

VILLAGE  
OF  
MANCHESTER, VERMONT

PLAN OF DEVELOPMENT

**AMENDED: AUGUST 2, 2010**

**EFFECTIVE: AUGUST 17, 2010**

# **VILLAGE OF MANCHESTER**

First Chartered by the General Assembly of the State of Vermont in 1900

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PLAN OF DEVELOPMENT

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## PREFACE

### Purpose and Design of the Plan

In 1970, the Bennington County Regional Commission adopted a Regional Plan of Development. Manchester Town, working concurrently with the Region's consultants, prepared the Town Plan of Development, which was adopted in 1970, and a Town Zoning Bylaw and Map. The Manchester Village Plan is set down in this document, and analyzes future Village growth and potential within the larger context of the surrounding Town and Region. Zoning regulation was first implemented in the Village in 1932.

According to Vermont State statutes, a Village Plan must be adopted before the Village may zone or re-zone its land area. Responding to evolving trends in growth and development requires regular updating of the plan and zoning bylaws. Under State law a plan expires every five years from the date of its adoption. This encourages a review and update at least every five years to assess changing conditions and needs.

The plan inventories existing Village needs and resources, and describes recent trends and development. Based on those resources and trends, it provides goals and policies to guide growth and development in the Village. In summary, it provides the rational basis for implementing the bylaws. It also has legal standing under Vermont's land use law (Act 250).

Amendments to Vermont's Planning Act in July 1989, and several its revisions thereafter, provide numerous planning goals for the State, Regions, and Municipalities. Many of those goals are already addressed in the Village Plan. Coordination and compatibility with adjoining Municipalities and the Region is also encouraged. The act also specifically identifies the elements a plan must contain (viz. land use, transportation, education, etc.).

## 1.0 INTRODUCTION

### 1.1 Location and Physiography of the Village

Manchester Village is a separate entity within and entirely surrounded by the Town of Manchester, located in the Northshire of Bennington County. The Village lies on the western side of a broad valley, which runs north and south, and is bounded along the east by the Green Mountains and along the west by the Taconics. Through the center of this valley flows the Batten Kill, which forms the easterly boundary of the Village.

Straddling one of the principal eastern foothills of Mount Equinox, which rises more than 3,000 feet behind the Village to a total height of 3,800 feet above sea level, the Village stretches along U.S. Route 7A, the area's principal north-south arterial corridor, and spreads out along several secondary Village streets. The Village center lies at the crest of this foothill.

### 1.2 Settlement History

#### The Historic Character of the Village of Manchester Village

Manchester Village represents a rural Village which has changed into a leisure resort and retirement oriented community over the past century and a half. The architecture of the Village presents an unusually complete and well-preserved record of the development of a resort community between 1850 and 1925. This record shows changing tastes in architecture, significant architectural examples, and a wide range of adaptive uses.

#### Historic Context of Manchester Village

The development of the Village can be divided into three distinct phases. From 1761 to 1850, the Village was primarily a crossroads featuring numerous taverns and inns. From 1850 to about 1900 the Village entered its resort phase with the most notable contributor being the Equinox Hotel. The cities of the Northeast were growing explosively. The population of New York City exceeded one million by the 1850's, and it had become a noisy, dirty and unhealthy place. Attracted by the very lack of development which so discouraged Manchester's citizens, tourists and seasonal residents began to appear in numbers in Manchester in the 1850s. From 1900 to the present, the Village evolved into a mixed resort and retirement community.

#### Political History of Manchester

Manchester was formally organized in 1764 pursuant to a charter granted by Benning Wentworth, the Governor of New Hampshire. This grant, like most of those made by the Governor, was made to his friends for speculative purposes. The Governor's friends subsequently sold their rights to a group from Amenia, New York. This group, seeking an alternative to the land system of New York which concentrated land ownership in large tracts unavailable to commoners, moved to settle Manchester in 1765. Wentworth was later removed from his office for corruption in connection with these grants. The first thirty years of the Village, and of Vermont as a territory, were marked by confusion and conflict due to competing governance claims between New Hampshire and New York. Not until Vermont became a State in 1791 were these claims settled, and clear ownership of the land by its residents confirmed. The Village was legally a part of the Town of Manchester until 1900, at

which time it was granted a separate charter by the Vermont legislature. In 1975 an initiative was launched to reunify the Village with the Town of Manchester. Political reunification was rejected by the voters, but it was agreed that police, fire, water supply, and sewer services would be taken over by the Town.

### The Landscape

Manchester Village is located in a valley in southern Vermont. The Village lies between the Green Mountains to the east and the Taconic Mountains to the west. The Village site is located at a natural convergence of the early trails and the then existing roads of the region. Mount Equinox, the highest of the Taconic Mountains, at over three thousand eight hundred feet, overlooks the Village, and is thus a vitally essential feature of the Village landscape. The plan of the Town of Manchester has also identified Mount Equinox as a natural resource that must be preserved in its natural state. The Village is bounded on the west by the Taconic Mountains, on the east by the Batten Kill River, and on the north by Glebe Creek and Glebe Swamp. The timber stands on the mountains are second growth, as the mountains were clear-cut in the early 1900s by timber companies. Upland meadows dot the mountainsides, faint reminders of early farms, and the boom in the raising of Merino wool sheep during the first half of the nineteenth century. Numerous small streams drain the mountains, and natural springs arise throughout the Village. The mountains, and the elms, most of which were lost to the Dutch Elm blight in the mid-twentieth century, are the landscape features most often mentioned in written accounts and in featured in photographs of the past.

### The Streetscape

The streetscape of Manchester was originally dictated by the topography of the land, and has remained essentially unchanged since the beginning of the twentieth century. The Taconic Mountains to the west, the Batten Kill River to the east, and the Glebe Swamp to the north, circumscribed the boundaries of the Village, and dictated the layout of the early roads. According to the Proprietors' records, the first roads were authorized in 1764 and Main Street was built in 1768, together with West Road, a road roughly parallel to Main Street connecting the Village to Dorset, Vermont. Both roads have been significantly widened over the years. Main Street was incorporated into U.S. Route 7, and upon the relocation of Route 7, into Route 7A. The River Road, which runs from Main Street to the Batten Kill River, was constructed in 1769. Ways Lane, which connects these two north-south arteries was constructed in 1812. Seminary Avenue and Prospect Street, providing access to the Burr and Burton Academy from Main Street at each end of the Village, were constructed in 1831. Union Street, connecting the Equinox Hotel to the railroad depot in the Town of Manchester, was opened in 1862.

An early map of the Village appears in THE ATLAS OF BENNINGTON COUNTY VERMONT by Beers, Ellis and Soule. THE EQUINOX HOUSE DRIVING MAP 1892, by H. Eggleston, a local citizen, shows the same streets. The only additional street construction occurred in 1900, when local entrepreneurs developed two new sections of town. A plot of land at the southern end of the Village was subdivided into lots and a street connecting Main and Prospect Streets was built. The street was named Taconic Avenue. The lots were intended for more expensive houses and the deeds contained restrictive covenants as to setback and minimum construction values. Two additional streets, Franklin and Dillingham, each two blocks long, forming an "L" connecting Seminary Avenue and the West Road, were constructed the same year. The lots along these streets were intended for smaller houses.



The upper end of Union Street, now known as West Union Street, which existed as of May 1921, was separated from lower Union Street as a result of the expansion of the Equinox Hotel. The street previously ran through the property of the Hotel, and under an enclosed bridge between the two wings of the hotel.

Perhaps the most visually striking feature of the streetscape was the number of marble sidewalks in Manchester Village. Many of the marble sidewalks located on the side streets are overgrown with grass, but some digging indicates that the marble slabs are still in place. For safety reasons, many have also been removed, or, where possible, re-laid and set in concrete. Local lore maintains that the first marble sidewalk sections were laid down in front of the home of Levi Orvis, which residence house is now incorporated into the Equinox Hotel. The local Manchester newspaper noted that, in 1861, both sides of Main Street were lined with marble sidewalks. Town records indicate that marble sidewalks were complete throughout the Village by 1890, and totaled over four miles of sidewalk.

Visually striking because of their absence from the streetscape in Manchester Village are fences along Main Street. According to The Manchester Journal, fences were removed from the Village as the result of a twenty-five year long publicity campaign on the part of Dr. W.A. Brown, a summer resident of the Village. The campaign began in 1858 and the last front yard fence on the Main street was removed in 1883.

### The Early Period

From 1761 to 1850, the Village was primarily a crossroads, featuring numerous taverns and inns. The first three decades of existence were difficult ones for Manchester's settlers. This was frontier country with a harsh climate. Adding to the physical hardships was the political uncertainty, resulting first from contested land titles, and then from the Revolutionary War. Growth was initially slow. Shortly after war's end, Reverend Perkins, a Congregationalist missionary, who was passing through, remarked of the area: "Friday entered ye State of Vermont - a bad appearance at ye entrance...poor land - very unpleasant - very uneven - miserable set of inhabitants - no religion, Rhode Island haters of religion - baptists, quakers and some presbyterians." Several of the early settlers of Manchester came from the Baptist colony in Rhode Island, of which the Reverend Perkins spoke so badly. The Manchester Baptists enticed Reverend Joseph Cornell to take the land set aside by Governor Wentworth for the first minister to settle in Manchester, and in June of 1781 the Anabaptist Society in Manchester was formed. Free land or no, it was a rough, frontier town that Reverend Cornell found himself in, in that summer of 1781. There were no churches, but there were four taverns where "Drinking, gambling and whoring were common," a jail, a pillory, and a whipping post.

After the end of the Revolution, and the resolution of land title disputes with New York, Manchester and Vermont began to grow rapidly. Vermont was the fastest growing State in the Union from the end of the Revolutionary War to the War of 1812. Manchester, itself, also grew, rapidly reaching a population of about two thousand two hundred by 1800. Vermont had suffered no physical damage in the war, and its economy had not been bankrupted by the need to arm and equip large numbers of troops. Attracted by readily available land, settlers flocked to the Manchester area, and Vermont kept its frontier character while growing.

The Reverend Perkins visited Manchester in 1789 and wrote in his diary, "A half shire town hemmed in by lofty mountains. A number of houses in ye center, a small meeting house, half Baptist, a loose town." Local industry began to develop and, taking advantage of the nearby marble quarries and abundant water, consisted of several marble mills. Growth slowed in Manchester, and Vermont generally, after the War of 1812, and had virtually stopped as the mid point of the nineteenth century

approached. From 1840 to the Civil War, Vermont was the slowest growing State in the nation. In these two decades the population of the United States almost doubled, while that of Vermont grew by less than one percent. Vermont's natural resources had been rapidly depleted, and its thin topsoil and harsh climate had proved to be unfriendly to farming. The mountainous terrain made transportation difficult and discouraged industrial activities. The raising of sheep had a brief boom in the 1840s, but the introduction of wool from Australia brought an end to this success. Twenty- three houses remain in Manchester Village from this early phase. Architectural styles represented from this period are Federal and Greek Revival.

### The Resort Phase

Beginning in the late 1850s, an outside force would make itself felt in Manchester, which would transform the Village. This force was the tourist. From 1850 into the 1920s, the Village entered, and continued in, its resort phase, with the most notable contributor being the Equinox Hotel. Enterprising citizens of Manchester, such as Martin Vanderlip and Levi Orvis, began to convert the town's once infamous taverns into hotels. The Equinox, Manchester's most famous hotel, was officially opened by Franklin Orvis in 1853. Tourists were drawn to Manchester by the natural beauty of the area, and its relative lack of development. The Equinox House hotel was soon to become the centerpiece of Manchester's tourist industry. Begun as an inn in 1770, the hotel really came into its own when it was enlarged in 1853. The hotel catered to a wealthy clientele, many of whom were from New York. In 1863 the Equinox received a guest who was to establish both its reputation, and that of Manchester, as a tourist destination. On August 25, 1863, Mrs. Abraham Lincoln, and her son, Robert, arrived on the ten o'clock train for a two-week stay. Mrs. Ulysses Grant was also a visitor. Manchester's reputation was made, and the next forty years would see the summer trade boom as Manchester transformed itself into a mid-Victorian tourist destination. The Manchester Journal reported that: "In short, Manchester has established itself as a favorite summer resort..." Another article in The Manchester Journal stated: "Our quiet little village can almost vie with a Saratoga or a Newport...Every house in the village was as full as a 'Third Avenue car, almost entirely by New Yorkers. We heard a lady who had been the rounds of all the fashionable watering places remark that no other place had she enjoyed so well as here." Twelve houses were built from 1851 to 1895. Representative architectural styles from this period include Italianate Revival and Queen Anne.

### Mixed Resort and Retirement Phase

Between 1895 and the present, the Village has evolved into a mixed resort and retirement community. In the mid 1890s a new wave of wealthy people began to arrive in Manchester. In 1895, Mrs. B.F. Carver of Chicago bought "The Glebe," an estate in the Manchester Village. Mrs. Carver died shortly thereafter, and the house was inherited by her brother, Levi Leiter, Marshall Fields' financial partner. In the late 1890s, Leiter's daughter, Mary, was courted, in Manchester, by Lord Curzon. After their marriage, her wealth enabled them to later become Viceroy and Vicereine, respectively, of India. Manchester's citizens were thrilled at the Village's newfound social status. Newspaper accounts began to refer to Manchester as being in the same league as Newport and Bar Harbor, and numerous social organizations were founded within the space of a few years. The local chapter of the Daughters of the American Revolution was founded in 1896; the Manchester Historical Society in 1897; and the Twentieth Century Club, the purpose of which was "...the study of Art, Belles-lettres, and Ancient and Modern Social Customs and Functions," in 1899.

This turn of the century atmosphere of boom and optimism, an emphasis on health and sports and on architecture that was uniquely American, would find one of its purest expressions in Manchester.

Mr. E.J. Hawley, a longtime resident and substantial landowner, saw a great future in attracting more wealthy summer residents to Manchester. The Village was poised and ready for the twentieth century. The first telephone lines connecting houses had been laid in 1895. The same year, the Manchester Water Company was formed to bring running water to the Village for drinking and fire protection. In 1899, the Manchester Light and Power Company began construction on an electric plant to bring electric lights to the Village. Fast and luxurious railroad service from New York City was already in place. The "Green Mountain Flyer" and the "Mount Royal," featuring daily parlor and sleeping cars, made the trip from New York City in five and one half hours. The Manchester Journal remarked that the Village was a "...cosmopolitan and exclusive stronghold...established by the outside world of affairs, arts, letters, and social registers which...give the town an air of rich and cultured living."

Twenty-two of the houses constructed in the Village from 1895 to 1925 remain. Architectural styles represented from this period include Colonial Revival and Shingle Style. The 1940s saw a period of decline and stagnation in the Village that was to last into the early 1980s. In 1973 the Equinox Hotel filed for bankruptcy and closed. The hotel remained closed for twelve years and the economy of the Village continued to languish. Route 7 was re-routed by the construction of a limited access by-pass in 1984, thus relieving traffic pressure in the Village. Manchester Village rebounded, although growth again slowed in the 1990s.

#### Resorts and Inns:

##### The Equinox Hotel and Resort:

Since 1769, The Equinox has served as one of the country's most historically significant resorts. "Serving the Republic before there was a Republic," the hotel was a meeting place for several fathers of the American Revolution, Hosted American Presidents, including Ulysses S. Grant, William Howard Taft, Benjamin Harrison, and Teddy Roosevelt. The Equinox has served as a favorite vacation destination for Mary Lincoln and Robert Todd Lincoln, the widow and son of President Abraham Lincoln, and hosts of other well-traveled visitors looking to experience the year-round offerings of one of New England's most scenic locations.

After an extended period of decline, Francesco Galesi assumed the Equinox Hotel mortgage in 1974, and organized the Equinox Corporation. In 1984, a decade later, funded by a \$3.4 million federal Urban Development Action Grant low-interest loan, workers began to reclaim and renovate the 26-acre property. The Equinox restoration included development of the restaurant and tavern, the Charles Orvis Inn and the Johnny Appleseed Building, business conference facilities; a recreational center and swimming pool, and construction of 150 guest rooms. A 121-unit condominium cluster home community was also built along a portion of the 18-hole championship Equinox golf course.

Following a devastating fire in the south wing, and in order to save the north wing, the hotel's enclosed connecting bridge over Union Street, and between the wings, was knocked down. Restoration was completed in 1985, and the Equinox re-opened for business. A second period restoration occurred in 1990, accomplished by Equinox Resort Corporation - Galesi and Guinness-Calahan. Improvements continued under OLY Equinox Holdings, LLC, which acquired ownership in 1999.

In March of 2007, the famous resort was acquired by HEI Hotels & Resorts, and underwent a major interior renovation, completed in 2008. The historic Marsh Tavern, The Charles Orvis Inn, The 1811 House, the Johnny Appleseed Building, and the original Equinox Hotel buildings, are now all part of the Equinox Resort complex.

The Charles Orvis Inn was, for many years prior to its acquisition by the Equinox Resort, independently owned and operated by the Robinson family, who simultaneously owned and operated the 1811 House. The Inn was later acquired by Jack Ortleib, a local entrepreneur and concessions manager at Bromley Mountain Ski Resort. For much of the same period, Mr. Ortleib also owned and operated the Wilburton Inn, another one of Manchester Village's venerable resort destinations.

The Inn at Manchester:

The Inn at Manchester, constructed in 1897, is one of Manchester Village's venerable and timeless New England Country Inns. The owners, Frank and Julie Hanes decided to buy the Inn in 2003, after staying there just one night. The Inn, itself, is constructed in turn-of-the-century Colonial Revival style. The Inn property also features a recently renovated Queen Anne style barn and carriage house.

The Reluctant Panther:

The Reluctant Panther Inn, often referred to as the Purple Panther, because of its former dramatic color scheme, suffered a devastating fire in 2006, but was totally rebuilt and reopened by the Lavalley family, in 2007. The restored Inn, featuring a new, and more muted, color scheme, but still retaining a touch of its past identity, as reflected in the hue of its doors and shutters, was recently acquired by Peter Sharp, whose family has long been involved in the real estate and hotel industries, and is well known for having owned and operated the Carlyle, Ritz Tower and Stanhope hotels in New York City; the Saranac Inn in the Adirondacks; the Beverly Wilshire in Los Angeles; the St. Francis in San Francisco, and for developing the new landmark Marriott Marquis Hotel, theatre and restaurant complex in Manhattan.

### Institutions

Numerous institutions form an important part of Manchester's historic heritage.

The Mark Skinner Library:

The Mark Skinner Library is notable, not only for its unusually forward looking architecture, but also as a quintessential example of the results of the Library Movement which swept the United States between the end of the Civil War and the beginning of the twentieth century. Constructed in 1897 at the height of the boom in Library construction in the United States, the Mark Skinner Library was donated to the community of Manchester by Mrs. Frances Willing of Chicago, Illinois, the daughter of Mark Skinner, "an early friend of libraries," as a memorial to her father.

A condition of Mrs. Willing's gift was not only that the Library be open to the public, but also that all users of the Library be required to purchase a library card for a small sum, so that they would have a stake in the Library. Mrs. Willing also required that all books found in the Library adhere to Christian principles and be morally uplifting. The principles of moral guidance by the library, and public support of the library, were hallmarks of the Library Movement. Until recently, the library also served as the official archival repository for the historic records of the Manchester Historical Society.

The Mark Skinner Library building was aggressively modern in design for its time. The handsome original structure and the subsequent addition constitute one of the most architecturally important structures in Manchester. The original building was designed by F.W. Stickney, a prominent architect of private and public buildings during the late nineteenth century. A subsequent addition was designed by Shepley, Bulfinch, Richardson and Abbott, one of the leading modern architectural firms. The

Mark Skinner Library is listed on the National Register of Historic Places. In 2003 the Mark Skinner Library became a full service public library.

#### Hildene:

Hildene, the summer home of Robert Todd Lincoln, son of Abraham Lincoln, was built in 1904. The house is constructed in the eclectic Georgian Revival Style. The house is now owned and operated as a house museum by the Friends of Hildene, a not for profit organization. The main house has been restored and is open for tours. The Carriage Barn has been converted into a visitors' center. An educational facility, in period architectural style, has been built, in large part with estate harvested timber, and ecological and historically appropriate programs developed and made available to school children and adults. Agricultural and horticultural activities abound. A new barn has been constructed, and a goat herd is being developed. Hildene horticulturists and volunteers plant and maintain exquisite gardens, and have developed internationally recognized flowering plant species. There are a number of original outbuildings, including an observatory, on the property.

#### Burr and Burton Academy:

Burr and Burton Academy, formerly Burr and Burton Seminary, founded in 1829, by prominent members of the community, is the local independent secondary school that serves as the school of choice for the Village and twelve surrounding towns. Originally a private academy, Burr and Burton has served as the public high school since 1905. The school accepts all students from the sending towns, as well as out-of-district students and international students from around the world. Burr and Burton is recognized throughout the state as a leading educational institution, with excellent facilities, challenging programs and competitive sports teams.

#### First Congregational Church:

The First Congregational Church was organized in 1784. The present Church building was built in 1871, in the Gothic revival style. It is the tallest building in Manchester. The front exterior and main sanctuary are largely original. An addition housing the church office, classrooms and meeting rooms was completed in 1968. In 2008, work was completed, and a dedication held, on a three-story addition, including a new rear entrance, an elevator to all three floors, handicap accessibility features, and a sprinkler system.

#### St. Johns Episcopal Chapel

The Chapel was built in 1910 and is a copy of the original sanctuary that was torn down in 1906. The chapel is a combination of Greek and Gothic Revival styles. The building is used for services only in the summer.

#### Dellwood Cemetery:

The Dellwood Cemetery was founded in 1812. The original Village burying ground was located on the site of the Village green, including the ground on which the Congregational Church and the

Courthouse now stand, as well as the ground that now comprises the green. In 1812 the headstones were moved, and the site graveled over, to make a parade and marching ground for local militia. The bodies were disinterred and moved to what became the Dellwood Cemetery. The Cemetery is a valuable resource for birth and death records and contains many interesting period headstones.

#### Southern Vermont Arts Center:

The Southern Vermont Arts Center, located on West Road, near the north end of Manchester Village, is one of Vermont's oldest non-profit educational and cultural institutions. Founded in 1922, and incorporated in 1933, the Arts Center's mission is "to make both the visual and performing arts an integral part of the life of the community and region..."

The Arts Center campus encompasses Yester House, the former residence of Gertrude Divine Webster, designed by the acclaimed architects, Dana & Murphy, and which is listed on the National Register of Historic Places, and 90 acres of woodland and meadow on the foothills of Mount Equinox. The site also contains the Arkell Pavilion, a performing art facility, and the Elizabeth de C. Wilson Museum, designed by Hugh Newell Jacobsen, which houses the Center's permanent collection and *featured curated* exhibits.

#### Businesses:

##### The Orvis Company, Inc.

The Orvis Company, Inc., a Village Institution as well as major Village business enterprise, was founded by Charles F. Orvis, in the Village of Manchester, in 1856. The Orvis Company specializes in fine quality fishing tackle, shooting gear and shotguns, distinctive clothing for men and women, sporting artwork, and unique gifts. The country's oldest mail-order outfitter, Orvis is also the oldest fishing rod manufacturer in the world.

Since its beginning in 1856, the Orvis flagship store has been located on Main Street, at the north end of the Village, in front of its historic Rod Shop manufacturing facility, where all of the company's premium fly rods are still made and hand-finished.

Built in 2009, Orvis' School House, located at 4169 Main Street, hosts students from all over the world for fly-fishing and shooting instruction. The Orvis outlet store is located at 4382 Main Street, in the former Jelly Mill building, a short walk across the Orvis Green from the flagship store.

Gone But Not Forgotten:

The Worthy Inn/Village Country Inn:

The Worthy Inn, more recently renamed The Village Country Inn, located at 3835 Main Street, and another Manchester Village landmark, was, for many years prior to World War II, the only hotel in Manchester that catered to a primarily Jewish clientele. Some visitors, and even a handful of Manchester's current residents, can still recall visits to the Worthy Inn, with their parents or grandparents; taking summer afternoon tea on the Inn's broad verandah, or celebrating Chanukah amidst a plethora of menorahs and other seasonal decor. Sadly, the Inn closed in 2008, and its future currently remains uncertain.

Nickelwhite Home and Store:

For more than a century, Fred Nickelwhite carried, with pride, the appellation of his fellow African-American namesake and hero, Frederick Douglass. Mister Nickelwhite (never just "Fred" to his customers and neighbors) was a master tailor, a life-long bachelor, and a man of unique character and charisma, who, for more than three quarters of a century, served the sartorial (and some say the gaming) needs of Manchester, out of his shop, and adjacent home at 3777 Main Street. Unfortunately, it became necessary for those buildings to be demolished in 2007.

Johnny Appleseed Bookstore:

Originally the Battenkill Bank building, currently a retail shop, and a part of the Equinox Resort complex, this historic building, located at 3609 Main Street, was formerly the Johnny Appleseed Bookstore. Walter Hard, Sr., (1882-1966) a poet, described in *Holiday* magazine as "a 120 pound, leather-bound compendium of Vermontiana," immortalized his personal hero in the name he gave to his bookstore. Johnny Appleseed (real name John Chapman, 1774-1845), was an itinerant agriculturist, missionary and folk hero, who spent 49 years of his life in the early American wilderness, creating apple orchards in Pennsylvania, Ohio, Kentucky, Indiana and Illinois.

Hard, born in Manchester, took over the family drug store upon the death of his father, a temporary move that lasted 31 years. Hard also operated the Johnny Appleseed bookstore, served five terms in the Vermont Legislature, and wrote a weekly newspaper column for 40 years. His poems depicted life in a small community, detailed the stories of people who "were big enough not to amount to much," and captured the forces of change moving into the community his family had lived in for five generations.

## Historic Resources of the Village of Manchester

An inventory of the historic architectural resources of the Village is appended as Exhibit A. Maps of the Village of Manchester showing Land Use, Biological Areas and other facilities are attached as Appendices B. through H.

### 1.3 Population, Employment, Income (All Figures are Based on 2000 Census Data)

The 2000 Census reports a total population of 602. It is estimated that 413 of that total are residents and 189 are non-residents. This total represents 41 residents more than reported in 1990, resulting in a rate of growth of 7.3% between 1990 and 2000. The average rate of population increase per decade from 1970 to 2000 is 12.1%. The highest growth rate was between 1970 and 1980, at 29.4%. Table 1 illustrates the Village population as a percentage of the Town. The U.S. Census population estimate for Manchester Village in 2010 is 695 for an increase of 15.4% since 2000. The Town increased by 2.3% for the same period.

Table 1

#### Manchester Village Population 1970-2000-2010

	1970	1980	1990	2000	<u>% Change</u>			2010(est.)
					70-80	80-90	90-00	
Manch. Village	435	563	561	602	29.4	-0.4	7.3	695(2)
--as % of Town	14.9	17.3	15.5	14.4				16.3
Manchester Town <sup>(2)</sup>	2,919	3,261	3,622	4,180	11.7	11.1	15.4	4,271(2)
Bennington Region	28,279	33,308	34,516	35,387	17.8	3.6	2.5	32,743(2)

#### NOTES:

- (1) Assumes percentage of Town based on Census Average 1970-2000.
- (2) Includes Village population.
- (3) Estimates based on straight-line projection method.

The Village population increased 7.3% between 1990 and 2000. Manchester Town had a population increase of 15.4%, as compared to an increase of only 2.5% in the Region. Not included in the above discussions is the large transient population attracted to the area for a variety of services, goods, cultural activities, and natural resources. The Village itself has a large percentage of its housing stock (35.8%, 2000) classified as seasonal, recreational, and occasional use.

Table 2 provides a distribution of age for 1990 and 2000. The most significant shifts have occurred in the lower and upper age groups. The age category of 5-19 increased by 37 from 65 in 1990 to 102 in 2000 (11.6% versus 16.9% of total population). The age category of 34 and under remained fairly constant (27% of the total population in 1990 and 28.5% in 2000). The 35-54 group increased from



23.7% in 1990 to 27.6% in 2000. The group above age 55 decreased from 49.4% in 1990 to 43.9% in 2000. The median age in 1990 was 54.4 compared to 52.0 in 2000. Females represented a lower percentage in 2000 (54.5%) than in 1990 (58.3%). The 2000 Census reports 602 persons\* in households (family and nonfamily), and no persons in group quarters (care home). A household includes all persons who occupy a housing unit (separate living quarters). Of the 284 total households, there were 171 were family and 113 were nonfamily households. The average number of persons, per household, was 2.12, and for a family was 2.7.

Table 2

Manchester Village Population Data (2000, 1990 Census)  
Age Distribution

<u>AGE</u>	<u>TOTAL</u>		<u>% DISTRIBUTION</u>		<u>MALE</u>		<u>FEMALE</u>	
	<u>2000</u>	<u>1990</u>	<u>2000</u>	<u>1990</u>	<u>2000</u>	<u>1990</u>	<u>2000</u>	<u>1990</u>
Under 5	17	16	2.8	2.9	7	11	10	5
5-9	39	20	6.5	3.6	18	10	21	10
10-14	38	22	6.3	3.9	20	12	18	10
15-19	25	23	4.2	4.1	16	12	9	11
20-24	17	22	2.8	3.9	8	9	9	13
25-34	35	48	5.9	8.6	20	23	15	25
35-44	65	53	10.8	9.4	31	27	34	26
45-54	101	80	16.8	14.3	45	36	56	44
55-59	50	37	8.3	6.6	23	19	27	18
60-64	43	32	7.1	5.7	16	13	27	19
65-74	95	86	15.8	15.3	45	41	50	45
75-84	51	70	8.4	12.5	22	17	29	53
85+	26	52	4.3	9.3	3	4	23	48
Total	602	561	100.0	100.0	274	234	328	327
Median Age	52.0	54.4			47.8	41.7	52.2	58.3

Employment and Income

In 2000, there were 268 or 44.5% (versus 38.6% in 1990) of all Village residents in the labor force, compared to 2,226 (66.4%) Town residents (Town includes the Village). Annual Average Employment (covered insured) in 2000, regardless of residency, in Manchester Town was 4,569. Of the 268 employed persons in the Village, 198 were private wage-salary workers, 43 were self-employed, and 27 were government workers. The five largest employment categories, by industry, making up 68% of the employed, include (Table 3): Retail Trade (13.1%), Educational, Health, and Social Services (20.1%), Finance, Insurance, Real Estate (10.1%), Professional Services (10.4%), and Arts and Entertainment (14.2%). Educational, Health, and Social Services is the largest employment sector, followed by Arts, Entertainment, Recreation, Accommodation, and Food Services.

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\* We note that the Village should request a correction to the 2000 Census. Equinox Terrace (group home) is not included as it was in the 1990 Census. This will also increase the population of the Village by the number of residents who live at Equinox Terrace. Current occupancy (3/15/2004) is 70, and the capacity is 91 beds.

As indicated in Table 4, Employment by Occupation (2000 Census data), approximately 60% of the Village's workers were "white collar" professionals and business people, occupied in management, professional, and related occupations.

Median household income (1999 dollars) is \$57,321, versus \$30,982 in 1989. Median family income is \$92,044 and \$53,839 for the same periods. Per capita income is \$40,851 compared to \$21,248 (1989). Per capita income (1999) for the State is \$20,625 and \$21,193 for Bennington County. A household includes all persons who occupy a unit and can include a family or nonfamily household. Nonfamily households include person(s) living alone or unrelated individuals sharing a dwelling unit. A family household consists of two or more persons who are related by birth, marriage, or adoption.

The median age of Village residents is 52.0 and is among the highest in the State. The median age in Vermont is 37.7 and in Bennington County is 40.3.

Following is a list of some of the employers in the Village. It is suggested that a survey of all Village employers be prepared to determine the total employment – including full time equivalents. This could be accomplished with an intern or perhaps a project with the Burr & Burton Academy.

Hospitality:	Equinox Hotel & Golf Course, incorporating the 1811 House The Inn at Manchester The Reluctant Panther Wilburton Country Inn Mulligan's The Bean
Business & Industry:	Orvis Company Manchester Capital Management, LLC Equinox Junior (retail/office) Professional Offices (attorney/medical/financial services/realty) Manchester Village Mall (retail)
Educational:	Burr and Burton Academy Maple Street School Mark Skinner Library
Cultural:	Southern Vermont Arts Center Hildene American Museum of Fly Fishing
Assisted Living	Equinox Terrace
Independent Living	Equinox Village The Meadows

Table 3

Employed Persons 16 and Over, by Industry

	<u>2000</u>	<u>PERCENT</u>
Agriculture, Forestry, Fisheries, Mining	0	0.0%
Construction	9	3.4%
Manufacturing	20	7.5%
Transportation, Warehousing, & Utilities	8	3.0%
Information	23	8.6%
Wholesale Trade	6	2.2%
Retail Trade	35	13.1%
Finance, Insurance, & Real Estate	27	10.1%
Arts, Entertainment, Recreation, & Food Services	38	14.2%
Educational, Health, & Social Services	54	20.1%
Professional, Scientific, Management, Admin, & Waste Mgt	28	10.4%
Other Services (except Public Administration)	13	4.9%
Public Administration	7	2.6%
TOTAL:	268	100.0%

Table 4

Employed Persons 16 and Over, by Occupation

U.S. Census 2000

	<u>2000</u>	<u>PERCENT</u>
Management, Professional, and Related Occupations	161	60.1%
Service Occupations	26	9.7%
Sales and Office Occupations	57	21.3%
Farming, Fishing, and Forestry Occupations	0	0.0%
Construction, Extraction, and Maintenance Occupations	5	1.9%
Production, Transportation, and Material Moving Occupations	19	7.1%
TOTAL:	268	100.0%

While the analysis above speaks to the resident population, there is a considerable influx of transient visitors. The Village has a long history as a resort destination, and today the local economy is largely driven by the hospitality-tourist industry and related retail growth. While the Village enjoys the vitality of this industry, it is also mindful of the social and physical infrastructure impacts and needs. The Village recognizes its regional contribution to the economy on the one hand, while, on the other hand, continuing to plan for and preserve the very qualities of its success for the benefit of its residents. A healthy, vibrant, and livable community is in the interest of the Village.

## 2.0 GOALS FOR THE VILLAGE

A set of broad, long-range planning objectives has been established to guide Village bodies and citizens in their evaluation of proposals for change and development. These objectives are designed to maintain and improve living and environmental conditions and to provide for acceptable, orderly growth in Manchester Village

- 1) Maintain the small, rural, primarily residential late 19<sup>th</sup> and early 20<sup>th</sup> century appearance of the community, particularly as viewed from the Main Street (Route 7A, and all Manchester Village through streets.
- 2) Preserve the unique and individual characteristics of the Village Core, including:
  - Historic Structures
  - Historic Architecture and Details
  - Architectural Details
  - Historic Scenic Streetscapes and Mountain and Valley Viewscapes
  - Land Use Patterns, Including Streetscapes
- 3) Ensure that new buildings, and repairs or alterations to existing buildings, do not detract from the historic, residential appearance of the Village.
- 4) Maintain, and update as required, design controls to ensure future residential and commercial development is consistent with numbers 1, 2, and 3 above.
- 5) Preserve open space and scenic views such as Mount Equinox and its environs to the west, the Green Mountain ridgeline to the east, and the Orvis Green to the north
- 6) Maintain traditional neighborhood lot sizes and densities consistent with numbers 1 and 2 above.
- 7) Limit commercial development to the Village center and the commercial areas north of the Village center, along Route 7A.
- 8) Attract small, low traffic generating, business, that integrates seamlessly into the Village environment.
- 9) Discourage businesses that, because of size, high traffic generation, high profile, or conspicuous nature, would detract from the residential nature of the Village.
- 10) Develop and implement long range plans for facilities, services, and utilities covering public health and safety, protection, schools, recreation, water supply, solid waste disposal, public and private roads, etc. Avoid situations that cause undue adverse impact on such facilities, services, and utilities.
- 11) Limit business and residence growth to a rate commensurate with the ability to provide adequate facilities, services, and utilities.

- 12) Coordinate planning and development reviews, especially when there are inter-municipal or regional implications. Coordinate the provision of services and facilities provided by the Town of Manchester. Since many Village homes are served by resident owned wells and sanitary systems, subsurface water quality must be maintained and safeguarded. Every effort must be made to avoid causes of pollution, including development of industrial facilities which, by their location, or in their construction, maintenance or dismantling, could have a negative effect upon the water supply.
- 13) Ensure that land development reflects the particular resource value and attributes of the site and bordering areas, such as historic sites, scenic areas and vistas, open lands, etc. Although Equinox and Little Equinox Mountains are not located within the boundaries of Manchester Village, their ridgelines are vitally essential features of the Village landscape and ambience, as well as irreplaceable natural resources, which must be preserved in their natural and pristine states. Extreme care must be taken to ensure that current and future energy source development (e.g. construction of industrial wind power facilities on the mountains), does not adversely impact those features
- 14) Special consideration should be given to cultural and educational institutions, and the need to accommodate their architectural design requirements and uses.
- 15) Adopt regulations and provide qualified personnel to implement the Plan's goals, including the Zoning Bylaws.

### 3.0 LAND SUITABILITY AND NATURAL RESOURCES

Recognizing and accommodating the physical characteristics and natural elements of the landscape is critical for planning future land use. Steep slopes and unstable soils, drainage and flood prone areas, high elevations, and other land characteristics limit development. Water, timber, scenic vistas, open space, and other natural resources require protection and preservation.

#### 3.1 Surface Hydrology

Surface waters such as the Batten Kill and smaller brooks and streams are critical to the Village's water system. Any destruction, diversion, or pollution of drainage channels can affect public water supplies and plant and wildlife habitat. In addition to these resource concerns, the potential for flooding of surface waters must be considered. Under the Federal Flood Disaster Protection Act of 1973 and the Vermont State Act 263, measures have been taken to delineate flood hazard areas. The Village is protected under the National Flood Insurance Program.

The Village contains several ponds, many of which are man-induced. The most visible is the pond on the Orvis Green. The largest pond in the Village is Equinox Pond. The surface area of which is fifteen acres. Equinox Pond is at an elevation of 1,100 feet, and contains a basin area of 537 acres.

Wetlands provide temporary storage for floodwaters and storm runoff; protect water quality; mitigate the effects of erosion; contribute to fish and wildlife ecology, and provide scenic beauty. Village wetland areas have been periodically mapped by the Fish and Wildlife Service, Department of the Interior, and the Secretary of the Vermont Agency of Environmental Conservation. A wetland may be designated if the water table is at, near, or above the surface long enough to promote the formation of hydric soil or to support the growth of hydrophytic vegetation. Wetlands include marshes, swamps, flooded flats, wet meadows, bogs, ponds and sloughs. Vermont wetland rules were adopted by the Vermont Water Resources Board in 1990. These provide special protection for different classes of wetlands. Class I is considered exceptional and irreplaceable. No effort has been undertaken to date to determine whether or not there is a Class I wetland in the Village. However, all Village wetlands shown on the national wetlands inventory map are Class II, and as such are somewhat protected subject to field evaluation. Wetland coverage is included on the BCRC GIS system and is available for the Village and Town (See Appendix D). Flood plains and wetlands should ordinarily not be filled.

#### 3.2 Topography

Topography may be classified by slope or gradient. Lands of a slope between 0% and 5% are usually suitable for all types of development. Lands of between 6% and 10% slope are ideal for subdivisions. A slope of between 11% and 15% poses moderate limitations to development.

Land with slopes of over 15% may be limited for development, because of thin soils, susceptibility to erosion, and difficulty in siting roads. Land with slopes of 20% or greater have severe limitations and should not be developed.

Large areas of land with slopes in excess of 20% are primarily along the eastern boundary of the Village, on the west bank of the Batten Kill, and, to some extent, along the western Village boundary near the Southern Vermont Art Center.

### 3.3 Soil Suitability for Development

The permeability, stability, depth to bedrock, and content of soils can create limitations for septic systems, roads, and building foundations. Unstable soils in the Village are predominately along the west side of the Batten Kill. Much of the land between these unstable soils and Main Street (Route 7A) has few apparent soils limitations to development.

### 3.4 Earth Resources

#### 3.4.1 Marble, Sand, and Gravel

At one time, marble extraction was a major industry in Manchester and Dorset. However, the most recent investigations suggest that the quantity and quality are not sufficient to warrant economic investment in this resource. Given the existing and established pattern of development in the Village and goals (2.0), this plan neither encourages nor provides for commercial extraction or processing of earth resources. However, removal and reuse in conjunction with development projects is appropriate in accordance with a re-grading and site restoration and improvement plan.

#### 3.4.2 Agricultural Lands

The Village does not contain commercial agricultural operations. Agricultural operations conducted at Hildene are primarily educational in nature. Much of the open land is in recreational, cultural, and institutional uses. Several large parcels (5-50+ acres) are also associated with estates, dwellings, and, to some extent, inns. Aside from recreational use of open lands, the balance tends to be maintained for aesthetic purposes associated with the use, or kept in a natural state.

Open lands may contain prime agricultural soils identified by the U.S. Soil Conservation Service. The agricultural value of some soil series may have a bearing on development plans. Consequently, such soils should be evaluated, and if deemed important, considered in site plans. In addition to soil productivity, a site and area viability assessment should be made to determine how practical agricultural preservation is for a given parcel. This is accomplished by assigning values to several criteria, in a system developed by the USDA, known as Land Evaluation and Site Assessment (LESA). The model of such a system is provided in Appendix A of the Regional Plan. Soil mapping for the Town and Village is currently being developed in the BCRC Geographic Information System.

Some agricultural uses may not be compatible with other uses (residential, lodging) in the Village, due to certain types of nuisance characteristics. State law limits zoning authority for accepted agricultural practices. Consequently, the Village should evaluate its own public nuisance ordinance to ensure compatible agricultural uses.

### 3.5 Scenic Roads, Trails, and Views

Vermont legislation provides for the recognition and retention of scenic roads. Until the Village's scenic roads are officially identified, public or private actions, which may have a negative impact on the scenic aspects of any Village road, should be stringently evaluated.

In 2007, The Manchester Village Planning Commission, with the assistance of the Bennington County Regional Commission, prepared and published an Inventory of Scenic Resources to identify those critical elements that make the local scenery unique and valuable, and are particularly important in defining the character of the community. An understanding of the features that contribute to the Village's unique beauty will greatly assist in planning for the protection and wise use of its scenic resources.

### 3.6 Open Space

The Equinox Golf Course, the Ekwanok Golf Course, Dellwood Cemetery, Hildene, the undeveloped areas of the Southern Vermont Art Center, lands of the Equinox Historic Preservation Trust, and some of the larger estates are all-important contributors to the open aspect of the Village. Any proposals for development of these and other open areas in the Village should be carefully reviewed to minimize any negative impacts.

Some open lands have historic or cultural value, and exemplify the early rural settlement pattern of the Village, while others have recreation value. They contribute to the retention of views extending across open fields and open vistas. Retention, not only of historic structures and properties, but of the Village landscape is essential to protect examples of the historic settlement pattern. Some examples of important open spaces include: Quasi-Public - Hildene, Southern Vermont Art Center; Recreational - Equinox Golf Course, Ekwanok Golf Course; Large Estates - the Bremer and the Clark Estates; Small Estates - the Ross (Inslee), Redmond (Arkell/Wilson), and Olcott (Hardy) Estates; and other special types such as Burr and Burton Academy, Dellwood Cemetery, Equinox Pond, the Wilburton Inn, and Orvis Green property fronting along Route 7A. Other open lands may contribute significantly to preservation of natural resources such as the Batten Kill shoreline, or the retention of natural ridgelines, particularly those of Big Equinox and Little Equinox Mountains. The Vermont State Planning and Zoning Act enables municipalities to protect and maintain early settlement patterns. The Design Control regulations of the Zoning Bylaws are intended to implement the goals of the Plan and reinforce the historic settlement pattern of the Village.

### 3.7 Biological Areas

The Bennington Region and Towns contain a number of rare plant species, animals, and natural communities. Two such areas are identified as rare plant species locations in the Village. One area is in the vicinity of Equinox Pond, and the other is near the Dellwood Cemetery. A cluster of natural plant communities (Veronica Anagallis-Aquatica) borders the Village at the base and slopes of Equinox Mountain.



## 4.0 LAND USE

### 4.1 Settlement Pattern

The Village has experienced an orderly, concentric growth pattern. Its late 18th Century structures, many of which are still intact, have been adapted to new uses and are complemented by 19th Century Greek Revival and Victorian buildings within the compact Village center, along Route 7A. Taconic Avenue and Seminary Avenue, which intersect this main thoroughfare, are lined with later structures of the Victorian and Queen Anne periods. Surrounding this nucleus are numbers of still later, early 20th Century, large estates of a variety of architectural styles, some typical of European manor houses, and others, neo-Colonial in design. Among these estates are numbers of once-working Vermont farms, which have now been converted into leisure country homes. This outer zone of large properties is integrated with the Village nucleus by lands developed and maintained for recreational purposes, primarily golf. Mature trees, ornamental foliage, wide expanses of lawn, marble sidewalks, ornamental street lights, walls, and entrances, are all integral features of the Village's character, as are the predominantly white exterior buildings with dark shutters. Another defining characteristic of the Village is the dominant scenic value of Mount Equinox, in its natural and undeveloped state, the loss of which would be immeasurable.

The northwest quadrant of the Village, which includes Burr and Burton Academy, the Mark Skinner Library, First Congregational Church, numbers of small homes and some commercial activities, is the community's physical and historical link to the neighboring Towns of Manchester and Dorset. A transitional area, this quadrant is pressured by multiple use development.

The Village has several complementary entrances. The entrance from the north, at the Town boundary, occurs where Route 7A turns a bend at Ways Lane, and a view up the hill to the Village center is revealed. Despite, and to some extent, as a result of, the cluster of buildings in this area, this gateway entrance is somewhat unstructured. A better organization of buildings, parking, and landscaping could strengthen this area.

The nature and extent of further development of adjacent Town commercial property, particularly retail outlets in the area immediately to the north of Ways Lane, is a serious concern, due to the significant impact such development will have upon traffic entering and leaving the Village.

Recent positive developments in the area include the acquisition of the former Combe property by The Orvis Company, and that company's agreement to retain the re-named "Orvis Green" in its undeveloped condition. A limited number of tent sales and Orvis sponsored community events are held on the "Orvis Green." Appropriate off-site parking as well as vehicular and pedestrian control measures will help to reduce the traffic impact of such events.

The Village center, particularly along Route 7A, has retained much of its residential character. Some of the 19th Century homes remain in single-family occupancy, although others have been converted to two-family use. The Equinox Resort Complex, the Equinox Junior Building's Shops, The Charles Orvis Inn, The 1811 House, the County Courthouse, and The First Congregational Church remain the pivotal structures of the Village center.

Several of the large early 20th Century estates within the Village limits have been converted into new uses, such as inns, and cultural or educational institutions. In some instances, the main house has been demolished and the property developed for more modest, higher density housing.

The Village's boundaries have been extended several times to include more land, or development, harmonious with the character of the original Village. Although this trend has ceased, maintaining a continuity of existing development types, primarily residential, must continue to be emphasized as the only feasible way of assuring continued preservation of the character of the Village.

The total area of the Village is 3.6 square miles, or 8.7% of the Manchester Town area, which contains 41.4 square miles.

Presently, the existing diversity of building types does not detract from the feeling of homogeneity in either the built-up, or the more rural, areas. Rather, it typifies continuing development, with each element adding its share to the whole and perpetuating the unique ambience of the Village. Ensuring that future growth is visually compatible with the existing character of the Village will continue to be the planning challenge of years to come, as will the preservation of the residential appearance of the Village. Seasonal and transient occupancy will require continued monitoring to achieve this goal.

#### 4.2 General Guidelines for Development

For the purposes of this Plan, "development" is defined to mean any change in any use of land and structures. Development includes the division of a parcel of land into two or more parcels; the construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any mining, excavation, landfill, or land disturbance, and any use or extension of the use of land. Calculations determining the density of development shall be defined in the Zoning Bylaw.

- 1) Any type or style of development that would adversely alter historic structures, or alter the aspect of the small, well-preserved, late 19th and early 20th century village and resort community of Manchester Village, must be avoided.
- 2) Land use and development must be consistent with the land's capability to support such use and development. The natural and irreplaceable resources such as the scenic backdrop of Mount Equinox and Green Mountains must be preserved.
- 3) Development projects must integrate natural features and resources, rather than reclaiming, modifying, or destroying them.
- 4) Open space and landscaping must be incorporated into development projects.
- 5) Development must consider the relationship to adjacent properties.
- 6) Utility lines should be off-street or preferably installed underground. All new utility lines shall be underground.

- 7) The required front lawn must be suitably landscaped. Parking shall be to the rear of the building whenever possible and feasible.
- 8) Land development may be permitted only on lots with a 50-foot frontage on a public street or, with approval of the appropriate municipal panel, with access to a public street by permanent easement or right-of-way. Rights-of-way serving one family shall be a minimum of 20 feet wide, and those serving two or more families shall be a minimum of 40 feet wide.
- 9) Noise levels in all districts shall not be greater than levels acceptable for residential environments, and in accordance with any standards established by the Village.
- 10) Signs shall not be located in the Village right-of-way except as required by law, or needed for traffic and pedestrian safety.
- 11) Development shall adhere to the design guidelines and criteria established for the Village.
- 12) Before any multiple ownership scheme of five or more units (whether called time-share estates, time-share license, club form of ownership or otherwise) shall be permitted, the applicant must demonstrate that the multiple ownership scheme does not jeopardize the ability of the multiple owners to raise the necessary capital required to maintain and vitalize the property. This Guideline shall be enforced and implemented to the full extent permitted by the Village Charter and 24 V.S.A. Chapter 117. This Guideline shall not apply if the property is owned by a single entity.
- 13) Improve the quality and better define the northern gateway entrance to the Village, (Route 7A), near the Town boundary to compliment the aesthetic characteristics of the Village including the natural and built environment. Require careful design, location and size of buildings, streetscape plantings and treatment, pedestrian access, open space, and traffic circulation to achieve this Guideline.

## CLUSTERING AND PLANNED DEVELOPMENT

### 4.3 Clustering

Clustering is a planning tool designed to reduce the spread of housing development and to gain greater amenity without changing the overall density of the total area. Proposals for clustering single-family dwellings retain the overall density of the zoning district while retaining the remaining land as permanently open space. Clustering may be appropriate in some areas to facilitate the economical provision of streets and utilities, and enhance the environmental quality of the area through maximum preservation of open space.

In the Village Zoning Ordinance, the Planning Commission may permit clustering in Rural Residential Districts. In areas served by public water and sewerage, the tract of land to be subdivided must be 18 acres or larger. Where utilities are unavailable, the tract must be 30 acres or larger, and the proposed sewage disposal facilities must comply with the applicable Village, Town, and State Sanitary Codes.

Land to be reserved, as permanent open space, must be offered to the Village for park and conservation purposes. Should the Village government decide not to accept the land, that land must then be offered to a non-profit organization, or to a homeowners association or cooperative, made up of property owners of the developed (clustered) tract. Other reserved open space must be offered for dedication to the Village, or must be dedicated to a non-profit community association or cooperative. Such an association is composed of all present and future owners of lots in the subdivision. Each owner is liable for a proportionate share of assessments for maintenance, upkeep, and other costs. In the case of condominium ownership, a proportionate interest in all land reserved as open space and all other community facilities may be transferred to the owners of the dwelling units.

As with all other proposals for development in the Village, a site development plan must be prepared and reviewed at an open public meeting. Street design, lot layout, and locations of open space must implement the stated objectives of the Village Plan and must be approved by the Planning Commission.

#### 4.4 Planned Development

Planned Unit Development (PUD) incorporates and extends the concept of cluster zoning. Zoning provisions for planned unit development allow a Planning Commission, or Development Review Board, to waive its conventional zoning in favor of a development plan designed specifically for the characteristics of a particular large site. The site is developed as a single entity for a number of dwelling units and/or commercial uses. Under PUD, the development plan may cluster single-family homes, town houses, and apartments along with community facilities and commercial land uses in any pattern that is considered to be the most efficient and the best suited to preserve the natural landscape.

The Village Zoning Ordinance identifies one PUD, the Equinox Historic District. This district has been established to preserve the unique historic and architectural qualities of the Village center while enhancing its vitality and livability. The district consists of a variety of uses, including retail, office, personal-service, tourist oriented, lodging and associated facilities (including a convention center), and residential uses. The development plan is an effective and unified treatment of the development possibilities of the project site, and makes appropriate provision for preserving the Village center's historic and architectural qualities.

#### 4.5 Major Development Projects

Major residential development projects include new developments and expansions of existing developments by 5 family dwelling units or more, or 5 or more lots for single-family dwelling units, and any residential project with an improved road of greater than 400 feet. These projects should be subject to a review procedure for growth management and for compliance with other goals and policies of this Plan. Consideration should be given to time phasing of projects when there is an undue impact on municipal services and facilities. Development timing should also be consistent with scheduled municipal capital investments and services.

##### Policies:

1. Before any major development occurs, a road system capable of handling traffic in a safe and efficient manner must either exist or be planned for immediate construction.
2. Where provided in the Zoning Bylaw, the clustering of single-family homes may be used to protect open lands and natural resources. While the Zoning Bylaw provides a minimum general standard for density based on gross acreage, the density of major development projects should be based on net density. That is, net density factors out lands not suitable for development such as: steep slopes, wetlands, major drainage ways, flood plains, and poor soils. The remaining net acreage is then divided by the minimum lot area applicable to the zoning district.

#### 4.6 Residential Development (Figures are Based on 2000 Census Data)

The 2000 Census indicated a total of 483 housing units in Manchester Village, representing a decrease of 0.83% from the 1990 level of 487 units. The loss of units is likely due to conversions or to other uses such as office/commercial. Of the 483 total units in 2000, 173 (35.8%) are classified as seasonal, recreational, or occasional use. From 2000 through 2009, zoning permits were issued for 31 new houses while the majority of permits were for additions, alterations, and accessory buildings.

Housing vacancy rates provide a measure of the degree of choice within the housing market. Vacancy rates are calculated as a percentage of the total number of units for sale or rent. A rate of 4%-4.5% suggests a healthy housing market. A lower vacancy rate correlates to tight market conditions, with high demand for a limited number of housing units. The 2000 Census provides a homeowner and rental vacancy rate. The homeowner rate is: Manchester Village – 4.8%; Manchester Town – 2.3%; Bennington County – 2.0%. The rental vacancy rate is: Manchester Village – 9.4%; Manchester Town – 4.6%; Bennington County – 4.7%. Single family homes (one unit detached) represents the largest type of housing at 293 (60.2%). According to the 2000 Census, the median value of an owner-occupied unit was \$287,700.

Table 5

Total Housing Units

	<u>1980</u>	<u>% Change</u>	<u>1990</u>	<u>% Change</u>	<u>2000</u>
Manchester Village	287	69.7	487	<1%	483
Manchester Town	1,634	39.2	2,275	8.0	2,456

Housing Occupancy – 2000

Manchester Village

Total	483	100%
Occupied	284	58.8% of Total
Owner Occupied	197	69.4% of Occupied
Renter Occupied	87	30.6% of Occupied
Vacant Total Units	199	41.2% of Total
Seasonal/Occasional Use	173	35.8% of Total

Value of Specified Owner-Occupied Units – 2000

<u>Value</u>	<u>Number</u>
50,000 – 99,999	2
100,000 – 149,999	9
150,000 – 199,999	18
200,000 – 299,999	77
300,000 – 499,999	69
500,000 – 999,999	9

Planning for the ultimate use of the existing larger single-family dwellings may pose a problem for the Village and its residents. The architectural appearance of these structures and landscaping of these dwellings contributes significantly to the character of the Village. The

Village would be best served by maintaining the use and appearance of these buildings. Although itself undesirable, the conversion to multi-occupant residential use along Route 7A is favored over business, commercial, or other nonresidential uses.

To provide continued protection of the Village's open, historic, and low-density settlement pattern, the existing predominant Rural Residential zoning should be maintained. While the Village Plan provides for variable land use districts and densities, the predominant residential classification is three (3) acres to as much as five (5) acres per dwelling unit. Cluster development may be permitted in Rural Residential Districts. By allowing smaller lots, such clustering of single-family homes should better protect open space, fragile areas, natural resources, and provide more efficient use of public facilities and services.

The Equinox and Ekwanok Golf Courses are important community assets, which should be preserved for open space and recreation. North of Union Street, clustered housing has been successfully incorporated into the fringes of the Equinox Golf Course. Such development exemplifies a well-designed compromise between providing orderly housing growth and protecting the Village's character.

The Batten Kill is another significant community resource that requires careful protection. Although slopes, wetlands, and flood prone areas provide some natural limitations for development along the river, further zoning restrictions will ensure preservation of this valuable area. Housing development should not be permitted on lands designated Forest along the western boundaries of the Village, which lands include the area surrounding Equinox Pond.

#### Purpose of Residential Districts:

- \* To provide housing opportunities for residents of the Village.
- \* To provide a variety of residential districts and densities to preserve, as much as possible, the original settlement pattern (i.e., 1, 2, 3, 5 acres per dwelling unit).
- \* To control development of a variety of residences and densities.
- \* To encourage development in areas where public utilities and improvements may be efficiently installed and maintained.
- \* To control the density of development in other areas which permit the permanent use of private on-site sewage disposal and private water supplies.
- \* To maintain and enhance the scenic and environmental qualities and to encourage the preservation of adequate open space.

#### Policies for Residential Districts:

1. Provide for housing development consistent with the existing development pattern.
2. Planned Unit Development and Clustering may be recognized in some cases as a means of promoting the most appropriate use of land, facilitating the economical provision of streets and utilities, and enhancing environmental quality through better preservation of open space.

#### Purpose of Rural Residential Districts (RR 1, RR 2, RR 3, RR 5):

- \* To preserve the natural, rural, and scenic qualities of areas planned to be predominantly residential.
- \* To provide housing at densities that minimize the impact on, or need for, municipal services.
- \* To maintain the historic settlement pattern of the Village.

#### Policies for Rural Residential Districts:

1. The basic lot area in all rural residential districts is three (3) or five (5) acres per family dwelling unit.
2. In RR 2 districts, a minimum lot area of two (2) acres per family dwelling unit may be permitted where the lot is connected to public water and sewer systems. Two acres per family dwelling unit is also permitted where an adequate, on-site, potable water source is available; the sanitary sewage disposal facilities comply with the provisions of the applicable Town of Manchester and State of Vermont Sanitary Codes, and where seasonal water tables will not adversely affect proper sewage disposal.
3. In the portion of the RR 1 district that includes the Equinox Golf Course, dwelling unit density may be increased to not over one family dwelling unit per 60,000 square feet of developable tract area, provided the golf course is maintained as an operating course, and no part of the course is developed with buildings. In order to insure the maintenance of those provisions, development rights of the Equinox Golf Course have been deeded to the Village.

#### Purpose of Village Residence Districts (VR):

- \* To provide a limited area for compact residential development for one and two-family dwelling units in areas served by public water supply and public sewer systems.

Suitable Village Residence Districts in the Village center include Seminary Avenue, along portions of Williams Street and Dillingham Avenue, and along West Road between Shepherds Lane and Dillingham Avenue. A fourth Village Residential Area is located south of Union Street along Battenkill Lane.

#### Policies for Village Residence Districts:

1. The minimum lot area for single-family dwelling units is 15,000 square feet, provided the lot has both public water and sewer hookups available and utilized.
2. In the case of two-family dwelling units, the minimum lot area is 10,000 square feet per family dwelling provided the lot has both public water and sewer hookups available and utilized.



3. For any family dwelling unit connected to either public water or sewer, but not both, the minimum lot size is 30,000 square feet per family dwelling unit.
4. For any family dwelling unit connected to neither public water nor sewer, the minimum lot size is 40,000 square feet per family dwelling unit.

Purpose of Multiple Dwelling Districts (MR):

- \* To provide and control locations for public and private schools, apartment buildings, town houses, congregate housing and similar group housing in planned development projects with integrated design serviced by public water and public sewer systems.
- \* To control the appropriate use of land; to ensure economical provision of streets and utilities, and to secure the best possible environment for multiple family dwellings.

Policies for Multiple Dwelling Districts:

1. Multi-family dwelling structures shall consist of not more than six family dwelling units.
2. For family dwelling units connected to both a public sewer and a public water supply, the minimum lot area is 10,000 square feet per family dwelling unit.
3. For any family dwelling units connected to either public water or sewer, but not both, the minimum lot size is 20,000 square feet per family dwelling unit.
4. For any family dwelling unit connected to neither public water nor sewer, the minimum lot size is 40,000 square feet per family dwelling unit.
5. A public or private school may be located on a lot having a minimum of 20 acres. The maximum enrollment for the school shall be restricted to 125 students per school year, with no student above Grade 8 as presently defined.
6. Congregate housing projects, which provide extended services to elderly and disabled residents, who may require more services than are available in independent dwelling units, shall not be treated as separate dwelling units under the zoning bylaw. If connected to both public water and public sewer, they shall contain at least 2,000 sq. ft. of lot area per bedroom.

4.7 Business Development

The Village business district encompasses both sides of Main Street (Route 7A), from north of Union Street and the Equinox Historic District to the Manchester Village/Town boundary.

In addition to businesses and professional offices, the district contains several single-family homes, apartments, and multi-family dwelling units. These residences are interspersed among the district's businesses, which include professional offices (for doctors, lawyers, accountants, financial management firms and real estate and travel agents), retail stores (Shaw's Supermarket, Manchester Village Mall, and about 10 small specialty shops), the Orvis Company, and art and furniture galleries. The district's four inns, and three restaurants

accommodate the Village's visitors. Specialty shops and offices in the adjacent Equinox Historic District are discussed in Section 4.6.

The scope and composition of the business district complements the overall character of the Village. Structures are generally small, of traditional design and well landscaped. The district's blend of business and residential uses reinforces the Village's identity as a resort and residential area, and must be protected and maintained.

Several problems threaten the Village's business district. North on Route 7A in Manchester Town's abutting commercial district, retail commercial development generates large volumes of vehicular traffic that contribute greatly to traffic congestion in the Village, diminishing the level of service available for Village businesses, residents, and visitors. The Village has little direct control over such traffic. Within Village boundaries, low intensity businesses that generate minimal traffic shall be encouraged, along with continuing residential use of some properties. Desirable businesses include professional offices, small retail specialty shops, and lodging facilities.

Conversion of remaining residential properties into exclusive business use would substantially alter the existing character of the Village business district. Because the Village is primarily a residential area, mixed residential and office use may be appropriate.

#### A. BUSINESS-1

##### Purpose of Business-1 District:

- \* To ensure that further business development is compatible with the present scale and character of the Village.
- \* To promote the sound economic development of the Village.
- \* To control the best use of land in areas most appropriate for locating suitable business establishments.
- \* To discourage large retail stores, shopping complexes, any business involving the manufacture or assembly of large or heavy goods, or any other business activity that is not compatible with the present scale and character of the Village.

##### Policies for Business-1 District:

1. All business uses are limited to Main Street (Route 7A). (This Plan of Development recognizes that, at present, there are a small number of businesses that are not located on Main Street. These businesses legally operate as pre-existing non-conforming uses.
2. Any change in property use is conditional and shall be generally limited to business, professional, and lodging facility uses.
3. Business uses, which generate increased traffic congestion, cross street traffic, and frequent turning movements, must be limited.

4. Projects that cause an undue impact on existing public services and facilities shall be discouraged, unless adequate provisions to correct such deficiencies are provided by the developer/applicant.
5. Combined access and shared parking shall be encouraged in cases where such use results in improved efficiency of land use and preservation and integration of open space.
6. Parking areas should be well screened from streets and adjoining properties, and should be located behind the required building setback. Parking shall be to the rear of buildings, whenever possible and feasible.
7. The small scale of buildings should be retained. Maximum first floor area shall not exceed 10% of the lot area.
8. Historic buildings of state and national significance should be preserved and protected. New development must be compatible with the applicable Design Control District's goals and policies.
9. Significant natural or topographic land features are to be retained.
10. To preserve openness and scenic views, signs shall be closely controlled.
11. Retail establishments shall not exceed 2,000 sq. ft. in a one story building, and not more than 3,000 sq. ft. in a multi-story building.

B. BUSINESS-2

In the remaining, predominantly retail area (Business-2), building coverage would be higher, more of the site would be devoted to parking, and open space/green space would be less than in the remainder of the business area. Careful attention must be given to vehicular accessibility to minimize traffic congestion. Screening and landscaping should be increased to minimize the negative effects of the denser coverage density permitted here.

Purpose of the Business-2 District:

- \* To acknowledge the predominantly retail pattern of development that currently exists in the area.
- \* To minimize the adverse impacts of heavy vehicular traffic, by concentrating it in this designated portion of the Village, and by designing access that promotes the smooth flow of such traffic.
- \* To establish a defined area for those retail establishments providing necessary services to the community (supermarkets, pharmacies, etc.), and to ensure that such businesses are able to continue to provide their important services to the community. A supermarket is a self-service retail food market primarily selling foods, but also selling other convenience and household merchandise as less

than 50% of total sales.

Policies for the Business-2 District:

1. Projects that cause an undue impact on existing public services and facilities shall be discouraged, unless adequate provisions to correct such deficiencies are provided by the developer/applicant.
2. Combined access and shared parking shall be encouraged in cases where such use results in improved efficiency of land use and integration of open space.
3. Parking areas shall be well screened from streets and adjoining properties. Parking areas should be designed to avoid the perception of large expanses of paved area.
4. The amount of required open space/green space may be less than in the Business-1 District, but shall be intensively landscaped.
5. Retail establishments shall not exceed 2,000 sq. ft. in a one-story building, and not more than 3,000 sq. ft. in a multi-story building. Gross retail space other than as defined for a “supermarket” is the same as provided in this policy even if co-located with another use in the building.

C. MAJOR DEVELOPMENT REVIEW

In both the Business-1 and Business-2 Districts, the Zoning Bylaw shall provide for detailed Planning and Zoning review, with specific criteria designed to implement the policies, goals, and purposes of this Plan, in the case of major developments. The Bylaw shall define major developments to include all projects that have the potential to adversely affect the character of the Village, or the policies, goals, and purposes of this Plan. Major developments may also be treated as conditional uses to insure a more thorough review by the appropriate municipal panel, or another zoning device could be used to accomplish this purpose.

4.8 Equinox Historic District

In 1769, less than ten years after Manchester was established, the first hotel was built on the site of the Equinox House. During the following 200 years, the site served as the focal point of the Village and set the tone of the community. This is still true today and hence, the future character of the Village is inextricably tied to the quality of development on the Equinox site.

The Equinox complex should be treated separately from other areas in the Village. The complex plays a critical role in defining the Village's character, and the structures make up a unique historic asset of statewide significance.

### Purpose of the Equinox Historic District:

To encourage cohesive Planned Unit Development (PUD) of the Equinox complex which addresses the site as a whole. The PUD permits a mixture of uses, thereby allowing the adaptive re-use of the historic buildings and encouraging an integrated community with innovation in historic design, adaptation, and layout. It also encourages the more efficient use of land. The PUD approach permits both flexibility on the part of the developer to propose a project meeting the confines of the existing buildings, and flexibility on the part of the Village to impose a broad range of conditions to protect its interests.

### Policies for the Equinox Historic District:

1. Development within the District must proceed in accordance with an overall development plan (PUD).
2. Development must be designed and landscaped to minimize any adverse effects on neighboring properties.
3. Land uses must be arranged so as to be compatible and ensure visual and aural privacy for residents of the project and neighboring properties.
4. The development plan shall make appropriate provision for preservation of unique historic and architectural qualities of the Village center.
5. The overall residential density shall be no greater than 3 dwelling units per acre. This requirement may be met by the preservation of open, cluster land, which may or may not be contiguous with the project parcel, so long as the open land is within Manchester Village and is not within the Forest District.
6. Maximum building coverage shall be 15%.
7. Retail trade establishments shall contain a maximum of 2,000 square feet of total area for a one-story building, and a maximum of 3,000 square feet total in a 1-1/2 or 2-story building.
8. At least half of the PUD should be open space (vegetative green space, including ponds or lakes).
9. Equinox Master Plan: To further the objectives of the Equinox PUD District, a master plan of the property should be updated and revised as individual projects and improvements proceed. The master plan will provide an overall context of project proposals. The most recently approved master plan shall be placed on file with the Zoning Administrator.

#### 4.9 Design Control District

The Design Control District encompasses the entire Village. To facilitate design control, the Design Control District is divided into three sub-districts (Historic Core District, Preservation District, and General Review District), each having different, but related, guidelines and criteria.

##### 4.9.1 Historic Core District

The Historic Core District is the most restrictive sub-district. This district is defined as those lots, which may or may not be contiguous, that contain historic structures. For the purposes of design control, historic structures are structures, or portions of structures that pre-date 1925 and may or may not be listed on the National Register of Historic Places and the Equinox Historic District.

##### 4.9.2 Preservation District

The Preservation District is the next most restrictive sub-district and has its own design criteria and guidelines. This district is defined as all lands that are within 300 feet of the center of the right-of-way on all through roads and streets in Manchester Village. In many cases the Preservation District overlaps the lots that make up the Historic Core District. For these cases the more restrictive design guidelines and criteria will apply.

##### 4.9.3 General Review District

The General Review District is the least restrictive sub-district. This district is defined as those lots in Manchester Village that are not contained in either the Historic Core District or the Preservation District.

#### Purpose of the Design Control District:

Provision of appropriate design criteria ensures that future development, alterations, or repairs, will preserve our historic structures and scenic streetscapes, and be compatible with the Village Plan of Development. The Zoning Bylaws regulate land uses, generally. The Design Control District, and its related sub-districts, affects the preservation of historic structures, and the visual appearance of structures; their relationship to each other, and to the area. In addition to the following policies, the Zoning Bylaws, which are in the process of amendment, in part to incorporate such Design Control District criteria, will identify the scope of such review.

#### Policies for the Design Control District:

1. Within the Historic Core District it is the intent of this plan to prevent the demolition, or relocation (except to remedy a dangerous situation) of structures, or parts thereof, predating 1945. Additions, alterations, or repairs to structures within the Historic Core District must preserve or restore architectural detail to preserve the historic character of the structure.

2. Within the Historic Core District and Preservation District the following policies apply:
  - a. The size, shape, and massing of structures shall be consistent with the lot size and with neighboring structures.
  - b. Houses shall be arranged with respect to neighboring structures, streets, and roads to maintain the aesthetics, environment, and appearance of the late 19th and early 20th century village.
  - c. Design shall be compatible with the surrounding area, and should be appropriate for a traditional late 19th and early 20th century village.
  - d. Building exteriors shall be compatible with traditional Manchester Village structures.
3. Within the Preservation District there are historic buildings and districts, such as “Pill Alley,” or “Doctor’s Row,” at the southern portion of West Road, where it joins Seminary Road, that may be less significant than those in the Historic Core, but should nonetheless be protected. Every effort shall be made to maintain and retain pre-1925 structures.
4. The General Review District standards include those that follow for the entire Village Design Control District. However, existing historic structures in the District will be reviewed with other applicable policies in the other two Districts.
5. For the entire Village Design Control District the following policies apply:
  - a. Site plans and arrangements of facilities shall not be in conflict with adjoining uses of land.
  - b. Roads, streets, and driveways shall be designed to follow natural contours of the land.
  - c. Design, size, location, lighting, and other aspects of signs shall be closely controlled.
  - d. Landscaping and lighting shall be compatible with the surrounding area and must be appropriate for the particular design control sub-district.

#### 4.10 Flood Plain District

Areas subject to periodic flooding are identified by the Vermont Department of Water Resources, and are shown on the zoning map as Flood Plain Districts. These areas include the shoreline of the Batten Kill and low-lying land associated with the Batten Kill's tributaries.

##### Purpose of Flood Plain District:

- \* To minimize hazards from flooding, erosion, and sedimentation.
- \* To maintain the capacity of stream channels to carry the 100-year flood.

- \* To protect the recharge and water storage benefits of streams as they relate to flooding, and to protect streams as wildlife habitats.
- \* To minimize potential threats against life and property.

Policies for the Flood Plain District:

1. No building shall be erected, altered, or moved within flood plains.
2. Suitable uses within flood plains include agriculture and forestry, non-intensive outdoor recreation, activities connected with conservation and wildlife propagation, and flood control projects.
3. Intensive recreation uses should be restricted from fragile areas.
4. Vegetation, indigenous to the area, shall be maintained for at least 70 feet back from the stream banks. (Vermont State Law provides for a 50' setback. The Manchester Village Zoning Bylaws increase that setback to provide additional protection to environmentally sensitive areas within the Village.

4.11 Forest Districts

Two of the three Forest Districts in Manchester Village surround former public water reservoirs; the third encompasses lands associated with the Southern Vermont Art Center.

Purpose of Forest Districts:

- \* To preserve lands for their natural resource value and appropriate recreational uses suited to the natural environment.
- \* To provide peaceful settings for outdoor recreation.
- \* To protect water quality through careful forest management and use of land.

Policies for the Forest Districts:

1. Sustained or year-round residential uses and permanent improvements supporting such uses are not permitted on forestlands.
2. Allow for low density recreational uses which do not create impacts such as noise, odor or smoke.
3. Provide for appropriate educational, demonstration, and research related uses which support forestry management.
4. Motorized forms of recreation, which are disruptive to a peaceful setting, shall be prohibited in the Forest District.



## 5.0 HISTORIC PRESERVATION

### 5.1 Legal Basis for Preservation in the Village of Manchester

The charter of the Village of Manchester was granted by the Vermont legislature in 1943. The charter authorizes the Village "To adopt and enforce within its limits building, police, sanitary, zoning, Village planning, and other similar regulations and ordinances..." The Vermont Municipal and Regional Planning and Development Act (Title 24 VSA, Chapter 117) is the enabling act for planning and implementing bylaws. Among the required elements of a Municipal Plan is a statement of policies on the preservation of historic features and resources. The Vermont Municipal and Regional Planning and Development Act, (Title 24 VSA, Chapter 117), enables municipalities to establish design control districts, but also subjects Design Review Boards to the jurisdiction of the Planning Commission or Development Review Board, and requires local governments to take into consideration the historic resources of a Town in preparing the Municipal Plan. Under the provisions of the law, "consideration" means that the community must take an inventory of its historic resources and develop a plan for their protection.

### 5.2 History of Preservation in Manchester Village

The Manchester Village Planning Commission was established in 1970 and the first Village of Manchester Plan of Development was adopted in 1972. The Manchester Village Design Review Board was established in 1972. The Manchester Village Historic District was formed in 1984, and seventy-six principal structures and forty-four outbuildings were first listed in the National Register of Historic Places. The Equinox Hotel was placed on the National Register of Historic Places in 1972, and the Equinox Historic District was established in 1986. A survey of historic structures in the Village was compiled by the Vermont Historic Preservation Division. Individual buildings in the Manchester Village Historic District are identified by address on Appendix A, and on the Manchester Village Historic District Map (Appendix I). These buildings were evaluated based on a set of criteria designed to determine their significance in American history, architecture, archaeology, engineering and culture. The National Register criteria are as follows:

Criteria: The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- a) That are associated with events that have made a significant contribution to the broad patterns of our history; or
- b) That are associated with the lives of persons significant in our past; or
- c) That embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

- d) That have yielded, or may be likely to yield, information important in prehistory or history.

### 5.3 Preservation Procedure

Historic Preservation is a matter of public policy in Manchester Village. Those actions requiring design review are indicated in the Zoning Bylaws of the Village of Manchester.

The Historic Core and Preservation Districts reflect a mix of styles of historical and architectural significance. Each of the districts contain a mix of styles, such as "Colonial" or "Victorian," and embody important elements of Manchester Village culture and history. Therefore, when considering changes within the districts, it is currently the Planning Commission that looks, not only at the changes to the structure, but also at the effect those changes will have on the districts as a whole. In the Historic Core District, design review, currently the responsibility of the Planning Commission, is guided by the standards developed by the United States Secretary of the Interior (as amended, 1992). Certain houses identified in the Zoning Bylaws, within the Preservation and General Review Districts, will also be subject to the Secretary of the Interior Standards. At present, the Planning Commission is developing Design Review Criteria as part of the Zoning Bylaws. Those Design Review Criteria will provide a procedure for possible variation from the Secretary's Standards, where necessary. Provisions included in the Secretary's Standards are:

- 1) A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
- 2) The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
- 3) Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
- 4) Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
- 5) Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
- 6) Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence, or pictorial evidence.
- 7) Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

- 8) Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
- 9) New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
- 10) New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

New buildings will be built and existing structures will be restored and renovated. The purpose of the Design Review Standards is to see that the exterior of new buildings and exterior changes to existing structures, large scale landscaping and site plan changes (trees, hedges, and earth contour changes) are compatible with and can, therefore, enhance the overall character of the districts.

## 6.0 TRANSPORTATION

U.S. Route 7A (Main Street) serves as the primary transportation artery through Manchester, and the principal north-south highway in the western part of the State. A new limited access section of Route 7 now provides a bypass around the Village, and has relieved some of the congestion that once resulted from larger volumes of through traffic. Historic Main Street (Route 7A) continues to serve the local needs of Village residents and visitors.

West Road and Ways Lane to the north, River Road to the south, the Prospect-Seminary Loop, and Union Street are the Village's other primary roads, which are part of the Preservation Overlay. These roads could easily become more important in traffic circulation patterns in the Village, particularly if they begin to serve as collectors for future subdivisions, or are employed as a means to avoid congested areas of the Town's central business district during peak vehicular traffic periods. West Road, for example, presently serves as a form of bypass for north-south trips. There are 9.087 miles of traveled Village roads, in total. This mileage, which has remained nearly constant for more than 200 years, is classified by the Agency of Transportation as follows: Class 1 - 2.007 miles; Class 2 - 3.390 miles; and Class 3 - 3.690 miles. The classification system takes into account the condition and nature of roads for the purposes of State Aid. In 1991 State Aid for local roads was \$34,742 compared to \$34,894 in 1992, and \$36,435 in 1993. State Aid was \$41,760 in 1996, and \$39,668 in 2003.

Substantial growth in the Town of Manchester has contributed to increased traffic volumes both within, and surrounding, the Village. Maximizing safety for pedestrians and travelers will require controlling access to and use of Main Street (Route 7A), particularly in commercial areas. Such measures include controlling vehicular movement, and providing adequate off-street parking. Similarly, increased intensity of land use will generate additional trips to and from the Village. This increase will require careful monitoring to ensure adequate capacity, safety, and convenience for the motoring public and residents of the Village. The attraction of the Village for pedestrians, joggers, and cyclists also requires careful examination and consideration of their needs.

Retention of the existing system of roads (coaching roads in 1871) is essential to protect and maintain the Village landscape. The pattern of development in the Village, and the road system, are intimately related. Consistent with other goals and policies of this plan is the need to minimize significant expansion of the existing road system. When such large expansions are proposed, special precaution must be taken to protect the natural landscape and historic settlement pattern.

Scenic Roads: The road pattern and streetscape, in and of itself, is a fundamental part of Village history and its aesthetic qualities. In the heart of the Village the relationship of the tree canopy, street lighting, marble walks, and tiers of grass strips, walks, and yards, form a unique bond of aesthetic qualities, which must be preserved. Other roads in the Village have unique qualities as well. River Road winds through an almost park like setting bordered by unique stone-walls, fences, ponds, and vistas, where the natural environment is the predominant experience. Union Street is yet another striking example of a dominant panoramic view of the east face of Equinox Mountain, with the Village's clustered buildings in the foreground. It is essential that all of the positive elements of the streetscape, including immediate, nearby, and distant contributing elements, be recognized and protected.

The Vermont Byways Program provides a formal way for Vermont communities to identify, protect, and promote roads that have special qualities. These qualities might be primarily scenic, as the Scenic Road Law recognized; or they might relate to any of five other "intrinsic qualities" defined by the

National Scenic Byways Program -- natural, cultural, recreational, historic, or archaeological. Under the new State program, a "Vermont Byway" is a road that has been so designated, because of one or more of these special qualities, and for which a management plan has been developed at the local level.

Unlike the previous law, the Vermont Byways Program does not impose uniform requirements on communities as to how designated roads may be improved or maintained, nor is its scope restricted to the right of way. Rather, the Byways Program takes a flexible approach, which only requires that the local community define what it is that is special about a byway, and then adopt a strategy for managing the byway, in a way that will protect the byway's critical resources.

#### Goals:

- \* To provide safe and adequate transportation for Village residents and visitors, while preserving the Village character.

#### Policies:

1. To assure high standards of design and construction, great care must be taken in evaluating new subdivision streets.
2. Street standards must be established in accordance with Village standards.
3. Every opportunity must be taken to ensure that adequate road geometry results from improvements in street alignment and intersections.
4. Landscaping and sidewalks must be properly and adequately maintained wherever they exist.
5. All new road construction must take into account the limitations imposed by topographical conditions, natural resources, unique sites, fragile areas, and must be designed to avoid disruption to the historic settlement pattern and open spaces.
6. Land use intensity must consider trip generation in relation to traffic efficiency, safety, and road-intersection capacity. If necessary, the cost of mitigating impacts must be borne, in relation to the impact caused.
7. Preservation and maintenance of the transportation system is a high priority for the next several years.
8. Route 7A must be preserved as a two-lane road to insure compatibility with the late 19<sup>th</sup>, and early 20<sup>th</sup> Century Village; hence, no traffic control signal lights.

## 7.0 COMMUNITY FACILITIES, UTILITIES, ENERGY

### 7.1 Existing and Planned Facilities

#### A. EDUCATION AND CHILDCARE

Manchester Village is part of the Town of Manchester School District, which is a member of the Bennington-Rutland Supervisory Union. From kindergarten through eighth grade, Village students attend Manchester Elementary-Middle School or other private schools. Because the School District lacks a public high school, secondary school students are provided tuition funds to allow attendance at private schools. Most local students attend Burr and Burton Academy in the Village. Burr and Burton Academy also accommodates a number of foreign students, and provides student housing for them.

Manchester Elementary-Middle and Middle School (K-8) experienced a decline in student population during the past several years. In 2009-10 the enrollment is 384 (tuitioned and non-tuitioned). Student capacity is 575. Burr & Burton Academy enrollments have averaged 697 students over the past five years. Current student capacity is 750. The new Maple Street School enrollment in 2009-10 is 99 and the capacity is 110.

#### Maple Street School Annual Admissions Enrollment Figures

1998	37	2004	87
1999	63	2005/6	97
2000	80	2006/7	101
2001	84	2007/8	97
2002	86	2008/9	98
2003	87	2009/10	99

Capacity – 110

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#### Burr & Burton Academy Opening Enrollment, 9-12

2001/2	526	2005/6	684
2002/3	552	2006/7	714
2003/4	597	2007/8	709
2004/5	638	2008/9	734

Average enrollment 9-12 from 1999-2004 - 548

Average enrollment 9-12 from 2005-2009 - 697

Current enrollment 2004 – 700

Capacity – 750

Manchester Elementary Middle School  
June Census

June 1999	513	June 2004	463
June 2000	509	June 2005	457
June 2001	498	June 2006	444
June 2002	497	June 2007	426
June 2003	497	June 2008	419
		June 2009	383
Current enrollment 2009-10 - 384			
Capacity – 575			

Childcare centers and family childcare homes are significant services that contribute to the area's economy. They enable working parents to participate in the workforce not only for meeting personal financial needs, but filling the needs of the workforce as well. Childcare centers vary in size and function and range from small home-based facilities to larger state registered and licensed facilities. The Village encourages quality childcare services commensurate with the need and demand for such services that are compatible with the Village "residential" setting. Some existing facilities/providers include Northshire Daycare, Home Away From Home, and churches.

Policies:

1. Proposals for development must address and help to mitigate the impacts of related growth on the local educational system and childcare.

B. POLICE, FIRE, AND EMERGENCY SERVICES

The Manchester Police and Fire Departments are the principle providers of protective services in the community. In 1996, a new Town Public Safety Facility (PSF) was constructed to consolidate services under one roof. Services are also provided by the Manchester Rescue Squad and Local-Regional Emergency Response Teams, which respond to hazardous materials incidents. Together, these providers are supported considerably by volunteers who not only provide services at risk but spend hours in special training and course work.

Policies:

1. Continue to provide emergency services to the residents of the Village.
2. Proposals for development must address and help to mitigate the impacts of related growth on local police, fire, and emergency services systems.

C. HEALTH AND SOCIAL SERVICES

The Southwestern Vermont Medical Center in the Town of Bennington, serves as the primary hospital for the Village. The Northshire campus of Southwestern Vermont Medical Center, and Vermont Rutland Medical Center, also serve the Village.

Manchester Health Services, Incorporated, is a non-profit organization that provides a variety of health programs and services in the Manchester area. These programs and services include child health conferences, school health programs, home nursing and homemaking, physical therapy, social work, medical equipment loans, and a thrift shop.

Policies:

1. Proposals for development must address and help to mitigate the impacts of related growth on local health and social services systems.

D. SOLID WASTE

The BCRC prepared and endorsed a Regional Solid Waste Implementation Plan in 1992 as required by Vermont law. The plan was revised in 2003 and 2004. The plan, adopted by the Town of Manchester, describes programs for recycling, waste reduction and reuse, and hazardous waste management. The Integrated Solid Waste Applications Program (ISWAP) is a representative body of the Northshire Towns, formed in 1994, to implement the plan. An upgrade, begun in 1996, of the Sunderland transfer station located on River Road at the Manchester and Sunderland Town boundary, will enclose certain operations and improve convenience for both residents and commercial haulers. Five Northshire Towns, including Manchester, utilize this facility under contract with Casella Waste Management, Inc., which owns and operates the facility. The Village has restricted certain roads for use by waste transport vehicles. Some residents also utilize the Northshire Transfer Station in East Dorset.

Policies:

1. All efforts should be made to reduce the volume of solid waste generated in the Village. Source reduction, recycling, and composting should be encouraged.
2. The transportation of waste must be controlled with regard to weights, hours, routes, and types of transporting vehicles.

E. SEWAGE DISPOSAL

Both Village and Town sanitary waste disposal are a function of the Manchester Town government. The sewage treatment plant is located at the eastern boundary of the Village on the Batten Kill.

The facility is presently capable (permitted) of providing secondary treatment of 600,000 gallons of sewage per day (GPD). With changes in operational procedures, estimations suggest that the plant could treat about 1,000,000 GPD. The assimilative capacity of the Batten Kill restricts the amount of discharged treated water.



The reserve capacity in 1998 was 318,500 GPD of which 73,123 is committed. This leaves a reserve capacity of 245,377 GPD. The Town maintains a policy in the allocation of reserve capacity. The 1990 Census reports that 394 (81.4%) housing units in the Village are on public sewer while 90 (18.6%) are on septic tanks/cesspools. This data will be updated with information received from the 2010 census.

Policies:

1. The sewer system should be extended within the Village, particularly to serve problem areas consistent with the Town's service area policy.
2. New subdivisions shall be connected to the public system, wherever possible.
3. In cases of new residential and non-residential developments, the cost of extensions, larger lines, or treatment plant improvements shall be a part of development costs.
4. The sizes of new sewer lines should be based on the long-range needs of the whole area to be served.

F. WATER SUPPLY

The Town of Manchester Water Department serves parts of the Town and Village. At the current time, all water comes from two wells just outside the Village at the foot of Union Street. The system serves 3,200 people, and has a maximum daily use capacity of 300,000 gallons per day. Storage capacity is 3.5 million gallons, and maximum storage capacity is 430,000 gallons per day. The potential yield of the aquifer is in the range of 1 MGD. Barring any conditions affecting water quality, this source is adequate to meet the Town and Village needs for a considerable period of time. Nevertheless, the Board of Water Commissioners feels it is necessary to seek a secondary source as a long- range priority. This would serve as insurance in the event of contamination of the Batten Kill well site.

The Board of Water Commissioners has adopted regulations for use, connections, extensions, and ownership. These tend to support the existing service area except in instances of upgrading the system or abating significant problem areas in the absence of other solutions. The 1990 Census reports 446 (92.1%) Village housing units on the public system, 33 units with an individual drilled well, and 5 using some other source.

An Aquifer Protection Area (APA) in the Town is identified for protection of the ground water supply source. A portion of a proposed APA identified by the Town extends into the Village. Precaution must be taken to ensure those uses within the APA present low risk of contamination to the water supply.

Policies:

1. Public water service should be extended in instances where water supplies are contaminated and are within reasonable distance to the existing service area.

2. Public water service should be extended to new subdivisions whenever they are within reach of existing water mains and can meet the policies and regulations of the Town Board of Water Commissioners. These extensions should be provided by the developers as a part of the cost of subdivision improvements.
3. As the Village grows, improvements should be made to assure an adequate supply of water to both Village and Town.
4. Development should be planned to minimize water consumption.
5. If an Aquifer Protection Area is adopted, only those uses which will not pose a threat to the water supply will be allowed in the Aquifer Protection Area.

## 7.2 Village Finances

The fiscal year of the Village is May 1 through April 30. In 2009 (April 30) Village revenues totaled \$516,741 compared to \$498,968 of expenses, resulting in a General Fund surplus of \$17,773. The Special Fund balance is \$31,284. The largest expenditure is for roads, maintenance, and street lighting at \$405,714 (81.3% of total expenses). The primary revenue source is Property Taxes at \$429,018 (83%).

A separate assessment by the Town of Manchester funds municipal services such as schools, police protection, and municipal water and sewerage. The Town of Manchester is periodically updating its Capital Improvement Program (CIP). The Village Trustees and Planning Commission should review the CIP and provide input as appropriate. The Village should evaluate its own future capital needs, and when desirable or necessary, coordinate those with the Town.

Table 6

VILLAGE OF MANCHESTER FINANCIAL ANALYSIS

Year	Grand List	Property Tax	Total Expenses	Road Mainten.	Adminis.
2009	3,734,797(1)	429,306	498,968	392,170	93,255
2008	3,727,406	411,527	552,154	399,068	107,401
2007	3,238,843	375,712	592,507	402,545	115,043
2006	3,131,492	346,455	477,043	306,235	125,899
2005**	3,092,761	282,614	561,090	335,438	111,837
2004	1,885,629	255,301	612,257	455,673	110,694
2003	1,851,170 <sup>(1)</sup>	252,385	601,275 <sup>(2)</sup>	196,809	109,383
2002	1,823,714	234,602	499,999 <sup>(2)</sup>	145,478	115,151
2001	1,703,017	232,619	322,266	164,142	97,627
2000	1,660,008	232,481	326,151	188,257	91,694
1999	1,646,474	238,162	326,408	226,043	87,792
1998	1,652,325	257,060	318,565	181,268	98,148
1997	1,658,570	258,638	311,315	168,972	87,333
1996	1,666,951	256,856	321,102	197,512	74,401
1995	1,661,212	264,059	277,204	170,972	67,174
1994	1,638,933	228,249	325,842	195,519	84,282
1993	1,629,397	242,576	306,632	191,405	82,045
1992	1,616,196	246,983	275,016	177,113	83,642
1991	1,583,703	192,916	249,945	172,046	67,093
1985	643,888	92,857	140,573	98,870	31,348
1984	153,200	81,201	132,704	94,414	28,071
1983	135,288	67,666	126,238	87,967	27,974
1982	121,592	66,964	109,793	70,737	29,574
1981	116,203	61,216	101,287	72,924	20,433
1980 *	117,821	64,158	135,973	40,360	20,115
1979	110,288	65,953	152,913	45,366	18,172
1978	105,810	81,546	139,473	41,470	20,793
1977	52,875	75,049	167,949	42,416	23,931
1976	50,544	92,046	151,499	44,105	22,114
1975	48,660	85,280	172,538	41,865	19,04
1970	40,979	52,453	119,690	32,166	8,137

- (1) \$3,734,797 is 28% of the Town total: \$13,300,114.  
Total Village taxable property is \$373,479,700 ( $3,734,797 \times 100$ ).
- (2) Construction of Maintenance Building in 2002 - \$192,000 and  
2003 - \$268,000.

\* Voters abolished Village Police Department

\*\* Reappraisal

SOURCE: Village and Town of Manchester Annual Reports, 1970-2008-9

Table 7

MANCHESTER VILLAGE PROPERTY VALUATIONSGrand List, 2009 Form 411

(Taxable value includes only those values used when issuing tax bills. LV = Listed Value)

Real Estate	Count	Ownership – Value			
		Taxable Municipal LV	Taxable Educ. LV Homestead	Taxable Educ. LV Non-Residen.	Taxable Total Educ. LV
Residen-1	247	152,406,600	64,283,819	88,122,781	152,406,600
Residen-2	33	45,941,300	22,609,500	23,231,800	45,841,300
Mobile Homes-U	0	0	0	0	0
Mobile Homes w/Land	0	0	0	0	0
Vacation-1	0	0	0	0	0
Vacation-2	0	0	0	0	0
Commercial	50	103,077,300	1,170,550	101,896,750	103,077,300
Commercial Apartments	4	4,226,300	0	3,045,760	3,045,760
Industrial Plants	0	0	0	0	0
Utilities-Electric	1	1,169,300	0	1,169,300	1,169,300
Utilities-Other	0	0	0	0	0
Farm	0	0	0	0	0
Woodland	1	8,300	0	8,300	8,300
Other	133	58,621,300	7,104,100	51,517,200	56,621,300
Miscellaneous	25	8,129,350	0	8,129,350	8,129,350
Totals:	494	373,479,750	95,175,969	277,923,241	373,099,210
Cable Machine & Equip't. Inventory				318,400	318,400
Total Tax Property		373,479,750	95,195, 969	278,241,641	373,417,610
Total Grand List		3,734,797.50	951,959.69	2,782,416.41	

20 non-tax parcels not included on the 411 form; Special exemptions - 3

Notes: R-1 = Less than 6 acres  
V-1 = Less than 6 acres  
Vacation 1 & 2 is for camps only  
Other is condominium units (Equinox on the Batten Kill)  
Miscellaneous is land only

Tax Exemptions: Schools, churches, courthouse, library, So. Vt. Art Center, Hildene,  
American Fly Fishing Museum, Village/Town property.

SOURCE: Manchester Assessors Office

### 7.3 Energy

The Bennington County Regional Plan identifies goals and policies applicable throughout the Region. Special emphasis is placed on energy conservation, both in standards for construction and in siting buildings. The Vermont Department of Public Service also provides standards for public buildings. This Plan advocates and encourages energy efficiency in all buildings.

Small-scale technologies using solar radiation/collectors and wind may become more popular as efficiencies and paybacks make them more competitive with other conventional sources. Whatever the source, this Plan encourages clean non-polluting sources and emissions in the Village. The appearance of facilities and structures is a significant area of concern. The location, height, and design of rooftop solar collectors, wind turbines/generators and towers may have an adverse impact on historic structures and design goals and policies advocated in this Plan. Where conflict between accommodating energy structures and achieving the design review objectives of this Plan exists, preference will be given to the latter. Whenever possible, every effort should be made to mitigate such a conflict.

Utility lines shall be off-street, or, preferably, underground. All new utility lines shall be underground.

## 8.0 IMPLEMENTATION AND COORDINATION

### 8.1 Implementation

Among the requirements for a municipal plan is a recommended program for the implementation of the objectives of the plan. The following serves to identify those activities that the Village feels are most important to plan implementation. It is noted here that the Village first enacted a zoning bylaw in 1932, and, since that time, it has served as the primary tool for land use and development. The Village also has a comprehensive set of ordinances adopted, and enforced by, the Village Trustees.

#### a. Historic Preservation

A major objective of the plan is preservation of Village historic qualities as reflected in architecture, landscaping, and settlement patterns. To this end, the entire Village has been designated a Design Control District. The Design Control District is divided into three sub-districts. To facilitate review within these districts, design review criteria have been developed as part of the Village Zoning Bylaws.

#### b. Growth Management

As indicated in the plan, the rate of population growth was virtually unchanged between 1980 and 1990. In addition, during the same period, there was a shift to a more elderly population with fewer demands for educational services. Higher property values and the cost of housing does, and is likely to continue to, influence family residency, especially with younger children, in the Village. Housing development, on the other hand, resulted in an increase of 196 units or 66% between 1980 and 2009. An increased percentage of the housing stock is for seasonal, recreational, or occasional use, and, in 2009, represented 40% of the total housing stock. Maintaining a desired mix of housing for year-round use versus meeting transient needs requires careful monitoring.

The Village has considered the implications of time-share projects as provided in 24 VSA 4407(14). This section allows projects of five or more time-share estates or licenses to be considered in the plan and zoning bylaw, as other uses. Time-share estates result in many owners of one parcel, many of whom may be unable to make the necessary capital investment to keep the project viable in the long run. Once a project is converted to time-share estates, it may be very difficult to reverse. Time-share licenses may also reflect a lack of capitalization, although there is less experience with them. In the Village of Manchester, projects consisting of five or more time-share estates or licenses are subject to Chapter 117 of Title 24 of the Vermont Statutes Annotated. This Plan provides that before any multiple ownership scheme of five or more units (whether called time-share estates, time-share license, club form of ownership or otherwise) shall be permitted, the applicant must demonstrate that the multiple ownership scheme does not jeopardize the ability of the multiple owners to raise the necessary capital to maintain and vitalize the property. This guideline shall be enforced and implemented to the full extent permitted by the Village Charter or 24 V.S.A. §4407(14). This Guideline shall not apply if the property is owned by a single entity.



Another important concern for the Village is the extent of commercialization. One of the Village goals is to maintain a desired mix of uses while maintaining the quality of the residential and natural environment. The review of master development plans, cluster and planned unit development provisions, and appropriately zoned areas are fundamental tools for implementation. In this regard, a build-out analysis for commercial and related uses in Manchester Village was commissioned and prepared to provide a benchmark from which to evaluate potential change and in relation to the goals in Chapter 2 of this Plan. A copy of that study is available at the Village Office.

c. Open Space

The protection of open space can be achieved through both regulatory and nonregulatory means. Regulatory protection can occur through site plan design and open land set-asides via clustering or planned unit development. Development rights were deeded to the Village for the Equinox golf course, while allowing a clustered condominium project off Union Street. The Village is fortunate in having large holdings, in estates and cultural or historic facilities, such as Hildene or the Southern Vermont Art Center. Retention of these open lands contributes considerably to the open space characteristic of the Village. Natural features such as wetlands, ponds, or other natural resources also contribute to open space. Extensive recreational use, such as the two golf courses and the Orvis Green parcel in the heart of the Village, are also important open space features. Parcels containing five (5) acres or more are also important contributing attributes to the open space and historic settlement pattern of the Village.

d. Technical/Professional Assistance

Given the technical and complex nature of some zoning provisions, it is necessary to retain expert assistance (master site plan review, design review, cluster and planned unit development, etc.). The Village will continue to utilize special expertise as conditions and situations warrant.

e. Mapping -- Geographic Information System (GIS)

The State statute requires that certain maps be included with the Village Plan. These are incorporated with this plan and prepared through the BCRC GIS system. Because this information can be displayed (mapped) in a variety of ways and scales, it serves as an important tool in the planning process. The Village should keep its mapped information current, especially when new information is added to the system. The Village may also have a need for special or customized maps for special projects or needs.

f. Special Housing Needs

Equinox Terrace is a community care home for the elderly constructed in 1986 and is licensed for 76 rooms/beds. It is located on Meadow Lane and contains sixty-seven single rooms and seven double rooms. This facility was found to be consistent with the Village Plan and Zoning Bylaw when initially proposed. The adjacent "Meadows" project provides subsidized housing for income eligible households. The feasibility of affordable housing to lower income persons is complicated by the high value of land

and buildings in the Village. With the exception of an outright gift of land and/or buildings, the per-unit cost would be extremely high. Maintenance of some of the larger older homes, by elderly residents, is a challenge. In some situations it might be possible to have boarder-residents share residency and cost. Five unrelated individuals living together, as a single housekeeping unit, is an allowable use in the bylaws.

The employment needs of major employers in the Village generate the need for affordable housing. Perhaps these corporations may seek to contribute to such needs via the provision of some housekeeping units, or other means.

## 8.2 Coordination

The principal areas of coordination, especially with respect to land use planning, is with the Town of Manchester (Plan) and the Bennington County Regional Commission (Plan). Consistency, or at least avoiding significant inconsistencies, between and among these jurisdictions is encouraged in the State Planning and Zoning Act. Obviously, the Village and Town are linked in the use of municipal services and in the system of property valuation.

### a. Manchester Town Plan and Bylaws

The Manchester Town Plan is substantially consistent with the land use classifications bordering the Village. Density requirements vary somewhat, but this variance is intended to maintain, as much as possible, the historic settlement patterns and open spaces in the Village, as advocated in the Village Plan. The Village complements the Town, as a major attraction for tourism and recreation. Both the Village and Town seek to maintain the quality of the environment. The north, south, and east perimeter of the Village has rural residential designations similar to those of the Town. The westerly, very low residential density and forest designations, are consistent with the Forest and Recreation designation of the Town. One area that requires continued evaluation and monitoring is the commercial corridor of Route 7A, between the Equinox and Manchester Center. Manchester Village seeks to avoid excessive strip development. Since this road and walkway is a vital link between the Village and Town, it is important to understand, coordinate, and manage the movement of people, goods, services, and land uses along this constrained corridor. Similarly, some of the rural residential roads, such as the West Road, in the Village and Town serve as a type of bypass of the Town center. The implications of land use decisions, on or in conjunction with road improvement investments, or lack thereof, need to be considered jointly by the Village and Town.

### b. Bennington County Regional Plan

The Bennington County Regional Plan was readopted on May 23, 2002. Land use classifications in the Regional Plan, which encompass the Village include: Village, Urban, and Rural, and Historic Preservation designations. Together, the Village and Historic classifications of the Regional Plan reinforce the Village Plan and bylaw, which seek to preserve historic settlements, buildings, and places, while providing for economic growth, housing, and other needs. The Regional Plan states that: "Villages may also be concerned that excessive village development will detract from both the character and function of traditional villages. For these reasons, the intensity and extent of development in village areas must be carefully managed." The Manchester Village

Plan is sensitive to these concerns. A portion of the Village is designated as "Urban" and overlays the "Village" classification. This urban designation is due to the availability of public water and sewer service, which can support higher densities of land use. However, this is tempered by the Village designation for reasons previously discussed. The Rural designation of the Regional Plan encompasses more than half of the Village area, and corresponds closely to the Village Plan's Rural Residential land use designations.

## LAND USE PLAN MAP

A large scale map at 1"=330', which is part of this Plan, is available for review at the Village Office on Union Street. It includes the Planning Districts referenced in the Plan.

## **APPENDIX**

- A. List of Existing Properties in Historic District Entered Into National Register of Historic Places, February, 1984 (with Sketch Map Showing Village Locations of Historic Buildings)
- B. Land Use Plan Map
- C. Design Review Districts Map
- D. Biological Areas Map
- E. Public Facilities and Utilities Map
- F. Water Service Area Map
- G. Sewer Service Area Map
- H. Culvert Inventory Map



## MANCHESTER VILLAGE HISTORIC DISTRICT

FEBRUARY 1984 - ENTERED INTO NATIONAL REGISTER OF HISTORIC PLACES

1. Meiers House; Colonial Revival style; c.1925 (3962 Main Street)
2. Doren House; Colonial Revival style; c.1925 (3952 Main Street)
3. Harvest Inn Restaurant; NON-CONTRIBUTING; c.1885 and 1965 (3912 Main Street)
4. Gutbier House; Italianate Revival style; c.1875 (3888 Main Street)  
Gutbier Barn; c.1875
5. Barendse House; Italianate Revival style; c.1875 (3868 Main Street)  
Barendse Barn; c.1875
6. Lawrence House; Italianate Revival style; c.1875 (3814 Main Street)
7. Seegitz House; "Colonial" style; NON-CONTRIBUTING; c.1955 (3800 Main Street)
8. Hand Apartment House; Vernacular Colonial Revival style; c.1900 (3780 Main Street)  
Hand Garage; c.1925
9. O'Dea Law Office; Greek Revival style; c.1835 (3768 Main Street)
10. Mueller House; Italianate Revival/Queen Anne style; c.1890 (3746 Main Street)  
Mueller Barn; Queen Anne style; c.1890
11. Vastola House; NON-CONTRIBUTING; Vernacular Colonial Revival Style c.1890  
(3924 Main Street)
12. Vastola Barn; c.1890 (3912 Main Street)
13. Former Hirst Cottage; "Colonial" style; NON-CONTRIBUTING; c.1950 (3654 Main Street)
14. "1811 House"; Federal style; c.1790, 1811, 1911 (3654 Main Street)
15. Former Eaton House; Greek Revival style; c.1840 (3532 Main Street)
16. St. Johns Episcopal Chapel; Retarditaire Greek Revival/Gothic Revival style; c.1910  
(3512 Main Street)
17. Livingston House; eclectic style; c.1902 (3446 Main Street)  
Livingston Barn; c.1902
18. Bodine House; Greek Revival style; c.1850 (3474 Main Street)  
Bodine Barn; Italianate Revival style; c.1885
19. Lewis House; Vernacular Colonial Revival style; c.1900 (3452 Main Street)
20. Van-Riper House; Greek Revival style; c.1840 (3426 Main Street)
21. Leonard House\*; Greek Revival style; c.1834 (3424 Main Street)
22. Wheeler House; Italianate Revival style; c.1875 (3408 Main Street)
23. Barnard-Brand House; Federal style with Queen Anne detailing; c.1776 (3372 Main Street)
24. Beadle/Hoare House; Federal style; c.1776 and 1834 (3370 Main Street)
25. Peabody/Boynton-Haines House; Greek Revival and Italianate Revival styles; c.1840,  
1880, and 1925 (3340 Main Street)  
Haines Garage; Colonial Revival style; c.1925
26. Wilson House; Colonial Revival style; c.1925 (3302 Main Street)
27. McNamara House; Colonial Revival style; c.1900 (3174 Main Street)
28. Matthews House; Federal style; c.1774 (3116 Main Street)  
Matthews Barn; c.1890
29. Duddy House; Colonial Revival/Shingle style; c.1897 (3088 Main Street)  
Duddy Garage; c.1930
30. Vogeler House; Federal/Greek Revival style; c.1805 (3062 Main Street)

31. "The Stone House"; Queen Anne style; c.1895 (3032 Main Street)
32. Clark Estate Farmhouse; Greek Revival style; c.1845 (3227 Main Street)  
Clark Estate Farmhouse Barn; c.1875
33. Harrigan House; Queen Anne/Colonial Revival style; c.1902 (54 Taconic Avenue)  
Harrigan Carriage Barn; Queen Anne style; c.1890
34. Tigie House; Colonial Revival/Shingle style; c.1900 (125 Taconic Avenue)  
Tigie Carriage House/Garage; Colonial Revival style; c.1900
35. Henry Trustee House; NON-CONTRIBUTING; Ranch style; c.1960 (163 Taconic Avenue)
36. Calvin House; Colonial Revival style; c.1900 (203 Taconic Avenue)
37. Kane House; Greek Revival style; c.1850 (340 Taconic Avenue)
38. Livesey House; Colonial Revival style; c.1925 (308 Taconic Avenue)
39. Chamberlain House; Colonial Revival style; c.1908 (306 Taconic Avenue)
40. Kittrege House; Colonial Revival style; c.1908 (292 Taconic Avenue)
41. Siegal House; Greek Revival style; c.1860 (212 Taconic Avenue)
42. Soderberg Trust House; Colonial Revival style; c.1895 (144 Taconic Avenue)  
Soderberg Trust Barn; c.1895
43. Sheridan House; Colonial Revival style; c.1910 (110 Taconic Avenue)  
Sheridan House Barn; c.1910
44. Lynch House; Colonial Revival style; c.1900 (94 Taconic Avenue)
45. Mohr House; Colonial Revival style; c.1910 (3309 Main Street)  
Mohr Garage\*\*; c.1920
46. Wilkins House; Greek Revival style; c.1845 (3373 Main Street)
47. Bennett House; Federal style; c.1790 (3407 Main Street)
48. Fort House; Italianate Revival style; c.1875 (3419 Main Street)
49. Gall House; Colonial Revival style; c.1899 (3467 Main Street)  
Gall Stable; Transitional Shingle style/Colonial Revival style; c.1899
50. Lyman House; Greek Revival style; c.1840 (3485 Main Street)
51. Newhouse House; Federal style/Colonial Revival; c.1820, 1910 (3505 Main Street)  
Newhouse Barn; c.1880
52. McCrossin House; Federal style; c.1820 (3519 Main Street)
53. Albertsson Building; Colonial Revival style; NON-CONTRIBUTING; c.1960  
(3657 Main Street)
54. Porter House; Italianate Revival style; c.1840, 1865 (17 West Road)
55. "Mark Skinner Library"; Neo-Renaissance Revival; c.1897, 1964 (48 West Road)
56. Hills' Court Building; NON-CONTRIBUTING; c.1930 (3740 Main Street)
57. "Village Country Inn"/"Worthy Inn;" Italianate Revival style; c.1897, 1907, and 1919  
(3835 Main Street)  
Mouat Barn; c.1865
58. Colclough House; Greek Revival style; c.1845 (3855 Main Street)
59. Collingwood House; Vernacular Greek Revival style; c.1846 (3869 Main Street)
60. Mueller House; Greek Revival style; c.1845 (21 Shepards Lane)  
Mueller Garage; c.1925
61. "The Inn at Manchester"; c.1897 (3967 Main Street)  
"The Inn at Manchester" Barn; Queen Anne style; c.1897

\* Burned in 1996, replaced with non-contributing building.

\*\* Replaced in 1994 with non-contributing building.