>	<b>5,610.00</b>	<b>\$</b>

<sup>3</sup> Includes \$500.00 for cross-country and \$146.84 for alpine skiing.

The 2006 annual budget of the Recreation Program is \$4,590. Thirty three percent of the budget goes to ball field maintenance. The remaining budget is for recreation programs.

Recreation activities of many kinds are in high demand in Greensboro. The 2006 Town Meeting Survey suggests that additional trail recreation would be highly appreciated - over half of all respondents (57%) requested additional trails in town (see Figure 24). Another 43% requested that more sidewalks be installed in town. Sidewalks are also a type of trail recreation.



**Figure 24:** Percentage of feelings towards the need for more recreation trails within Greensboro (Town Meeting 2006 Survey data).



## A. Recreation Goals

The recreation goals of the Town of Greensboro are:

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

## B. Recreation Policies

The Town of Greensboro shall:

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

# Section 13

## REGIONAL IMPACT

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

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

# Appendix 1

## Zoning Districts Map