

TOWN OF WHITINGHAM VERMONT



DRAFT
7/31/26

TOWN PLAN

Adopted by the Whitingham Selectboard December 5, 2018

Funded in part by a 2025 Municipal Planning Grant
from the State of Vermont

Table of Contents

INTRODUCTION	1
1.1 PURPOSE OF THE TOWN PLAN.....	1
1.2 PLANNING PROCESS.....	1
1.3 COMMUNITY VISION.....	2
1.4 TOWN PLAN GOALS.....	2
1.5 AUTHORITY TO PLAN.....	2
1.6 USING THE PLAN	3
1.7 STATEWIDE PLANNING GOALS	3
COMMUNITY PROFILE.....	6
2.1 GEOGRAPHY	6
2.2 BRIEF HISTORY OF THE TOWN OF WHITINGHAM	6
2.3 WHITINGHAM COMMUNITY SURVEY	9
2.4 POPULATION.....	10
2.5 HOUSING	12
<i>Understanding the American Community Survey.....</i>	<i>14</i>
2.6 ECONOMY.....	14
COMMUNITY FACILITIES AND SERVICES.....	17
3.1 TOWN FACILITIES	17
3.2 PUBLIC SAFETY SERVICES	18
3.3 WASTE WATER DISPOSAL	18
3.4 ELECTRIC DISTRIBUTION	19
3.5 SOLID WASTE DISPOSAL	19
3.6 LIBRARY	20
3.7 HEALTH AND SOCIAL SERVICES	21
3.8 COMMUNICATIONS	21
<i>Landline Telephone Service.....</i>	<i>21</i>
<i>Cellular Phone Service.....</i>	<i>21</i>
<i>Emergency Communications</i>	<i>22</i>
<i>Internet and Broadband Service.....</i>	<i>22</i>
3.9 EDUCATION	22
<i>Elementary Education</i>	<i>22</i>
<i>Middle and High School Education.....</i>	<i>23</i>
<i>Homeschooling.....</i>	<i>23</i>
<i>Career Education and Lifelong Learning.....</i>	<i>23</i>
3.10 CHILD CARE	23
3.11 HISTORIC RESOURCES.....	23
3.12 PUBLIC RECREATION	24
3.13 SCENIC RESOURCES	25
POLICIES AND RECOMMENDATIONS	26
TRANSPORTATION	28
4.1 EXISTING TRANSPORTATION SYSTEM.....	28
<i>Roads.....</i>	<i>28</i>
<i>Scenic Route 100 Byway.....</i>	<i>28</i>
<i>Bridges.....</i>	<i>30</i>
<i>Alternative Transportation</i>	<i>31</i>
<i>Parking.....</i>	<i>31</i>
4.2 ACCESS MANAGEMENT	32
4.3 FUTURE TRANSPORTATION SYSTEM.....	33

POLICIES AND RECOMMENDATIONS	33
------------------------------------	----

NATURAL RESOURCES.....35

5.1 LAND CONSERVATION	35
5.2 TOPOGRAPHY AND SLOPES	35
5.3 WATER RESOURCES	36
<i>Surface Waters: Rivers, Streams, Lakes, and Ponds</i>	36
<i>Wetlands</i>	37
<i>Groundwater</i>	37
5.4 FLOOD HAZARD AREAS – FLOOD RESILIENCE PLAN	38
<i>Fluvial Erosion</i>	38
<i>River Corridors and Floodplains</i>	38
<i>Regulatory Flood Hazard Designations</i>	39
<i>Flood Hazard Regulation</i>	40
<i>Flood Hazard Mitigation</i>	41
<i>Addressing Flood Resilience</i>	41
5.5 SOILS	42
5.6 MINERALS	42
5.7 GEOLOGIC SITES	42
5.8 AGRICULTURAL RESOURCES	43
5.9 FOREST BLOCKS, WILDLIFE HABITAT AND ENDANGERED SPECIES	43
<i>Priority Forest Blocks and Wildlife Connectors</i>	44
<i>Natural Communities & Rare, Threatened and Endangered Species</i>	45
5.10 FORESTRY RESOURCES	45
5.11 INVASIVE SPECIES	46
<i>Invasive Plants</i>	46
<i>Invasive Insects</i>	46
POLICIES AND RECOMMENDATIONS	46

LAND USE50

6.1 EXISTING LAND USE	51
6.2 PROPOSED LAND USE	52
<i>Conservation</i>	52
<i>Rural Lands</i>	52
<i>Rural Residential</i>	53
<i>Villages</i>	53
<i>Areas of Special Concern</i>	54
POLICIES AND RECOMMENDATIONS	54

HOUSING57

7.1 EXISTING CONDITIONS	57
<i>Existing Housing Stock Age and Type</i>	57
<i>Household Characteristics</i>	59
<i>Seasonal Housing</i>	59
7.2 HOUSING AFFORDABILITY	60
<i>Affordable Housing Programs</i>	61
7.3 HOUSING NEEDS	62
7.4 HOUSING STRATEGIES	63
POLICIES AND RECOMMENDATIONS	65

ECONOMIC DEVELOPMENT67

8.1 EMPLOYMENT	67
8.2 EXISTING BUSINESS	68
8.3 AGRICULTURE AND FORESTRY	69

8.4 ECONOMIC DEVELOPMENT STRATEGY	70
POLICIES AND RECOMMENDATIONS	70

ENERGY73

9.1 ENERGY USES	73
9.2 ENERGY PRODUCTION	75
9.3 ENERGY CONSERVATION.....	76
POLICIES AND RECOMMENDATIONS	77

COMPATIBILITY WITH OTHER PLANS.....79

10.1 COMPATIBILITY WITH ADOPTED TOWN PLANS	79
10.2 COMPATIBILITY WITH THE REGIONAL PLAN	80

IMPLEMENTING THE TOWN PLAN81

APPENDIX.....83

TOWN PLAN MAPS AND EXPLANATIONS.....84

MAP 1. COMMUNITY FACILITIES AND UTILITIES	84
MAP 2. TRANSPORTATION SYSTEM	84
MAP 3. NATURAL RESOURCES	84
MAP 4. EXISTING LAND USE	84
MAP 5. PROPOSED LAND USE.....	84

FIGURES

FIGURE 1: AGE OF SURVEY RESPONDENTS.....	9
FIGURE 2: WHAT ARE THE THREE THINGS YOU LIKE ABOUT WHITINGHAM?	10
FIGURE 3: WHAT ARE THE THREE THINGS YOU LIKE LEAST ABOUT WHITINGHAM?	10
FIGURE 4: TOWN OF WHITINGHAM AGE DISTRIBUTION	12
FIGURE 5: WHITINGHAM VILLAGE IMPROVEMENTS AT STORE.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 6: WHITINGHAM VILLAGE PEDESTRIAN CROSSING ON VT 100.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 7: JACKSONVILLE VILLAGE CONCEPTUAL DESIGN 1.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 8: JACKSONVILLE VILLAGE CONCEPTUAL DESIGN 2.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 9: PARKING IN VILLAGES.....	32
FIGURE 10: LAND USE RESPONSES.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 11: IMPORTANT DEVELOPMENT IN TOWN.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 12: WHITINGHAM BUSINESS ESTABLISHMENT TRENDS: 2000-2016.....	68
FIGURE 13: WHITINGHAM BUSINESS EMPLOYMENT TRENDS: 2000-2016.....	68
FIGURE 14: WHITINGHAM BUSINESS ESTABLISHMENTS BY SECTOR 2016	69
FIGURE 15: VERMONT ENERGY CONSUMPTION BY SELECTED CATEGORIES, 2015.....	ERROR! BOOKMARK NOT DEFINED.
FIGURE 16: WHITINGHAM RESIDENTS COMMUTE TO WORK.....	ERROR! BOOKMARK NOT DEFINED.

TABLES

INTRODUCTION

1.1 *Purpose of the Town Plan*

The Whitingham Town Plan is a comprehensive document that provides the community with a framework for achieving its goals. The Town recognizes that, while growth and development is desirable, if not controlled and managed properly it may result in undesirable changes to the community's natural, social, and physical environment. Therefore, it is in the interest of the Town that growth occurs in a reasonable and orderly fashion that minimizes the potential for adverse impacts to the community. The Whitingham Town Plan identifies the means by which the Town proposes to guide its growth. The official adoption of the Plan represents a conscious community decision about the Town's future character, its priorities for land use and development, and the conservation of natural resources.

1.2 *Planning Process*

The Town of Whitingham adopted its first Town Plan in 1991. Since then, the Plan has been updated and readopted several times. The current update process builds on these past planning efforts and responds to changes in the community over the last eight years. The planning process was led by the Whitingham Planning Commission, with assistance from the Windham Regional Commission, and funding support from a Municipal Planning Grant from the Vermont Department of Housing and Community Development.

Different strategies were used to solicit public input during the update process. These included a community survey conducted by the Planning Commission in 2025, public engagement at Planning Commission Meetings, a public engagement meeting to hear thoughts about the draft plan, and interviews and consultations with town staff and volunteers. Through this process, the Community Vision and Town Plan Goals were refined from previous plans. The vision and goals can be found in sections 1.3 and 1.4.

Municipal plans are required to further 15 statewide planning goals, as described in 24 VSA 4302. These goals are addressed throughout the Whitingham Town Plan in the general Town Plan goals as well as the policies provided in each plan chapter. Since the last Town Plan update in 2018, a new goal was added regarding the equitable distribution of environmental benefits and burdens, as describe in 3 V.S.A. Chapter 72. Examples of environmental benefits included in the statute definition include access to a healthy environment and clean natural resources, affordable and clean renewable energy sources, public transportation, healthy homes and buildings, health care, and nutritious food. Potential environmental burdens include air and water pollution, improper handling of solid wastes, excessive noise, reduction in groudwater levels, increased flooding, and home and building health hazards. The Town Plan policies were developed to ensure equity when planning for the housing, transportation, environmental resources, energy, and public investments needs of the community.

1.3 Community Vision

According to Whitingham Community Surveys conducted in 2001, 2008, 2015, and 2025 the items that survey respondents ranked as their highest values is the natural beauty of the town and its small-town and rural nature. The two villages have maintained their 19th century appeal, and efforts to restore buildings and property will ensure that these historic villages maintain their character into the future. The working landscape of farm and forest, numerous lakes and ponds, and the open space these features provide are important to Whitingham's future. Survey respondents were highly in favor of encouraging the management and protection of the working landscape. The environmental issues that townspeople are very concerned with are water and air pollution, destruction of wildlife habitat, junk on properties and invasive species. All future growth and development of land, public facilities, and services should be in harmony with this vision.

1.4 Town Plan Goals

The statements listed below represent the overall goals of the Town of Whitingham and further establish a foundation upon which specific policies and priorities for action have been based.

It is a GOAL of the Town of Whitingham:

1. To assure that basic needs of public health and safety are met and maintained.
2. To provide adequate community facilities and services to the citizens and visitors of Whitingham.
3. To maintain the town's characteristic pattern of settlement typified by villages within a rural setting.
4. To encourage affordable housing opportunities for Whitingham residents.
5. To maintain Whitingham's road and transportation system in order to promote safety and facilitate the flow of traffic.
6. To protect lake shores, stream banks, and other significant natural areas and locations of special educational, scientific, historical, architectural, archaeological, or scenic significance.
7. To encourage the continued use of lands for agriculture and forestry.
8. To encourage compatible development activity that will best serve public and private interests.
9. To cooperate with all surrounding towns in the Windham Region to ensure mutual provision of basic needs and a sound economy.
10. To maintain Village Center designations for Whitingham and Jacksonville in order to further the intent of Goal 3.

1.5 Authority to Plan

The Whitingham Town Plan has been prepared under the Vermont Planning and Development Act (Chapter 117 of Title 24 V.S.A). This Plan becomes effective upon adoption by the Selectboard after

the required public hearings are held, first by the Planning Commission and then by the Selectboard. Under Vermont law, a Town Plan expires eight years from the date of adoption.

1.6 Using the Plan

The Town Plan is divided into the following chapters: Community profile, Community facilities and Services, Transportation, Natural Resources, Land Use, Housing, Economic Development, and Energy. Each chapter contains background information on the given topic and identifies opportunities and challenges to be addressed by the community. The objectives, policies, and recommended actions sections at the end of each chapter provide a framework for the Town to implement the Plan through local ordinances, bylaws, public investments, and other means. The recommended actions are also listed in a single location under the Implementation Program in Section 11.

The Town Plan also serves to guide the Windham Regional Commission and state agencies in their planning efforts, assists the District Environmental Commission in judging applications submitted under Act 250, and other state proceedings, such as Section 248. Act 250 requires that development projects are in conformance with the Town Plan. The Town Plan is also used in the Section 248 process, in which the Public Services Board determines if a public utility project is in the public good. The Section 248 process was established via 30 V.S.A. §248 and incorporates most of the review Act 250 criteria.

In situations where the interpretation of the Town Plan is required, it will be the responsibility of the Whitingham Planning Commission, in cooperation with the Whitingham Selectboard, to conduct a review and provide an opinion. Sections of the Town Plan that contain the language “should” are recommendations only. The language “could” or “may” are only suggestions as to the direction a project may or could take. The language “shall, will, or must” is mandatory.

1.7 Statewide Planning Goals

The Whitingham Town Plan is consistent with the 14 statewide planning goals listed in 24 V.S.A. §4302. The objectives and policies in the Plan refine these statewide goals to reflect Whitingham’s priorities and allow the Town to make progress on furthering the goals, as outlined in the table below. **The Town Plan incorporates these goals as Whitingham’s planning goals.**

Table 1: Statewide Planning Goals & How the Whitingham Town Plan Meets Them

Statewide Planning Goal	Relevant Whitingham Town Plan Objectives or Policies
1. To plan development so as to maintain the historic settlement pattern of compact village and urban centers separated by rural countryside.	Chapter 4 – Land Use: Objective 1, 2, 3, and 4 Chapter 5 – Natural Resources: Objective 3 Chapter 7 – Housing: Objective 2

2. To provide a strong and diverse economy that provides satisfying and rewarding job opportunities and that maintains high environmental standards, and to expand economic opportunities in areas with high unemployment or low per capita incomes.	
3. To broaden access to educational and vocational training opportunities sufficient to ensure the full realization of the abilities of all Vermonters.	
4. To provide for safe, convenient, economic and energy efficient transportation systems that respect the integrity of the natural environment, including public transit options and paths for pedestrians and bicyclers.	
5. To identify, protect, and preserve important natural and historic features of the Vermont landscape, including: significant natural and fragile areas; outstanding water resources, including lakes, rivers, aquifers, shorelands, and wetlands; significant scenic roads, waterways, and views; important historic structures, sites, or districts, archeological sites, and archeologically sensitive areas.	
6. To maintain and improve the quality of air, water, wildlife, and land resources.	
7. To make efficient use of energy, provide for the development of renewable energy resources, and reduce emissions of greenhouse gases.	
8. To maintain and enhance recreational opportunities for Vermont residents and visitors.	
9. To encourage and strengthen agricultural and forest industries.	

10. To provide for the wise and efficient use of Vermont's natural resources and to facilitate the appropriate extraction of earth resources and the proper restoration and preservation of the aesthetic qualities of the area.	
11. To ensure the availability of safe and affordable housing for all Vermonters.	
12. To plan for, finance, and provide an efficient system of public facilities and services to meet future needs.	
13. To ensure the availability of safe and affordable child care and to integrate child care issues into the planning process, including child care financing, infrastructure, business assistance for child care providers, and child care work force development.	
14. To encourage flood resilient communities.	
15. To equitably distribute environmental benefits and burdens as described in 3 V.S.A. chapter 72.	

COMMUNITY PROFILE

2.1 Geography

The Town of Whitingham is located in the southwest corner of Windham County on the Massachusetts state line. Five towns – Halifax, Wilmington and Readsboro in Vermont and Heath and Rowe in Massachusetts, border Whitingham.

A gently sloping topography and a number of small lakes, ponds and wetlands make up the majority of the Whitingham landscape. The Deerfield River runs through the western portion of town and the East Branch of the North River is in the east-central section of town. The headwaters for the East Branch of the North River are located in several natural ponds north and northeast of Jacksonville Village. Whitingham is bounded on its western edge by the Green Mountains. The highest actual elevation in town, between 2,320 and 2,340 feet, is on the side of a mountain along Whitingham's western border.

2.2 Brief History of the Town of Whitingham

Whitingham has a rich history and contains many architectural and historic resources. Several local books and pamphlets were used, and individuals were contacted to develop the following time line.

Table 2: Whitingham's Historical Timeline in Relation to Town Planning

1770	Town of Whitingham chartered as formal township; population totaled 14 inhabitants by 1771.
1780	First formal town meeting; population totaled 200.
1780-1790	Population doubled to 400. Settlers were mostly arriving from Massachusetts.
1790	Amos Brown built first brick home in South Whitingham.
1789-1800	Whitingham's first village was established at "The Common" on Town Hill. A small schoolhouse was erected (1789) and the first meetinghouse, for all denominations, was built (1799). Later in 1842, the Academy was built, a regional school educating pupils from surrounding towns. Life flourished for about 50 years and then the village gradually deteriorated.
1800	Population doubled to 866, log cabins were abandoned and more modern houses built. Jacksonville and Whitingham villages were beginning to become settled.
1801	Brigham Young, famed Mormon leader was born.
1836	Davis Bridge was built over the Deerfield River.
1891	Hoosac Tunnel and Wilmington Railroad completed.

1904	Jacksonville Village was incorporated to set up electric service.
1908	Survey of Deerfield River drainage by Harry Harriman and Malcolm Chase.
1910	Formation of New England Power. By 1912 land and water rights were acquired from Shelburne Falls, MA to Somerset, VT.
1923	Construction of Harriman Dam (former site of Davis Bridge); at the time reportedly the largest earthen dam in the world - 200 feet high, 1,300 feet wide at base, and 1,250 feet long at the crest. By 1924, a 2.5-mile tunnel was completed to the powerhouse.
1927	Damage by flooding marked the end of the passenger service provided by the Hoosac Tunnel & Wilmington Railroad (fondly known as the Hoot, Toot & Whistle), then owned by New England Power Company.
1930	Whitingham celebrated its sesquicentennial (150 years); community members focused their efforts to revitalize Town Hill Common.
1938	Major flooding washed out every bridge in town as a result of the '38 Hurricane.
1950-1960	Period marked by beginning of recreational development in the Deerfield Valley. Mount Snow was established, land was acquired for vacation homes, and use of rivers and Harriman Reservoir expanded. Two small ski areas, Morse Farm and Burrington Hill, began operation.
1954	Floating Island noticeably changed its position in Lake Sadawga.
1960	Whitingham Central School for grades 1-12 opened, located about half way between Jacksonville and Whitingham Village. The kindergarten was established in 1971.
1969	Whitingham adopted its first Town Plan and later that year voters adopted Zoning Regulations.
1973	Whitingham Historical Society formed; a museum was opened in the Green Mountain Hall in Whitingham Village.
1983-1984	Sewage treatment facilities in Jacksonville and Whitingham Village began operations.
1985	E.J. Roberts Auto Sales, Whitingham's major employer for three generations, went out of business.
1990	Whitingham joined the Windham Solid Waste Management District.
1996	Acquisition of land in Jacksonville Village for the formation of Eames Park, providing a grassy area as well as additional parking in the Village.
1996	Whitingham Historical Society acquired Amos Brown House in Whitingham; Number Nine Schoolhouse moved to new site near Green Mountain Hall in Whitingham Village.
1996	Act 60 is passed; created to provide equal education opportunities and having a significant negative financial impact on the Town of Whitingham due to its property tax funding formula.
1998	USGen purchases New England Power generating facilities and lands

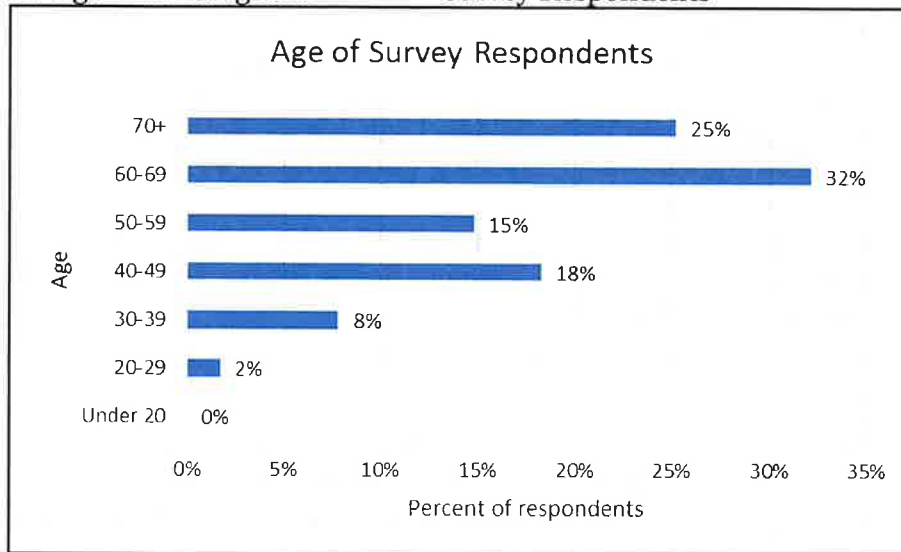
	surrounding Harriman Reservoir.
2000	Ownership of Amos Brown House transferred to Landmark, Trust, USA.
2004	The towns of Wilmington and Whitingham merged their middle and high schools and created the Twin Valley High School in Wilmington and the Twin Valley Middle School in Whitingham.
2006	Whitingham Village Historic District was listed on the National Register of Historic Places.
2007	Windham Housing Trust completed Sadawga Springs Apartments, nine units of permanently affordable housing, located in Whitingham Village.
2011	Tropical Storm Irene caused rivers and streams to overflow. Several businesses and a number of houses in Jacksonville were flooded. There was severe damage to a number of roads, bridges, and culverts.
2013	Designation of Whitingham as a Village Center was renewed by the State of Vermont.
2014	Designation of Jacksonville as a Village Center was approved by the State of Vermont
2014	Whitingham and Wilmington completed the six-year process of merging their school districts. The two towns now share one elementary school building located in Wilmington, Twin Valley Elementary, and one middle/high school building located in Whitingham, Twin Valley Middle High School. Both buildings were enlarged and renovated including installation of Sovernet high speed fiber-optic broadband.
2014	The State of Vermont designated the 10 miles of Route 100 in Whitingham as an official Vermont Scenic Byway. Several signs were installed along the route.
2014	Whitingham launched a town website: http://www.townofwhitingham-vt.org/
2017	Great River Hydro purchased the TransCanada hydro facilities and lands surrounding Harriman Reservoir and Sherman Reservoir.
2017	Whitingham voted to terminate membership in Windham Solid Waste Management District effective July 1, 2018.
2017	Whitingham filed suit against the State of Vermont about its education funding system. Whitingham lost the case.
2018	The merged school district became the Twin Valley Unified Union School District
2018	Whitingham became its own Solid Waste District.
2018	Whitingham launched updated and redesigned website at www.whitinghamvt.org .

2018	Upgrades to the sewer system began.
2020	COVID 19: World-wide pandemic
2024	DV Fiber began serving all corners of town with high-speed fiber optic internet.
2025	Removal of a small bridge and replaced the culvert at the Municipal Center.
2025	Two FEMA buyouts occurred to promote flood resiliency in Jacksonville.

2.3 Whitingham Community Survey

In 2025, the Planning Commission surveyed the community to inform the development of the Whitingham Town Plan. Results of the survey are found throughout the Plan in the appropriate sections. Of the 115 people who responded to the survey, 93 % were year-round residents, 92% own land in Whitingham, and they had the following age distribution:

Figure 1: Age of Whitingham Resident Survey Respondents



Respondents were asked what three things that they liked best and liked least about Whitingham. Natural beauty, lack of urban congestion, and small-town atmosphere were the top three things respondents liked, while property taxes and junk on property visible from road were the top two items that ranked well above other items that respondents liked least about Whitingham.

Figure 2: What are the three things you like about Whitingham?

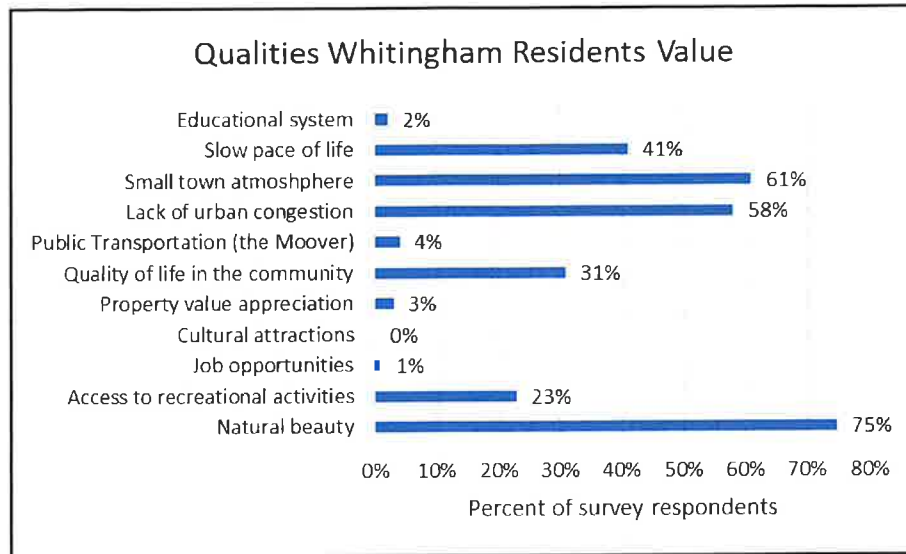
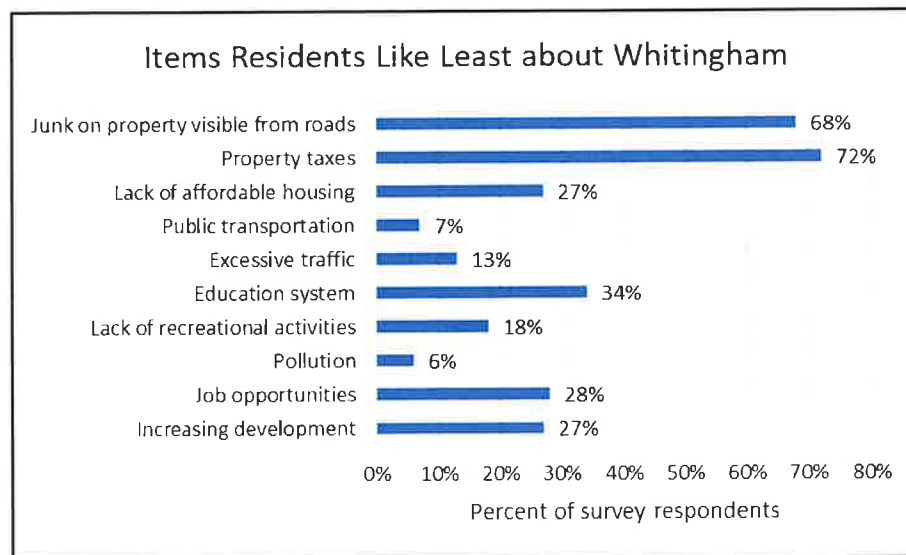


Figure 3: What are the three things you like least about Whitingham?



2.4 Population

Population trends are of interest in projecting future housing, facility, and service needs. One method of predicting population trends is to assess demographic trends over the previous decades and make population projections based on future fertility, mortality, cultural, and migratory trends and possible outcomes. Table 1 below, are the known population numbers for Whitingham between the from 1900 to the latest U.S. Census date in 2020.

Table 3: Historical Population Trends

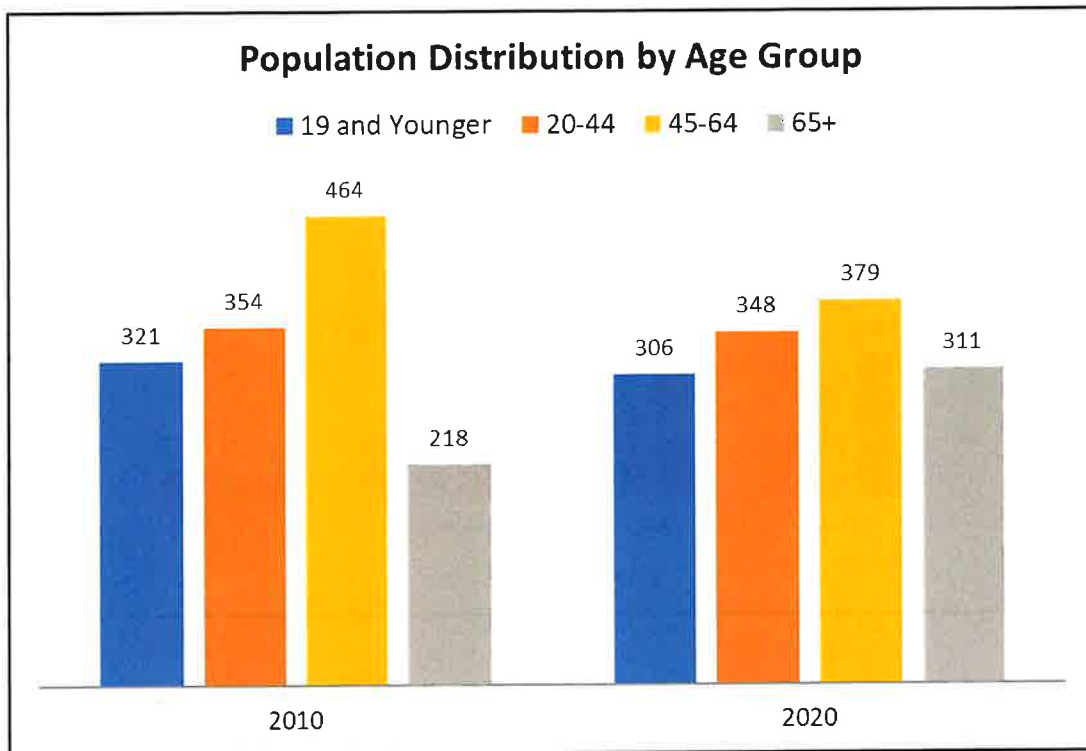
Year	Population	Absolute Change	Percent Change
1900	1,042	-----	
1910	969	- 73	- 7.0
1920	811	-158	-16.3
1930	734	- 77	- 9.5
1940	784	50	6.8
1950	816	32	4.1
1960	838	22	2.7
1970	1,011	173	20.6
1980	1,043	32	3.2
1990	1,177	134	13.0
2000	1,298	121	10.3
2010	1,357	59	4.5
2020	1,344	- 13	- 0.96

(Source: 2020 U.S. Census)

Population *projections* for Whitingham by the Vermont Agency of Commerce and Community Development in their Vermont Population Projections – 2010 - 2030 report show the town will continue to experience slow and steady growth over the next few years.

It is important to consider the age of a town's population and implications of growth within an age group in order to plan for the population's future needs. In 2020, the median age of the town was 46, only a one-year increase from the previous decade. The numbers of people 19 and younger and between 20 and 44 are holding relatively steady, while ages 45-64 decreased as those in the 64+ increased. Table 4 illustrates changes in the age of Whitingham's population between 2010 and 2020.

Figure 4: Town of Whitingham Age Distribution



(Source: 2020 U.S. Census)

2.5 Housing

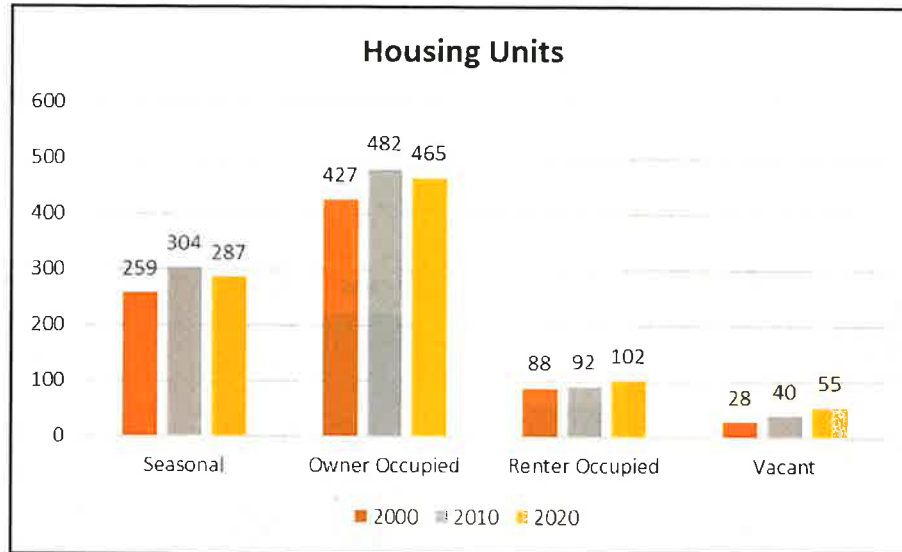
According to the 2020 census, Whitingham had grown to a total of 909 housing units. Between 2020 and 2024, permits were filed for 23 new homes, 3 accessory dwelling units and 1 mobile home. Table 4 provides a breakdown of the type of housing by year.

In 2020, of the 567 occupied housing units, 82% were owner-occupied, with the remaining 18% being renter occupied. Owner occupied housing increased between 2000 and 2010 and then slightly dipped in 2020. Rentals saw a steady, but slow increase between 2000 and 2020. These numbers, indicate a slow growth in the year-round residential population,

Whitingham saw a significant increase in seasonal housing in the 1980s and 1990s due to the expansion of nearby ski resorts. Since 1990, seasonal housing has maintained a fairly consistent percentage of total housing in Whitingham, ranging between 36.8% in 1990 and 32% in 2020. Since the 2020 Covid-19 pandemic there has once again been an increase in the purchase of existing housing units to become second homes. Home prices have steadily increased as

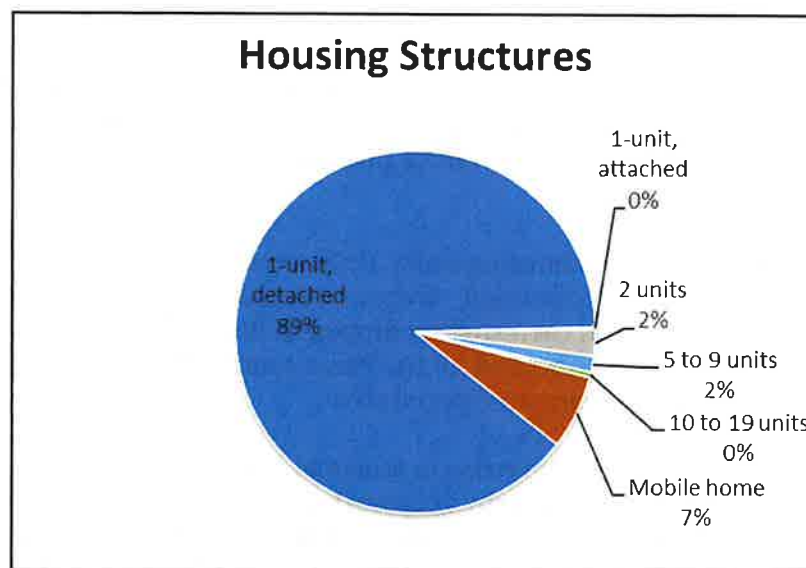
pressure to purchase existing housing stock has risen. Current home prices are now often unaffordable for many people.

Figure 5: Housing by Unit Type



Whitingham is predominantly comprised of single-family homes. Figure 5 shows the number of housing units by the number of units in the structure.

Figure 6: Number of Units in Structures



(Source: 2023 American Community Survey (ACS) 5-year estimates)

Notes:

- *The total housing units in Figures 5 and 6 differ; Figure 5 is Census data; Figure 6 is ACS estimate.*
- *1-unit, detached structures are standalone buildings. 1-unit, attached structures are individually owned structures that are attached to others (like townhomes)*

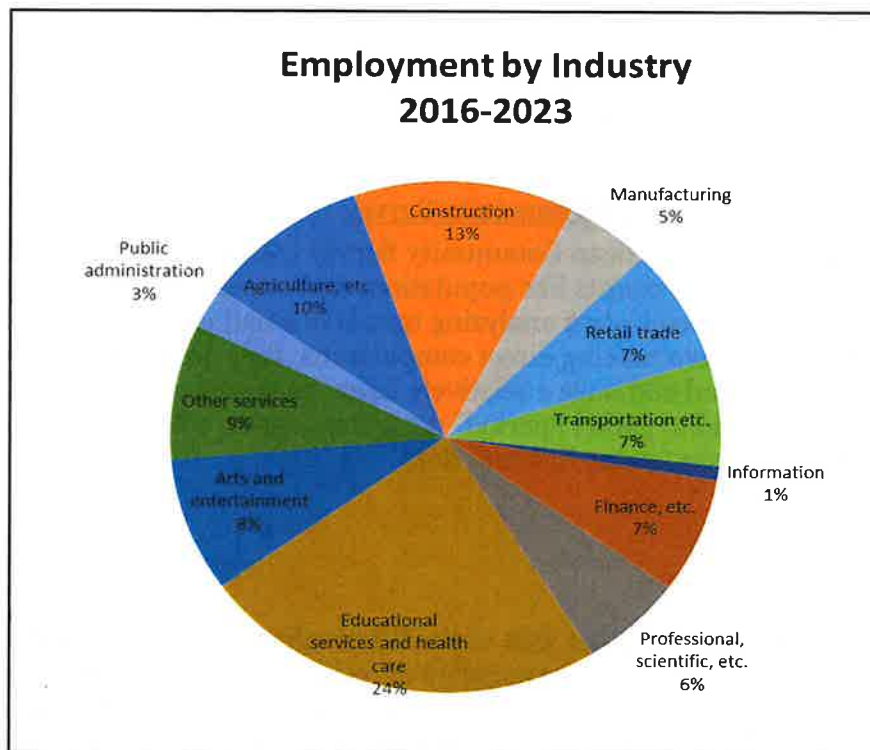
Understanding the American Community Survey

Data published in the American Community Survey (ACS) are five-year estimates and do not reflect actual counts like population, age, or sex, as Census data do. These estimates are useful when analyzing trends in small populations but should be used cautiously when making direct comparisons; they are estimates over a rolling five-year period and have a relatively large margin of error. The ACS is conducted year-round to gather “period” data; the Census, which is conducted every ten years, collects “point-in-time” data.

2.6 Economy

The 2000 Census indicated that 33% of the Whitingham residents that are employed work in town, while the majority of residents work outside of town. Between 2008 and 2012, the American Community Survey reported, 24.6% of Whitingham residents worked in Whitingham, including the 4.9% of residents that worked at home. According to the Vermont Department of Labor, in 2010 there were 1,099 Whitingham residents age 16 and over. Of them, 817 were in the labor force, with 755 workers employed and 62 un-employed, producing an un-employment rate in Whitingham of 7.5%, lower than the state average, but higher than average for Windham County.

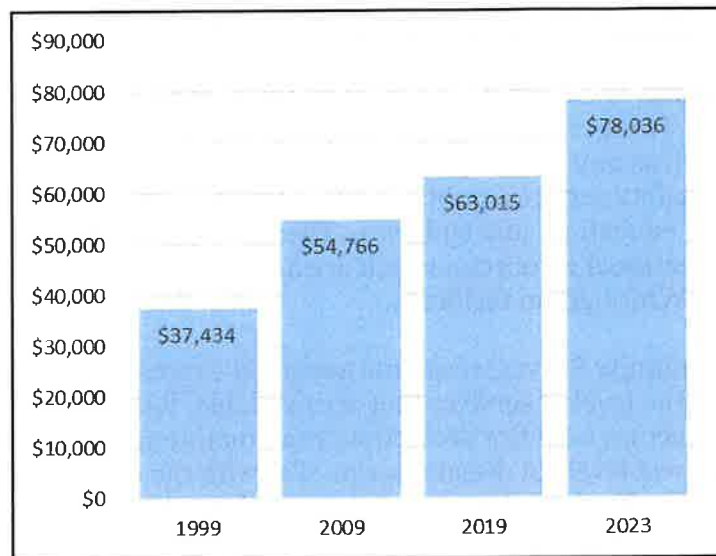
Figure 7: Employment by Industry



(Source: 2023 American Community Survey)

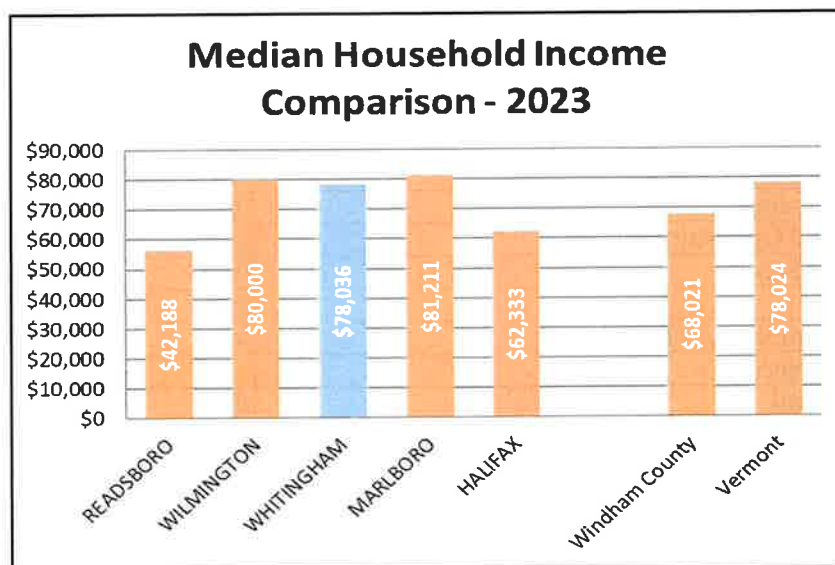
The median estimated household income in Whitingham increased over the years. In 1999 the estimated median household income was \$37,434 and rose steadily to \$78,036 in 2023. In the 2023 estimates, Whitingham is comparable to the surrounding communities of Wilmington and Marlboro and higher than Readsboro and Halifax. Whitingham's median income matches the State of Vermont as a whole and is higher than Windham County's median income.

Figure 8: Median Household Income in Whitingham



(Source: AHS 5-Year Estimates Subject Tables (S1901))

Figure 9: Median Household Income Comparison



(Source: AHS 5-Year Estimates Subject Tables (S1901))

COMMUNITY FACILITIES AND SERVICES

Community facilities and services are those facilities owned, maintained or contracted by the Town of Whitingham including structures, land and equipment, as well as any services. This section includes a discussion of town property, public safety services, public utilities, library services, health care, communications, education, and childcare. There is also a discussion of historic, cultural and recreational resources, which are amenities that contribute to the quality of life for Whitingham residents.

In the 2025 Community Survey, residents generally expressed satisfaction or being neutral for the level of services that are available. Residents particularly highlighted satisfaction with fire protection, road maintenance, and snow removal. The highest levels of dissatisfaction was with the education system, health services and affordable housing. Police services, where 47.5% of the respondents expressed dissatisfaction in the 2015 survey, has risen in satisfaction levels. Results from the survey are as follows:

Table 4: Satisfaction with Current Level of Service

Are you satisfied with the current level of services?	Satisfied	Dissatisfied
Fire Protection	63	1
Police Protection	22	23
Education System	19	35
Road Maintenance	77	
Recreational Opportunities	54	5
Health Services	21	27
Library	58	2
Transfer station/recycling	54	5
Ambulance service		3
Snow removal	88	3
Traffic flow through villages	59	22
Affordable housing	10	28
Elder services	25	8

3.1 Town Facilities

The Whitingham Municipal Center, located on Route 100 in Jacksonville, currently houses the Town Clerk's office, Selectboard office, library, a public hall, kitchen facilities, and several meeting rooms. The Town Garage, located between both villages on Route 100, provides storage for all Town Highway Department equipment.

Recreational facilities owned and maintained by the town include: Town Hill Common (playground, picnic area, and softball field), Eames Village Park, Municipal Center basketball/pickleball court, 2 open space properties that were part of FEMA buyouts in 2025, town trails, and Class 4 roads.

The town owns and maintains 13 cemeteries, which are located throughout Whitingham.

3.2 Public Safety Services

The Whitingham Fire Department is a voluntary unit of approximately 23 members. It is a member of the Keene Mutual Aid System and approved by the Vermont Fire Underwriters. The Department operates two fires stations. The firehouse located in Whitingham Village houses one pumper truck, brush fire truck, and other equipment. The firehouse located in Jacksonville Village houses two pumper trucks, a rescue vehicle and an ambulance.

Emergency medical services are provided by Deerfield Valley Rescue (DVR). DVR is based in Wilmington and maintains an ambulance at the Jacksonville Firehouse. This is a non-profit organization funded through, town appropriations, subscriptions and donations. DVR provides Whitingham and surrounding towns with ambulance service, medical care, transport to and from area hospitals and large regional hospitals. It is primarily staffed by trained volunteers; however, two full-time personnel are employed. The statewide 911 locatable address system provides dispatch service for fire, emergency and ambulance calls.

The Town began contracting with the Wilmington Police Department to provide patrol coverage in 2021. Law enforcement remains an issue under continual review.

3.3 Waste Water Disposal

The town has operated two wastewater treatment facilities since 1984. These facilities were originally built for pollution abatement. The plants are operated and managed under the guidance of the Selectboard. The Jacksonville facility is the larger of the two with a design flow of 50,100 gallons per day. The estimated average monthly flow is 50% of the design capacity. The Whitingham facility has a design flow of 12,300 gallons per day. The average monthly flow puts this facility also near 50% of design capacity. Presently, the sludge is hauled away for disposal.

In 2016 a \$20,000 grant was received to create an Asset Management Plan (AMP) for the two treatment plants prepared by an engineer. In 2018 the Jacksonville plant was shut down by the state for equipment failure, although the discharge permit was never violated. The repair and upgrade project at both plants was estimated to cost \$3.9M and in 2021 the town voted for a bond in that

amount. The first bid resulted in a project cost of \$4.7M due to COVID-19 cost increases. After breaking the project down into bid alternates, the town accepted a bid and began construction for repairs and updates in 2023 of the two sewage treatment plants including replacement of the Rotating Biological Contactor (RBC) and the UV Systems. During construction Whitingham received an ARPA grant for \$1M as well as Congressionally Directed Spending of \$1M and were able to include the entire project as originally designed plus installation of generators, roof replacement and extensions, and an influent metering manhole required in the Whitingham discharge permit. This project is vital to the local economy by instilling confidence in local infrastructure. The upgrades will also result in energy savings and less costly maintenance.

The discharge permit for the Whitingham plant mandates that the town address phosphorus in our effluent as well as potentially some metals. The Selectboard office appealed the discharge permit timeline and requested the process start with a dilution study by 2035. That study may indicate that expensive equipment could be required to address any problems found.

Areas not served by the sewage treatment facilities utilize individual, on-site septic systems as the principal means of wastewater disposal. The State of Vermont requires permits for on-site septic systems as well as potable water supplies. The Vermont Department of Environmental Conservation issues these permits.

3.4 Electric Distribution

The Village of Jacksonville Electric Co. is a municipal electric distribution system which provides electricity to Jacksonville and a large portion of Whitingham (735 customers as of 2025). The remainder of Whitingham is serviced by Green Mountain Power. The electric company provides storm restoration through part time staff linemen, support from Green Mountain Power, and mutual aid through NEPPA members as needed.

3.5 Solid Waste Disposal

The town offers residents trash disposal and recycling services at the transfer station at 4185 VT Route 100. An attendant oversees use of the facility by residents and collects tickets based on the amount of trash disposed, which is known as Pay-As-You-Throw (PAYT). Collection of recyclable plastic, glass and metal containers, paper and cardboard, scrap metal, tires, clothing and shoes, white goods, paint, mercury containing bulbs, and electronics is available. There are also drop off areas for leaves, grass, brush and food scraps. Household Hazardous Waste collection events are conducted by the town twice per year.

Trash is compacted and hauled away to an incinerator in New York state or a

Vermont landfill.

The town became a member of the Windham Solid Waste Management District (WSWMD) in 1990. At a special Town Meeting in 2017 it was voted to terminate membership in WSWMD effective July 1, 2018 in order to reduce costs and gain more control. The town worked with the Windham Regional Commission to develop a Solid Waste Implementation Plan (SWIP) and to update the Waste Disposal Ordinance. The SWIP was approved by the Agency of Natural Resources on May 29, 2018, and the updated Ordinance and SWIP became effective on July 1, 2018 making the Town of Whitingham its own Solid Waste District. Collection of recyclable plastic, glass and metal containers, paper and cardboard, scrap metal, tires, clothing and shoes, white goods, paint, mercury containing bulbs, and electronics (E-cycle was implemented in 2013) is available at the Transfer Station during regular business hours. Household Hazardous Waste collection events are conducted by the town twice per year.

3.6 Library

The Whitingham Free Public Library was first established in 1899. It is located in the Whitingham Municipal Center at 2948 Route 100 South, Jacksonville, VT. The current 1,342 square foot space was added in 1971 and is handicapped accessible. In 2014 the library underwent an interior renovation and rejuvenation project to update patron and staff areas including ceiling, lighting, walls, refinishing natural wood shelves, carpeting, adding a new circulation desk, updated patron computer desks and added a commercial copy machine which increased our printing, coping, faxing and scanning services. Located between the US Post Office and Jacksonville General Store, the Whitingham Free Public Library is the “hub” of the community, a “gathering” space for many residents.



Currently staffed by 3 part-time employees and dedicated volunteers the library is open 22 hours per week plus additional programming hours. A six-member board of trustees, made up of five Whitingham representatives and one Halifax representative have staggered three-year terms elected at Town Meeting, establish policies, set the annual budget, hire and review the Library Director, facilitate fundraising events, and oversee financial accounts.

There are currently over 1,560 registered members. Its collection includes books, periodicals, DVD's, CD audiobooks, digital audio and e-books, streaming platforms and a collection of “things”, which includes snowshoes, tools, STEAM (Science, Technology, Engineering, Art, Math) & Literacy Backpacks, games, puzzles, and Chromebooks. In response to rapid technological changes, its collection of digital resources have been expanded in multiple formats including the Vermont On-line Library and Heritage Quest, Listen- Up VT, The Palace Project, Biblio+ and digital subscriptions to the Deerfield Valley News and

Brattleboro Reformer. High-speed Wi-Fi is available 24/7 with outdoor courtesy charging stations.

In addition to meeting circulation and technological needs, the library fosters community cultural life by partnering with local organizations, such as the Lions Club, Wings Community Programs, homeschool groups and more to provide public programs and events throughout the year. Available during regular operating hours an active community food shelf is maintained, stocked with donations.

The library continues to assess the community's needs through observation and informal and formal surveys and strives to meet those needs.

3.7 Health and Social Services

Health and medical needs of the town can be met through the Deerfield Valley Health Center, which is located in Wilmington and serves towns in western Windham County. More extensive medical services are provided by facilities in Brattleboro, Bennington, Greenfield and North Adams (emergency room only).

Appropriations are voted on annually for social service agencies. In 2025 these appropriations went to Ambulance Services, DV Community Cares, DV Community Partnership, DV Food Pantry, Green Mountain RSVP, Health Care & Rehab Services, Moover/Southeast Vermont Transit, SE VT Community Action (SEVCA), SE VT Economic Development (SeVEDs/BDCC), Senior Meals, Senior Solutions, Twin Valley Youth Sports, WINGS (summer), WINGS (after school programs), Windham Disaster Animal Recovery and the Women's Freedom Center.

3.8 Communications

Landline Telephone Service

Landline telephone service is provided by Consolidated Communications, Inc.

Cellular Phone Service

New cell towers built in the Deerfield Valley over the past several years have improved cell phone service, including voice and data, in parts of Whitingham. A signal from several cellular carriers can be obtained at some points in town however no cellular carrier provides full cell phone coverage for voice and data to all locations in Whitingham at this time.

Emergency Communications

For many years, Whitingham has owned and maintained a CB-type radio transmitter that emergency personnel access. The state funded cellular repeaters with a range of up to ½ mile (depending on tree cover) were installed on the telephone poles along Route 100, Route 112 and Route 8A, as part a region-wide response to a lack of reliable communications during Tropical Storm Irene. The repeater system has battery and solar power backup located at the Whitingham Municipal Center and is primarily for emergency responders. The system never worked properly and was abandoned by the State.

Internet and Broadband Service

- 1) DVFiber, the not-for-profit Communication Union District that Whitingham helped to establish, has completed building out fiber optic broadband service to all locations in Whitingham that were on the electrical grid as of 2021. They offer up to 1000 Mbs symmetrical service
- 2) DSL internet via the existing Consolidated Communications (CCI) landline telephone wires is available approximately three miles out from switching equipment based near the centers of Whitingham and Jacksonville.
- 3) Fidium, CCI's fiber optic based product, is slated to start building out areas in Whitingham in 2025. They offer speeds up to 2000 Mbs symmetrical.
- 4) In 2015 a cellular based 4G LTE internet service began in Whitingham, provided by Vermont Telephone Company (VTel). The system requires a clear line of sight to one of the more than 152 cell towers they've built around the state.
- 5) ViaStat (Excede) and HughesNet provide satellite-based internet service to all areas of Whitingham with a clear line of sight to the southwestern sky.
- 6) Starlink provides internet service via a network of low earth orbit satellites as long as the antenna has a clear line of sight to one or more of the available satellites.
- 7) Firstlight (originally Sovernet) built a fiber optic broadband system along the major state highways in Vermont. The system provides high speed broadband to schools, town offices and libraries located on these state highways.

3.9 Education

Elementary Education

Twin Valley Elementary School, located at 360 Vermont Rte 100 N in Wilmington offers Pre-K through 5th grade. The school takes students from the towns of Wilmington and Whitingham.

Middle and High School Education

The Twin Valley Middle High School, located at 4299 Vermont Rte 100 in Whitingham, services grades 6th – 12th. Students. The school services the towns of Whitingham, Wilmington and Halifax.

Homeschooling

Career Education and Lifelong Learning

Adult education opportunities for Whitingham residents are available regionally. The Community College of Vermont has learning centers in Brattleboro and Bennington that offer associate degrees, career-related certificates, and credit and non-credit training programs. Other opportunities include UVM Extension, and the School for International Training. The Whitingham Free Public Library offers technology training upon request and other educational programming throughout the year.

3.10 Child Care

Child care and early childhood education are important components of the Whitingham community and its future. Ensuring accessible, affordable, quality childcare is vital. Availability of child care services can have a direct effect on the vitality of the town by encouraging young families to locate and remain in Whitingham. As the number of families with both adults working outside the home increases, the demand for child care services has also increased.

The local demand for child care services is difficult to measure, but the following statistics might shed light on possible need for childcare. In 2010, the population under age 5 was 80, for ages 5-9 it was 84, and for ages 10-14 it was 95. This totals 259 youth under the age of 15. In the 2020 census the population under 5 was 92, for ages 5-9 it was 72, and for ages 10-14 it was 72. This totals 236 youth under the age of 15. While there was a decrease in the number of youth during the decade, there is still 18% of the population that needs some sort of childcare or after school care.

3.11 Historic Resources

Whitingham has a unique heritage and a number of sites that are important to its history. The 1974 Historic Sites and Structures Survey conducted by the Vermont Division of Historic Preservation identified structures having significant local historical value and deserving protection, maintenance or renovation. These

structures, shown on the Utilities and Facilities map, are those listed on the Vermont State Register of Historic Places. Those of local significance are noteworthy because of architectural style or contribution to the character of the town.

In 2006, the Whitingham Village Historic District was listed on the National Register of Historic Places. This listing recognizes the historic importance of the district and assures protective review of Federal projects that might adversely affect its character. The Whitingham Village Historic District is comprised of a group of commercial, institutional, agricultural and residential buildings constructed between 1840 and 1950 that form the core of Whitingham Village along parts of Route 100, School Street, Brook Street, and Stimpson Hill Road.

The Whitingham Historical Society, founded in 1973, is a non-profit organization. Green Mountain Hall is the permanent home of documents and artifacts of historical significance to the town. The No. 9 Schoolhouse is also a significant historic structure. It has been moved to Whitingham Village where it is adjacent to Green Mountain Hall. Both of these properties are owned and maintained by the town and are open to the public during posted hours. The restored Amos Brown House is now owned by The Landmark Trust, USA.

3.12 Public Recreation

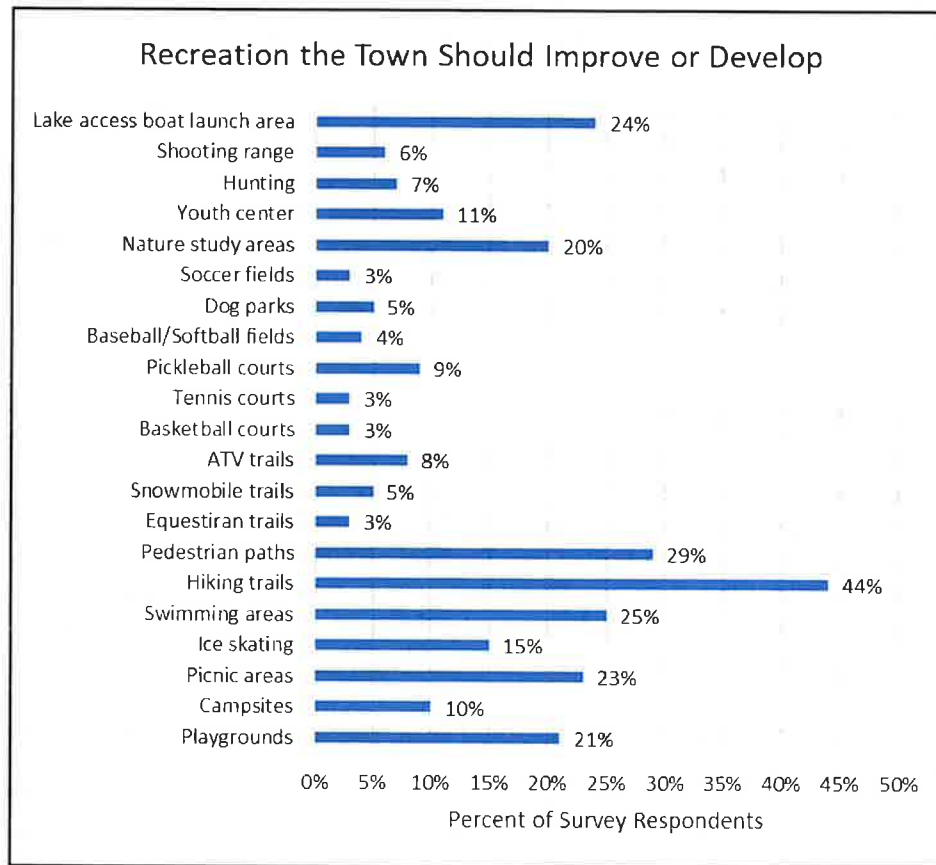
Rural recreational opportunities in Whitingham include water sports, fishing, and skating on Harriman Reservoir, Sadawga Lake, Clara Lake, Sherman Reservoir, and Jacksonville Pond; Deerfield Valley Sportsmen Club shooting range; Town Hill Common; Lion's Club Basketball/Pickleball Court; hunting and trapping lands throughout most of the town and fishing on numerous small streams. Legal trails, Class 4 roads and private lands also offer opportunities for hiking, cycling, cross-country skiing, snowshoeing, and snowmobiling.

The Catamount Trail, a public recreational trail, passes through Whitingham as it runs the length of Vermont. The trail winds its way up along the Green Mountain range, linking together cross-country ski centers and country inns. The trail in Whitingham is complete and the best access point to the trail is at Harriman Dam.

Snowmobiling is a popular recreational activity in Whitingham. The local EZ Riders Club maintains trails along the west side of Harriman Reservoir and the east side of the lake into Wilmington. The Club has a recreational agreement through VAST with Great River Hydro to use trails on company lands and hopes to maintain this agreement with Great River Hydro and its successors. All of these trails are used with permission by landowners and involve over 100 pieces of property. Other users of these trails include cross-country skiers, hikers and cyclists.

As indicated in the 2025 community survey, 54% of respondents were satisfied with the recreational opportunities in Whitingham. When asked to select no more than three recreational improvements or developments that should be pursued in the future, respondents seemed to favor taking advantage of the natural environment by developing hiking trails, pedestrian paths, swimming areas and lake boat launch areas and picnic areas.

Figure 10: Town Survey Results: Recreation the Town Should Improve or Develop in the Next 5 Years



3.13 Scenic Resources

Whitingham offers various scenic resources. Views of Sadawga Lake and Harriman Reservoir are particularly noteworthy. Sprague Falls and Holbrook Pond, Atherton Meadows, and the shores of Clara Lake, Shippee Pond, Jacksonville Pond, Ryder Pond, Laurel Lake, and Gates Pond are also important scenic resources. The Green Mountain Giant, located in western Whitingham, is of special geological interest and possibly the largest glacial erratic in New England. Scenic resources are a significant factor in the quality of life as

expressed by citizens of Whitingham. Many of these resources are highly sensitive to development and must be carefully managed.

Policies and Recommendations

Policy 1: The construction or expansion of community facilities and services should take place with minimum impact on natural resources.

Recommendation 1.1: Establish clear policies regarding sewer line extensions. These policies shall reflect the desired development pattern in town as detailed on the Proposed Land Use Map and resource protection needs. (Selectboard)

Recommendation 1.2: Map the entire sewer collection system.

Recommendation 1.3: Update the sewer ordinance including connection procedure and fees.

Recommendation 1.4: Continue to increase the sewer capital improvements fund in order to meet the discharge permit requirements without financial hardship to the sewer users.

Policy 2: Maintain effective safety services.

Recommendation 2.1: Continue to periodically review the options and associated costs for police protection in Whitingham. (Selectboard)

Recommendation 2.2: Continue to provide financial support to the Whitingham Fire Department so that an effective fire protection and fire prevention system can be maintained. (Selectboard)

Policy 3: Promote efficient and environmentally sound solid waste disposal.

Recommendation 3.1: Continue to provide recycling bins and additional recycling options at the Transfer Station. (Selectboard)

Recommendation 3.2: Continue to meet the requirements of the Solid Waste Implementation Plan and update the plan every 5 years as required. (Selectboard)

Policy 4: Support the provision of local library services and programs.

Policy 5: Support educational programs.

Recommendation 5.1: Continue to promote after school educational opportunities for students such as the 21st Century Community Learning Wings and Fresh Programs. (School Board)

Policy 6: Continue to ensure that land use regulations do not place unreasonable limitations on child care facilities.

Policy 7: Encourage the rehabilitation of significant architectural, historic sites and structures.

Recommendation 7.1: Promote grant opportunities, such as the Vermont Village Designation Tax Credits, to rehabilitate historic resources. (Planning Commission)

Policy 8: Recreational resources should be enjoyed by the public.

Recommendation 8.1: Continue to work with Great River Hydro to provide adequate public access points to Harriman Reservoir along Route 100 and/or Dam Road for the residents of Whitingham. (Selectboard, Planning Commission)

Recommendation 8.2: Continue to maintain town parks. (Selectboard)

Policy 9: Encourage the preservation of significant scenic resources.

Recommendation 9.1: Designate scenic resource areas. Scenic resources can take any of the following forms: scenic view, scenic landscape, scenic area, or gateway. (Planning Commission)

Policy 10: Utilities shall use, wherever possible, existing rights-of-way in order to minimize impacts on the environment and to promote the development patterns specified in this Town Plan.

TRANSPORTATION

4.1 Existing Transportation System

Roads

Whitingham's network of roads includes town roads and state highways. The closest federal highway is Interstate 91, which passes through Brattleboro approximately 20 miles to the east. Vermont Route 9, a national highway system road, runs west from Brattleboro to Bennington, intersecting Vermont Route 100 (VT 100) in Wilmington. VT 100, Vermont's interior recreational corridor, heads south into Whitingham and follows the East Branch of the North River southeast to Jacksonville, where it intersects with Vermont Route 112 (VT 112). From Jacksonville, VT 100 continues west through the Village of Whitingham, passing between Harriman Reservoir and into the Town of Readsboro.

Scenic Route 100 Byway

On April 18, 2013 Vermont Route 100 through Whitingham was accepted into the Route 100 Scenic Byway Expansion. The Scenic Byway designation offers the town inclusion in all the state advertising of the Byway. With ski resort and commercial development expansion in the Deerfield Valley, VT 100 and VT 112, as they pass through Whitingham, are being used more frequently as a primary travel route for visitors, traveling to and from the Deerfield Valley or as an alternate route to Interstate 91 south in Massachusetts. Whitingham residents are concerned about safety and speeding along these roads. On occasion, due to the increase in tourist traffic on these roads, traffic congestion is a problem in Jacksonville.

VT 100 and VT 112 are state-maintained roads that span 12.3 miles in Whitingham and provide regional access to the town's network of 59.2 miles of town-maintained roads.

Table 5: Town and State Road Mileage in Whitingham

Town					State
Class 1	Class 2	Class 3	Class 4	Legal Trail	State Highway
0	11.2	48.30	4.47	1.45	12.33

(Source: Vermont Agency of Transportation, 2021)

Approximately 4.47 miles of non-contiguous roads in the town are classified as Class 4. No state appropriation is made for maintaining Class 4 roads. These roads are seasonally functional for normal vehicular traffic and have a dirt surface. Whitingham also has 1.45 miles of Legal Trails.

Of the town-maintained roads 37 miles are paved. The surface of the remaining 21 miles is a mix of gravel and dirt. Unpaved roads tend to limit the amount of traffic and discourage speeding, thereby promoting vehicle and pedestrian safety and, at the same time, helping to preserve the rural character of the town.

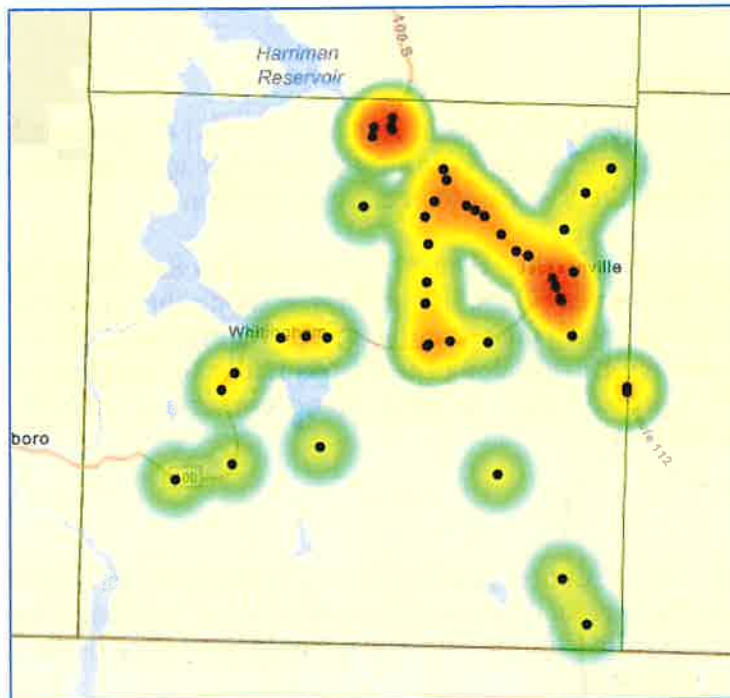
Speeding through the Village of Whitingham has been a concern for the Town. In 2024, Windham Regional Commission completed a traffic count study east of the village, through the village and west of the village.

Table 6: Traffic Count Study, Village of Whitingham

	2024 Traffic Count Study July 27 to August 4, 2024	Speed Limit	Average Speed	% of Vehicles at least 10 miles over the speed limit
West of Whitingham Village		40mph	44mph	15.6%
Whitingham Village Center		30mph	34mph	10.4%
East of Whitingham Village		30mph	39mph	42.4%

The map below shows crash incidents in Whitingham during the five-year period from 2020 – 2025 as reported to VTrans. Areas where there were a higher number of crashes are shown in yellow and orange. There is a correspondence between the more heavily travelled roads like Route 100 and Route 112 and crash incidents. Higher incidents of vehicle crashes, from all conditions (weather, animal, impairment) highlight the highest concentration of accidents along Route 100 in the vicinity of the intersection of Fuller Hill Road and on Route 100 as it passes through the Village of Jacksonville at the intersections of Gates Pond Road and VT Route 112. Route 112 as it heads south out of the Village of Jacksonville also shows up as an area of higher concentration of accidents.

Figure 11: Crash Locations in Whitingham between January 1, 2020 and December 31, 2025



Source: VTrans Public Crash Data Query Tool

Many of Whitingham's roads provide mountain and valley vistas of high scenic quality. Motorists and bicyclists alike enjoy these routes.

Bridges

Bridges in Vermont are classified according to length and by whether the ownership and maintenance responsibility lies with the town or the state. "Long structures" are those over 20 feet in length and may be eligible for Federal Highway Administration (FHWA) funding, while "short structures" are 6 to 20 feet in length and eligible for state funding only (not for FHWA). Structures shorter than six feet are classified as culverts, regardless of design and are also eligible for state funding only.

As of 2021, there were 645 culverts in Whitingham. 517 of those culverts were categorized between fair to excellent condition, with only 119 being listed as in poor or critical condition, the Whitingham road crew is actively working on upgrading, and upsizing when possible, culverts that need replacement.

The Town is responsible for 8 long and short structures and the State of Vermont is responsible for 6. Of the State structures, in 2026 five structures are listed in fair condition and one is listed in good condition. While the Town is not directly responsible for these structures, it is good to keep track of their status so that the Town can remain in communication with the State about the need for upkeep. Of the 8 Town structures,

three are in poor condition and should be prioritized for attention. These structures are: B43, long structure on TH41; B44, long structure on TH64; and B47, long Structure on TH63. These three structures are on the North River.

Alternative Transportation

There are, at present, limited sidewalks in Jacksonville and no crosswalks or bike paths in the Town. However, there are the Catamount Trail and some groomed snowmobile trails, which are noted in the Recreation Section of this Plan.

A public bus service, known as the MOOver, is operated by Southeast Vermont Transit Association (SEVT) and serves riders, free of charge, along the VT 100 corridor from Wilmington to Readsboro, with on demand stops in Whitingham. From Wilmington, riders can catch a bus that travels along the VT 9 corridor to Brattleboro. For elderly or disabled riders, SEVT provides both an on-demand van service and volunteer drivers for medical appointments.

Parking

The Whitingham Municipal Center parking lot is a municipal park and ride lot. The town also maintains parking facilities at other town owned buildings, including the area across from the Jacksonville Church. The Town would like to see better parking for access to Harriman Reservoir.

In the 2025 Community Survey, respondents were asked if parking was adequate in the villages of Jacksonville and Whitingham. From the survey, 58 percent of the respondents felt like the Village of Jacksonville had adequate parking. Of the 27% that thought there was not enough parking, only 22% of those respondents thought that more parking should be added. The Village of Whitingham saw similar responses with 59% of the total respondents feeling like there was adequate parking, and of the 27% that thought there was not enough parking, only 12% of the respondents who felt like there was not enough parking thought that more should be added. The trend of residents feeling like there is adequate parking in the Villages has held steady for many years.

It seems that parking is currently considered adequate in the village for the amount of businesses present. While parking is now sufficient, additional capacity could support future growth.

Figure 12: Community Perception of Parking in Village of Jacksonville

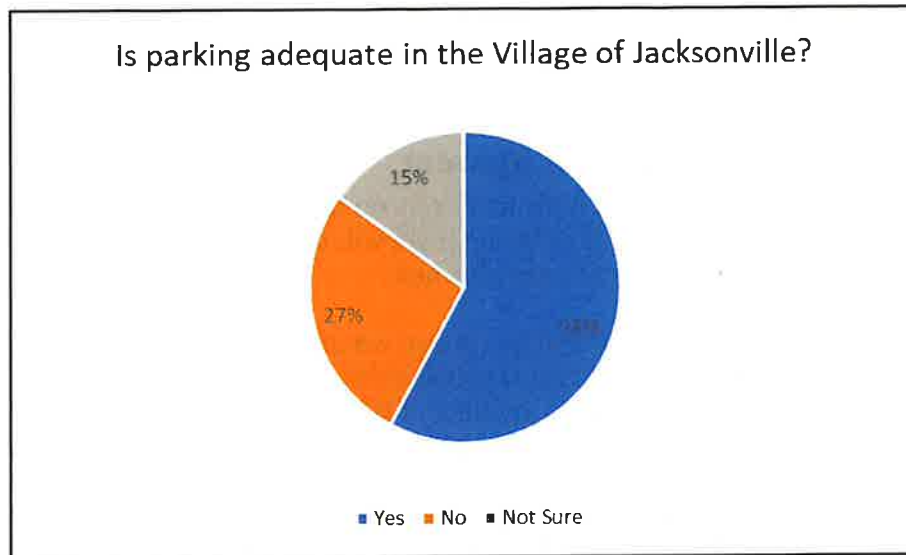
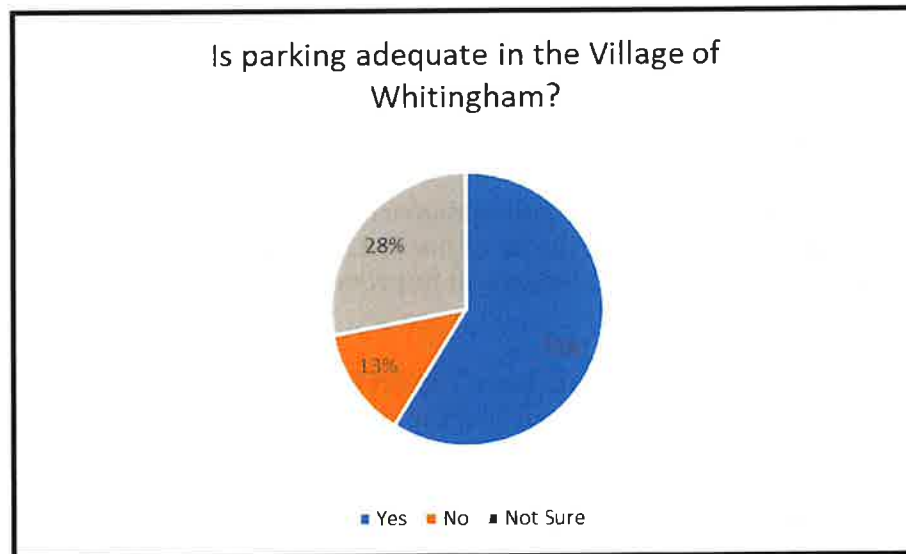


Table 13: Community Perception of Parking in Village of Whitingham



4.2 Access Management

Truck traffic, high speeding vehicles, and lack of pedestrian safety are all concerns that have a negative impact on the quality of life in Whitingham. The town realizes that a number of businesses are dependent on traffic along VT 100 and as the number of curb cuts or driveways increase, so does the rate of accidents.

Access management is a process for controlling access to roadways, such that the function and safety of the transportation system is preserved while reasonable access is provided for the development of land. Developing access management guidelines could improve safety conditions, promote desirable land use patterns, reduce traffic congestion, and improve pedestrian safety.

4.3 Future Transportation System

Whitingham, as a rural town, will continue to rely on motor vehicles as the predominant form of transportation. Existing roads in the town will continue to be maintained as they are currently, and no new town roads are planned.

Bicycling and walking as a form of transportation would be enhanced in Whitingham if, where feasible, along VT 100 and 112 the road shoulders were expanded by the State to accommodate bicycling. In both Jacksonville and Whitingham, where appropriate and feasible, sidewalks, crosswalks, parking and traffic calming treatments should be added.

Public transportation will continue to be provided to and from Whitingham along VT 100. Transportation for the elderly and disabled should continue and be enhanced. Carpooling as a possible alternative to driving alone should be promoted.

Policies and Recommendations

Policy 1: Adequately maintain Whitingham roads and bridges for safety, good traffic flow and to protect the rural character of Whitingham

Recommendation 1.1: Review and update road, bridge and culvert condition statuses annually to reflect the priority of needed improvements. Make recommendations for short and long-term improvements. (Selectboard and Road Commissioner)

Recommendation 1.2: Maintain town culvert inventory and complete culvert replacement, bank stabilization, road grading, and drainage ditch maintenance as scheduled to manage stormwater runoff. (Road Commissioner)

Recommendation 1.3: Avoid unnecessary new road intersections or curb cuts by sharing driveway access. (Road Commissioner)

Recommendation 1.4: Identify and pursue state and federal grants to help offset the cost of completing local road, culvert, and bridge projects. (Road Commissioner)

Recommendation 1.5: Develop access management standards, to be used during the development review process, that limit access points and require shared access and interconnected parking where feasible (Planning Commission)

Appendix A

Policy 2: Continue to carry out construction of new roads or road improvements in strict conformance with Whitingham's Road Specifications.

Recommendation 2.1: Continue to maintain all town roads up to Whitingham's Road Specifications. (Selectboard and Road Commissioner)

Policy 3: Promote and encourage pedestrian and bicycle use and any other alternative modes of travel.

Recommendation 3.1: Continue to make legal town trails available for public recreational use. (Selectboard)

Recommendation 3.2: Work with Great River Hydro and its successors to plan for improved parking access at Harriman Reservoir. (Planning Commission)

Policy 4: Collaborate on the improvement of sidewalks and parking the Jacksonville and Whitingham Villages.

Recommendation 4.1: Improve sidewalks and parking in the Villages of Whitingham and Jacksonville. (Planning Commission and Selectboard)

Recommendation 4.2: Work with Jacksonville Electric to improve sidewalks.

Recommendation 4.3: Continue to provide adequate parking in the villages.

Policy 5: Continue to support community services that provide transportation and ride shares for commuters, the elderly and physically handicapped residents of Whitingham.

Recommendation 5.1: Explore ways to increase MOOver transit ridership numbers, such as working with SEVT on route expansions, providing information on the Town's website, and promoting services with local businesses. (Economic Development Group)

NATURAL RESOURCES

Natural Resources in Whitingham are abundant and form the backdrop of the town. The town is approximately 80% forested and there is an abundance of surface waters found in lakes and rivers throughout town. Residents of the town, in a 2025 survey, were asked to state the three things they liked about Whitingham and the natural beauty of the town had the highest response rate at 75%.

In the same survey respondents were asked to categorize different environmental concerns as not concerned, somewhat concerned or very concerned. The issues where over 50% of respondents said they were very concerned were about water pollution and destruction of wildlife habitat. In addition to these issues, when you add in somewhat concerned, issues that ranked by over 75% of respondents included loss of agriculture, junk on properties, and invasive species.

5.1 Land Conservation

With natural resources being a high priority for many residents over the years, the 2025 survey asked which land conservation techniques respondents supported as a way to protect large tracts of undeveloped land important for agriculture, forestry, the environment, and wildlife.

Table 7: Town Survey Results: Support for Techniques to Protect Land

Purchase of lands by the town	45 %
Purchase, donation or transfer of development rights	50%
Adjust zoning in those areas	44%
No changes are needed	19%

The 2025 survey indicates that there is a desire in the community to preserve large tracks of undeveloped lands. There are many avenues the Town can take to encourage the protection of both open and forested lands. The town could consider the outright purchase of natural lands that have a high benefit to residents of the town and continue to protect lands in conservation zones in the Towns Zoning Bylaws. The town could also support and provide information to town residents on Vermont's Use Value Appraisal Program (Current Use) and Land Trusts that purchase development rights on properties.

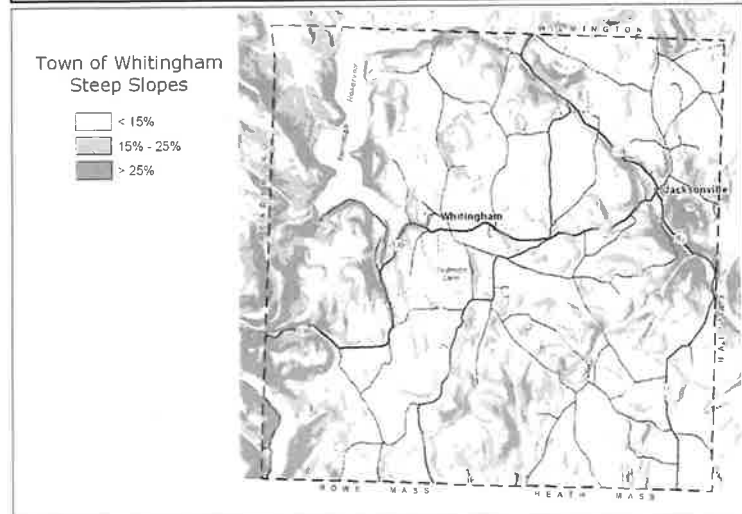
5.2 Topography and Slopes

Whitingham is bounded on its western edge by the Green Mountains. A fair portion of the town is of gently sloping topography, except for the side of the two river valleys that

tend to be somewhat steep. This is especially true southeast of Jacksonville, adjacent to parts of Harriman Reservoir, and near the Harriman Power Plant.

As slopes increase, the suitability of the land for development decreases. While the development constraints of building on steep slopes can be overcome, the environmental risks remain. In areas of steep slopes, the velocity of runoff and, therefore, the erosion potential, increases. The ability of the soil to filter septic system leachate is decreased. According to the U.S. Natural Resources Conservation Service, slopes of less than 8 percent are generally the most suitable for building. The erosion potential of such slightly sloping land is low, their ability to absorb runoff is high, and soils are usually of adequate depth and composition for septic systems. Exceptions are extremely flat areas, some of which may be classified as wetlands, where drainage is poor. In addition to the potential for sedimentation and erosion, development on steep slopes is likely to be more visible from a greater number of locations throughout town.

Figure 14: Steep Slopes in Whitingham



5.3 Water Resources

Surface Waters: Rivers, Streams, Lakes, and Ponds

Surface waters are a dominant landscape feature in Whitingham. Maintaining their high-water quality is critical for human use (both recreation and drinking) and for fish and wildlife habitat. The major surface waters in Whitingham include the East Branch of the North River, North Branch of the Deerfield River, Harriman Reservoir, Sherman Reservoir, Sadawga Lake, Clara Lake, Shippee Pond, Pine Lake, Gates Pond, Jacksonville Pond, Laurel Lake, Ryder Pond, and Holbrook Pond.

The headwaters for the East Branch of the North River are located in several natural ponds within a two-mile radius north and northeast of Jacksonville (Ryder Pond, Laurel Lake, Gates Pond and Jacksonville Pond). The Deerfield River is dammed for power generation forming Harriman and Sherman Reservoirs. Harriman Reservoir is over eight miles long, holds more than 38 billion gallons of water and is the largest body of water that lies entirely within the State of Vermont. Downstream is the northern end of the Sherman Reservoir that is formed by the Sherman Dam located in Rowe, Massachusetts.

Vermont has adopted a basin planning approach to protecting, restoring, and enhancing water resources. Lands within Whitingham drain into the Deerfield River Watershed

(Basin 12). The Tactical Basin Plan for Basin 12 was completed in 2024. The Plans inventory uses and problems, identify strategies to remedy problems, and assign Water Management Types to maintain or attain desired water quality. Issues such as water quality, erosion control, stormwater runoff, deforestation and buffer loss, and flow regulation and flood control are addressed within the basin planning process.

At the local level, tools the Town can use or promote to address water quality are:

- Zoning that requires new development to meet set back requirements and maintain buffer plantings adjacent to lake shores and riverine riparian areas,
- Promoting the Vermont Lake Wise program for homeowners along lakes,
- Encourage landowners along rivers to work with regional organizations to plant riparian buffers instead of mowing directly to a rivers edge,
- Support and fund existing and new Greeter Programs (that educate and identify invasive species) on lakes and ponds with active boat launches,
- and work with the State of Vermont to conduct a Stormwater Master Plan for the town.

Wetlands

Wetlands are seasonally or permanently wet areas that have saturated soils at least part of the year, support wetland plants and contain aquatic life. Marshes, swamps, bogs, and seasonally flooded fields are examples. Wetland values include fish and wildlife habitat, flood and erosion protection, nutrient and pollution filtration, ground water recharge, and sites for educational activities and recreational and scenic enjoyment.

Currently, the Vermont Wetland Rules regulate development within and adjacent to wetlands areas. Wetlands are identified on the Vermont Significant Wetlands Inventory maps which are on the VT Agency of Natural Resources (ANR) Natural Resources Atlas (<http://anr.vermont.gov/maps/nr-atlas>). The town does not regulate wetlands.

Nonetheless, the Vermont ANR is required to review projects for work that is proposed to be done in a wetland or buffer area. Many activities such as hunting, fishing, hiking, boating, bird watching, scientific and education research or activities, and wildlife, fisheries, or silvicultural management do not require state or federal review provided that they do not influence the water levels in a wetland and do not involve draining, filling, or grading.

Groundwater

Groundwater is a critical resource in Whitingham because it provides the primary supply of potable drinking water. Bedrock fractures, saturated sand and gravel deposits, and springs are the most common source of groundwater. The locations of aquifers and the land surface area needed to protect them, however, are not mapped for Whitingham. While most groundwater users have reported adequate supply, there is community concern over the continued availability of groundwater particularly in the Whitingham Village area. Since many wells probably share common aquifers, interference can occur if the recharge rate is insufficient.

5.4 Flood Hazard Areas – Flood Resilience Plan

Fluvial Erosion

By statutory definition, “fluvial erosion” means the erosion or scouring of riverbeds and banks during high flow conditions of a river. Most of the flooding damage experienced in Vermont is from the power of moving water causing the sudden destruction of under-sized culverts and erosion of stream banks supporting roads and buildings. Providing a river the room it needs to slow the flow, over time can allow it to function as a responsive system and avoid repeated losses to public infrastructure and investments.

Erosion (and deposition) along a stream or river is natural. Sometimes, efforts to stop this process in one place can make it worse in others. Rivers, streams, and their channels are changing constantly in response to the inputs of water, energy, sediment and debris that pass along them. Every few years a stream fills to bankfull and the shape of the channel responds to this force by cutting deeper into some streambanks and also by depositing sediments in the quiet inside bends. This process is visible as an “S” shaped form that slowly changes position.

If the stream cannot spill out of its banks, the power of the trapped water increases and the channel either digs down or cuts out further to the sides. Where the roads and buildings are nearby these adjustments to the channel’s shape can become dramatic and costly.

A river is in geomorphic equilibrium when its water, energy, sediment, and debris are in balance. In this condition a river is neither building up sediment in the channel nor losing sediment from its bed. Importantly, a river in equilibrium has not become overly deep and can continue to overflow onto its floodplains. The water that spills onto the floodplain slows down, and the velocity of the water still in the channel does not become excessively powerful.

In order to protect roads and buildings it is important to be sure that the river is able to function as well as possible upstream and downstream. We need functional streams and rivers with room to adjust (river corridors) and intact floodplains to moderate the impact of high water events.

River Corridors and Floodplains

River corridors and floodplains are different but related. The river corridor is the area that provides the physical space that the river needs to express its energy and meander without it having to dig down. The river corridor includes a 50-foot buffer on either side of the fluvial erosion hazard area to prevent disturbance in this area and allow for bank stabilization. In statute the area is defined as: *“River corridor” means the land area adjacent to a river that is required to accommodate the dimensions, slope, planform,*

and buffer of the naturally stable channel and that is necessary for the natural maintenance or natural restoration of a dynamic equilibrium condition and for minimization of fluvial erosion hazards, as delineated by the Agency of Natural Resources in accordance with river corridor protection procedures.

A floodplain is the area where water flowing out over a river bank can spread out and slow down. The floodplain as defined by FEMA is the area that will be inundated by the flood event having a 1-percent chance of being equaled or exceeded in any given year. The 1-percent annual chance flood is also referred to as the base flood or, most commonly, the 100-year flood.

River corridors and floodplains overlap a great deal. One on top of the other there might be 60 – 90% overlap. However, there are areas in the river corridor that will be eventually shaped by the channel - although they may be currently high and dry - and other areas in the floodplain that will be under water during a large flood, but which the river channel may not need to access to maintain its geomorphic equilibrium.

The extent of a river corridor is based on calculations including such things as the meander belt of the stream, soils, watershed size and gradient, and channel width. The extent of floodplains is based on calculations such as stream peak flow history and frequency.

Regulatory Flood Hazard Designations

There are two types of regulatory flood hazard designations and two sets of official maps that identify those flood hazards in Vermont: inundation hazard areas are identified by the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs); fluvial erosion hazard areas are identified by the VT Agency of Natural Resources on river corridor maps.

Whitingham has land, homes, businesses, and infrastructure that are susceptible to the two types of flooding impacts: inundation and fluvial erosion. Inundation flooding occurs during high water events on the North River. Fluvial erosion occurs in areas both in and out of the flood hazard area (floodplain) as mapped by FEMA. Both inundation flooding and fluvial erosion are potential hazards along the North River, Deerfield River and brooks including but not limited to, Brown, Butler and Sprague Brooks, as well as along the streams that drain watersheds extending to our borders with Halifax and Wilmington.

Inundation Hazard

Towns participating in the National Flood Insurance Program (NFIP) must regulate development in areas designated on the FIRMs that show the floodplain that FEMA has calculated would be covered by water in a 1% chance annual inundation event, also referred to as the “100-year flood” or base flood. This area of

inundation is called the Special Flood Hazard Area (SFHA). FIRMs may also show expected base flood elevations (BFEs) and floodways (smaller areas that carry more current). FIRMS are only prepared for larger streams and rivers. The Town of Whitingham has areas of inundation hazard flood risk mapped by FEMA. The Town of Whitingham has adopted Flood Hazard Area Regulations as a part of the Town of Whitingham Zoning Regulations amended in 2021 . The flood regulations are part of Article VII, which starts on page 40.

Fluvial Erosion Hazard

A significant portion of flood damage in Vermont occurs outside of the FEMA mapped floodplain areas and along smaller upland streams, as well as along road drainage systems that fail to convey the amount of water they are receiving. Property owners in such areas outside of SFHAs are not required to have flood insurance. Vermont ANR's river corridor maps show the area needed to address the fluvial erosion hazards, which may be inside of FEMA-mapped areas, but often extends outside of those areas. River corridor maps delineate areas where the lateral movement of the river and the associated erosion may be more of the threat than inundation by floodwaters. Elevation or floodproofing alone may not be protective of structures in these areas, as erosion can undermine structures. ANR released statewide river corridor maps in late 2014. The Town of Whitingham has areas of River Corridor mapped by ANR.

Flood Hazard Regulation

Inundation

For federal flood insurance to be available to property owners through the National Flood Insurance Program (NFIP), a municipality must adopt and administer flood hazard area regulations. These can be within local zoning regulations or adopted as a free-standing bylaw. A community's flood hazard regulations must apply to at least the Special Flood Hazard Areas identified by FEMA. They regulate new structures and place restrictions on other types of activities, such as fill within the floodplain. They specify land, area and structural requirements to be adhered to within the SFHA.

Erosion

To address Act 16, to protect citizens, infrastructure, and the environment, and to qualify for maximum Emergency Relief and Assistance Fund (ERAF) state match in the event of a disaster, a town must adopt and administer river corridor protection standards as part of its flood hazard area regulations.

Flood Hazard Mitigation

The Village of Jacksonville was severely flooded by Tropical Storm Irene in 2011. Since that time, the Town has been carrying out mitigation projects that were identified in either the North River Corridor Plan or the Town of Whitingham Local Hazard Mitigation Plan. The goal of the identified projects is to prevent the severity of flood damage from future storms. Some of the projects that the Town has been working on since the last Town Plan adoption, with the assistance of the State of Vermont and regional partners, include:

- The 2025 buyout and demolition of a building in the SFHA located at 568 Route 112,
- The 2025 Municipal Center culvert replacement and stream widening project (largely complete as of this writing) and funded through the Flood Resilient Communities Fund;
- The FEMA buyout of a structure at 2984 VT Route 100 (demolition to take place Spring 2026);
- A 30% design of 4 project alternatives to increase flood resilience downstream of the municipal center in Jacksonville completed by MSK in 2024,
- A scoping study of berm removal project along the banks of the East Branch of the North River to allow flood waters to spread out during high water events,
- An invasive plant removal and riparian buffer planting along the riverbank of the Jacksonville Waste Water Treatment Plant (started in 2025 and to be completed in 2027),
- A stormwater scoping study to deal with flood resiliency and clean water issues along Gates Pond Road from the intersection of Reed Hill Road down to the intersection with Route 100 (started in 2025 and to be completed by the end of 2026).

Addressing Flood Resilience

The Town Plan identifies flood hazards as the Special Flood Hazard Areas (SFHAs) shown on the NFIP FIRMs and identifies fluvial erosion hazard areas as those shown on the ANR river corridor maps. Further, both of those identified areas are designated as areas to be protected, including floodplains, river corridors, and land adjacent to streams, wetlands, and upland forests, to reduce the risk of flood damage to infrastructure and improved property. In addition, the Town Plan will incorporate by reference the town's Local Hazard Mitigation Plan approved under 44 C.F.R. § 201.6. Finally, the policies and recommendations at the end of this chapter are intended to protect the designated areas to mitigate risks to public safety, critical infrastructure, historic structures, and municipal investments.

Additional information is available at <http://floodready.vermont.gov/>.

5.5 Soils

Soils are one of the most important environmental factors that govern the use of land in rural areas. A soil's depth to water table, susceptibility to flooding, depth to bedrock, stone cover, and permeability present potential constraints on the construction of roads, buildings, and septic systems.

Whitingham's soils can be generally described as:

- **Houghtonville-Rawsonville-Mundal:** This soil unit encompasses the majority of the town and generally found on hills and mountains. It is comprised of very deep/ moderately deep soils that are well drained/ moderately well drained. In most areas these soils are wooded and productivity for trees on these soils ranges from moderate to very high. These soils are generally not suited to cultivate crops, hay and poorly suited for pasture because of stones and boulders on the surface.
- **Worden-Wilmington:** This soil unit is comprised of gently sloping to moderately steep and are generally poorly drained. In most areas these soils are wooded and productivity for trees on these soils ranges from moderate to very high. These soils are generally not suited to cultivate crops, hay and poorly suited for pasture because of stones and boulders on the surface. The seasonal high-water table is the main limitation to use these soils as sites for dwellings.

5.6 Minerals

Sand and gravel deposits are minimal in Whitingham and the town must rely on outside sources for a supply to handle municipal needs. Known deposits are located along the East Branch of the North River. There are several limestone deposits in the southwestern part of town; however, no quarrying activity has occurred in many decades. Sand deposits are identified in the VT ANR Resource Atlas map as white with black dots. Sand and gravel deposits (only one located on the northern boundary with Willmington) are purple with black dots.

5.7 Geologic Sites

Several sites of interest to naturalists and geologists include Green Mountain Boulder, abandoned lime works and silver mine, Ryder Pond Kettle Hole and Bog, and the Floating Island in Sadawga Lake.

Figure 15: Sand and Gravel Blocks



5.8 Agricultural Resources

The US Department of Agriculture Soil Conservation Service has identified soil types that are best suited for crop production based on soil quality, growing season and moisture supply. Important farmland inventories identify soil map units that are Prime Farmland, Unique Farmland, Additional Farmland of Statewide Importance, and Additional Farmland of Local Importance. The prime agricultural soils are likely to produce the highest crop yields using the least amount of economic resources and causing the least environmental impact. Whitingham, as mapped on the Vermont Natural Resources Atlas has scattered pockets of agricultural soils that could be classified as either prime (light green) or of statewide importance (light and dark purple). Soils with an Important Farmland rating of 'prime' or 'statewide' have the potential to be Primary Agricultural Soils under Act 250.

Although agriculture is not extensive in Whitingham, the agricultural lands are an important resource that serves many functions including: providing local produced food and crops; serving as an educational resource; and contributing to the rural character of the town. Conservation opportunities available through the State of Vermont, the Natural Resources Conservation service and land trusts are a way that agricultural land can remain designated for agriculture and be conserved for the future. As of 2022, 652.76 acres were enrolled in agriculture through the Vermont Use Value Appraisal (Current Use) program.

5.9 Forest Blocks, Wildlife Habitat and Endangered Species

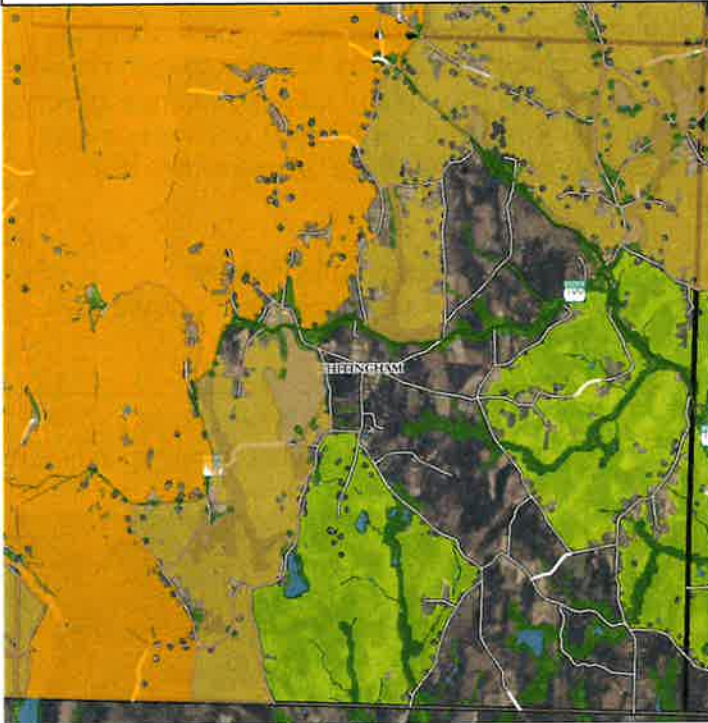
In addition to habitats mentioned under the heading water resources, large forested tracts have significant habitat potential for large mammals (bear, moose, deer, bobcat, fisher, and coyote) and many valued songbirds. Deer wintering areas have been identified by state biologists in the Atherton Meadows Wildlife Management Area and on lands west of Harriman Reservoir owned by Great River Hydro and its successors. These large habitat areas are further enhanced when interconnected by wooded stream corridors. At the present time, Whitingham is fortunate to maintain large tracts of forest that support these and other wildlife species. The map to the right, from Vermont ANR's BioFinder Tool, shows "highest priority" forest blocks in dark purple and "priority" forest blocks in light purple.

Figure 16: Highest Priority & Priority Forest Blocks



Sustaining these forested tracts in healthy forest cover is important for wildlife, as well as numerous other values such as water quality/quantity. Poorly planned development could, however, unnecessarily dissect these habitats, diminishing their wildlife value.

Figure 17: Highest Priority & Priority Forest Blocks



The forested portions of western Whitingham are particularly important as a forested corridor between the Berkshire Mountains in Massachusetts and the Green Mountains in Vermont.

The lands that provide connections that link larger patches of forest blocks within a landscape, allowing the movement, migration, and dispersal of animals and plants in a larger region, are also important. The Wildlife Corridor Areas discussed in the Land Use chapter and shown on the Proposed Land Use map highlight those locations along roads, or between large forest blocks of as probable linkage habitat.

Regardless of the land use district, new uses that are proposed within town must respect the sensitive nature of forest blocks and connecting links and must be designed to preserve, or enhance, the values of these areas. serving as key, actionable data for land conservation

Priority Forest Blocks and Wildlife Connectors

Vermont Conservation Design (VCD) is a science-based framework that identifies the most ecologically significant lands and waters necessary to maintain a functional, connected, and biodiverse landscape. Results of VCD can be found in the Vermont Natural Resource Agency's BioFinder Tool.

Within VCD, Connectivity Forest Blocks are areas of land and water identified to maintain ecological integrity and functional habitat connectivity across the state. These blocks (covering forests, wetlands, and

Natural Communities & Rare, Threatened and Endangered Species

Whitingham contains several element occurrences in Vermont's Natural Heritage Inventory, maintained by the Vermont Fish and Wildlife Department. The Inventory is a database of rare, threatened, and endangered plant and animal species, and significant natural communities.

The Inventory identifies six significant natural communities in Whitingham, three of which are ranked as rare in the state (two poor fens and a dwarf shrub bog), two ranked as common (hemlock-balsam fir-black ash-seepage swamp and a seep), and one as very common (hemlock-northern hardwood forest). Note that occurrences of common and very common natural communities can be considered significant because they are excellent examples of such communities.

The Vermont Natural Resource Atlas shows areas in Whitingham where rare, threatened or endangered (RTE) have been found. RTE animal species are noted in areas marked red and RTE plant species are noted in green.

While the Natural Resources Inventory documents where rare, threatened, and endangered species and significant natural communities have been found, no comprehensive survey, except for state lands, has been conducted to find such occurrences. The absence of a record in the Inventory at a specific location area does not mean there are no occurrences of species or communities at that location.

5.10 Forestry Resources

The total acreage of forestland in Whitingham is estimated at 20,021 acres (nearly 80% of the town). This includes woodland associated with existing residential uses. The forestland of Whitingham serves many functions including providing ecosystem services, forest jobs and/or forest-based professions, plant biodiversity, timber production, wildlife habitat, and recreation.

According to the Vermont Department of Taxes, in 2022 Whitingham had a total of 4,871.34 acres classified as forestland enrolled in the Use Value Appraisal Program (also known as Current Use). For forestland to be eligible, participating owners must have a minimum of 25 contiguous acres to enroll in the program (in addition to the 2 acres surrounding any dwelling) and must manage the forestland according to the provisions of a 10-year forest management plan. UVA enrollment shows areas of known working

Figure 18: Areas Where Rare, Threatened or Endangered Species Are Located



lands (forest management and/or agriculture), lands that have a lien against development for the period in which the property is enrolled.

5.11 Invasive Species

Invasive Plants

Invasive plants pose a risk to Whitingham's natural resources because these species can out-compete native species and result in diminished habitat quality for wildlife. Invasive plants tend to be most common in disturbed areas and along heavily travelled highway corridors, like Route 100. As the climate changes and warms, invasive plants are expected to increase in prevalence as well. According to Whitingham's Local Hazard Mitigation Plan (2024), the following terrestrial invasive plants are thought to pose the highest risk to native species: Japanese Knotweed, Common and Glossy Buckthorn, Japanese and Common Barberry, Bittersweet, Purple Loosestrife, Garlic Mustard and Bell's Honeysuckle.

Invasive Insects

The biggest threat associated with invasive insects is their impact on native tree species, leading to reduced and diminished habitats for wildlife. A new invasive pest that could present problems in Whitingham is a nematode that causes Beech Leaf Disease, which was discovered in town in 2024. Beech Leaf Disease is fast moving, *affects both American and European beech trees*, and causes leaf deformation, dieback, and potential mortality of infested hosts.

The Hemlock Woolly Adelgid is another invasive insect that feeds on Hemlock Trees and can weaken trees so they are more vulnerable to secondary stresses. The Hemlock Woolly Adelgid has been detected in Whitingham. Much of Whitingham's deer wintering habitats are found around large Hemlock stands and if these areas are impacted by this invasive insect, it could result in the loss of important habitat area for deer.

Of particular concern is the Emerald Ash Borer (EAB), which feeds on and kills Ash Trees. Emerald Ash Borer was detected in Whitingham in 2023. The biggest challenge of EAB for towns is managing dying or dead ash trees in public right of ways. As ash trees decline, they become very brittle and are difficult to take down. Whitingham should inventory and monitor Ash Trees in their right of ways so that they don't become hazard trees.

Policies and Recommendations

Policy 1: New development proposals should ensure that there is minimal negative impacts on Whitingham's natural resources.

Recommendation 1.1: Continue to review existing zoning bylaws and make changes as necessary to ensure techniques are in place to minimize negative impacts on the town's natural resources (Planning Commission).

Policy 2: Maintain the natural course, condition, or function of watercourses and shore lands except for necessary crossings for adequate bridges or culverts.

Recommendation 2.1: Continue to use road maintenance methods and materials that will maintain or improve water quality, such as those described in the *Vermont Better Backroads Manual*. (Selectboard and Road Commissioner)

Policy 3: Maintain or establish buffers of native vegetation along streambanks and shorelands.

Recommendation 3.1: Maintain and utilize land use and development controls to ensure that development along stream banks and shorelines is controlled to prevent point and non-point pollution, minimize adverse aesthetic impacts, and to protect riparian habitats. (Planning Commission)

Recommendation 3.2 Provide on-going flood mitigation and regulation training as part of the Zoning Administrators job to ensure that they have the training needed to carry out regulations.

Policy 4: Foster the protection and restoration of river corridors, floodplains, wetlands, and upland forested areas that attenuate and moderate flooding and fluvial erosion.

Recommendation 4.1: The town should be familiar with up-to-date FEMA and VT ANR maps that delineate and address river corridors, floodplains, wetlands and upland forest areas. (Selectboard, Planning Commission, Zoning Board of Adjustment, and Zoning Administrator)

Policy 5: Protect floodplains, river corridors, land adjacent to streams, wetlands, and upland forests through adoption and administration of flood hazard area regulations governing development in designated Special Flood Hazard Areas and river corridors, in order to reduce the risk of flood damage to infrastructure, improved property, people, and the environment.

Recommendation 5.1: The town should review new FEMA Flood Insurance Rate Maps (FIRMs) when they are released and should review and update as necessary the towns Flood Hazard Bylaws. (Selectboard, Planning Commission, and Zoning Administrator)

Policy 6: Avoid new development in identified flood hazard, fluvial erosion, and river corridor protection areas. If new development is to be built in such areas, it should not exacerbate flooding and fluvial erosion.

Recommendation 6.1: The Town should review the current Flood Hazard Regulation with the intent to strengthen restrictiveness of building in the Special Flood Hazard Areas and River Corridors.

Policy 7: Encourage the protection and restoration of floodplains and upland forested areas that attenuate and moderate flooding and fluvial erosion.

Recommendation 7.1: Support efforts of regional organizations that work with landowners (including municipalities) to restore and protect floodplains and upland forest areas. (Selectboard, Planning Commission, and Zoning Administrator)

Policy 8: Encourage flood emergency preparedness and response planning.

Recommendation 8.1: The town should continue to pursue the completion of mitigation actions listed in the North River Corridor Plan or the Town of Whitingham Local Hazard Mitigation Plan. (Selectboard, Planning Commission, Zoning Board of Adjustment, and Zoning Administrator)

Policy 9: Protect ground water resources throughout town.

Recommendation 9.1: Working with the Vermont Geological Survey and the Windham Regional Commission, map locations of aquifers and the land surface area needed to protect groundwater in Whitingham (Planning Commission).

Recommendation 9.2: Once groundwater resources are mapped, develop specific techniques to protect groundwater in Whitingham (Planning Commission).

Policy 10: Protect mineral resources, when identified, and regulate their removal.

Recommendation 10.1: Review and update, where necessary, standards regulating the extraction of mineral resources, impacts on adjacent uses, and the reclamation of the site. (Planning Commission)

Policy 11: Protect Whitingham's forest blocks and wildlife corridors.

Recommendation 11.1 The town should consider the feasibility of protecting designated Critical Corridor Areas to maintain a network of connected habitat areas that includes undeveloped lands, conserved lands, and lands under long-term stewardship. (Planning Commission and Selectboard)

Recommendation 11.2 Discourage new development in areas identified as High Priority Forest Blocks and High Priority Habitat Connectors, flood hazard areas, River Corridors, and rare and sensitive wildlife areas.

Recommendation 11.3 Evaluate whether any areas identified as a High Priority Forest Block or Habitat Connector should be incorporated into the Conservation Areas District.

Recommendation 11.4 Encourage and seek funding for the Town or land trusts to acquire or conserve priority habitats, forest blocks and wildlife corridors.

Policy 12: Minimize the adverse impacts of invasive species on the environment.

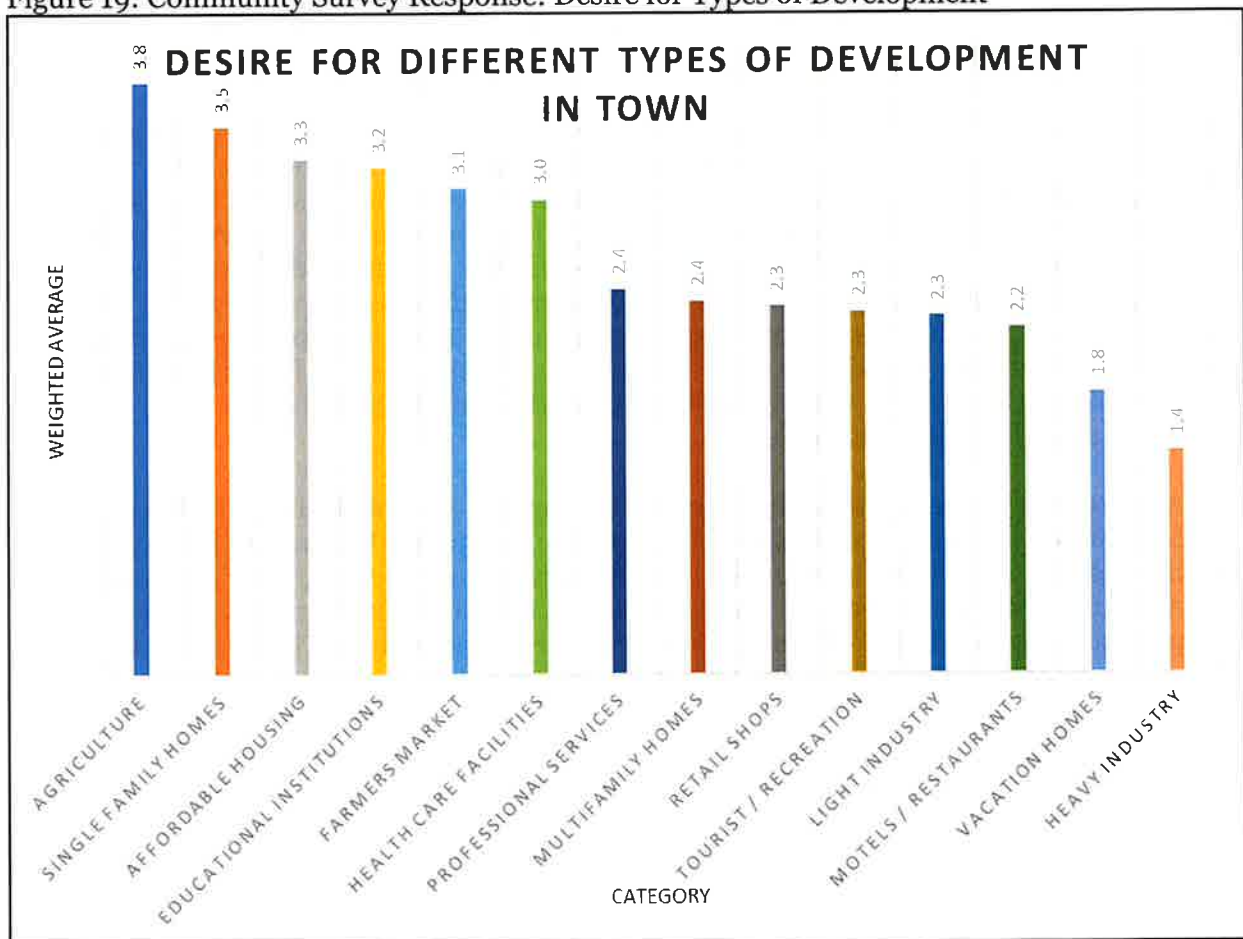
Recommendation 12.1 Support Greeter Programs at lakes with public boat launches.

Recommendation 12.2 Develop a plan for monitoring and removing invasive plant species along roads and on Town Forest land. Particular attention should be made for identifying and removing Ash trees in public rights of way before they become hazardous trees. (Tree Warden)

LAND USE

Land use in Whitingham is characterized by large rural areas and compact settlement in villages. From the 2025 Community Survey, a majority of the survey respondents would like to protect the historical resources and architectural character of the town (88%); encourage management and protection of the productive agricultural lands (80%); encourage management and protection of productive forests (86%); and support keeping commercial development in the villages. Survey respondents (Figure 19) felt that agriculture, single family homes, affordable housing and educational institutions were the highest types of development desired for Town. The respondents also felt that the most important criteria when evaluating new development in town are: the tax benefits to the town, effects on the natural environment and loss of agricultural land.

Figure 19: Community Survey Response: Desire for Types of Development



6.1 Existing Land Use

Land use in Whitingham is characterized by large rural areas in which compact settlement exists chiefly in Jacksonville and Whitingham villages. A concentration of seasonal residential development is located on the eastern shore of Sadawga Lake. Elsewhere, homes are located along rural routes in a linear pattern. Some of these homes are located on small parcels, clustered together and surrounded by working lands.

Woodlands are predominant in Whitingham and cover a vast acreage of land. These forestlands provide the scenic backdrop for the town, as well as provide wood and maple products, game for hunting, and recreation. Most forestland is in private non-industrial ownership.

Agricultural lands are located principally in the eastern two-thirds of the town. A couple of working dairy farms still exist, along with several small farms operating chiefly in livestock, hay and maple sugaring.

Of the 25,045.9 acres in Whitingham many land areas are conserved, either publicly or privately. Great River Hydro currently owns 4,502.6 acres of forestland, chiefly surrounding Harriman Reservoir, on which the Vermont Land Trust (VLT) holds a conservation easement. The State of Vermont (Department of Fish and Wildlife) owns and manages the 800-acre Atherton Meadows Wildlife Management Area. These forestlands are used for recreation, wildlife habitat, and timber harvesting. The Vermont Land Trust also holds conservation easements on approximately 800 acres of private land (this does not include Great River Hydro easements) in six different locations in town. There are about 230 acres added in three different locations since 2010 (according to VLT's data).

Approximately one-fourth of the Town of Whitingham is located within the Green Mountain National Forest (GMNF) Proclamation Boundary. This area of land is along the western edge of the town and includes already conserved Great River Hydro and Atherton Meadows properties. Lands within the Proclamation Boundary can be purchased by the United States Forest Service for inclusion in the GMNF if the federal government is interested and the town agrees to the sale.

As of 2025, approximately 22.9% of overall town acreage is enrolled in the Use Value Program (also known as Current Use.) 5,091.6 acres are enrolled in the forestry category and 640.5 acres in agriculture.

Scattered throughout the town are small to medium sized areas with poor soils and steep slopes. These areas present severe limitations to development. Other areas of the town have slight to moderate limitations to development. These areas can handle low to moderate density of development.

In 1969, Whitingham adopted its first Town Plan and zoning regulations. Last updated in 2021, the Whitingham Zoning Regulations provide the following Land Use Districts:

- Conservation
- Rural
- Rural Residential
- Village

6.2 Proposed Land Use

The proposed land use areas, defined below and found on the Proposed Land Use map, are a guide for the growth and development in the Town of Whitingham. In order to encourage a pattern of residential, working lands, commercial, industrial and recreational development that conforms to the goals and policies outlined in this Town Plan, the following land use classification has been developed and shown on the Proposed Land Use Map:

- Conservation
- Rural
- Rural Residential
- Village

The Town Plan is the basis for the Whitingham Zoning Regulations, and therefore, the Zoning Regulations should be modified when found to be inconsistent with the stated land use policies and future vision for the town.

Conservation

Conservation areas are large, essentially undeveloped areas without access to an improved public road and to necessary facilities and services. They are predominantly forested and are important aquifer recharge areas and contain significant wildlife habitat. This category includes Great River Hydro lands which are maintained for the purpose of power generation, reservoir and watershed protection, and public recreation under a license granted by the Federal Energy Regulatory Commission. Also in this category are State of Vermont lands, which are managed by the Department of Fish and Wildlife, including Atherton Meadows (an 800 acre wildlife management area), Lake Sadawga Access Area and Dam Site, Town Hill, and Harriman Reservoir Boat Launch. Conservation areas should be used for forestry, low-intensity recreation and open space. These areas should be settled only at very low densities.

Rural Lands

Rural Lands are comprised of Whitingham's working lands and consists of farm, field and forestlands that are being used in a manner that provides an economic benefit. Many of these working lands also provide a scenic backdrop for the community and serve to maintain contiguous tracts of open space.

Rural Lands should continue to be used for agriculture, forestry, low-intensity recreation and open space. Despite a decline in agriculture, prime agricultural soils are nevertheless valuable, and the better areas need protection. Residential development should only occur at low densities. Development should be carefully planned to ensure

that it does not prevent or infringe upon existing or potentially productive working lands and does not generate excessive municipal service demands such as road maintenance and the provision of fire service.

Rural Residential

The Rural Residential areas are those that are already committed to moderate density rural residential development, easily accessible from the existing road system, or that appear capable to be developed at a low to moderate density. Rural Residential areas should be used to accommodate a major proportion of the growth of year-round residences and vacation homes and associated uses.

The development of rural areas should not damage the natural environment and should not ignore the physical limitations to development. Agriculture, forestry, open space and recreational uses should be maintained and encouraged. Road construction should be carefully planned so as to respect the natural environment and to promote the clustering of houses on appropriate sites.

Villages

This category includes all lands within the villages of Jacksonville and Whitingham where a concentration of residential, commercial, industrial, and governmental uses are served by roads, sewer, and power. Appropriate village uses include moderate to high density residential and commercial uses, public buildings and public facilities, and associated services. Small, light industrial uses may be accommodated as well; but they should be carefully planned to minimize undesirable impact on village character.

In keeping with Whitingham's Town Plan goals "to maintain characteristic pattern for settlement typified by villages within a rural setting" and "to encourage compatible development activity that will best serve public and private interests," it is also the intent to improve the ability of the Whitingham and Jacksonville Villages to attract residents and businesses by enhancing their livability and sense of place, as well as safe parking and sidewalks.

Village designations will follow statutory rules regarding these designations as above, including diverse housing needs, support reliable and economical transportation plans, minimize strip development, and increase economic development activities.

Whitingham and Jacksonville previously received Village Center designation approval from the State Downtown Board and both designations are current. Act 181, passed in 2024, included significant reforms to the State Designation program. Whitingham and Jacksonville will automatically become designated "Centers" under the new program that will now be overseen by the Community Investment Board.

Eligibility for the designation program is now determined based on Regional Future Land Use mapping completed by the Windham Regional Commission – areas mapped as a Village Center will become Centers once the plan is approved by the Land Use Review Board. WRC is currently updating their Regional Future Land Use Map and is showing expanded Village Center areas for Whitingham and Jacksonville, which would

mean more properties in the villages would benefit from enrollment in the State Designation program.

Areas of Special Concern

The following areas, which are highlighted on the Proposed Land Use map, have been identified as Areas of Special Concern. These areas should be considered by landowners in their own planning, as well as further studied by the Planning Commission to determine if regulatory approaches are warranted.

Critical Corridor Areas

The Critical Corridor Areas comprise lands that link larger patches of forest habitat within a landscape, allowing the movement, migration, and dispersal of animals and plants in a larger region. Critical Corridor Areas highlight those locations along roads or between large blocks of contiguous forested habitat that have been identified through Vermont Conservation Design. Regardless of the land use district, new uses that are proposed must respect the importance of that area as a wildlife connector and must be designed to maintain as much connectivity between forested blocks as possible.

Policies and Recommendations

Policy 1: Provide for effective land development opportunities while allowing for innovative land solutions in the Zoning Regulations.

Recommendation 1.1: Review the existing Whitingham Zoning Regulations and propose amendments to: (Planning Commission)

- refine and implement the Proposed Land Use map;
- Review development review standards for signs, parking, landscaping, and Critical Corridor Areas;
- allow for expanded and well-defined opportunities for home occupations throughout the Town;
- Maximize development potential in the villages given the availability of public wastewater while maintaining the character of the area.

Policy 2: Continue to use conservation areas for multiple resource use.

Recommendation 2.1: Propose zoning amendments that outline appropriate uses and development review standards for these conservation areas. (Planning Commission)

Policy 3: Maintain and encourage agriculture, forestry, open space, and recreational uses in rural lands.

Recommendation 3.1: Investigate uses of regulatory and non-regulatory tools to protect working lands (Planning Commission)

Recommendation 3.2: Encourage and support various farm and forestland protection strategies. (Planning Commission)

Recommendation 3.3: Explore using clustering of buildings and structures as a design tool to provide an appropriate means for conserving open space and natural resources. (Planning Commission)

Policy 4: Encourage both infill development and appropriate reuse of vacant or underused existing structures in the Villages. Allow new development, alterations or reconstruction only if it enhances the village setting and is compatible with in-village residences and is planned with regard to available services and facilities.

Recommendation 4.1: Review village zoning district boundaries and the capability of lands and facilities within and adjacent to the villages to determine if boundaries could be expanded. (Planning Commission)

Policy 5: Continue to support the traditional role of the Jacksonville and Whitingham Villages as a focus of town economic, cultural and social activities and to provide for mixed residential and commercial/small industrial uses. Of critical importance is the preservation of the historic character of the villages.

Recommendation 5.1: Facilitate landowner access to State, Federal, and non-governmental incentive programs for structure rehabilitation and historic preservation. (Planning Commission and Zoning Administrator)

Recommendation 5.2: Create a walkable community by working toward safe and convenient pedestrian access to all portions of the villages. (Planning Commission and Jacksonville Electric)

Recommendation 5.3: Maintain Center designations for Whitingham and Jacksonville and work with Windham Regional Commission to consider expanding boundaries where appropriate. (Planning Commission and Selectboard)

Policy 6: Restrict strip development and minimize its negative impacts.

Recommendation 6.1: Utilize techniques such as shared access points, increased landscaping, sign control, and emphasis on pedestrian movement. (Planning Commission and Selectboard)

Policy 7: Encourage conservation efforts around Critical Corridor Areas.

Policy 8: Provide for adequate land areas to support a mix of residential development that meets the needs of current and future residents while preserving historic settlement patterns.

HOUSING

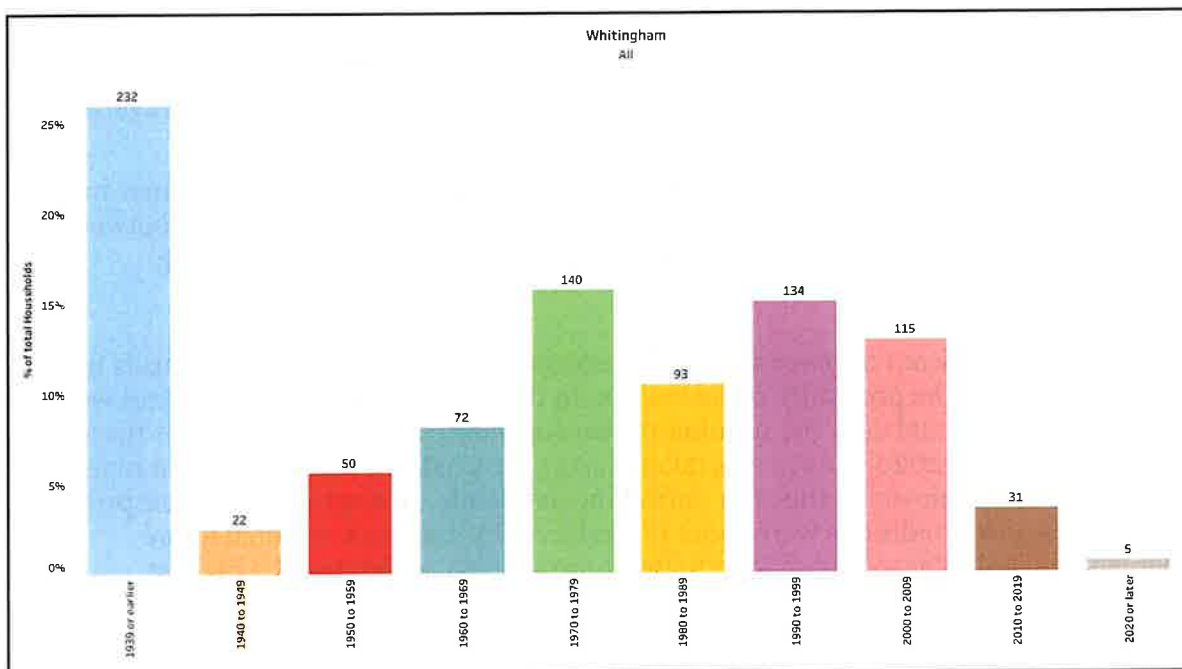
7.1 Existing Conditions

In the 2025 Community Survey respondents were asked to rank the type of land use patterns they would prefer for housing development from 1 to 3 (1 being the least important). Large single-family lots were the most important, rating at an average of 1.92 for 25+ acres, 2.02 for 10-24 acres, and 2.38 for 3-9 acres. This ranking shows a change since the 2015 survey when 25+ acre lots were most favorable and 3-9 acre lots least favorable. In 2025, smaller lots between 3-9 acres were ranked as being the most desired and 25+ acre lots being less desirable. High density housing near villages continues to be desired (2.11) with clustered housing with large plots of open land (1.91) coming next. The least important was high density in specific areas outside of villages (1.38).

Existing Housing Stock Age and Type

As of the 2020 US Census, there were a total of 909 housing units in Whitingham. Roughly 25% of these homes were built prior to 1939, compared to 27% for the Windham Region. The vast majority of homes, were built between 1970-2009. This residential development corresponds with the development of local ski resorts, including Haystack Mountain, now the Hermitage Club, in Wilmington and Mount Snow in Dover. Residential development has dropped off significantly since 2010, with 31 homes built between 2010 and 2020 and only 5 new homes built since 2020.

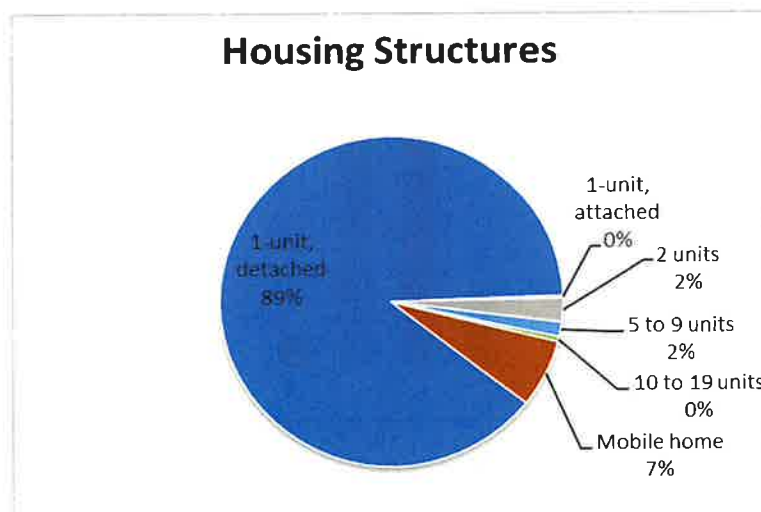
Figure 20: Year Residential Structure Built



Source: US Census Bureau: American Community Survey, 2023 (housingdata.org)

The majority of residential units in Whitingham, 89%, are single-family detached residential units. 0% of residential units are single-family attached units (townhomes), 2% are small multifamily units (2-4 units/building), 2% are mid-sized (5-9 units/building) and 7% are mobile homes (ACS 2024).

Figure 21: Housing Structures



Household Characteristics

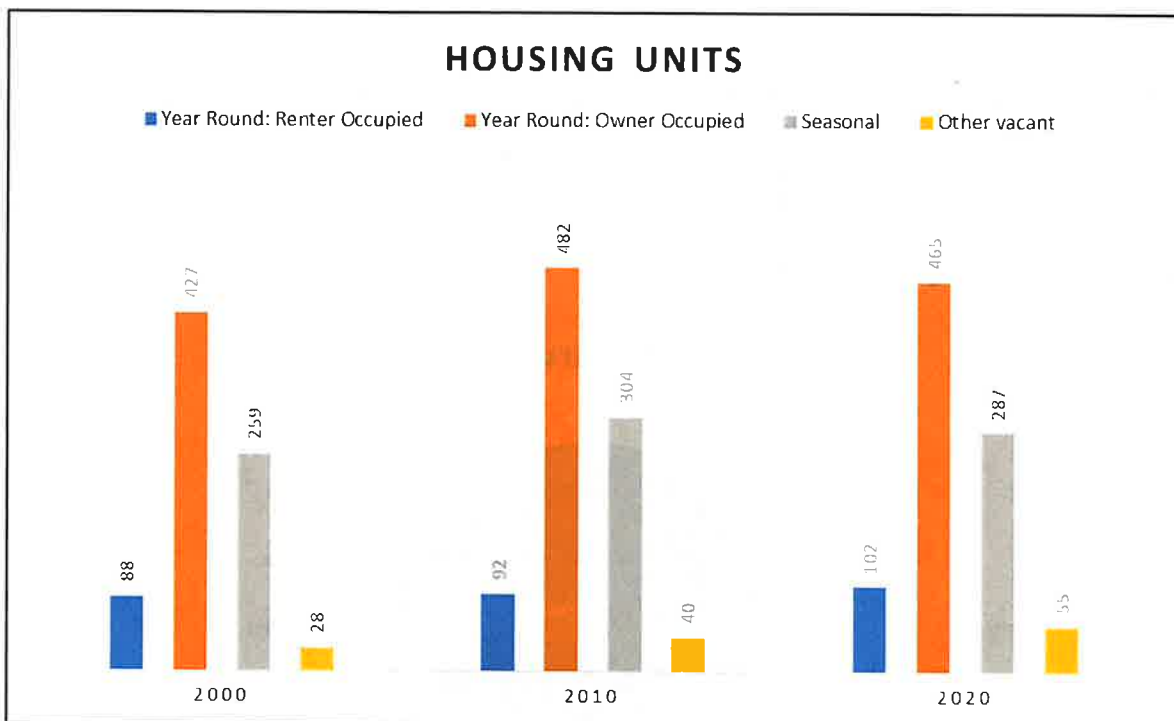
Average household size has remained fairly stable in Whitingham between the 2010 and 2020 US Census. In 2020 the average household size was 2.53 persons/household, which is around the same as 2010 at 2.54 and 2.52 in 2000. Whitingham's average household size is slightly larger when compared to Windham County with an average household size of 2.2 and the state of Vermont of 2.3.

In general, smaller households need smaller homes. Since the majority of homes in Whitingham are single family detached units, there may now be a mismatch between the types of homes that people need and the types of homes that are available.

Seasonal Housing

There are a significant number seasonal or second homes in Whitingham. This is in large part due to the proximity of ski resorts. In the 2020 Census, 28% of homes were identified as seasonal use. The number of seasonal homes is likely a bit higher than in 2010 because the 2020 Census was taken during the Covid 19 pandemic when many seasonal owners moved to the area during the pandemic then returned to their primary residences once conditions were more favorable. Whitingham's seasonal home percentage is similar to that of Windham County (29%), which has the highest percentage of seasonal homes statewide.

Figure 22: Occupation of Housing Units



Source: US Census Bureau: American Community Survey, 2023 (housingdata.org)

7.2 Housing Affordability

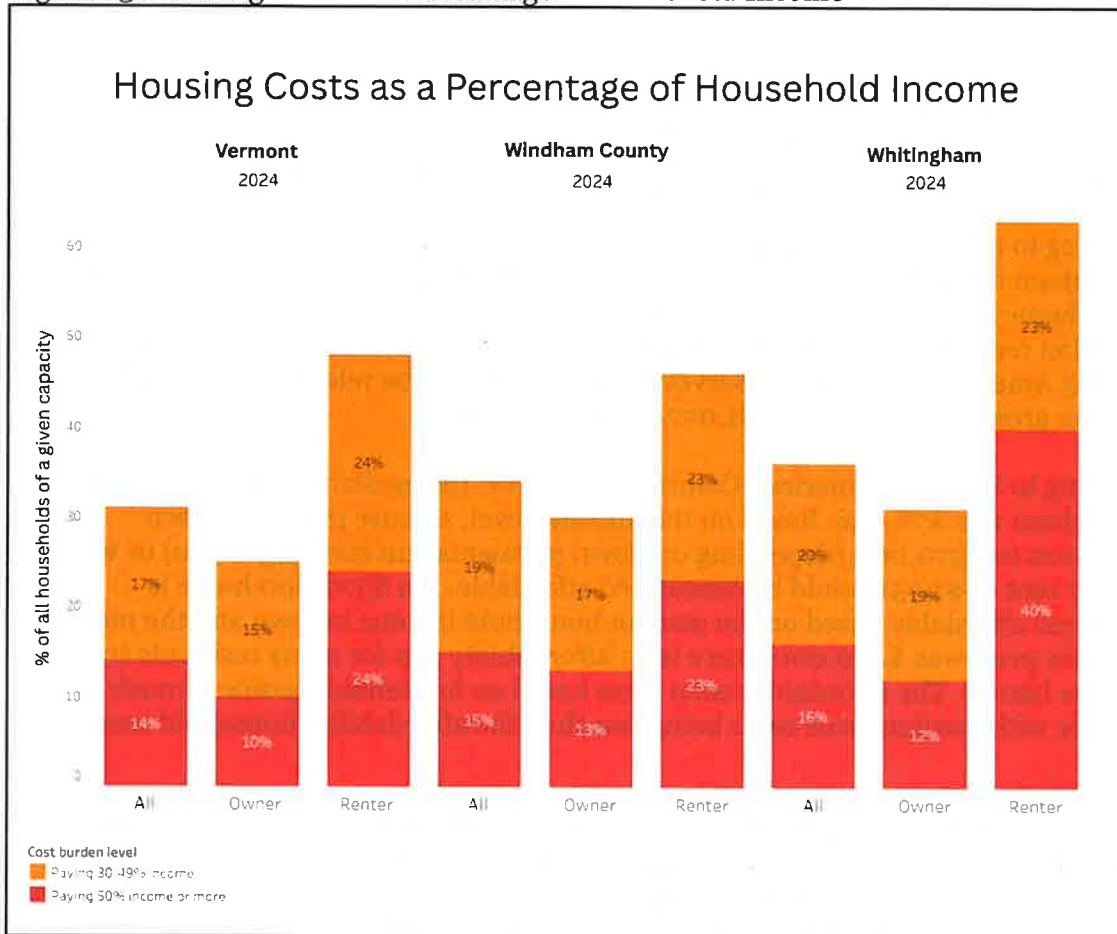
Traditionally, housing is considered affordable when a household spends no more than 30 percent of its gross income on housing. Housing costs for renters include rent and utilities (heat, hot water, trash disposal, and electricity). Housing costs for homeowners include a mortgage, property taxes, property insurance, utilities, and maintenance.

According to the Vermont Department of Taxes, the median home sale price in Whitingham in 2025 was \$430,000, based on 9 home sales. This was a 43% increase in median home sale price from 2024, which was \$301,450 based off of 20 home sales. Data on median rental costs can be less reliable than home sale prices. The data reliability for the 2023 American Community Survey was considered to be relatively good and showed a median gross rent estimate of \$1,097 for Whitingham.

According to the 2023 American Community Survey, the median household income for Whitingham was \$78,036. Based on this income level, a house priced between \$240,000 to \$370,000 (depending on down payments and mortgage rates) or with a monthly rent of \$1,951 would be considered affordable. If a \$370,000 home is considered affordable based on the median household income in town and the median home sale price was \$430,000, there is an affordability gap for many residents trying to purchase homes. The affordable rental rates based on household income is much more favorable with median gross rents being less than the affordability household income levels.

The lack of affordable housing options in Whitingham is evident in the percentage of households that are either cost burdened (paying more than 30% of their gross income on housing) or severely cost burdened (paying more than 50% of their gross income on housing). In 2024, Vermont Housing Finance Agency calculated that 19% owner-occupied and 23% of households that rent are cost burdened and 12% owner-occupied and 40% of households that rent are severely cost burdened. In total, this is approximately 36% of all households in town that are in housing situations that are not currently affordable. This is higher than the Windham County households at 34% and the State of Vermont at 31%. The percent of rental households in Whitingham (63%) that are cost burdened is significantly higher than either the County (46%) and State (48%) percentages.

Figure 23: Housing Costs as a Percentage of Household Income



Source: U.S. Census Bureau: American Community Survey 5-year estimates (Table B25070, B25091)

Affordable Housing Programs

Currently, housing affordability in Whitingham is addressed through regional programs.

Windham & Windsor Housing Trust (WWHT) based in Brattleboro creates and manages affordable housing through a variety of programs that serve low and moderate income residents. Sadawga Springs Apartments, nine units of permanently affordable housing, located in Whitingham Village was completed by the Trust in 2007. WWHT can also provide income eligible homebuyers with a grant towards the purchase of a qualifying home. In addition, WWHT offers the following programs to eligible residents and property owners to support the continued availability of safe and affordable housing:

- **Green Mountain Home Repair:** this program provides low cost loans for home owners to complete health and safety improvements and increase energy efficiency if income eligibility criteria are met.

- *Vermont Housing Improvement Program*: this program offers grants from the State of Vermont for up to \$30,000 (efficiency to 2-bedroom units) or \$50,000 (3+ bedroom units) to property owners to complete repairs to vacant rental units to bring them into compliance with the Vermont Rental Housing Health Code guidelines. Units are required to be rented out at Fair Market Rents.

Southeastern Vermont Community Action (SEVCA) provides housing stability services to assist tenants with back rent payment, security deposit assistance, referrals to area shelters, and landlord-tenant mediation. SEVCA also operates weatherization and fuel assistance programs for income-eligible homeowners and renters.

The town is currently engaged in an ongoing revolving loan fund program (Housing Rehabilitation Committee) with the towns of Marlboro and Halifax which is aimed at providing low interest loans, addressing the housing repair needs of lower income residents in town. These needs might include roofing, foundations, wells, septic systems, and heating systems.

7.3 Housing Needs

It is important to assure that existing and future town residents and the workforce are served by a range of housing opportunities. With Whitingham's aging population, smaller household sizes and the disproportionate cost burden on households that rent, the town should play an active role in ensuring that Whitingham maintains a diversity of housing options and social support services

The costs of developing housing combined with the high cost of raw land indicate that the free market cannot provide affordable housing. If the town wishes to accommodate the housing needs of a diverse population then public or private programs may be needed to assist the free market to meet this community need.

The Windham Regional Commission developed housing targets for all communities in the region in 2026. The targets were the result of regionwide targets developed by the Vermont Housing Finance Agency and as required by Act 181. These targets are designed as a guide and to serve as a quantifiable goal for communities with the understanding that there is only so much towns can do to promote new housing. Towns can set the stage for housing and provide housing incentives but the state recognizes that towns are not developers.

Upper and lower limit targets have been identified for each town for 2030 and 2050. Whitingham's targets for 2030 range from 90 to 131 new units and 2050 targets range from 281 to 550 new units. While these numbers are large at first glance, when looking out to 2050 at the lower end, that is only a goal of about 23 new housing units/year.

7.4 Housing Strategies

In 2025, the UMASS Center for Resilient Metro Regions, Communities By Design (a program of the American Institute of Architecture and a UMASS design studio) developed a study looking at resilience and flood adaptation in a four town region (Wilmington, Dover, Readsboro and Whitingham.) A component of this study looked at housing needs and made recommendations for each town, including:

- Identify priority sites for housing or mixed-use outside flood zones.
- Identify priority zoning and permitting changes to ease pathway to building housing.
- Streamline Accessory Dwelling Units
- Incentives for Flood Resilient Designs
- Tax Incentives for Workforce Housing
- Consider tax relief for owners who make improvements to their property.
- Leverage 1% sales tax for down payment assistance program in addition to home repair program.

This study also had specific suggestions for Whitingham, some of which the town may have previously considered. The following table comes from the Deerfield Valley RISE Municipal and Regional Capacity Toolkit (Whitingham Zoning Recommendations, pages 15-17)

Table 8: Recommended Housing Actions from the Deerfield Valley RISE Project

ID	Strategy	Recommended Action
Whitingham 1	Reduce the discretionary permitting process in the Village District (Article V §5.1).	Reducing the conditional and site plan review processes might encourage new business and housing development without threatening the fabric of town (particularly since the town's dimensional standards are very prescriptive in the Village Districts) (§5.1.4). Move towards a more form-based code, particularly in the Village District. This involves shifting many district uses to 'permitted' (P) and limiting the conditional (c) requirements in Article V.
Whitingham 2	Update the 2014 zoning district map to better reflect the 2024 Hazard Mitigation	Although the Flood Hazard Area (as regulated in Article VII in accordance with 24 V.S.A. Chapter 117 §4424 & §4414) is geographically determined by FEMA, the Town can submit data to justify proposed changes to the Hazard Area. Further, the Town can adopt a local use district that mirrors Flood Hazard Area development restrictions in

	Plan.	areas known to be vulnerable by the town even without the submission of hydrological studies to FEMA. Wilmington's §602.D provides a model for this town-led process.
Whitingham 3	Remove the by-right allowance for parking improvements in the flood hazard area and limit "substantial improvements".	Currently, Article VII permits the development of at-grade impermeable parking improvements within the Special Flood Hazard Area as a permitted use. However, the development of parking improvements in this area decreases the permeable area able to absorb excessive precipitation, further exacerbating flood risk. To the extent allowable by law, consider moving parking improvements from a 'permitted' activity to a 'conditional use review'. Consider adopting stricter language which forbids "substantial improvements" to existing structures without a robust review process. Consider mandating freeboard space when proposing substantial improvements. Dover's §525 and relevant definitions (§575) and Wilmington's §610.E 1-3 (inclusive) provide a model for these changes.
Whitingham 4	Reduce the off-street parking space provisions as set forth in §6.6	High off-street parking requirements increase development cost, decrease the amount of land that is preserved as open space, and increase threats related to impermeable surfaces. Consider reducing the off-street parking requirements in §6.6b-f (inclusive) to allow 1 (or fewer) spaces per dwelling unit and 1 parking space per every 300 square feet of restaurant floor area (currently 150 square feet). When determining appropriate parking requirements, Readsboro's §3.4.1 can serve as a guide
Whitingham 5	Develop Planned Unit Development (PUD's) (sic) Standards that allow slightly higher densities	The PUD's (sic) Site Design is referenced in §5.1.4c and expounded upon in §3.6.2. As written, PUD plats cannot exceed the permitted number of dwelling units "if the land were subdivided into lots in conformance with these Regulations for the districts in which such land is situated". However, PUDs provide an excellent opportunity to better utilize existing street frontage, provide a mix of unit types, and preserve

		open space and natural biodiversity. To encourage this style of development in accordance with §5.1.4c, the requirements should be modified to allow slightly higher (up to 1.25-1.5x) the number of units otherwise allowed through traditional subdivision. This change makes PUDs more profitable for developers and offsets the added regulatory hearings required to pursue a PUD permit.
Whitingham 6	Allow two-family dwellings (dwelling, two-family) to include two principle dwellings on one lot.	The village district already employs strong dimensional standards. Allowing more than one principal dwelling per lot in the Village District(s) would not noticeably change the size or scale of buildings but would simplify the regulations to prospective developers.
Whitingham 7	Allow multi-family dwellings (dwelling, multi-family) by-right in the Village District	The village district already employs strong dimensional standards. Allowing multi-family dwellings within this district (§5.1) by-right would not noticeably change the size or scale of buildings in the Village district(s) but would allow builders to provide housing options that are more responsive to household sizes and budgets. Further, this action could slightly increase density in identified villages, better utilizing existing infrastructure

The town may also explore new statewide programs designed to promote housing development and infrastructure programs that support development. An example is the state's new CHIP program or Community and Housing Infrastructure Program. For more information see, <https://accd.vermont.gov/economic-development/vepc/chip>

Policies and Recommendations

Policy 1: Encourage the development of a broad range of new housing to meet the needs of all residents.

Recommendation 1.1 Plan for how proposed housing would coordinate with the adequate provision of public utilities, facilities, and services.

Recommendation 1.2: Identify ways that the Town could incentivize Accessory Development Units (ADU's). (Planning Commission)

Recommendation 1.3: Continue the town's participation, with the towns of Marlboro and Halifax, on the Housing Rehabilitation Committee. (Housing Rehabilitation Committee)

Recommendation 1.4: Investigate working with the Vermont Housing Improvement Program (VHIP) to expand housing rehabilitation options for Whitingham's residents. (Housing Rehabilitation Committee)

Recommendation 1.5: Support the use of public resources (such as the Vermont Community Development Program and locally-based Housing Rehabilitation Committee) to provide financing to lower income residents to maintain their housing. (Housing Rehabilitation Committee)

Recommendation 1.6: Consider the reduction of permit fees, donation of public lands or buildings, and other techniques to guarantee the long-term affordability of affordable housing developments. (Selectboard)

Recommendation 1.7 Review Town Zoning and consider updates based on recommendations from the Deerfield Valley RISE project.

ECONOMIC DEVELOPMENT

Historically, Whitingham's economy was based on small-scale manufacturing (principally wood products), forestry, agriculture and mills. Today, many of these traditions of Vermont's working landscape are still an integral part of our local economy and thriving, often by the same family for generations including the Corse, Morse and Allen/Reed Farms. Newer farms such as Millie's Heritage Farm are also thriving.

The Town of Whitingham's labor force ranges from large scale businesses to home industry. Large companies include Riggs Distler and Great River Hydro (power company). Sawyer Bentwood is a mid-sized local business. The Twin Valley Middle/High School and the town provide a strong employment base. Others travel to surrounding towns as far away as Bennington, Brattleboro, Greenfield and North Adams. Many locals work in Wilmington and Dover providing a variety of services related to the ski industry at Mount Snow and Hermitage Club. A large percentage of locals are self-employed and work out of their homes including IT/computer operations, consulting, art/crafts, artisanal foods, light manufacturing and other small businesses. Some of these small businesses include construction companies, plumbers, carpenters and electricians, loggers and excavators. A new trend that is becoming a popular work option is remote workers who choose to live in Town, but work remotely via their computers.

The Village of Jacksonville is the commercial center. Town government activities, a utility company, small contractors, gas station, general store, pub, and bakery are based there. The Village of Whitingham contains a craft shop, furniture parts manufacturer, a metal fabricator and historical museum. Both villages have a post office, firehouse, sewer treatment plant and numerous homes.

A Blueberry Festival, held each summer by Southern Vermont Deerfield Valley Chamber of Commerce, hosts activities in Jacksonville and throughout the region. Recreational activities are also available through miles of trails that are available for hiking, biking, snowshoeing, cross country skiing, and snowmobiling.

8.1 Employment

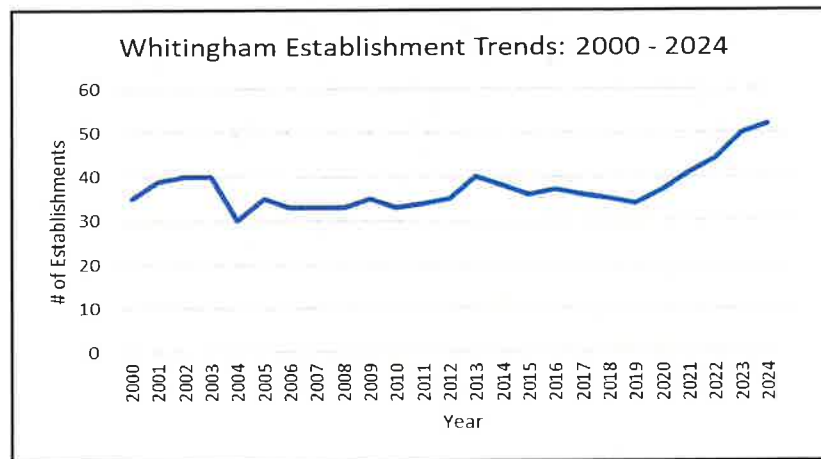
In January 2025 Vermont Department of Labor estimated that 604 residents of Whitingham were in the labor force (individuals 16 years and older) with 527 employed and 32 unemployed (5.3% unemployment rate). Approximately, 35% commute to work in Wilmington, 12% to Brattleboro, 8% to Bennington and 35% to other communities. This data indicates that Whitingham primarily "exports" labor to other communities.

Whitingham residents are employed in a variety of industries. The 2023 American Community Survey indicated that the largest percentage (23%) of Whitingham residents are employed in education, health and social services fields; 13% in construction, and 10% in agriculture. The employment data can be found in the Community Profile section

8.2 Existing Business

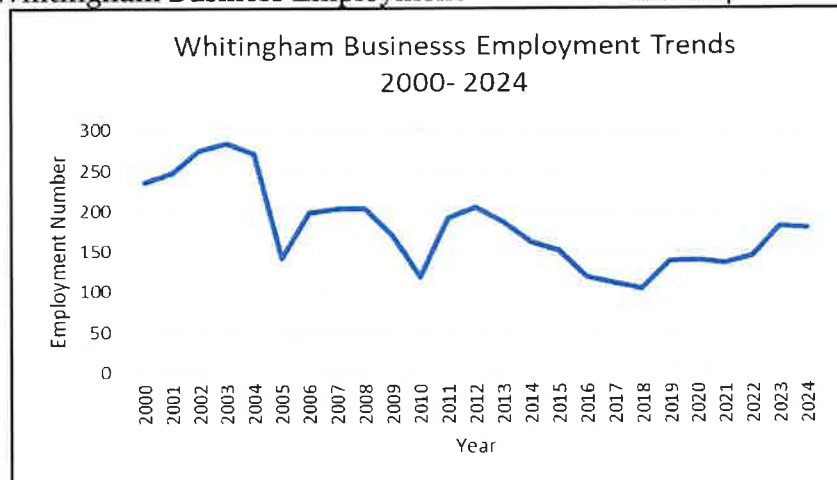
For the first quarter of 2025, the Vermont Department of Labor reported there were approximately 54 establishments in the community employing 168 workers in a variety of industries and jobs. The number of establishments has been steadily rising since 2019, with 2025 starting out with the most businesses since 2000. While total establishments has been rising (see Figure 12), the total number of employees those businesses retained is lower than the early 2000's (see Figure 13). This is likely due to technology in the workplace making employees more efficient and businesses needing to hire less people. The majority of businesses in Whitingham are in the private sector, with professional and business services being the top sector and construction coming in second.

Figure 24: Whitingham Business Establishment Trends: 2000-2024



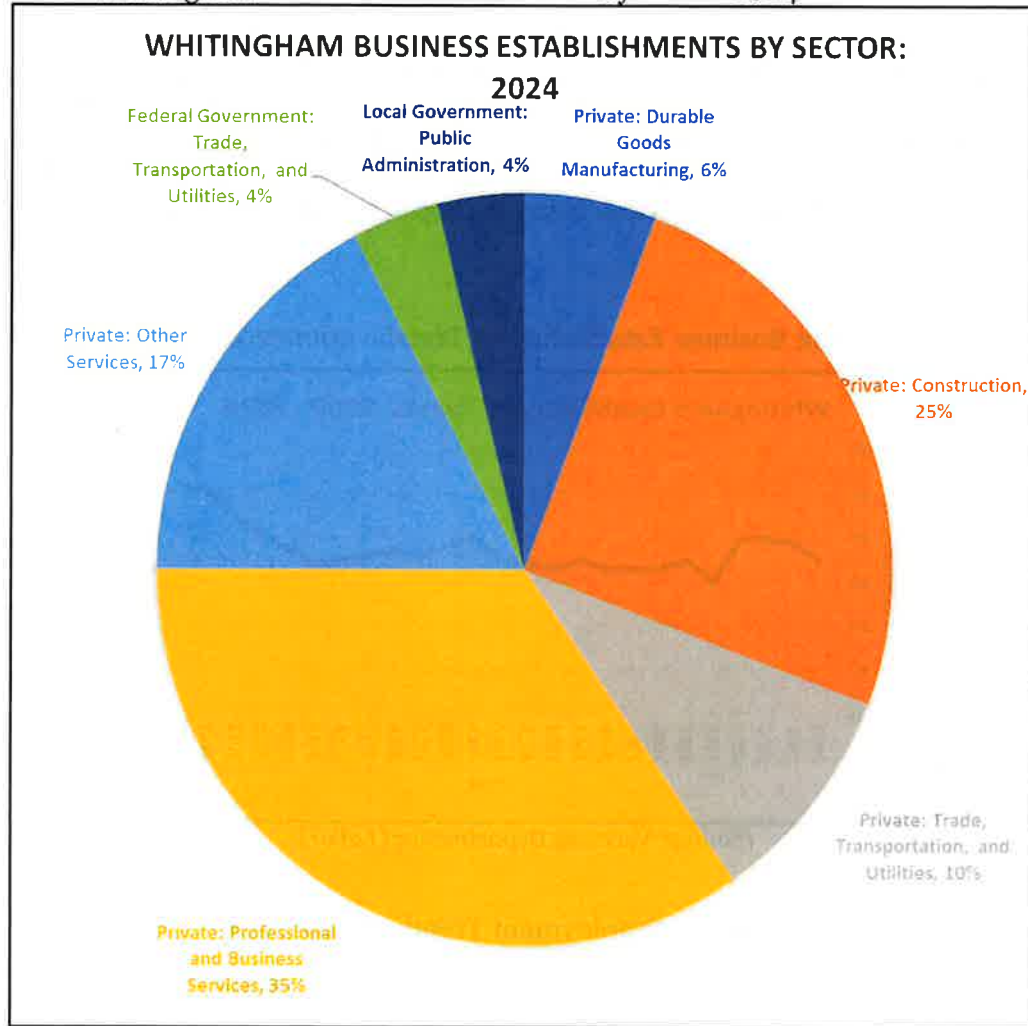
(Source: Vermont Department of Labor)

Figure 25: Whitingham Business Employment Trends: 2000-2024



(Source: Vermont Department of Labor)

Figure 26: Whitingham Business Establishments by Sector 2024



(Source: Vermont Department of Labor)

8.3 Agriculture and Forestry

Several dairy farms and maple sugar products businesses continue to operate. Whitingham has seen the growth of small farms raising livestock. Much of the land used that supported the dairy farms of the past is still responsibly managed and supports the small farms of today. The trend in agriculture throughout the State has been for farmers to seek small-scale, diversified, “Farm to Table,” and direct-market opportunities.

Agricultural, forestry and pastoral qualities remain important to the town. Whitingham's working lands will continue to provide varied opportunities for farm and forestry-related employment. Not only do these land-based industries provide employment opportunities, but they also contribute to a quality of life in Whitingham. The Proposed Land Use Map in the Land Use Chapter identifies areas in town that should continue to be primarily for agricultural and forestry uses. These areas of town are listed as Conservation and Rural classifications. The protection of these areas is supported through the Whitingham Zoning Bylaws. The Rural Lands district, as defined in section 4/1/2 says that rural lands are "comprised of Whitingham's working lands and consist of farm, field and forestlands that are being used in a manner that may provide an economic benefit. These areas are designed for low density development only so as to protect the land for use in agriculture and forestry operations."

8.4 Economic Development Strategy

When outlining an economic development strategy for Whitingham, it is important to balance the desire to increase income, employment, and fiscal strength of the community with the desire to maintain Whitingham's small-town, rural character. Economic development is the process of creating wealth through mobilizing human, capital, financial and natural resources to generate marketable goods and services. Economic development is successful when it is linked to town efforts involving a partnership of citizens, private enterprise and local government. Diversifying Whitingham's economy will involve retaining and expanding existing businesses and industries and encouraging new ones to locate in Whitingham.

There are several strategies that the Town supports that will strengthen the economic development opportunities in Whitingham. Strong cellular networks and high-speed internet access are very important in supporting home based and remote work opportunities and growth in Towns. Expanding and encouraging tourism through Town by taking advantage of existing outdoor recreational opportunities will also support existing businesses and encourage new retail business to move to Whitingham.

The villages of Jacksonville and Whitingham both have wastewater facilities and offer hook-ups to businesses and residents located in the village areas. This resource, which not ever town in the region has, is very helpful for encouraging business growth.

Policies and Recommendations

Policy 1: Plan for and promote development of small businesses including home industries, home-based work, and entrepreneurial ventures that fit into Whitingham's small-town rural character.

Recommendation 1.1: Improve the quality and range of cell services.

Recommendation 1.2: Continue to improve the quality of highspeed internet service throughout Town.

Recommendation 1.3: Consider proposals from business owners that would encourage businesses to re-develop, expand, or start new in Whitingham.(Economic Development Group)

Policy 2: Maintain and strengthen the economic climate for agriculture and forest products industries.

Recommendation 2.1: Work with “Farm to Table” organizations.

Recommendation 2.2: Continue to inform property owners of the Vermont Use Value Appraisal (Current Use) Program for agricultural and forest lands.

Recommendation 2.3: Any expansion of community facilities and infrastructure shall minimize adverse impacts on agricultural and forest lands.

Policy 3: Support tourism that draws on the character of Whitingham itself: its beauty, culture, history, wildlife and outdoor recreation.

Recommendation 3.1: Expand and promote the existing trail system.

Recommendation 3.2: Explore opportunities to partner with surrounding towns on tourism promotion events.

Policy 4: Assist local businesses by providing economic development information, permit guidance, and community facilities and services improvements when appropriate.

Recommendation 4.1: Review and update zoning regulation and other town ordinances and propose improvements, where applicable, to provide greater economic development opportunities and appropriate development review standards. (Planning Commission)

Recommendation 4.2: Work with the Vermont Agency of Commerce and Community Development to help promote our designated Village Centers. Promote and take advantage of resources available through this program (Economic Planning Group).

Policy 5: Focus recruitment efforts on companies, which provide jobs that are stable, and year-round, with competitive wages and skills training programs, are environmentally conscious, and that support efforts to provide child care, family leave, and flex time.

Recommendation 5.1: Work with Southeastern Vermont Economic Development Strategies (SeVEDS) associated with the Brattleboro Development Credit Corporation to recruit young people and businesses to our area. (Economic Planning Group)

Policy 6: Encourage development in village centers.

Recommendation 6.1: Promote the availability of wastewater infrastructure in the village centers to attract new businesses and help existing businesses expand.

ENERGY

State and Federal government have far more control of energy supplies, sources, and pricing than regions or towns; however, regional and local efforts can play an important role in energy conservation and use of energy in residential and commercial development. Energy Demand in Vermont is driven largely by population numbers, economic development, and vehicular miles traveled. This section will focus on energy uses and sources and those local initiatives that Whitingham can take to have the greatest impact.

9.1 Energy Uses

The three primary sectors of energy consumption are transportation, heating and electric. For the Windham Region, in 2023, heating constituted the largest percentage of use at 52%, followed by transportation at 29% and electric at 19%. Whitingham's energy consumption by sector follows a similar pattern with heating at 48%, transportation at 37% and electric at 15%.

Figure 27: Windham Region Energy Consumption in 2023

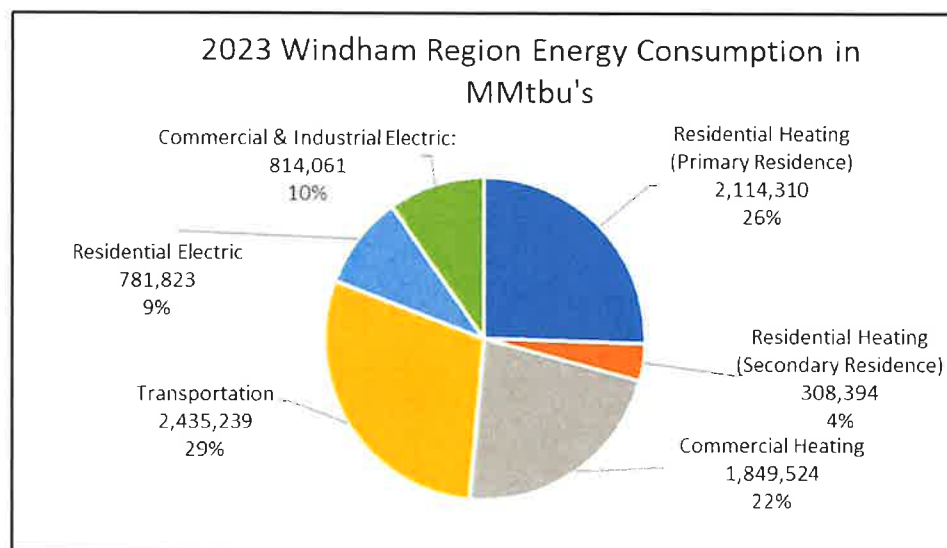
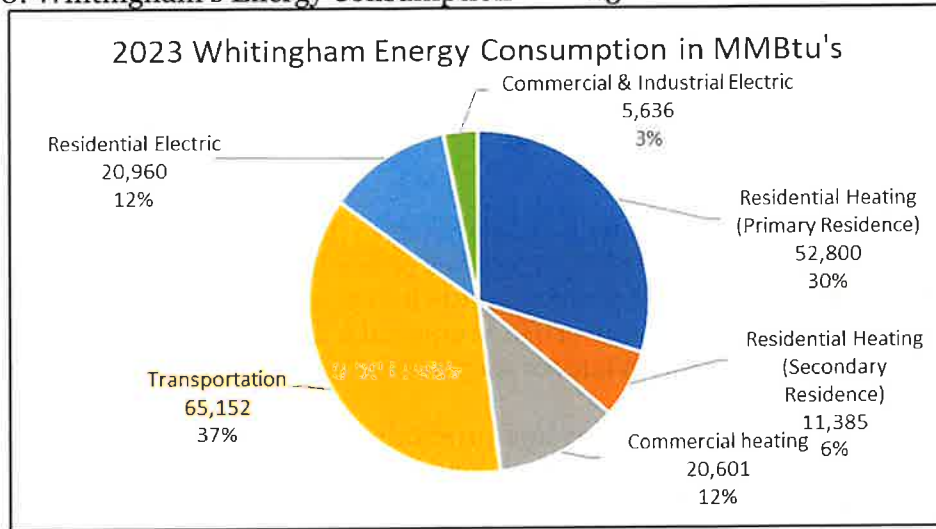


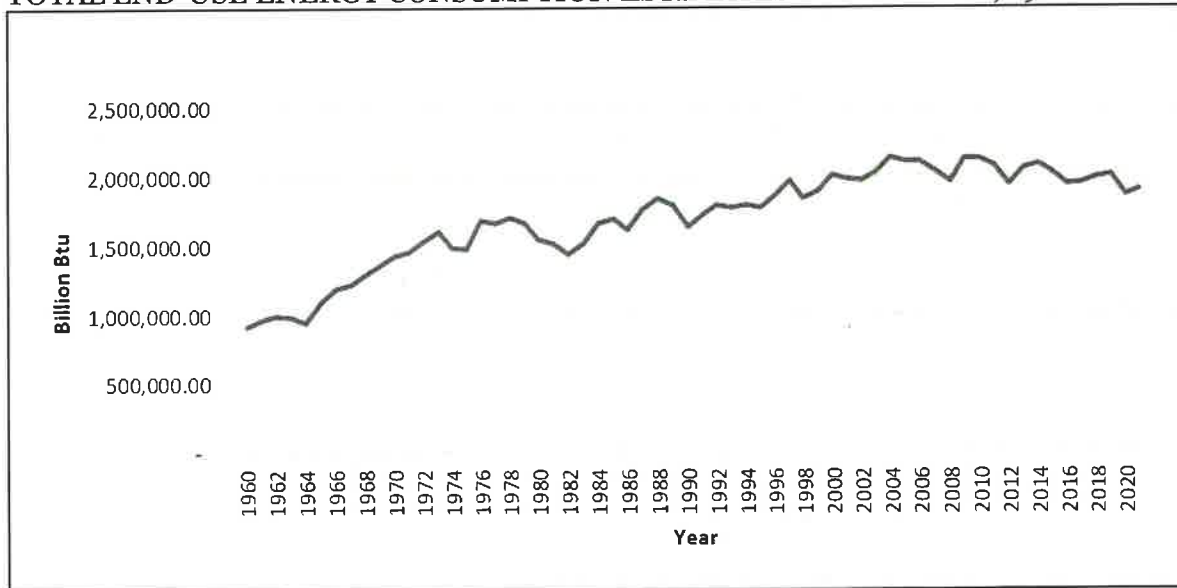
Figure 28: Whitingham's Energy Consumption in 2023



The 2025 Windham Regional Plan, referencing US Energy Information Administration: State Energy Data System data between 1960-2022, showed an upward trend in the per capita demand for energy use in Vermont between 1960 and 2022. Since that time, per capita demand has slowly been trending down.

Figure 29: Total End Use Energy Consumption in Vermont between 1960-2020

TOTAL END-USE ENERGY CONSUMPTION ESTIMATES IN VERMONT, 1960-2020



In Whitingham, home heating and transportation account for the greatest energy use. The residents of Whitingham use a variety of sources for home heating. According to the 2023 American Community Survey 5-Year Estimates, 51% of occupied homes in Whitingham were primarily heated with fuel oil or kerosene (66%). Other home heating

sources include LP Gas (14%), wood (25%), and the remaining from other sources such as electricity or other fuels. These figures only represent the primary heating source and do not illustrate whether or not there are multiple fuel sources being used.

Transportation energy consumption can be reduced through the promotion of fuel efficient vehicles and reducing the number of vehicle miles traveled throughout and out of town.

Energy use for the town government is much easier to quantify, since the Town budget includes energy line items. Increases in the price of heating and transportation fuels has accounted for a close to doubling of energy costs in five years. The Town has opportunities to examine the energy use in municipal buildings and take actions that can decrease energy consumption and/or increase the use of renewable energy sources.

Decreasing the consumption of energy and promoting energy conservation across the transportation, heating and electric sectors can lead to financial savings. By decreasing the amount of energy that is consumed, residents have less overall costs. By also switching to renewable energy sources there tends to be a more stable cost per btu than non-renewable sources like oil and propane.

9.2 Energy Production

Based on ISO New England surveys, in 2024, 322MW of solar power, 13MW of wind power, 0MW of BioMass power, and 147,168MW of hydro power was produced in Whitingham. The hydro power comes primarily from the Harriman Dam, which is operated by Great River Hydro LLC. Power generated in Whitingham is uploaded to the New England electrical grid for distribution by power companies.

The Village of Jacksonville Electric Company contracts with Green Mountain Power to operate its municipal electric distribution system. The system provides electricity to a large portion of the town, furnishing service to approximately 735 customers (as of 2025). The remainder of Whitingham is serviced by Green Mountain Power (GMP).

In addition to energy distributed by the power companies, renewable energy sources such as solar, wood, and wind, are also possible for residents to install for small-scale, private production and use.

Solar installations, which can offset the use of non-renewable energy, can come in the form of passive solar and roof and ground mounted solar systems. Passive solar construction designs utilize the sun's energy for heating and lighting without the aid of mechanical systems. This leads to the reduction in use of other non-renewable heating fuels and electric use in homes and businesses. Installing photovoltaic systems, either on rooftops or through ground mounted systems can also offset non-renewable energy consumption.

Wood is a relatively low-cost source of renewable energy. The Vermont Department of Forest Parks and Recreation reported in their Vermont Residential Fuel Assessment for

the 2018-2019 Heating Season, that approximately 38% of households in Vermont contained at least one wood-burning appliance.¹ This same report cites that only 2% of Vermonters plan to install new wood heating systems. Whitingham has a large amount of woodland that, if effectively managed, could supply a reliable, local source of wood that could both protect working forestlands and provide local renewable energy sources for private residences and businesses

Wind is another source of renewable energy that is being developed in Vermont on both large and individual scales. There are several factors that contribute to the siting of large-scale wind-generating facilities: elevations greater than 2,000 feet, proximity to electric transmission lines, ridgeline locations, and wind speed. While Whitingham does have elevations greater than 2,000 feet it does not necessarily meet all of the recommended criteria for the siting of large-scale generating facilities. The neighboring towns of Searsburg and Readsboro do have large-scale wind generation production and Whitingham is open to the possibility if appropriate locations that meet environmental and residential concerns are identified. Small, home-based wind energy systems are being used in the region, but high costs and mixed success have limited their growth.

9.3 Energy Conservation

Reducing the amount of energy that is consumed is just as important as where and how energy is produced. Avoiding increases in energy demand through effective conservation measures is equivalent to developing new sources. Regional and local efforts, such as reducing total vehicle miles traveled, weatherizing new and existing buildings, and using land use planning tools can play an important role in energy conservation.

Reducing automobile dependency will go a long way towards reducing transportation energy consumption. In the 2025 Windham Regional Plan, Windham County, in 2020, had 507.193 (in millions) Vehicle Miles Traveled (VMT). Due to its more rural character than other parts of the state, the county has a higher percentage of VMT's per person than the State. Finding ways to reduce total vehicle miles traveled would help reduce energy consumption in Whitingham's largest energy use sector. Reducing vehicle miles traveled might be accomplished through encouraging strategies such as carpooling, telecommuting for work, installing and promoting park and ride facilities and public transportation.

Effective land use planning can also promote energy conservation. Concentrated development in the villages could reduce reliance on the automobile and encourage people to walk, rather than drive, to nearby destinations. The siting, design, and construction of buildings strongly influences the amount of energy consumed in new construction. Separate subdivision regulations, which could include such siting standards, have not been adopted in Whitingham.

Energy savings can also be realized by weatherizing existing buildings with insulation, more efficient doors and windows, weather-stripping, compact fluorescent or LED lights, and energy efficient appliances. The following programs are available to residents of Whitingham:

- Southeastern Vermont Community Action (SEVCA) - SEVCA offers a variety of programs that are designed to assist low-income residents with their energy costs. These programs include seasonal fuel assistance, emergency fuel assistance, and free weatherization services to reduce heating costs. In addition, SEVCA also works with electric companies in order to prevent disconnection and help negotiate payment plans.
- Efficiency Vermont - Efficiency Vermont is the State's provider of energy efficiency services. They provide technical and financial assistance to residential and commercial buildings for the purpose of improving energy efficiency. Additional programs that support low-income housing and households are available through Efficiency Vermont.

Policies and Recommendations

Policy 1: Encourage land use patterns that will lead to the conservation of energy.

Recommendation 1.1 Review existing zoning regulations and make changes as necessary to encourage compact development in the villages (Planning Commission).

Policy 2: Promote the use of renewable forms of energy.

Recommendation 2.1 Appoint a Town Energy Coordinator and/or Committee.

Recommendation 2.2 Promote the use of wood as a space heating fuel source and for small scale industrial fuel uses as long as it meets all applicable emission standards. (Town Energy Coordinator or Committee, when appointed)

Recommendation 2.3 Review existing zoning regulations and update as needed to regulate the siting of systems that make use of renewable energy, such as solar panels and wind energy systems. (Planning Commission)

Policy 3: Reduce energy consumption and increase energy efficiency across private and municipal buildings.

Recommendation 3.1 Regularly assemble and distribute educational material. (Town Energy Coordinator or Committee)

Recommendation 3.2 Conduct energy audits and high value weatherization projects in municipal buildings

Recommendation 3.3 Continue to support car-pooling, public transportation, and van-pooling initiatives and programs.

Policy 4: The Town will work with distribution utilities on renewable energy standard requirements.

Policy 5: Encourage electric customers to work with Jacksonville Electric Company, Green Mountain Power, and Efficiency Vermont or other efficiency utilities to optimize power usage. (Town Energy Coordinator or Committee)

COMPATIBILITY WITH OTHER PLANS

When Vermont's Growth Management Law, Act 200, was passed in 1988, Vermont set up a system for communities to work in concert with their neighbors, and with agencies of state government, to shape the future. As envisioned, decisions on local growth issues are to be made by the local communities; decisions of regional significance are to be made by the region's communities working together. Town Plans are to be compatible with the Windham Regional Plan and compatible with approved plans of other municipalities in the region.

10.1 Compatibility with Adopted Town Plans

Whitingham shares borders with Halifax, Wilmington, and Readsboro. Whitingham relies directly on its neighbors and the other towns in the Windham Region to provide many of the services that townspeople depend on. Therefore, this plan strives to strengthen the relationships with the neighboring towns, as Whitingham shares rivers, roads and recreation facilities, as well as education and safety services with its neighbors.

Halifax (Plan adopted March 4, 2014)

Whitingham shares its eastern border with Halifax. Halifax's vision for this area is rural residential and to accommodate significant portion of Halifax's residential growth, with special care to locate development off of productive agriculture lands. The southern and northern portion of land in Whitingham, along this border area, is proposed to be rural residential and compatible with Halifax. Lands along the center portion of the border in Whitingham are proposed as conservation and a small section is considered a critical corridor area and should be settled at very low densities. The towns of Halifax and Whitingham should further discuss their vision for the areas along this section of the border

Wilmington (Plan adopted August 19, 2015)

Whitingham shares its northern border with Wilmington. Wilmington's vision for this area emphasizes conservation on the Harriman Reservoir that is compatible with Whitingham's vision. The remainder of the border area in Wilmington is proposed to be residential and will be compatible with the rural residential (eastern portion of the border) in Whitingham. The remaining central section of this border in Whitingham is proposed as conservation and rural. The towns of Wilmington and Whitingham should further discuss their vision for this area along the border.

Readsboro (Plan adopted August 26, 2015)

Whitingham shares its western border with Readsboro. Whitingham's vision for this border area is conservation, which is compatible with the forest and resource districts on Readsboro's future land use map. Readsboro proposes the southern section and a small portion of the middle section as residential and to be developed at a moderate

density residential development. The towns of Readsboro and Whitingham should further discuss their vision for this area along the border

10.2 Compatibility with the Regional Plan

The Regional Plan is intended to provide guidelines for the planning and coordination of change and development that will, in accordance with present and future needs and resources, best promote the health, safety, and welfare of the citizens of the Region. As proposed, the Whitingham Town Plan is compatible with the Windham Regional Plan adopted September 30, 2014.

IMPLEMENTING THE TOWN PLAN

The Implementation Program summarizes the recommended action steps from each chapter. The actions are intended to implement the goals, objectives, and policies identified in the Plan. The Implementation Program identifies who in the Town will lead each effort, and notes partners when relevant. The anticipated timeline for the action steps is categorized as Short Term (completed within 1 – 4 years), Long Term (completed within 5 – 8 years), or Ongoing for activities that are part of normal Town operations. The Resources column identifies potential funding sources or other non-monetary assistance, such as volunteer time. The Town Budget funding source includes the general fund and 1% local option tax.

It is recommended that the Town regularly review the Implementation Program and coordinate efforts between different Town Boards, Commissions, and staff. Over the course of the next eight years, local priorities may change and certain actions may need to be completed sooner. Many of the action steps are also dependent on receiving grants or other funding sources.

Table 9: Actions Identified in the Town Plan

Community Facilities & Services: Chapter 3			
Action	Lead/Partners	Timeline	Resources
Transportation: Chapter 4			
Action	Lead/Partners	Timeline	Resources
Natural Resources: Chapter 5			
Action	Lead/Partners	Timeline	Resources
Land Use: Chapter 6			
Action	Lead/Partners	Timeline	Resources
Housing: Chapter 7			
Action	Lead/Partners	Timeline	Resources
Economic Development: Chapter 8			
Action	Lead/Partners	Timeline	Resources
Energy: Chapter 9			
Action	Lead/Partners	Timeline	Resources

Appendix

TOWN PLAN MAPS AND EXPLANATIONS

A series of maps have been prepared to assist planners, public officials and citizens to understand Whitingham and to assist in the planning process and governmental and business decisions. These maps are for planning purposes only. The policies and actions and associated narrative discussions in the body of the Town Plan prevail as the guidelines for the Town's future growth.

Map 1. Community Facilities and Utilities

Locations of community facilities and services including: waste water treatment facilities and service areas, electric transmission line, electric utility service area, town lands, school, town buildings, cemeteries, shore land, recreation trails, historic railroad corridor, and historic sites and districts.

Map 2. Transportation System

Includes road network showing road classification (Class 1-4), paved and gravel roads, bus route and stops, municipal park and ride, and areas to enhance pedestrian facilities.

Map 3. Natural Resources

Includes sites of natural or geologic interests, significant natural community, rare or threatened plant species, deer winter area, wetland, important farmland soil, generalize 50-foot contour, streams, ponds, reservoirs and lakes.

Map 4. Existing Land Use

Includes networks of roads, surface waters, buildings, open lands, villages, forestland, residential, industrial, and public government.

Map 5. Proposed Land Use

Includes proposed areas for village, rural residential, rural and conservation land uses and critical corridor areas. Description of these proposed land uses can be found on the land use chapter.

Community Facilities

Town of Whitingham, Vt. 2026 Town Plan



Map by Windham Regional Commission, 5/2026
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L, CommFac

Data sources: historic sites are those on the Vermont State Register of Historic Places and those of local significance identified by Whitingham Planning Commission; community facilities identified by the Whitingham Planning Commission; snowmobile trail locations are from the VGIS data and information from Town of Whitingham; Catamount Trail from WRC GIS, cemetery data from Town of Whitingham and digitized by WRC; electric utility service area boundary information from Jacksonville Electric Department, 2026.

- ✕ Historic site, on state register
- Historic site, of local interest
- Community facility
- ⊕ Cemetery
- Electric transmission line
- Snowmobile trail
- + + Historic railroad corridor
- • • Catamount Trail and future Velomont Trail
- Village of Jacksonville Elec. Co. service area
- Green Mountain Power service area
- Wastewater treatment plant service area



Historic sites:

- | | |
|---------------------------------|--|
| 1 Jacksonville Community Church | 12 Whitingham General Store |
| 2 Jacksonville Masonic Hall | 14 Glory Hole |
| 3 Jacksonville General Store | 15 Josiah Blanchard House |
| 4 Reed's Store | 16 Amos Brown House |
| 5 Sadawga Lake House | 17 Point Pleasant Village |
| 6 Sawyer's Saw Mill | 18 J. Seymour Houghton House |
| 7 Goodnow House | 19 Farmers' Interest Store |
| 8 Closson House/Newell House | 20 Holbrook Mill Pond |
| 9 Percy Dodge Blacksmith Shop | 21 Holbrook Mill Pond |
| 10 Whitingham Comm Church | 22 Brigham Young Birthplace |
| 11 Green Mountain Hall | 23 Historical Museum (No. 9 Schoolhouse) |



Transportation System

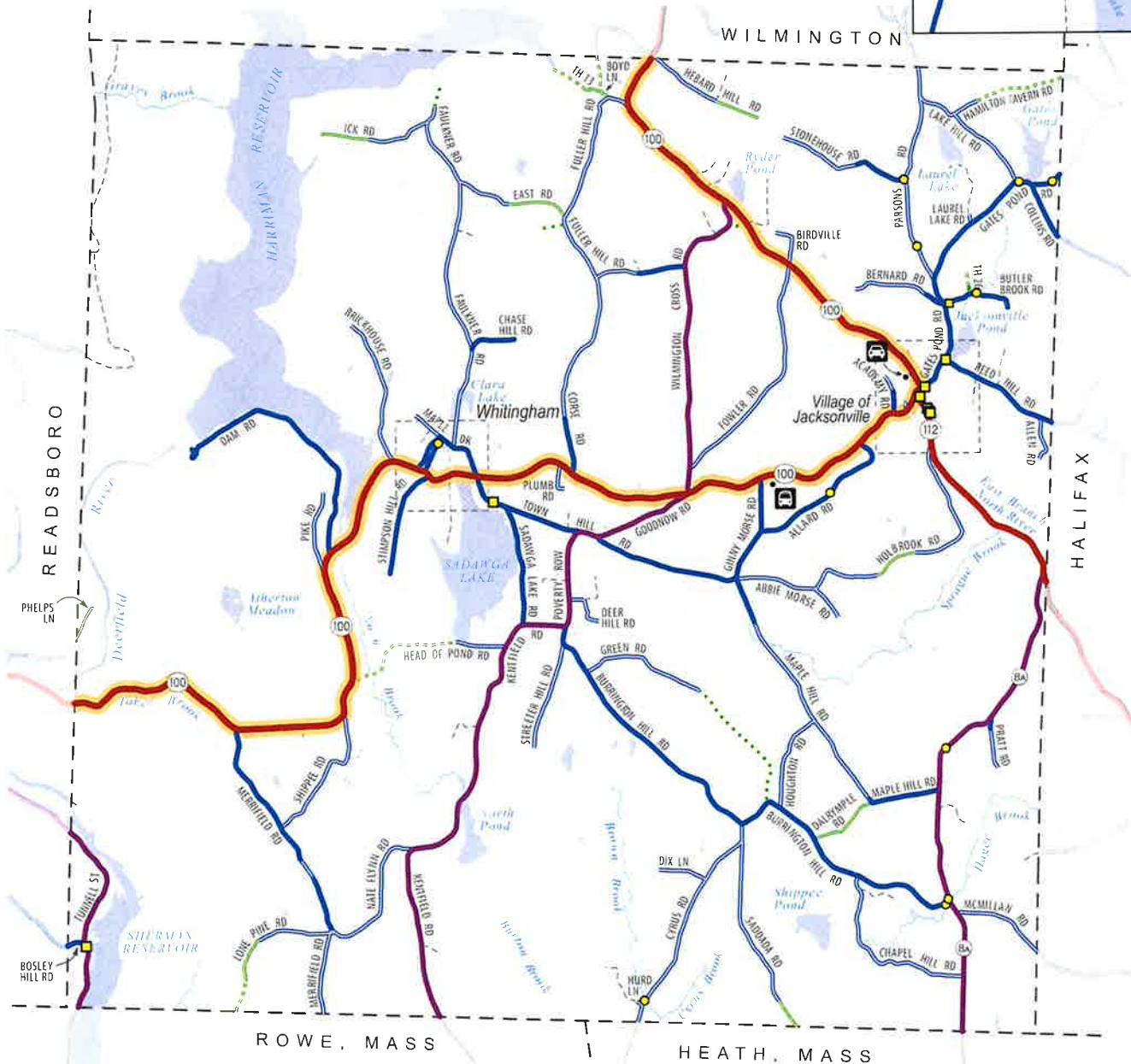
Town of Whitingham, Vt. 2026 Town Plan



Map by Windham Regional Commission, 5/2026
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Data sources: roads data from VTrans, updated
by WRC in 2026; bridge and culvert data from
VT Culverts and VTrans.

- State Highway
- Class 2 town highway, paved
- Class 3 town highway, paved
- Class 2 town highway, unpaved
- Class 3 town highway, unpaved
- Class 4 town highway, paved
- Class 4 town highway, unpaved
- Class 4 town highway, unpaved, impassable
- ... Legal trail
- Private road
- Town culvert, 6 feet or greater width
- Town bridge, 6 feet or greater length
- Park and ride lot
- Bus stop
- Bus route



Natural Resources

Town of Whitingham, Vt. 2026 Town Plan

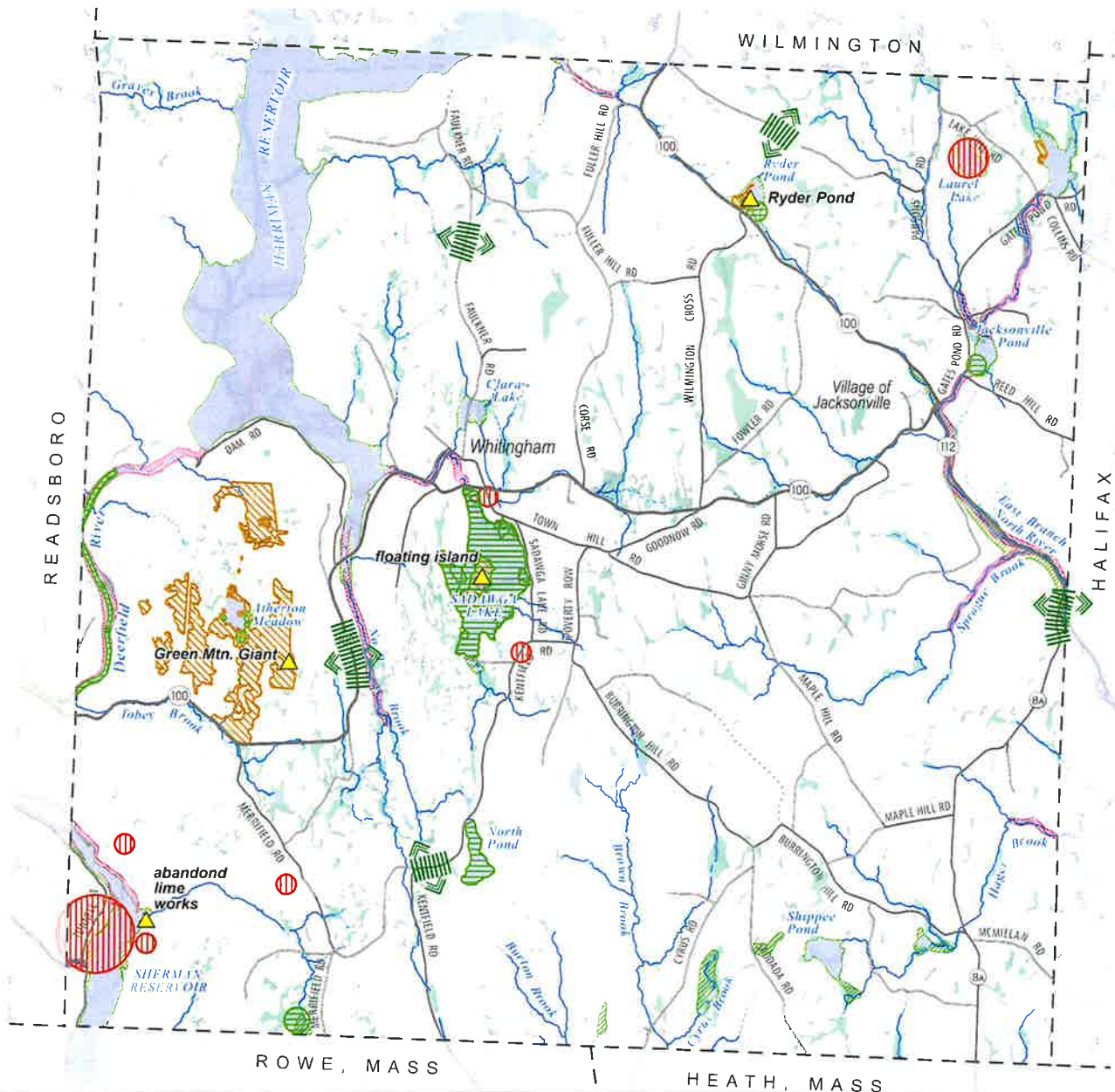


Map by Windham Regional Commission, 5/2026
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L, NatRes

Data sources: sites of natural or geological interest identified by Whitingham Planning Commission; Natural Heritage data from VT Dept. of Fish and Wildlife, Natural Heritage Inventory Database, current to February 2026; critical conservation corridors were identified by the Whitingham Planning Commission; streams, rivers, and ponds from Vermont Hydrography Dataset, edited by WRC; wetlands from Vermont Significant Wetlands Inventory, March 2026; Special Flood Hazard Area data from FEMA, effective December 2, 2015; mapped River Corridors from Vermont ANR Rivers Program.

- Critical corridor area
- Site of natural or geological interest
- Natural heritage occurrence, plant
- Natural heritage occurrence, animal
- Significant natural community
- Perennial stream
- Intermittent stream
- Wetland
- River corridor *
- Special Flood Hazard Area
- River, lake, or pond

*Official source of River Corridor data is tinyurl.com/floodreadyatlas. Where rivers are not mapped, the corridor is taken to be the area within 50 feet of a perennial stream.



Existing Land Use

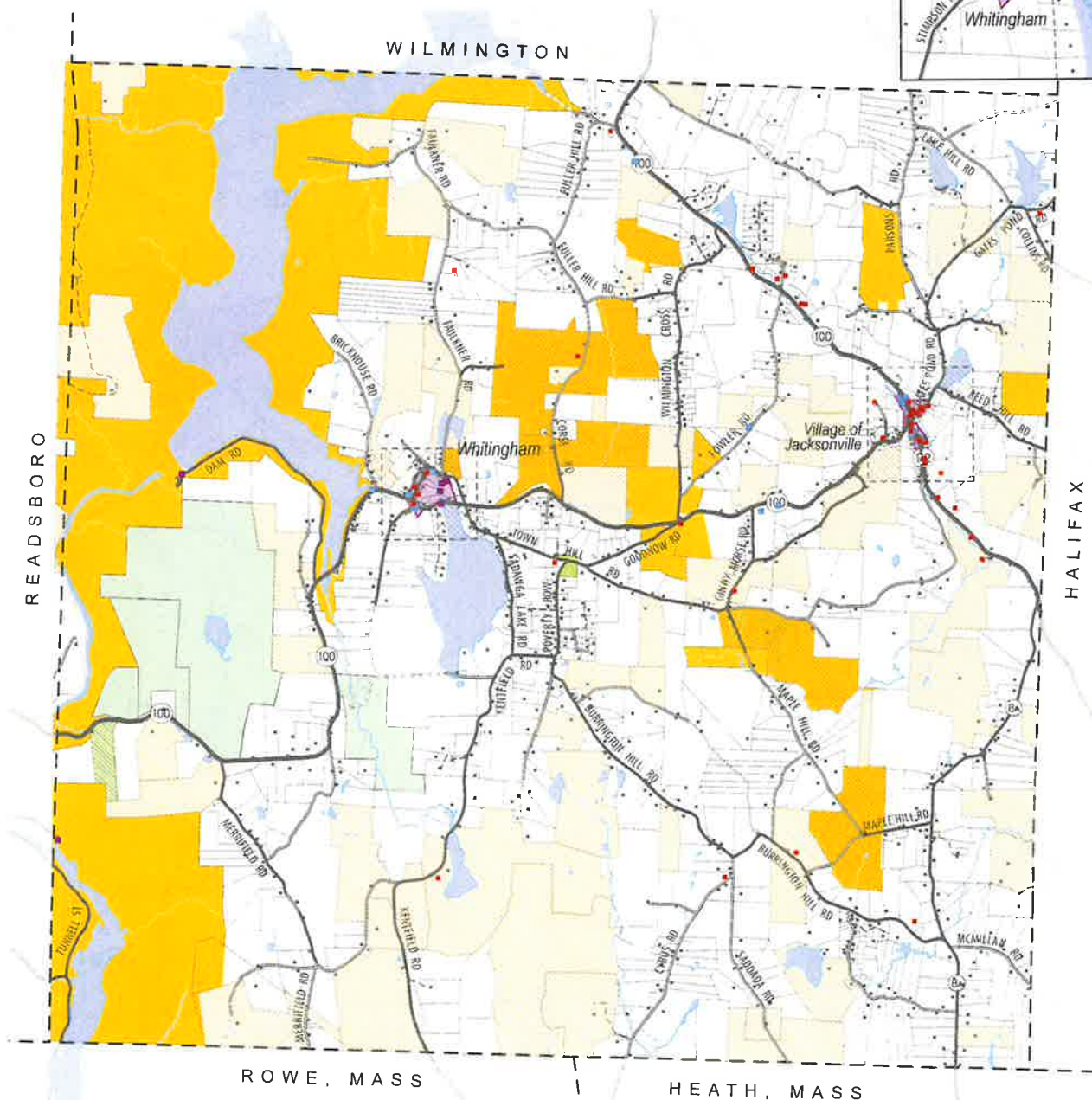
Town of Whitingham, Vt. 2026 Town Plan



Map by Windham Regional Commission, 5/2026
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Data sources: buildings from Vermont E911 Board ESITE data; parcel boundaries from Whitingham parcel data, current to 2017, parcels enrolled in Use Value Appraisal from Vermont Department of Taxes, current to 2025; conservation easements and public land from Vermont Protected Lands Database, 2026, extracted from Whitingham parcel data by WRC.

- Commercial building
- Public/Institutional building
- Residential building
- Industrial building
- Parcels
- Village center
- Conservation easement
- State land
- Town land
- Parcel enrolled in Use Value Appraisal
- Parcel enrolled in Use Value Appraisal



Proposed Land Use

Town of Whitingham, Vt. 2026 Town Plan



Map by Windham Regional Commission, 5/2026
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L, PLU

Data sources: Proposed land use district boundaries were developed by the Whitingham Planning Commission in 2009 and revised in 2016.

-  Critical corridor area
- V**  Village
- RR**  Rural Residential
- Ru**  Rural
- C**  Conservation

