

# *Town of Shoreham*



## *Town Plan*

**Adopted by the Selectboard**

**June 22, 2016**

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## I. INTRODUCTION

### WHY HAVE A TOWN PLAN?

In 1986, the Vermont Municipal and Regional Planning and Development Act (Title 24 Chapter 117) became law. This Act encourages "...the appropriate development of all lands in this State..." in an attempt to make a better life for us all. The Act provides the opportunity for each municipality to prepare a five-year plan, which is intended to shape the future of that community. The needs of the community, our visions of and for the future, and the population itself change over time. Therefore, provisions call for renewal of the plan every five years. Shoreham adopted its first Town Plan in 1971 and has had zoning regulations in effect since 1968.

A plan is not a law, nor an ordinance, but rather a document that reflects a community's desires for their town's future, in order to manage and guide change. It is an imperfect document, to be sure, and it will become outdated by definition. The most important thing about a town plan is that it is used as a basis for developing and using other tools in the decision-making process (e.g. zoning regulations, Act 250 hearings, etc.). Courts look to town plans for guidance in their rulings; developers must assume the burden of proof so that their proposals won't adversely affect a town's ability to provide services such as good roads and schools; zoning regulations are developed according to guidelines outlined by a plan; and regional and State regulatory, planning, and development agencies use town plans to help formulate policies.

### OUR TOWN

Shoreham was chartered by Benning Wentworth, Governor of the Province of New Hampshire, on the 8th day of October, 1761, to sixty persons who are believed to have had no personal interest in the grant. The charter was obtained through the agency of Colonel Ephraim Doolittle, and bears an earlier date than that of any other town west of the Green Mountains, lying north of Castleton. The settlement was commenced about the year 1766, by Col. Doolittle, with twelve or fourteen other persons, among whom were Daniel and Jacob Hemenway, Robert Gray, James Forbush, Paul Moore, John Crigo, Daniel Southgate, Nahum Houghton, Elijah Kellogg, and others who came together in a company from Worcester County, in Massachusetts. The settlement was broken up during the revolutionary war. On the return of peace the settlement was recommenced by some of the former settlers and others from Massachusetts and Connecticut, and the town was soon organized.

The first proprietors' meeting of which there is a record was held at the house of Elihu Smith, in Clarendon, on April 28, 1783, Colonel Ephraim Doolittle being chosen moderator. Thomas Rowley was chosen proprietors' clerk, Daniel Hemenway treasurer, and Asa Hemenway collector of taxes.

The first school in town was taught by a lady on Cream Hill, probably as early as 1785 or 1786. A school was kept up in that neighborhood a portion of every summer and winter for three or four years before there was any other in town.

The original cost of a new school building was \$2,000. In 1853, after the collection by subscriptions of \$1,600, the Newton Academy Association was formed and the property conveyed to them. A boarding-house was then attached to the academy building at an expenditure of \$2,200. That building continued to serve the town until the 1960's.

In 1799 a ferry was incorporated in Shoreham to John S. Larabee, who had run one since 1787; in 1812 James Barker had the ferry; in 1818 John S. Larabee again received a charter from the Legislature. The ferry, one of the longest continuously run-cable-ferries in the country still operates today. Over the years Larrabee's Point has been home to various commercial enterprises, including taverns, hotels, a tea house, a storehouse, wharf, and the ferry, as well as various agricultural enterprises.

The town of Shoreham is situated in the southwestern part of Addison county, and is bounded north by Bridport, east by Cornwall and Whiting, south by Orwell, and west by Lake Champlain, which separates it from Ticonderoga, New York. It lies about 50 miles south of Burlington, and about 12 miles southwest of Middlebury.

The town comprises 26,319 acres of low and gently rolling terrain; the highest point in town being "the Pinnacle," about 1.5 miles east of the village, which rises to an elevation of about five hundred feet above sea level. From its summit, Lake Champlain and the Adirondacks are visible to the west, as well as the Green Mountains, from Killington Peak to Mount Mansfield to the east.

Rich farmland made Shoreham an agricultural community. Swift-flowing streams powered a variety of mills and a foundry. Sheep farms were popular in the 1800s, but changed to dairy farms and apple orchards in the 1900s.

Larrabee's Point and Shoreham's port on Lake Champlain, was once an active transportation center. As a trading hub, Shoreham's goods were being shipped up and down the lake while product was brought in. Today, it is a western portal that serves tourists passing through the area.

This region maintains its position as a gateway to Shoreham and Vermont, and a connection across Lake Champlain to/from New York. The current mix of activities brings visitors to Shoreham and helps the economy of the entire town.

There are a number of historic and new dwellings in Shoreham, with a mix of seasonal and year-round occupancy. Travelers are treated with a panorama of Vermont farms and hillsides as they travel east on Route 74.

Although the population was down to 500 in the 1950's, Shoreham has been gaining population and is generally seen as a friendly community and a safe place to call home. It is now has more than 1,200 people. (Please refer to the various maps and charts in the Plan for a more detailed picture of the numerous aspects of our town.) Residents have widely diverse jobs, interests, needs, and priorities, yet we share many common goals. This is what makes Shoreham the special, attractive place we call home—whether we moved in last month, or whether we have three (or more) generations "in the ground!" Some of us farm and earn our living from the land; some have small businesses based out of

our homes. There are retirees, seasonal residents and second-home owners, and commuters who work in Middlebury and elsewhere. Some of us are here because we were born here, others have moved here by choice. Shoreham offers recreational opportunities for both year-round residents and visitors. Many residents, their parents, children, and grandchildren have either been educated, or are now being educated, in our school system.

With all this in mind, there are a number of factors that might explain why many of us enjoy living here: Shoreham's small-town neighborliness; a feeling of belonging and civic pride; the system of local government led by our own elected citizens; the scenic working landscape of open farm fields, orchards, and homes; the relative absence of urban problems. We appreciate our heritage, which is evidenced in our historic sites and buildings. We value the kind of environment where children can develop into productive citizens with the support of both their families and the community at large.

## UNDERSTANDING THE PLAN

In this section we will offer a brief overview of-the Plan's major sections in an effort to provide some sense of its structure. According to the Vermont Planning Act, municipalities are required to include the following elements, or sections, in their town plans:

- ❖ A statement of objectives that will guide the future growth and development of land in Town, public services, and facilities;
- ❖ A plan implementation section;
- ❖ A land use plan;
- ❖ A housing plan;
- ❖ An educational facilities plan, including pre school;
- ❖ A transportation plan;
- ❖ A utility and facility plan;
- ❖ A policy statement on the preservation of natural areas, scenic and historic resources;
- ❖ An energy plan;
- ❖ A town Resilience plan which is the ability to withstand, and adapt to challenges which could include environmental or natural events
- ❖ A section describing a plan's compatibility with neighboring towns' plans.

This we have done, using the following format:

- **Observations:** A discussion of the background and/or current state of affairs under each section heading.
- **Goals & Actions:** Goals are presented as a vision of where the community would like to be in the long term (five or more years). Adjacent to the goals are listed actions/tasks/programs that lead toward accomplishing the goal. If situations arise that require that decisions be made between seemingly conflicting goals, our public officials will have to strike the right balance between them, using the overall intent and Guiding Principles of the Plan as a guide.
  - Goals are intended to be seen as the vision, or desired state, of our town some day. They may seem at times to be vague, wildly optimistic, or contradictory. This is both



intentional and unavoidable—a set of goals at the outset allows us to agree to disagree on some of the details, since it quickly becomes apparent that there can be more than one way to achieve a desired condition. The fact that not all of the goals may be met within a five-year period does not diminish the importance of the goals themselves. Additionally, some of the goals, such as maintaining productive land or wild areas, may require numerous commitments by the community as a whole.

- **Actions** are presented as a way to help guide both public officials and citizens in making decisions that are consistent with the overall goals of this Plan. Actions are specific tools, tasks, or activities a community may choose to use to help reach desired goals. Some of the Actions might involve direct actions by town residents and public officials such as the Select Board or local action committees, while others propose enlisting the energies, expertise, and talents of others such as State or Federal departments or non-profit groups such as the Vermont Land Trust.
  
- **Maps:** Maps are also an important, and required, part of the Town Plan. We have included maps that show current land use, transportation, education, utilities, and community facilities, as well as soil types, topographic features, surface waters (such as rivers, etc.), and land parcels. These are intended to support both the overall and specific goals of the Plan.

As you read this Plan, please keep in mind that all sections work together and overlap. For example, you will note that energy issues are not confined merely to the energy section, but are referenced in a number of sections. Often, the actions will be specific to the particular section at-hand, but at other times an action may be relevant to, and thus noted, in several sections. Similarly, reference to the Farnham Property can be found in a number of places. An action suggesting housing on the Farnham Property does not negate an action specified for the Farnham Property suggesting a light industry park. The Farnham Property needs a plan of its own and has sufficient space and resources to accommodate both housing and commerce. Hence, it is important to read through the Plan and understand that one part does not negate another, that both, or several, actions can be accommodated depending on the issue(s) or section(s) involved.

## GUIDING PRINCIPLES

The principles and tone of this Plan will help the officials who are using it to make balanced land use and community decisions. Above all, it must be understood that with the adoption of this Plan, an implicit commitment is being made by our local officials and community leaders, as well as Shoreham's general population, to actively pursue the goals set forth in this document. If we as a community move toward these goals, this Plan will work not only to achieve our interests, but also as a defense against those changes that are not in our interests. The success of this Plan can be measured, in part, by whether or not Shoreham's residents can continue to be able to afford to live here, five, ten, or more, years out. There are influences outside of our Town which affect our abilities to maintain the types of employment and lifestyle to which we are accustomed. It is hoped that this Plan will encourage and enable those who are willing to pitch in and preserve the good things about life here in Shoreham, to do so.

The Guiding Principles behind this Plan are:

- To safeguard the general health, safety, and economic well-being of Shoreham’s residents.
- To maintain Shoreham’s rural, agricultural character and quality of life.
- To encourage citizen involvement in developing community pride and cohesiveness in ways that are consistent with the goals of this Plan.
- To protect the property rights of individuals.
- To manage change in such a way that the ability of the Town to provide educational and other services to its residents will not be compromised, and that allows the Town to finance and meet the expense of new infrastructural needs.
- To support the use of Required Agricultural Practices and Vermont’s Right to Farm Law.
- To develop an environment for new job opportunities, such as agriculturally-related businesses or cottage industries, that 1) are compatible with the goals of this Plan, and 2) diversify and stabilize our tax base, and provide employment close to home for Shoreham’s residents.
- To ensure the availability of low- and moderate-cost housing in Shoreham.
- To encourage awareness of the benefits of becoming energy wise, including initiatives that focus on energy frugality, conservation, and alternative energy sources.
- To encourage planning efforts and an open dialogue between Shoreham’s residents and the local branches of government.
- To provide quality education to Shoreham children—including pre-school.
- To provide a means to anticipate and deal with environmental hazards.

## COMPATIBILITY WITH ADJACENT TOWN PLANS

Shoreham lies at the southern end of the Champlain Valley, bounded by Lake Champlain to the west, Orwell to the south, Whiting and Cornwall to the east, and Bridport to the north. All of these towns share a similar rural, agricultural heritage, and share many of the same concerns including open land, highway use patterns, and taxes. Shoreham’s Town Plan proposes no goals or suggested actions that are incompatible with the current plans of our neighboring towns.

### Land Use

All of the plans of adjacent towns address the principle of maintaining open land through agriculture. The land boundaries between Shoreham and its four neighboring towns are of a uniform, agricultural, rural nature. As such, there is little negative impact to be found where our Town’s districts abut another’s. Most agree that the land should remain open using “Required Agricultural Practices.” Most address conserving viable farmland through Planned Unit Developments and other cluster-housing concepts in order to retain the historical development pattern of compact village centers with surrounding open farmland.

### Transportation

Neighboring towns share our concern about the number and types of vehicles passing through our region on the State highways, and address some of the inherent dangers they pose. Both excessive

speeds and roads built for the lighter traffic of decades past combine to present a potential for disaster. Increased bicycle traffic is discussed by surrounding towns, as is the need for wider shoulders to accommodate bicycle traffic.

### Population and Housing

All adjacent towns express concerns over the lack of—and/or the difficulty of obtaining—affordable housing, as well as the specific housing problems faced by the elderly. Planned Unit Developments and Community Land Trusts are noted in Cornwall and Orwell as possible solutions to potential conflicts between current land uses and future housing needs. The recession of 2008-2012 together with the elimination of the state “ten-acre septic regulation loophole” have eased development pressures in agricultural and rural areas in Shoreham and neighboring towns. Shoreham’s wastewater treatment system serves the village and commercial areas and should allow more opportunities for housing construction in these areas.

### Education

Education facilities in Shoreham and its surrounding towns are considered adequate for the near (5 year) future. Orwell’s town schools go through the eighth grade, Shoreham, Bridport, and Cornwall’s schools go through sixth and feed Middlebury Union Middle and High School, and Whiting’s school teaches children through sixth grade, before sending them to Otter Valley Jr. High. The five towns’ high school students are educated by three different Union High School Districts, including: Fair Haven UHS (Orwell), Otter Valley UHS (Whiting), and Middlebury UHS (Bridport, Cornwall, and Shoreham). This phenomenon has had the effect, over the years, of fracturing the earlier cohesiveness of the region’s towns, which had been based on shared (or similar) socioeconomic, occupational, and geographical histories.

The property tax burden is the “hot button” topic in all the adjacent towns, with one town calling it their "single most significant issue." We call on the legislature to pay for any mandate they pass for education (or any other purpose), and to find ways to fund education other than relying so excessively on the property tax.

### Energy

Most adjacent town plans recognize that the supply and price of energy resources are far beyond the control of a town or its citizens, but all urge conservation and efficient use of their energy resources. Support for the development of alternative, renewable energy resources for future needs is often noted. The State’s commitment to have 90% of Vermont’s electricity provided by renewable sources by 2050 has resulted in the development of a number of solar projects throughout Addison County. Currently the Act 248 approval process does not provide local municipalities with much meaningful input, which has become an issue for many towns.

## Community Facilities

All adjacent towns have facilities and resources typically found in small, rural communities. One area of consideration, mentioned in several plans, is the need to obtain or provide public access to public waterways within, or adjacent to, the respective towns. Shoreham is unique because we have water, sewer and 3phase power.

## Natural, Scenic, & Historic Resources

All adjacent towns recognize the need to protect and maintain these resources and areas using a variety of approaches. All the towns recognize the importance and value of our natural resources such as waters, wetlands, soils, natural areas, scenic and historical resources as integral to our existence and to why we live here. Various means are proposed to protect and maintain their resources.

# II. LAND USE

## OBSERVATIONS

Farming has historically been the single most important land use activity in Shoreham.

Shoreham's tillable land is relatively flat and very productive, and the climate is favorable for a variety of agricultural uses. The agricultural community has made a commitment to farming, which is reflected in the working landscape. This commitment has resulted in the maintenance of a "critical mass" of agricultural activity and land-use that helps attract and sustain the necessary support industries associated with farming.

Shoreham's non-farming community has elected to live here, mainly for the rural atmosphere. Some of the positive attributes of rural life that make Shoreham an attractive place to live include: low population density, fewer perceived social ills and lower crime rates, lower land prices, and rental costs than more densely populated towns, close proximity to family members, slower pace of life, rural "ambiance," a sense of greater independence, and beautiful scenery

The number of housing units in Shoreham increased by over 200% from 1970 through 2010. In the last three decades there has been a trend toward conversion of farms (or parts of farms) into large-acreage residential lots. While some land-use conversion has occurred on marginal lands, such as pastures or small meadows, enough development has occurred on Primary Agricultural Soils, and/or adjacent to existing agricultural operations so as to put new pressures on working farms. Shoreham has a large number of farmers who have sold their development rights, placing conservation easements on their land through the Vermont Land Trust. As of 2015, over 9,000 acres, (34% of Shoreham's total land base), have been conserved in this way (see the Conserved Land Map, page 15). Shoreham should continue to offer all residents the opportunity to experience and contribute to the benefits of living in a small, rural, agricultural community. The farming community, for its part, has much benefit to derive from the diversity that new residents represent.

Shoreham's variety of open and wooded land, its scenic vistas with gently rolling fields and not too-distant mountains, as well as its proximity to Lake Champlain, help contribute to the State's tourism image and industry, and our own.

## PRIMARY USES

There are a number of types of "Land Use" in Shoreham, but foremost among them is agriculture. Land used for agriculture in Shoreham comprises about 70% of the Town's total land base, with the remaining 30% divided up between the following categories: residential, commercial, forest, other open land, and "other" (roads, water, etc.). Three primary land use categories are described below:

### Agriculture

Historically, farming has formed the economic, cultural, and social basis of Shoreham life. Agricultural activity was once carried out on a large number of small farms, but as time passed, the average farm grew in size, while the total number of farms decreased.

Shoreham's major agricultural industries are dairy, apple, and beef production. Other agricultural activities in Town include: Christmas trees, sheep, value-added products, small fruits, vegetables, and maple products. Located in the southern Champlain Valley, Shoreham is part of a major farming region in one of Vermont's most agricultural counties. The sufficiently high density of farming operations that exists in the area means that the services that support them can be located nearby, thus creating a mutually beneficial situation.

A significant percentage (60%) of the Town's land is composed of "Primary Agricultural Soils," (a State rating used to indicate good to excellent fertility). Most of this land is used for crop production, and the topography ranges from gently to moderately sloping. The map on page 16 shows the distribution of agricultural soils in the town.

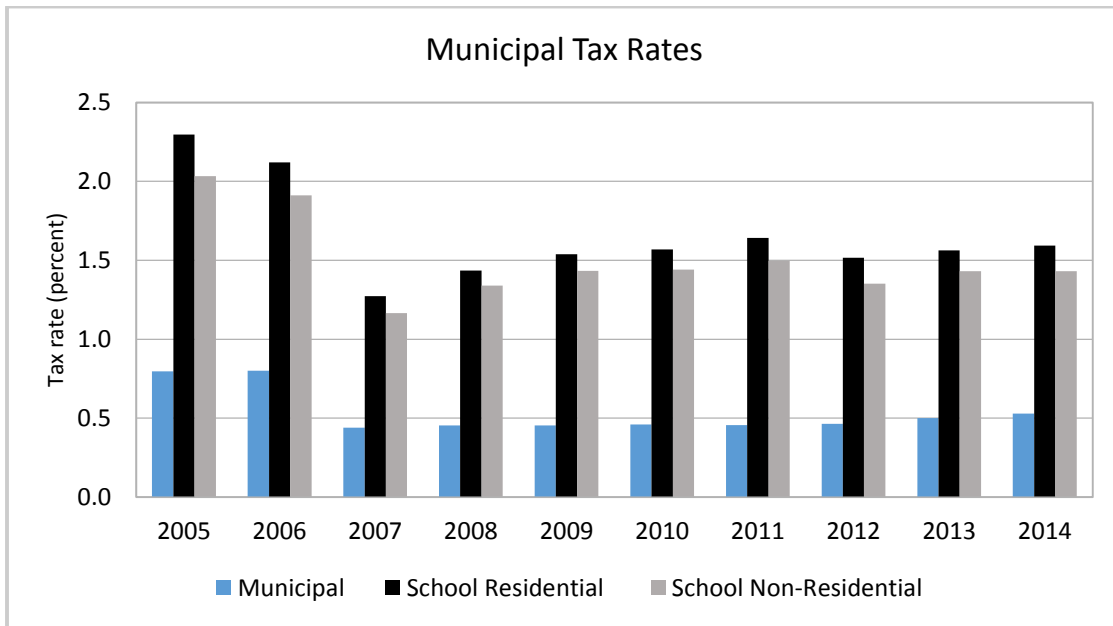
The economics of farming in recent years have caused many of Shoreham's farm businesses to make major production decisions which have typically included change in size, adoption of new technologies, and/or new marketing initiatives. Some of these decisions have had, or may have, an adverse impact on adjacent, non-farming residents. The Town's roads are likely to require additional upgrading and maintenance due to the increased size and weight of agricultural vehicles.

In Shoreham, all real property is taxed at its fair market value. In most cases, the fair-market value of farmland exceeds the use-value of the same land when used for farming. For the last 30 or more years, the State legislature has accepted the idea that a use-value basis for taxing farmland is valid. To that end, it developed the Use Value Appraisal Program (Current Use). The town's revenues are made whole because the state reimburses us for the revenue gap created by the Current Use program.

The municipal tax rate as given in the town's annual reports is shown for the last 10 years in the graph below. The steep decrease between 2007 and 2008 is a result of the town-wide reappraisal that took place in 2007. This resulted in an increased valuation for many properties with an associated decrease

in the assessment per \$100. This is also reflected in the graph of the CLA (Common Level of Appraisal) that follows. The CLA is an adjustment to listed property values. (See graphs on page 9) The state calculates a CLA annually for each town to adjust the listed value of properties to reflect fair market value as nearly as possible. The CLA is printed on property tax bills.

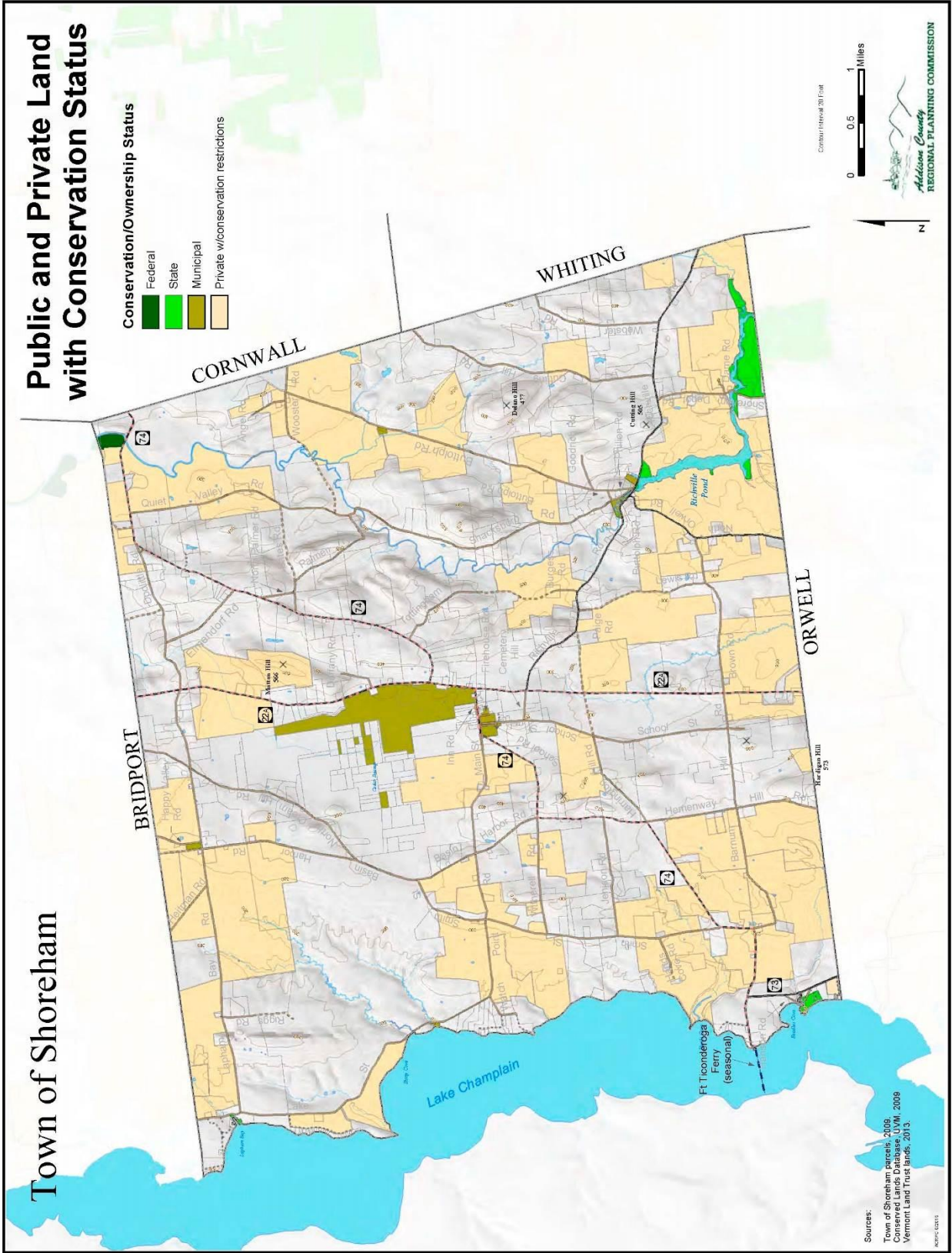
The sale of development rights has also initiated investment in the agricultural economy of Shoreham, which has helped to maintain the Grand List of agricultural buildings and facilities. Agricultural properties, even when enrolled in the Current Use Program or having sold their development rights, carry a larger share of the Town's tax burden than residences. Existing or future legislation may affect the specifics of any "current use" programs.



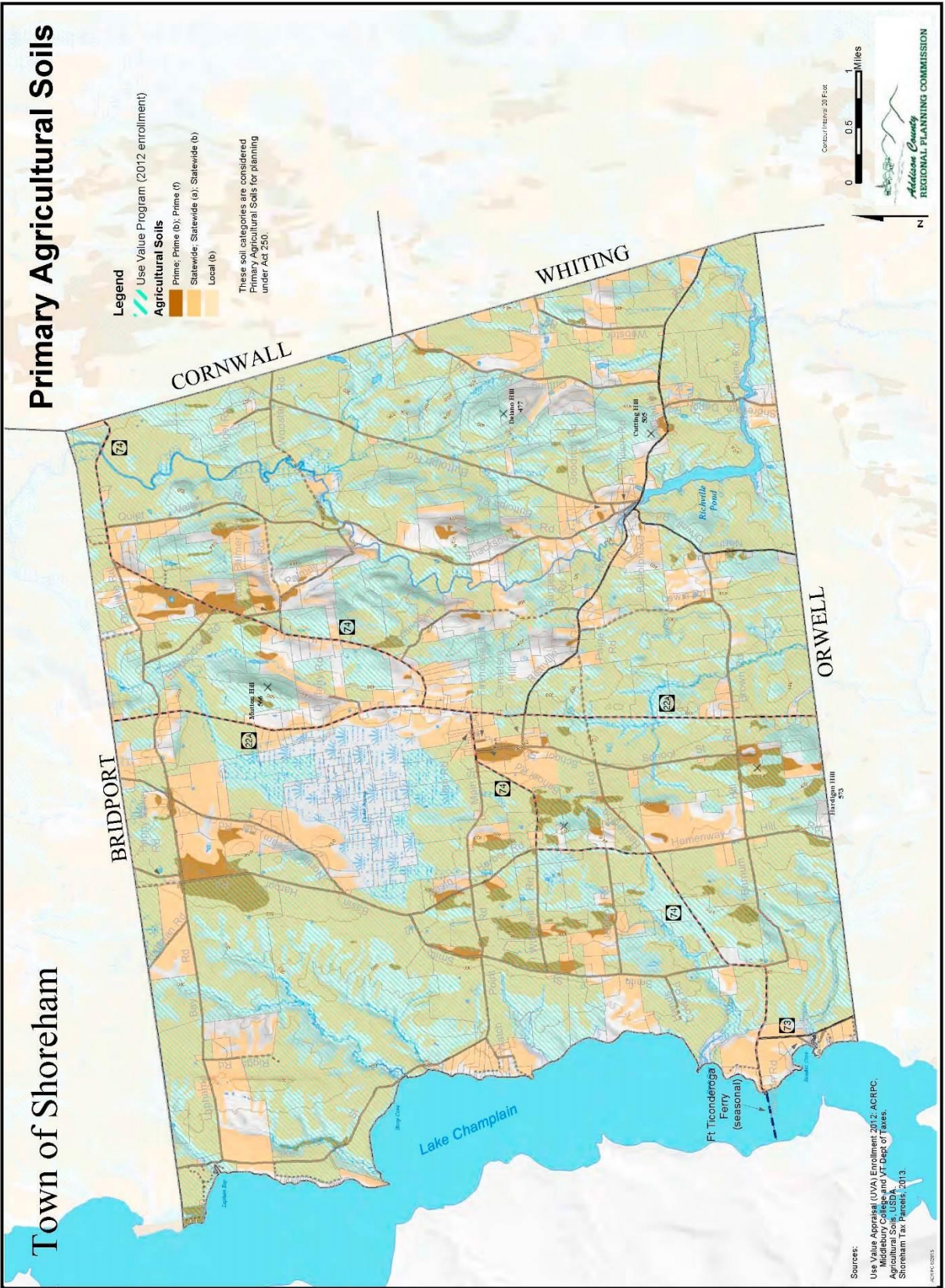
# Town of Shoreham

# Public and Private Land with Conservation Status

- Conservation/Ownership Status**
- Federal
  - State
  - Municipal
  - Private w/conservation restrictions



Sources:  
 Town of Shoreham, Vermont, 2009  
 Conserved Lands Database, LVM, 2008  
 Vermont Land Trust lands, 2013.





**LAND USE: Agriculture Goals & Actions**

Goals	Actions
<p>1. Encourage the public’s commitment to support a diverse farming economy, where both large and small operations enrich the community, and recognize and respect the differing needs of farmers and non-farmers.</p> <p>2. Encourage the maintenance and conservation of agricultural lands for the production of agricultural products, and promote soil conservation practices that protect the long term productivity and viability of agricultural soils.</p> <p>3. Promote sustainable farming and sound forest management practices, and the long-term viability of our natural resource-based enterprises.</p>	<p>A. Facilitate inclusive dialogues that recognize both the numerous (natural, economic, etc.) high-risk factors unique to farming, and public concerns related to farming activities.</p> <p>B. Support and uphold the right to farm.</p> <p>C. Steer development away from Primary Agricultural Soils and toward marginal lands and the village region, (which is serviced by the Waste Water Facility).</p> <p>D. Recognize the opportunities and limitations presented by geology and soils when planning and regulating land use.</p> <p>E. Support actions that reduce agricultural runoff and improve water quality, including best management practices and Required Agricultural Practices regulations.</p>

**Residential**

Residences adjacent to farmland are generally located along town roads at relatively low densities. There has been a slow, but steady, growth in the number of residences into agricultural areas of town. Elimination of the “ten acre loophole” in State land use regulations has eased residential development pressure in ag and rural areas.

Shoreham has several high density residential areas, including the Village Center, Richville, Torrey Island, Larrabee’s Point, and Happy Evie. The original settlement of these areas occurred on relatively small lots, prior to zoning and septic regulations.

**RESIDENTIAL:**

<u>Goals</u>	<u>Actions</u>
<p>1. Maintain the historic settlement pattern of densely settled neighborhoods, surrounded by larger areas of working farm and forest land.</p> <p>2. Define and encourage new residential property development areas within the sewer district, including, among other potential uses, the siting of affordable housing on the Farnham Property.</p> <p>3. Future development should be: sited on poor or marginalized agricultural soils, minimize access ("curb cuts") to town or State roads, and use energy efficient materials and building practices, in alignment with State energy goals</p> <p>4. Maintain residential areas that include households of mixed income levels.</p>	<p>A. Give consideration to both the economic needs of farmers and the lifestyle concerns of non-farmers when amending or constructing zoning by-laws.</p> <p>B. Encourage efforts that enhance the appearance of the community reflecting appreciation of a rural, small town environment and our New England heritage.</p> <p>C. Adopt regulations that steer construction of new residential development away from primary agricultural soils, and toward land less suitable for agricultural use.</p> <p>D. Develop a comprehensive energy plan that encourages residential energy conserving retrofits and new-building practices for the town that reduce our overall carbon footprint.</p>

**Commercial (Non-Farm)**

Shoreham’s current village commercial district was formed in 1968, when the Town’s first zoning by-laws were adopted. It was located to include some of the businesses which were then already in operation along Route 22A, north and south of the Catholic Church. In 2014 this district boundary was changed to include 22A parcels served by town wastewater system and also extending somewhat up 74E and Richville Road. Most of the larger, non-farm businesses are located in this area. Historically, the physical size of the district is relatively small, although some unused frontage exists.

Non-farm commercial enterprises in Town are predominantly small, family-owned sole proprietorships or corporations conducted from the home (or an outbuilding located on the homestead), specializing in goods and services. Technological advances now allow people to work at home in non-traditional jobs. Although there is no significant manufacturing industry in Shoreham, the number of small, home-based businesses seems to be increasing—that is beneficial, since it creates job opportunities. Zoning regulations adopted in 2014 allow more uses in all districts and through “adaptive reuse” of historic agricultural structures provide more business opportunities in rural areas. These types of businesses add to the attractiveness of our Town, since they are typically owned and operated by local residents who

are sensitive to, and have a vested interest in, Town affairs. This is generally consistent with other rural towns, and is preferred to "strip" development along one of the highways. Given our infrastructure capabilities in the Village commercial, it would preferable to have significant business operate in that district.

The municipal sewage system, installed in 2001, enables the establishment of new businesses in Shoreham, since it adds an essential element of infrastructure to the Town center and complements the existing assets that were already in place, including access to a major highway, three-phase power, Internet, and the Tri Town municipal water supply. The size of the sewer system was designed to support growth at a moderate rate. It extends north and south of the Routes. 22A and 74E intersection about 3/4 of a mile in each direction, about 3/4 mile up Route 74 East, through the Village on Route. 74 West, roughly 3/4 of a mile south on School Street, and the same west on Watch Point Road and west on Route 74W (see the Facilities Map, page 42). At this time (autumn 2015) the wastewater facility is at about 35% of capacity.

**COMMERCIAL:**

<u>Goals</u>	<u>Actions</u>
<p>1. Support a strong and diverse regional economy that provides satisfying and rewarding job opportunities for residents, while maintaining high environmental and community standards.</p> <p>2. Support the establishment of a light-industry park, or area of Town, that would be an appropriate setting for attracting low-impact businesses or light industrial activities that are compatible with the intent of this Plan, and which will utilize the existing sewer system and other infrastructure.</p>	<p>A. Strengthen regional employment opportunities through a variety of initiatives.</p> <p>B. Promote the development of local businesses (including marketing cooperatives and partnerships) that create markets for locally produced goods and services, especially the production of value-added products.</p> <p>C. Support the development of job opportunities that allow Shoreham’s work force to experience satisfying and rewarding employment.</p> <p>D. Attract businesses that are compatible with other land uses and activities typically found in a rural, agricultural community.</p> <p>E. Reward efforts that reduce or minimize potentially negative impacts by commercial operations on surrounding neighborhoods.</p> <p>F. Work with Addison County Economic Development Corporation to site businesses in Shoreham or seek out businesses that would locate in Shoreham.</p>

## **PLANNING AND ZONING DISTRICTS**

This part of the Plan describes our vision of how land could be used in the future to protect and enhance the Town's rural character and other goals. It is meant to be used in conjunction with the Planning and Zoning Map . The descriptions that follow will draw in large part from the various geophysical, demographic, and traditional settlement patterns of the respective areas

In addition to the established districts described below, we propose applying for Village Center Designation for the general area along Main Street from the Congregational Church to St. Genevieve's and adjacent sections of School Street and Route 22A. Declaring this area a historical district through the VCD process would make the town eligible to apply for state grants in the future.

The Land Use Plan Map divides Shoreham into five zoning districts—Village Residential; Village Commercial; Low Density Residential; Medium Density Residential; and Agricultural.

### **Village Residential (VR)**

The Village Residential District is defined as the area just west of Route 22A including the historic village center which houses most community facilities (Town Clerk's Office, Elementary School, Congregational Church, Firehouse, Town Shed, Library and Post Office), Also in this district are several businesses (Shoreham Inn, Shoreham Upholstery, and a number of historic buildings such as the Shoreham Inn, Platt Library, and the Conservatory. A portion of the town-owned Farnham property is in this district. This district is served by Tri Town Water and the Shoreham Waste Water Treatment system

### **Village Commercial (VC)**

This second Village area, on both sides of Route 22A and adjacent easterly sections of Route 74 and Richville Road is primarily commercial. Along with several residences, it includes businesses such as the gas/convenience store, local telephone company, two bulk-milk hauling operations, an agricultural distribution warehouse and storage facility, and truck depot, Orwell Bank and Shorewell Medical Clinic. With three-phase power, major road access, high-speed Internet access, and municipal sewer and water, this area is suitable for both residential and small-scale commercial growth.

### **Low Density Residential (LDR)**

This district encompasses most of Shoreham's road and lake frontage, to a depth of 500' from road centers, on either side of public roads. Along the shoreline, however, the boundary varies, extending 500' east of the center lines of Lake Street and Route 73, and encompassing all lands west of those roads between the center line and the lake's mean high-water mark. Elsewhere, the LDR reaches inland from the mean high-water mark along the lakeshore from Larrabee's Point to Fifield Lane. The district's two-acre lot minimum is intended to allow flexibility for on-site sewage disposal and the utilization of existing town road service. In order to keep development at a level compatible with Shoreham's rural character a three-hundred (300) foot lot frontage minimum is required along road or lakeshore. The adaptive reuse of old barns or other ag structures which have out-lived their original function is

encouraged so long as conditional use permits are obtained and spell out the terms of the proposed uses.

### **Medium Density Residential (MDR)**

This district is comprised primarily of the Torrey Island Planning Region and the area by the Lapham Bay State Fishing Access. The MDR reaches inland from the lake's mean high-water mark for distances ranging from 1200 feet at the Bridport line, to 600' along the southern edge. Lands within this district generally have limitations for on-site sewage disposal and are served only by private access roads. New development should be limited by soil suitability for onsite sewage disposal. Provisions of the Flood Hazard Overlay District may apply. The application of PUDs under Article VI is encouraged.

### **Agricultural District. (AD)**

The Agricultural district is comprised mostly of Shoreham's rural area 500 feet away from roads and includes a significant amount of generally fertile agricultural land and a variety of other land types found in the Cedar Swamp, along the Lemon Fair and Lake Champlain shores, and on hills including Sisson, Mutton, Cream, Barnum, Delano, and our highest "peak" the Pinnacle (600'). Glacial recession has left several significant areas of loam soil and deposits of sand within the Town's borders. A few knolls of bedrock outcroppings have been quarried for shale and crushed stone.

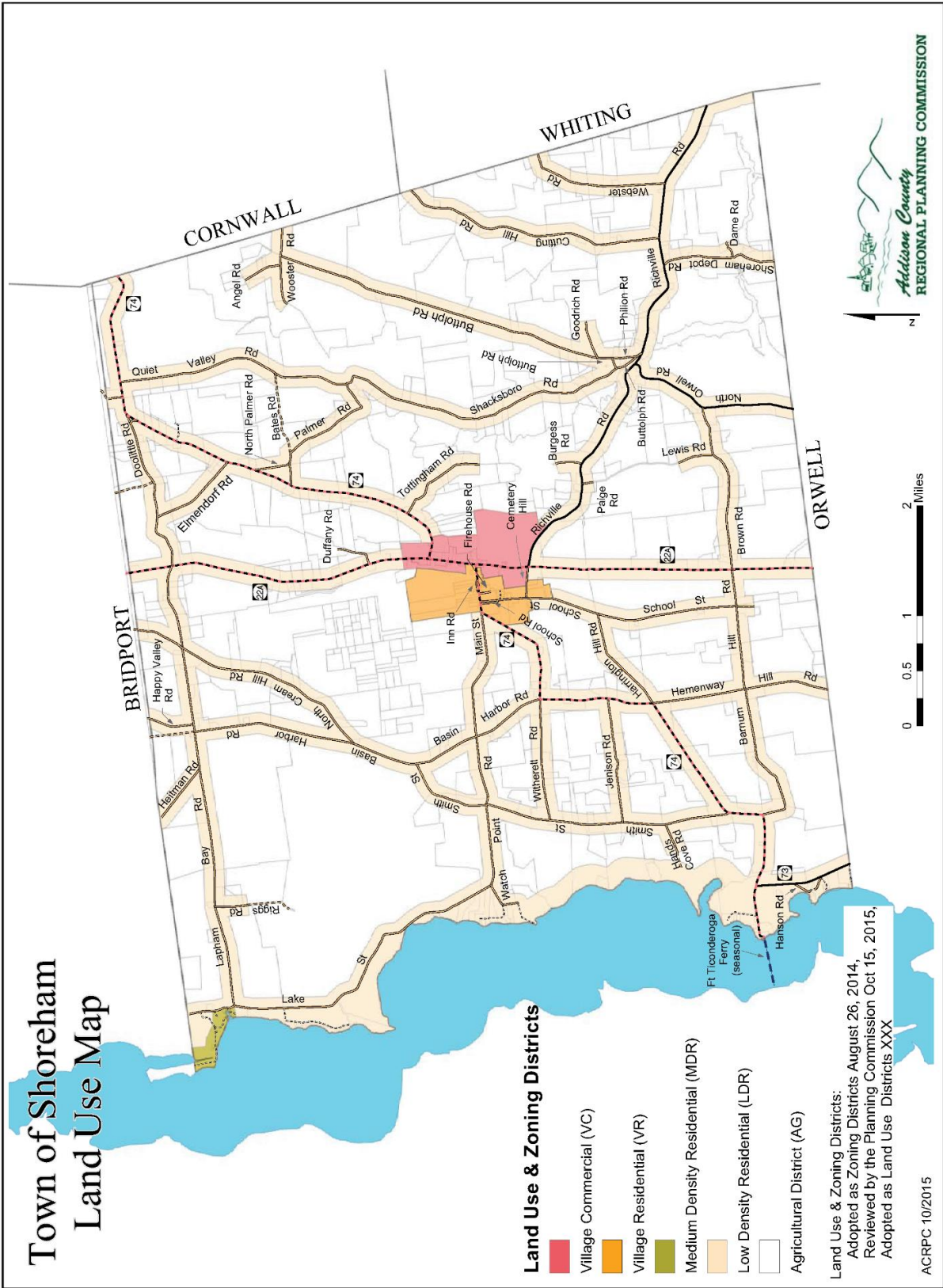
The Agricultural district was referred to as the Rural District in the former plan. A minor amount of non-residential and locally-owned business development has occurred in the agricultural district over the past 20 years, which to date, has not affected agricultural operations. Lands in this region are vital to Shoreham's agricultural economy. They provide the open space that gives Shoreham its rural character and scenic beauty, with traditional land-use patterns remaining little changed over the decades. To maintain the qualities of this region, actions designed to lessen the pressures on farming from residential and commercial development are important to consider. A main focus of this Plan is to maintain an agricultural land base and community so that those who wish to farm might find that opportunity here in Shoreham. At the same time, the Plan supports diversification of the commercial, economic, and tax base of Shoreham in so far as compatible with its overall goals. This includes development of home-based businesses and cottage industries.

It is recognized that residential and commercial growth pressure will continue, and that the Town must plan to accommodate this. However, the establishment of new homes in a rural region can place additional pressures on agricultural activities and commercial activities affect residential and rural tranquility. New home development based on historical density patterns should be encouraged, resulting in an expansion of existing neighborhoods in this and other planning regions. Clustering of new homes on smaller lots and on less agriculturally significant soils should be encouraged, allowing large landowners to realize the equity in their land, while at the same time utilizing prime agricultural soils for their farming operations. Patterns of future land-use development should be directed toward enhancing a sense of the traditional community, while lessening negative effects on agriculture and preserving land values, as much as possible.

**PLANNING AND ZONING DISTRICTS:**

<b>Goals</b>	<b>Actions</b>
<ol style="list-style-type: none"><li>1. Ensure orderly and affordable growth</li><li>2. Ensure sufficient fixed-, low-, and medium-income housing</li><li>3. Ensure the viability of agricultural pursuits</li><li>4. Ensure the scale of commercial/ industrial development adheres to the intent of this Plan</li><li>5. Obtain Village Center Designation for the historic town center.</li></ol>	<ol style="list-style-type: none"><li>A. Amend the Zoning Regulations as necessary to maintain the goals and intent of this plan.</li><li>B. Develop a Fair Housing Policy to reflect the Fair Housing Act standards.</li><li>C. Encourage residents’ participation in ad-hoc groups focusing on economic development, housing, agriculture, energy, and other areas of Town need or interest.</li><li>D. Work with potential applicants to formulate, or modify development plans that meet the goals of preserving as much of Shoreham’s open space and rural character as possible.</li><li>E. Optimize use of grants relating to Village Center Designation.</li></ol>

# Town of Shoreham Land Use Map



## Land Use & Zoning Districts

- Village Commercial (VC)
- Village Residential (VR)
- Medium Density Residential (MDR)
- Low Density Residential (LDR)
- Agricultural District (AG)

Land Use & Zoning Districts:  
 Adopted as Zoning Districts August 26, 2014,  
 Reviewed by the Planning Commission Oct 15, 2015,  
 Adopted as Land Use Districts XXX

ACRPC-10/2015



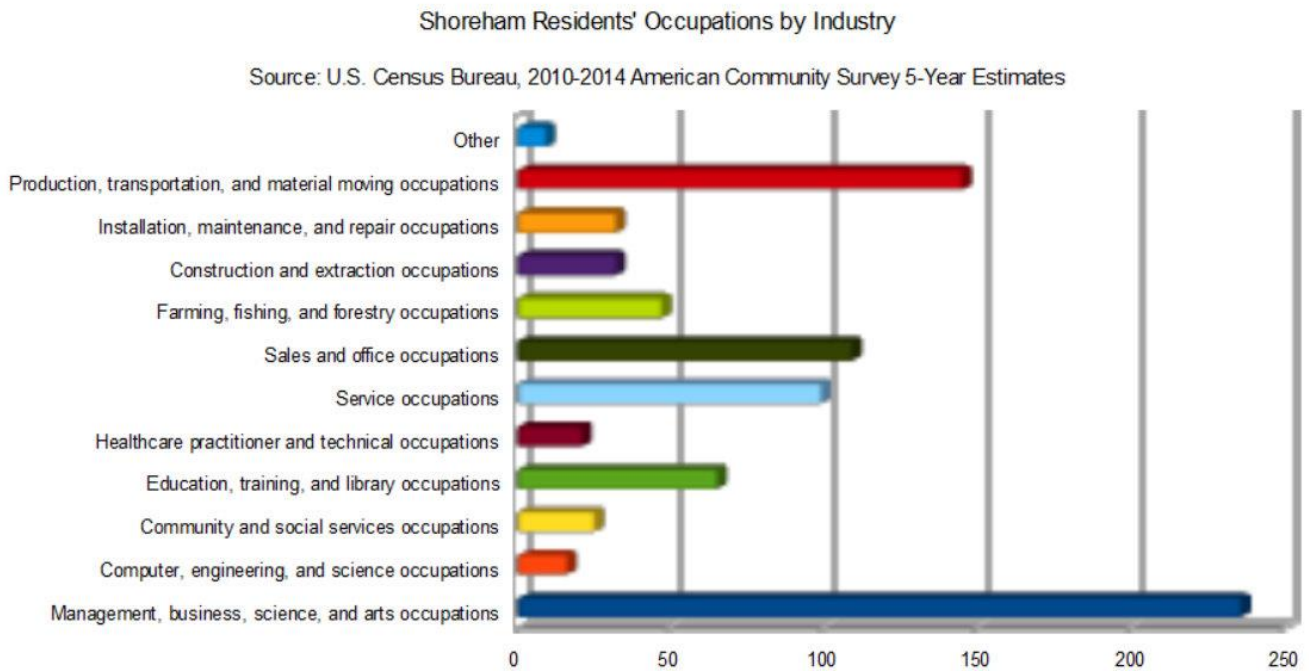
### III. ECONOMIC DEVELOPMENT

#### OBSERVATIONS

Shoreham is slowly recovering from the recent economic downturn. Businesses continue to grow, albeit at a slower pace than ten years ago. In the past five years, a whiskey company, a natural skincare products company, and a hard cider-making company have all formed. Orchard businesses diversify with value added products. The Shorewell Clinic, whose original home in the Newton Academy was destroyed by fire, has recently moved into a new building on Route 22A, which also houses a dentist and medical specialists.

Median incomes for Shoreham residents have risen from \$65,833 in 2010 to \$69,875 in 2014, the latest data available at this writing from the US Census Bureau. The unemployment rate in Addison County has steadily decreased from 5.8% in 2010 to 3.9% in 2014.

Economic development goals include fostering home and “micro-businesses”, encouraging the expansion of existing businesses, and supporting the agricultural and tourism industries.





**ECONOMIC DEVELOPMENT:**

<b>Goals</b>	<b>Actions</b>
<ol style="list-style-type: none"> <li>1. Create viable, good-paying jobs to keep residents employed and living in Town.</li> <li>2. Encourage a mix of employment opportunities that can both allow residents to live and work here and attract new residents to town.</li> <li>3. Promote the Town as a viable business site for smaller businesses that fit the character of the Town.</li> <li>4. Promote the Town as a tourist destination.</li> <li>5. Create a market for Shoreham-produced goods, agricultural products, and local services.</li> <li>6. Ensure that zoning regulations specifically and clearly address business issues in all districts.</li> </ol>	<ol style="list-style-type: none"> <li>A. Enact zoning that will encourage the creative re-purposing of existing buildings and the construction of new small-business buildings within a defined commercial area.</li> <li>B. Encourage the work of the ad-hoc Shoreham Economic Development group business development task force to research economic development topics, potential activities and work with ACEDC to develop a "branding" or marketing plan to promote the Town.</li> <li>C. Develop a plan for future uses of the Farnham Property.</li> <li>D. Explore incentives to encourage developers and business owners to consider locating businesses in Shoreham.</li> <li>E. Explore availability of grants and other funding for studies needed to define potential projects and aid in evaluating proposals.</li> </ol>

## AGRICULTURE/TOURISM:

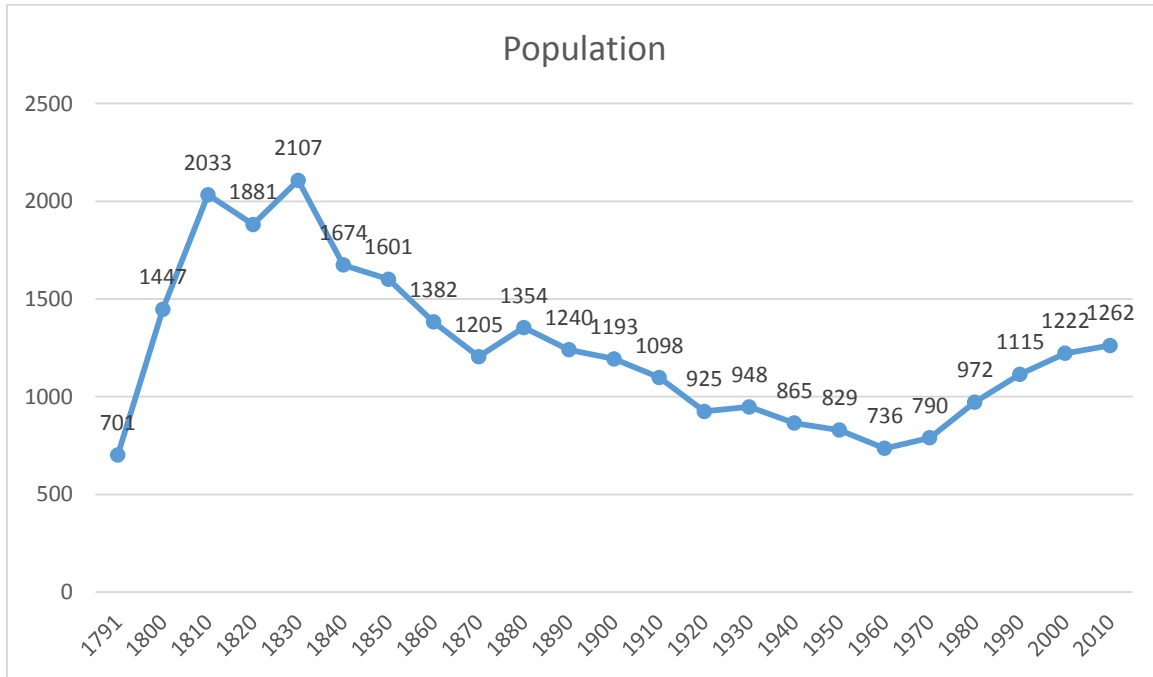
<u>Goals</u>	<u>Actions</u>
<p>1. Promote Shoreham agriculture products.</p> <p>2. Develop other options and opportunities that can make use of and add value to agricultural products and byproducts (e.g. bio-mass fuels).</p> <p>3. Establish Shoreham as a destination for economic activity.</p>	<p>A. Establish quarterly (or more) Farmers’ Markets where farm products can be sold year-round, along with other locally-made goods/crafts that tend to draw buyers.</p> <p>B. Pursue development of farm-friendly ordinances in housing, land-use, energy, and other areas as opportunities arise.</p> <p>C. Place “Town of Shoreham” signs on Route 22A at each edge of town as well as Route 74 E &amp; W.</p> <p>D. Utilize established State/non-profit events and programs that foster tourism, such as the Tour-de-Farms bicycle event.</p> <p>E. Build upon annual events (and create new ones as appropriate) that attract tourists and locals alike to town. Examples include Apple Blossom Derby, Shoreham Festival, Apple Fest, or new ideas such as a “Cabin Fever” event.</p> <p>F. Promote local assets (e.g. Ti Ferry, Lake Champlain, the orchards, the Inn, Mt. Independence, area farms, etc.</p> <p>G. Create a Tourist Information Kiosk (outdoor bulletin board) to inform tourists of available facilities.</p> <p>H. Publish a town map that highlights various tourist destinations and bicycle routes for distribution in town (e.g., Town Office, Shoreham Inn, Service Center, Library) and in more distant tourist kiosks in Middlebury, Fort Ticonderoga, etc.</p>

## IV. HOUSING

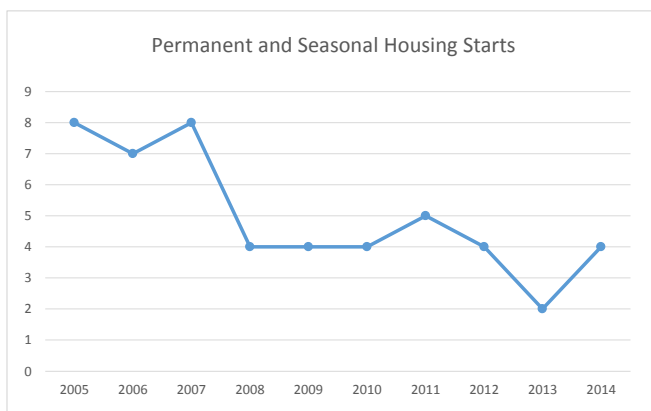
### OBSERVATIONS

Note: Statistics for this section are based predominately on the 2010 Census. Additional graphs can be found in (Section XI). Shoreham’s rural character is perhaps best underscored by the relatively high percentage of "stand alone" (i.e. single family residence) housing units dotting the landscape, with over

95% of all units falling into this category. This is consistent with all of our neighboring towns, and probably will not change significantly. The total number of housing units in Shoreham has increased from 291 in 1970 to 625 in 2010. At the same time, the average household size has shrunk from 3.59 persons in 1970, to 2.48 in 2010. Shoreham’s actual population grew 23% in the ten years from 1970-80 (from 790 to 972), 14.7% (to 1115) by 1990, and another 9.6% by 2000 (to 1222). From 2000 to 2010, the population grew by 3% to (1265). Census estimate for 2013 show an increase to 1299.



	1970-80	1980-90	1990-2000	2010
Population Growth	23%	14.7%	9.6%	3%



The annual number of new houses in town generally ranged from 2 to 8 over the last ten years. See the chart.

Affordable housing options in recent years have generally consisted of manufactured homes, or seasonal "camps" that have been converted into year-round dwellings. The latter raise the issue of increased septic problems, due to potential overloading of septic systems that

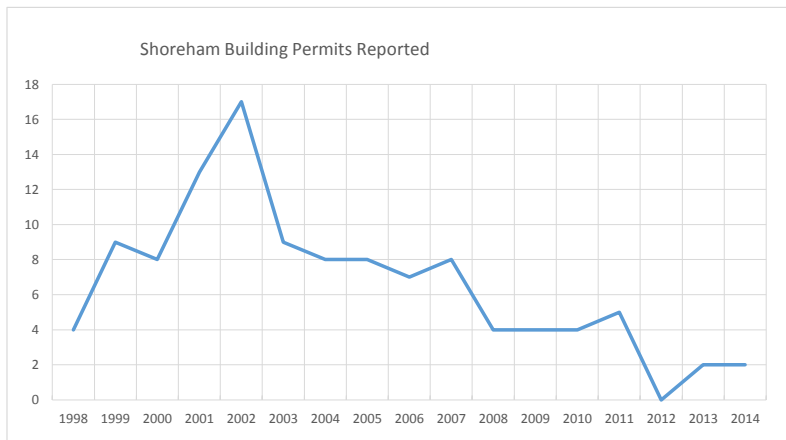
were originally designed for limited, seasonal use. Other affordable housing options found in Shoreham include a small number of apartments and duplexes for rent, and various types of housing for agricultural laborers.

	1970	1980	1990	2000	2010
Housing Units	291	441	511	556	625
Household Size	3.59	3.22	2.87	2.7	2.48
Population	790	972	1115	1222	1265

According to the 2013 American Community Survey, Shoreham’s median household income was \$64,667 and median monthly housing costs including mortgage were \$1,449. The common measure of affordability is that housing costs should not exceed 30% of household income. Shoreham households generally meet the affordability level.

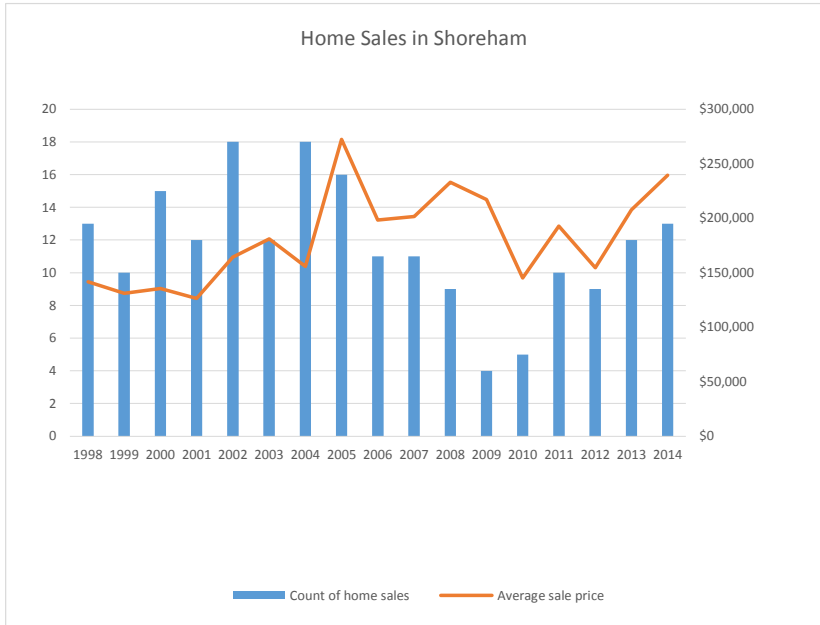
Any increases in residential housing put increased demand on Town services and facilities. Between 1997 and 2002, permits issued for subdivision of land and for new dwellings increased significantly, but since then the trend has been downwards.

Similarly, housing sales reached a peak in price and numbers in 2007, but have fallen from mid-2008 through 2009. The Town should continue to plan for increased need for services as demand for housing picks up post-recession recovery.



The traditional architecture and historic settlement patterns of homes, either clustered in the town centers or on individual farmsteads dotting the country-side, are important aspects of Shoreham’s—and the area’s—appeal. The reality of today’s employment situation, coupled with the current trends of agricultural economics, has served to alter traditional housing patterns.

The 2000 Census report indicates that out of a total of 556 housing units in Shoreham, 469 were classified as year-round residences and 87 (15.6%) were seasonal units. Of the 469 year-round units, 16 were classified as vacant. For the remaining 453 units, 353 (77.9%) were owner-occupied, and 100 (22.1%) were renter-occupied. By 2008, total units reached 630, with overall rentals at 19.4% and owner-occupancy at 76.4%.



All Shoreham residents—regardless of race or color, sex, sexual orientation, age, income, marital or familial status, religious creed, national origin, handicap or special needs—are entitled to fair, equal, and affordable access to housing opportunities. The Town recognizes its obligation to make reasonable accommodation when adopting zoning by-laws in order to afford all persons equal opportunity to use and enjoy a dwelling.

**HOUSING:**

<b>Goals</b>	<b>Actions</b>
<ol style="list-style-type: none"> <li>1. Ensure affordable housing in Shoreham.</li> <li>2. Support efforts that result in a diversity of housing options, including senior and low income citizens.</li> <li>3. Maintain Shoreham’s traditional land use and settlement patterns.</li> <li>4. Increase energy efficiency of new and existing homes.</li> <li>5. Support housing development that contribute to improved or enhanced water quality.</li> </ol> <p>6</p>	<ol style="list-style-type: none"> <li>A. Enforce zoning regulations fully and fairly.</li> <li>B. Encourage new homes to meet state-mandated energy conservation standards by providing a checklist or access to applicable statutes as part of the permitting process.</li> <li>C. Create a variety of levels of senior housing in the village.</li> <li>D. Make the state’s energy conservation regulations available at the town office.</li> <li>E. Support the protection of the town’s shorelands.</li> <li>F. Develop a Fair Housing Policy to reflect the Fair Housing standards.</li> </ol>

## Affordable Housing

There is very little designated affordable housing available in Shoreham beyond accessory apartments which are present in small numbers throughout the town. These are primarily occupied by family members.

<b>Goals</b>	<b>Actions</b>
<p>1. Optimize Shoreham’s affordable housing opportunities that are currently present in the town.</p>	<p>A. Consider regulatory incentives (e.g. dimensional waivers, density bonuses, permit fee incentives, etc.) for development of housing aimed at qualified low-/medium-/fixed-income and special-needs residents.</p> <p>B. Consider other municipal initiatives that will further fair housing and affordable housing opportunities.</p> <p>C. Ensure zoning complies with the US Fair Housing Act.</p> <p>D. Encourage accessory dwelling units as a permitted use in all districts.</p> <p>E. Align Shoreham’s energy efficiency and conservation goals with those of the State.</p> <p>F. Apply for Village Center designation.</p> <p>G. Include affordable housing in Farnham property recommendations.</p>

## LAND USE:

<b>Goals</b>	<b>Actions</b>
<p>1. Maintain Shoreham’s traditional land use and settlement patterns.</p> <p>2. Support land use practices that contribute to improved or enhanced water quality.</p> <p>3. Mitigate the potential conflict between parties who use land for a variety of activities.</p>	<p>A. Develop a plan for use of the Farnham property that will include a mix of affordable housing, light industry, agriculture, recreational activities, and other housing and work opportunities.</p> <p>B. Promote mixed-use development in which residential and commercial areas are combined and served by public transportation in order to encourage energy-efficient sprawl and strip development.</p> <p>C. Implement a variety of development strategies that support the goals of the Plan, such as Planned Unit Developments, Land Trusts, cluster housing, transfer of development rights, expansion of current Village Residential region, conservation easements, establishment of a business/light industry district, etc.</p>

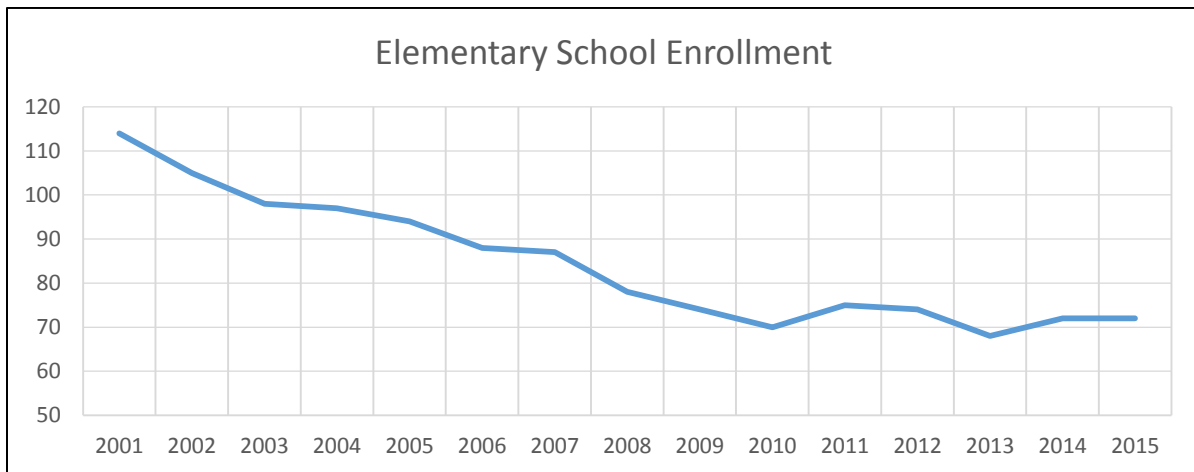
## V. EDUCATIONAL FACILITIES

### Observations

Shoreham is one of seven communities that make up the Addison Central Supervisory Union School District. Shoreham's children attend grades K-6 at Shoreham Elementary School, and students in grades 7-12 are bused to Middlebury to attend the middle and high schools there. Enrollment in these schools in the 2013/2014 year was 85. Shoreham Elementary School received full approval through the Vermont State Public Approval Process in August of 1995. Home schoolers have been able to have full access to school programs and facilities and as of the 2014/2015 school year there are no home schoolers. Patricia A. Hannaford Career Center offers programs for high school students and adults through their continuing education program featuring arts, humanities, business and services, technology and agriculture are offered.

Shoreham's Elementary school was built in 1955 with a capacity for 141 students. Over the years many improvements and upgrades have been made to this facility, including installation of a pitched roof, asbestos removal, and handicapped accessibility. More recently the kitchen was renovated, allowing for a hot lunch program, a new gym floor has been installed and cost effective interior energy efficient interior lighting has replaced the old lighting. Solar panels were installed in 2014 to help reduce the school's energy consumption.

Enrollment in the Shoreham Elementary school has declined significantly over the last 15 years, which is consistent with a statewide trend. We can expect there to be fluctuations, but we could see an increase in our school's population if more families move to town.



Our school is one of the most important public facilities in our community, providing a venue for public meetings, hearings, and activities. The school is close to the library and the town common, which provide additional educational and recreational opportunities.

Shoreham recognizes the importance of childcare in our community. We have primary a childcare and daycare operation located in the Congregational Church and a few private homes that offer childcare on a limited basis.

During 2014, the Vermont Legislature passed Act 166 designating Universal Preschool for all 3 and 4 year olds. While the law’s implementation was deferred to the 2015/2016 school year due to lack of infrastructure, it is important to identify a suitable preschool location as soon as possible. The law requires school districts to provide at least 10 hours of instruction for 35 weeks to any preschool-aged child. Enrollment is voluntary and the law ensures that no matter where you live, 3 and 4 year olds shall have access to a high quality early education. Studies have shown that youngsters who participate in organized early childhood educational programs begin kindergarten better prepared to learn.

The cost of education at all levels continues to increase and there are several factors that impact these numbers, including teacher contracts, insurance costs, un- and underfunded mandates from the state and federal agencies, expectations for schools to deliver more services to students, as well as an increase in the number students with special needs. Approximately 80% of the revenues raised by the Town’s property tax go to pay the costs of educating Shoreham’s K-12 students. It is essential that taxpayers be informed about and actively participate in the budgeting process.

Consolidation is now something that we as a community must recognize and plan for as the passage of Act 46 proposes to make a changes to our current education governance system.

**EDUCATION:**

Goals	Actions
<ol style="list-style-type: none"> <li>1. Support our school as a vibrant educational and community facility that can deliver a high quality education for all students.</li> <li>2. Maintain an excellent physical plant</li> <li>3. Use the school and other Town facilities for expanded public activities including adult education and vocational training opportunities.</li> <li>4. Improve citizen participation in our school decision making process.</li> <li>5. Ensure that home schoolers continue to have access to all school programs</li> <li>6. Optimize the use of tax money to achieve a quality school system and keep facilities well-maintained</li> </ol>	<ol style="list-style-type: none"> <li>A. Providing input to ASCU Board so that needs are met.</li> <li>B. Establish an effective outreach and communication network between the Administration, School Board, teachers, parents, children, and the community as a whole.</li> <li>C. Develop a capital plan for Shoreham Elementary School.</li> <li>D. Encourage outreach by PTF and other organizations to the community.</li> </ol>



## VI. COMMUNITY FACILITIES AND SERVICES

### Observations

Shoreham is served by a sewer system that is available to the village and commercial districts and some adjacent properties. Tri Town Water is available to most of the town as shown on the map on page 42. Many of the remaining town facilities and services are housed in public buildings that are located in or near the village center. These are described below.

### *Shoreham's Community Facilities, Services, and Infrastructure*

#### Town Owned Buildings

**Donald L. Treadway Firehouse and Equipment Building**—The ten-bay building was constructed in 1985 and houses fire and rescue squad equipment, fire trucks, road equipment, and a small meeting room used for various community meetings and activities.



**Town Office**—A new Town Office Building was constructed and dedicated for town use in 2012, replacing the old Town Office which was torn down. The new Town Office has expanded vault storage capacity, larger office and meeting spaces, and better insulation and computer connectivity.





**Conservatory Building**—This brick building is located overlooking the Common. Originally the 1885 Universalist Church, then a Masonic meeting building, then privately owned for a short time, it was renovated for new life as a music conservatory. The property was donated to the town in 2013. It is currently vacant, but ideas and plans for its use are being sought. It is hoped that successful ideas and sufficient funds may be found to complete the redevelopment and subsequent use of the building.

**Platt Memorial Library**—In 1906, Dr. Mary Mixer Platt built the library and donated it to the town. The Library is supported by the Town and by private contributions, and is administered by unpaid trustees elected by town residents. A non-profit group was formed with the goal of raising funds to enlarge the Library and expand its programs to meet the increasing needs of the community. Consequently, in 2011 the Library building was enlarged from its



original 936 square feet with a new addition of 1,924 square feet. The new addition was added south of the existing building and includes a new handicap accessible main entry. Rooms are available to the community for many activities.



**Shoreham Elementary School**—

The K-6 school was built in 1955. The gymnasium is used for larger public meetings, privately organized athletic activities, and other gatherings, as well as many school activities. Shoreham students in grades 7-12 attend the

Middlebury Union Middle and High School and the Patricia A. Hannaford Career Center in Middlebury. The Elementary School also serves as the Town's Emergency Shelter in times of need. The former Shoreham Boosters established a nature trail behind the school for the children, and built a basketball court on the Town Common across the street from the school.

**Pavilion aka Gazebo**—Created by the former Shoreham Boosters, the Gazebo was originally built on the town common beside the previous Town Office, but in 2008 was moved to its current location between the Congregational Church and the Conservatory Building. Its wooden floor and support was replaced with a concrete slab and steel poles to support the domed roof.



**1839 Historic School House Number Five**—The former Town School District Number Five stone building, located on Route 22A just north of the Main Street intersection is used by the Shoreham Historical Society and houses a meeting space that includes a small museum. The building currently has foundation problems and cracks in the stone structure. Efforts are currently under way to identify what reinforcement and funding strategies may be needed to fix the structure.



**Waste Water Treatment Plant** and system began servicing the community of Shoreham on October 6, 2000. It is located northwest of the center of town, off of Route 22A, on what is a portion of the Farnham Property. It serves the village commercial and residential district. In 2015, the capacity of the system was at 35%.

## Town Owned Lands

**Farnham Property**—On April 1, 1999 the Town purchased the 326-acre Farnham Property for purposes of siting the new waste water treatment facility. Although the facility, which was constructed in 2001, only needed 16 acres, the opportunity and price of the entire parcel was too good to pass up. The land stretches from Route 74 in the Village, north along Route 22A for almost a mile, and west into the Cedar Swamp. Town ownership of the Farnham property—with its proximity to the Village, access to the municipal waste-water facility, Tri-Town water, and frontage along the Village Residential Main Street and Village Commercial Route 22A area—gives the Town an unprecedented opportunity to direct future growth and development in the Village area and along the Route 22A corridor on some of the remaining 310 acres.

**Shoreham Town Common**—The 19.58 acre town-owned Common contains the Elementary School, the Congregational Church, the Pavilion, the Conservatory Building, the Town Office, Platt Memorial Library, the Firehouse/Town Equipment Building, a Town Salt Shed, a Tennis Court, and a large athletic field for soccer, softball and other games.

**Levi P. Morton Forest/Park**—This 5.9 acre parcel of land located on the NW corner of the intersection of Lapham Bay and Happy Valley Roads in Shoreham was named in honor of U.S. Vice-President Levi P. Morton. Morton was born in Shoreham in 1824 and served under Republican President Benjamin Harrison as the 22nd Vice President of the United States from March 4, 1889 to March 4, 1893. Shoreham voters at the 2015's town meeting that approved an article that directed the Select Board to sell the Morton Park property. The permitted property is now on the market.

**Land Fill (closed)**—The town still owns a 3.2 acre former land fill parcel on Buttolph Road in Shoreham.

**Lake Champlain Fishing Access**—This undeveloped 2.1 acres at 575 Lake Road is used for access to Lake Champlain for fishing and other recreational activities.



## Other Community Resources

### Churches

There are two actively used church buildings in Town; the Congregational Church and St. Genevieve's Catholic Church.

**Congregational Church**—Regular weekly worship services are held in the church. The building sits on the town common and is owned by the congregation. It is on the National Register of Historic Buildings. The congregation maintains membership in the Cleveland, Ohio-based

United Church of Christ (UCC), through the Addison County Association of the UCC and the Vermont Conference of the UCC. The church basement is used for church-sponsored community activities such as bake sales and socials, as well as for many non-church related fundraising and community events. Historically, the basement was used for town meetings, which in recent years have been held in the Elementary School gymnasium. It is also currently used year-around for a privately run nursery and daycare. The steeple houses the town clock that was given to the town in 1905 by George A Catlin and is maintained by the town.

**St. Genevieve’s Church**—Located at the intersection of Main St. (Route 74W) and Route 22A, St Genevieve’s is dedicated to Catholic church functions with regular Mass on Saturday evenings only from May through October. The rest of the year the congregation is served in Bridport by the priest from St. Mary’s, Middlebury.



## Cemeteries

There are nine cemeteries in Shoreham, four of which are currently in use. St. Genevieve’s Cemetery is run by the Town’s Catholic Church, while the Village Cemetery, Lakeview Cemetery, All Saints, and East Shoreham Cemetery all have their own cemetery associations to oversee them. The other historical cemeteries are on private land and are maintained by the land owners and community members.

## Medical Services



**Shorewell Clinic**—The Shorewell Clinic has a new building in the Village and continues to serve area residents. It officially opened its doors on June 1, 2015. It is a Federally Qualified Health Center (FQHC) and in months to come will feature, in addition to the clinic’s medical care doctors and nurses, dental personnel and additional services.

**Hospital and Ambulance**—Middlebury’s Porter Medical Center and the Middlebury Regional Emergency and Medical Services (MREMS) provide hospital and medical transport services, respectively, to Shoreham residents. MREMS also transports patients to Rutland Regional Medical Center or to Fletcher Allen in Burlington, per request or necessity. Shoreham First Response provides emergency medical care, but not transport services.



The **Howe Truss Railroad Bridge** built in 1897 is one of only two covered bridges left in Vermont. This 15.6 mile Addison Branch connected the Rutland Railroad at the Leicester Junction with the Delaware and Hudson at Ticonderoga, New York. The bridge is located to the west off Shoreham Depot Road, on a walking trail that crosses the Richville Pond. The bridge was last used for rail traffic in 1951. It was refurbished in 2012 by the Vermont Division for Historic Preservation.

## Public Safety

**Shoreham First Response** and **Shoreham Fire Department** are volunteer-staffed and provide rescue and fire services. Shoreham is also served by the MREMS.

*The Shoreham First Response Squad* is a stand-alone non-profit corporation funded with taxpayer’s money, as allocated by voters, at Town Meeting, and by private donations. Members provide on site emergency medical care as needed; patient transportation, if necessary, is provided by MREMS.

*The Fire Department* is a department of the Town government. Though it operates autonomously, and is subject to Select Board oversight. Together, the Town and the First Response Squad own and maintain sufficient fire-fighting, rescue, and extraction equipment to satisfactorily meet the needs of the Town. Personnel resources are a different matter. Both groups suffer from serious under-staffing; recruitment and retention of members continues to be ongoing issues. Mutual aid agreements are in effect with neighboring towns to provide additional equipment and man-power when the need arises.

**Police services** are provided by Vermont State Police. The Town Constable position is currently open.

## Emergency Management

In 2009, the Select Board signed a resolution creating a Town Emergency Management Committee, and named an Emergency Management Coordinator (to be reappointed on an annual basis) to head the committee. The Shoreham Emergency Management Committee is an all-volunteer group currently developing an Emergency Operations Plan in accordance with Vermont Emergency Management guidelines and with an eye to FEMA’s requirements. The group will be exploring ways to provide residents with preparedness information and emergency services in the event of significant storms, or

other natural or man-made disasters. The elementary school building serves as a local emergency shelter under agreement with the Red Cross, should the need arise.

## Public Infrastructure and Services

**Solid Waste**—Shoreham is a member of the Addison County Solid Waste Management District, through which future solid waste disposal issues will be decided. There is a recycling program in town, administered privately. The Recycling Center, located near the tennis courts, was re-certified by the State in 2009 as an Official Recycling Center. Currently, Shoreham’s households and businesses make their solid waste disposal arrangements with private haulers or bring solid waste to the recycling center parking area on Saturdays, where for a fee, a garbage truck will take solid waste to Middlebury for proper disposal.

**Wastewater**—The Village sewer system was completed in 2001. It is regulated by the Shoreham Wastewater Ordinance, and overseen by appointed Sewer Commissioners. This facility provides sewage disposal for all businesses and residences in the Village area and is currently being utilized at about 35% of capacity. Sewage disposal for non-village areas is provided by individual on-site septic systems. A map showing the extent of the water and sewer service is given on page 42.

**Potable Water**—Built in 1963 to serve drought stricken dairy farms, Tri-Town Water is a public utility controlled by users in the towns of Shoreham, Bridport, and Addison, and managed by a Board of Directors who represent the member towns. Tri Town supplies potable water to more than 90% of Shoreham’s households and businesses, and the remaining locations rely on on-site wells. Tri Town Water service is supported by user fees. The utility has been a reliable and economical water supplier, and it has thus far been able to meet the modest increased requirements for additional service. Easy access to Tri-town water is considered a plus when considering most types of development. Tri Town monitors requests for tap-ons annually to assess needs for changes in capacity and service. Incremental improvements and expansions have occurred over the years to meet changing demand—for example, an additional storage tank was built on Snake Mountain in Bridport, a pumping station was added in Richville, and another at the junction of Routes 22A and 74 East, to meet increased usage requirements. The limit of pumping capacity has been approached during an occasional extended summer heat wave, but these instances have been short-lived. A major expansion was completed in 2002. Tri Town anticipates that the facility will accommodate demands for many years to come.

**Electricity**—Green Mountain Power supplies electric power to residences and businesses in Town, and three-phase power is available along the Village Commercial corridor. Recent technology, combined with recent policy and financing initiatives, has helped to provide distributed electric and heat generation options through solar collectors and its use is being encouraged.

**Telephone**—OTT provides telephone, dial-up, DSL internet, and dish TV services to the greater portion of Town. Champlain Valley Telephone provides telephone and internet to residents in the northwest corner of town.

**Post Office**—The United States Postal Service leases and maintains a Post Office building on Main Street near the Village center.

**Recreation**—Recreational facilities include two State fishing and boating accesses on Lake Champlain, a Town access to Lake Champlain, and two State fishing accesses on Richville Pond. The Town Common is used for a variety of recreational activities such as baseball, softball, basketball, and town festivities. A tennis court was built behind the Conservatory Building, and a domed Pavilion was placed between the Conservatory and the Congregational Church for use as needed.

**Child Care and Pre-school**—Shoreham’s pre-schoolers are served by a privately-run service in the Congregational Church that provides care during and after the school day, and offers special arrangements during school vacations. At this time there is no public pre-school in Town. Additionally, several town residents offer infant and child care in their homes.

**Civic Groups**—There are numerous civic and community organizations in Town, including: 4-H, Parents-Teachers-Friends (PTF), Friends of the Platt Library, energy and economic development, Ladies Fellowship, Bone Builders, and the Historical Society to name a few.

### **Conclusion, goals and future actions**

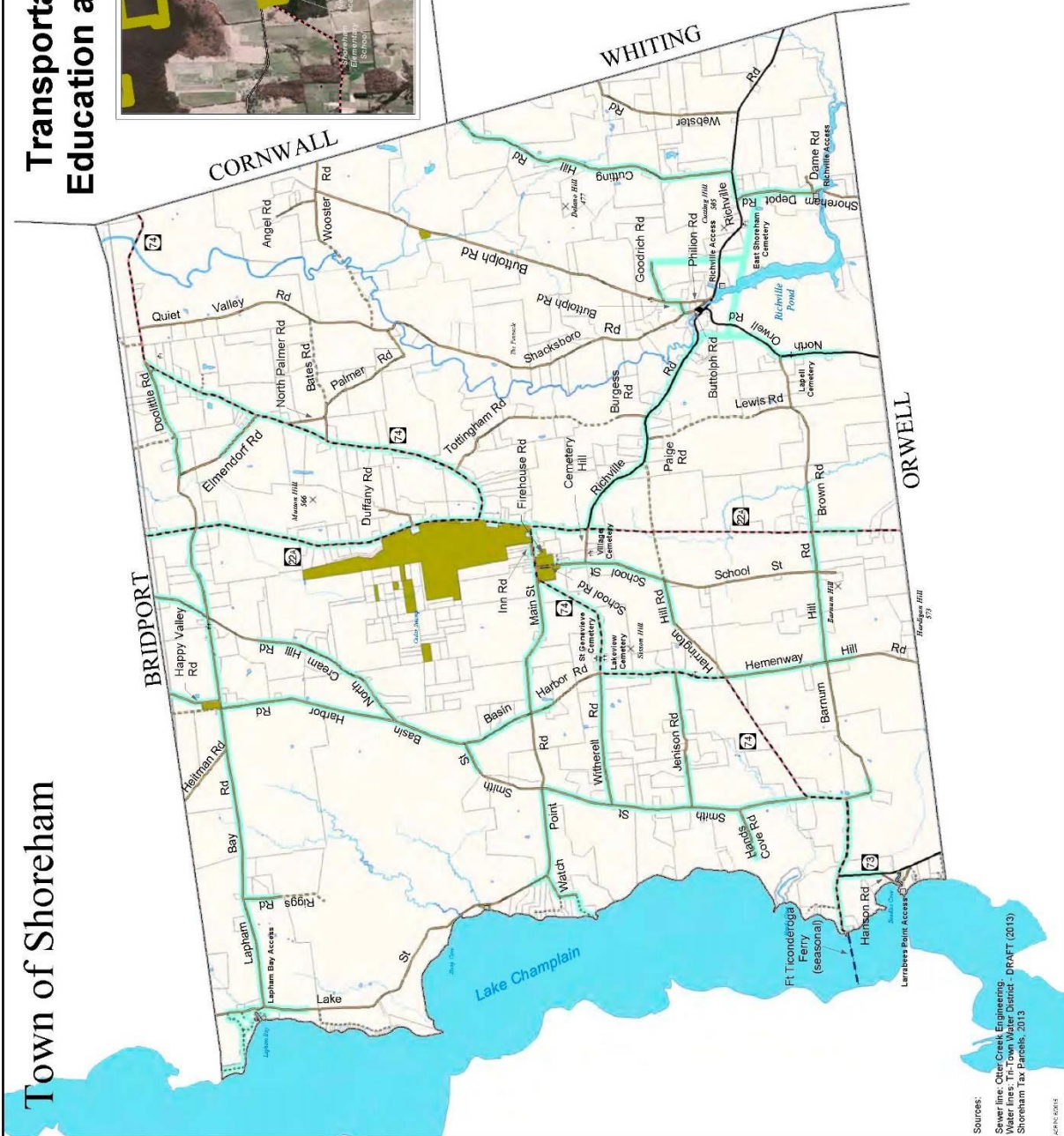
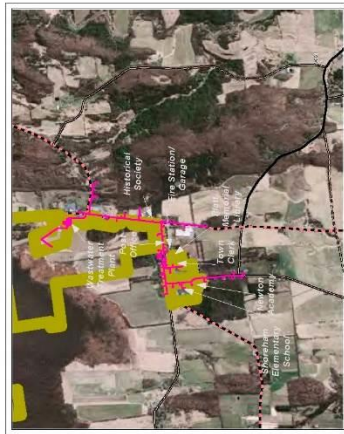
Town facilities have been adequate for many years, but increased development and changes in technology and cultural expectations have required some additions and improvements. For example, a new Town Office building and a large addition to the Town Library have been built, in order to adequately meet community needs. Additionally, the Town should consider options for the land formerly occupied by the Newton Academy. The Firehouse generator upgrade is completed, and new generator hook-up wiring was installed at the school in 2009. As mentioned elsewhere, a group of town residents tasked with developing a strategic plan for future uses of the Farnham property should be formed.



Goals	Actions
<p>1. Support an environmentally sound, economically feasible, and energy cost-efficient system of public facilities and services to meet the needs of the Town.</p> <p>2. Maintain consistency with the goals and policies of this Plan when considering the construction or expansion of public and/or private community services.</p> <p>3. Continue reducing non-point phosphorous pollution by controlling run-off.</p> <p>4. Ensure safe access to, and enhance the availability of, existing outdoor recreational opportunities wherever possible (e.g. boating and fishing access, biking, historic site visits, and other summer/winter recreational opportunities) for Town residents and visitors.</p> <p>5. Maximize the use of historic town structures through a variety of methods, including private and public financial and technical assistance, and ensure their continued maintenance is not overlooked.</p>	<p>A. Support initiatives by interested citizens, who seek to develop, build, or enhance community facilities, programs, or re-creational opportunities for Shoreham residents.</p> <p>B. Encourage waste reduction, and recycling.</p> <p>C. Monitor plans and construction initiatives and policies made at the State and federal levels and intercede with project proposals that are incompatible with the goals of this Plan.</p> <p>D. Develop a master plan for potential uses of the Farnham Property, including an inventory and map of the various topographic and other physical features, area assets, and transportation issues that will affect the property's future development, and the effect development of this property will have on the ability of the Town to deliver services.</p> <p>E. Upgrade and maintain the Town fishing-access on the Lake so it is more accessible.</p> <p>F. Support the Champlain Byways program to protect and promote bicycling as a viable, recreational opportunity.</p> <p>G. Develop zoning bylaws that protect natural resources, historic areas, recreational areas, and ensure proper use of any possible flood areas.</p> <p>H. Find funding to install sidewalks and curbing in the central town area including locations from the school to the Congregational church, then east on Route 74 to 22A and then on 22A from the old apple co-op north to the intersection of Route 74E.</p> <p>I. Maintain road ditches and best management practices.</p>

# Town of Shoreham

# Transportation, Facilities Education and Road Names



### Village Inset Legend

- Sewer Line
- Town Properties

### Legend

- Roads**
- US Highway
- State Route or Class 1
- Town Class 2
- Town Class 3
- Town Class 4
- Legal Trail
- Forest Rd
- Private Rd
- Tri-Town Water Service



Sources:  
 Sawyer Inc. Civil Engineers  
 Water Inlet, Tri-Town Water District - DRAFT (2013)  
 Shoreham Tax Parcels, 2013

2/27/2015

## VII. TRANSPORTATION

### OBSERVATIONS

Shoreham is a rural town with an extensive road system. Sections of three State highways (Routes 22A, 74, and 73) pass through town. The Town currently maintains approximately 62.35 miles of road, including 50 miles of gravel surface, and 12.35 miles of asphalt. It also maintains approximately 1 mile of Route 73. The layout of the Town's roads basically follows the same historical routes established by Shoreham's early settlers, and reflects the cultural heritage of our Town. Most of the Town's major roads are oriented either to the east-west highway (Rte.74), or the major north-south throughway (Rte.22A). According to the VTRANS 2012 route log, annual average daily traffic numbers for 22A are 4,700, and for 74 east of 22A, 1,900. Route 22A carries the largest amount of traffic in the region; sections of Route 74 carry the third highest rate of daily traffic in the county. Five miles of Route 74E east of 22A was paved in 2014 and the bridge over the Lemon Fair was rebuilt in 2013.

Road use patterns have changed as more people build houses on the dirt roads to get away from the busy highways and as more residents find employment outside of Shoreham. State highways and the Richville Road carry the bulk of commuter traffic into and out of town. The increased speed and types of traffic on the Town's roads (especially along those commuter routes that pass through the Village and Residential areas) has created the need for a new look at our road system. Weight and speed limits are seldom enforced. Vehicular traffic on Shoreham's relatively narrow roads has increased in both speed and numbers over the past 10 years, making pedestrian, bicycling, and other types of non-vehicular road use dangerous. Bicycle traffic along all roads in Town has gotten to the point where conflict between bicycle and vehicular traffic is apparent, and accidents seem inevitable.

The size and weight of agricultural equipment and commercial vehicles have increased dramatically over the last 20 years, and have raised both safety and financial concerns for residents. Our roads were simply not designed to handle the loads being hauled today. The cost of maintaining our road system will continue to increase. The Town will be forced to address issues generated by agricultural use: 1) the economic realities of large-scale farming, 2) mandated agricultural regulations, and 3) the Town's obligation to provide and maintain adequate roads for all of its residents' needs. These will be difficult issues to address and will require a balancing of private and public interests. In the last 10 or so years the maintenance and condition of town roads have shown a remarkable improvement due the combined efforts of the Select Board, Road Commissioner, and road department. Currently plans are underway to acquire a grant to build a "salt shed" that should, over the long run, provide for less expensive and improved winter maintenance. The fact that the Town has phosphorous offset practices position us well going forward when Act 64, the water quality regulations take effect.

Shoreham's senior population will increase over the next decade, which will result in an increased need for public transportation as they, willingly or otherwise, give up driving themselves. There are no formal public transportation services or networks in Shoreham.

There is the privately owned and operated Fort Ticonderoga Ferry at Larrabee’s Point for traffic between Vermont and New York.

Shoreham residents should have safe, convenient access to well-maintained roads and public transit systems. This Plan strongly supports public transit systems and land-use planning in such a way that future development also supports efficient transit so as to minimize our collective carbon footprint. Currently ACTR does not service the town with regular routes, nor is there a formal Park and Ride area. Apparently there is not a critical mass of commuter traffic to Middlebury that makes public transportation cost-effective.

**TRANSPORTATION:**

Goals	Actions
<p>1. Optimize use of taxpayer dollars used for all types of transportation while still providing safe and easy movement through the Town and limiting physical changes that might alter its rural character.</p> <p>2. Reduce conflict between vehicular and all other types of traffic (such as bicyclists, pedestrians, etc.) on both Town and State roads.</p> <p>3. Develop a comprehensive Town Transportation Plan.</p>	<p>A. Continue to update the Town road plan, managing roads in such a way as to meet present and future needs, including provisions for bike use and safety.</p> <p>B. Establish and enforce speed and weight limits on all town roads.</p> <p>C. Require that private roads be built to adequately handle the anticipated traffic demands before the Town considers taking over maintenance of said roads.</p> <p>D. Recover money spent to repair damage to Town highways caused by illegal or unpermitted uses or negligence.</p> <p>E. Enforce zoning ‘road cut’ regulations.</p> <p>F. Minimize the need for new access roads, driveways, and/or traffic controls onto State and local highways through encouraging PUDs.</p> <p>G. Conduct ongoing efforts to ensure control of water and phosphorous run-off, thus making sure road banks are not eroding into rivers, streams, ponds, or wetlands. Direct run-off through well-vegetated areas before it reaches surface waters.</p> <p>H. Explore additional funding sources for road improvement/maintenance.</p> <p>I. Establish a policy for snowmobiles crossing town roads.</p>

### Tourist/Bicycle Traffic

Goals	Actions
1. Develop a safer road system that minimizes conflict between motorized and non-motorized forms of transportation.	A. Include bike lanes, greenways, snowmobile, hiking and/or cross-country ski trails, and pedestrian paths when considering new transportation projects or when improving Town roads.

### Passenger/Commuter Traffic & Public Transit Systems

Goals	Actions
1. Encourage energy conservation through public transportation and ride-sharing programs. (e.g. see <a href="http://HinesburgRides.org">HinesburgRides.org</a> ) 2. Establish public transport routes between Shoreham and large towns areas such as Middlebury, Brandon, and Vergennes.	A. Work with and support ACTR's county-wide transport plans. B. Educate residents about ACTR's special services for seniors and the disabled. C. Establish a Park-and-Ride lot with signage on or near the 22A/74 intersections. D. Work with Regional Planning's Transportation Committee to develop a public transportation network.

### Agricultural Traffic

Goals	Actions
1. Reduce the impact of farm machinery on town roads.	A. Work with legislative representatives and/or appropriate agencies to address the impact of heavy farm equipment on local roads. B. Use innovative agricultural practices that will lessen the impact of farm machinery on town roads.

### Freight/Heavy Truck Traffic

Goals	Actions
1. Establish mitigation plans to address weight damage on local roads. 2. Establish policies that mitigate storm water damage to town roads.	A. Consider funding alternatives to repair damage on Town roads caused by excessive weight carriers. B. Study new road bed and surface technologies that will add to the longevity of local roads.

## VIII. ENERGY

### OBSERVATIONS

The most commonly used energy sources for Shoreham's residential, agricultural, and commercial needs are presently available in adequate supply and distribution systems are suitable for our future needs. Energy types include electricity, petroleum-based liquid fuels, propane, coal, solar, water, wood, and wind, each with their respective distribution systems. While today's requirements are being met, any increase in agricultural, commercial, or residential activity will almost certainly be accompanied by an increased demand for energy. The State of Vermont has set goals to reach carbon neutrality. There has been a rapid expansion of renewable energy projects throughout Vermont, including wind, solar, biomass, and hydroelectric power. Nearly one-fourth of all energy consumed in Vermont comes from renewable sources and the State has a goal of reaching 90% renewables by 2050. The Town of Shoreham welcomes the concept of renewable energy projects and the promotion of energy efficiency initiatives. However, there may be competing interests in the Town's desire to preserve an agricultural working landscape, remain sensitive to private property rights, maintain a landscape that reflects scenic beauty, and the State's commitment to the development of renewable energy. Similarly, increased energy demands occurring outside of town could require in-town installation of new or enlarged energy transport corridors that, if not prudently sited, would detract from Shoreham's beauty and character.

Looking ahead, this Plan's energy goal is to promote the twin ideas of sustainability and conservation, two basic principles that create the foundation of a long-term energy plan. We consider nonrenewable energy and energy sources that impact negatively on the environment to be unsustainable. Three-fourths of the energy consumed in Vermont is petroleum based. Dependence on fossil fuels can have negative consequences not only on our local environment, but on the entire energy value chain as well.

From a financial viewpoint, the local economy exports money through the use of nonrenewable fuels. Roughly 85% of every dollar spent on nonrenewable fuels leaves the local community. Local energy sources, (wood, wind, solar, and hydropower) offer distinct advantages over nonrenewable energy sources. For instance, for every dollar spent on wood fuel, only 18-20% of that dollar leaves the local community. The rest remains in our own region, creating jobs and supporting the local economy.

Every kilowatt of electricity we don't use is money spent that can be spent on our local economy. Increased efficiency means lower costs, which enhances both business viability and economic security. Conservation is available to us with no reduction in the quality of service or the standard of living, and with no degradation to our natural environment. Similar to many other towns in Addison County, Shoreham has seen an increase in solar and wind projects, both completed and proposed. Moving forward, Shoreham should strive to promote and encourage renewable power development such as wind and solar. That said, new solar and wind projects should be sited in a way that seriously considers the interest of adjoining landowners, environmental impacts, and the impacts on Shoreham's rural and agricultural character. As such, solar developers and individuals pursuing solar projects should comply with the Aesthetic and Decommission Guidelines Regarding Commercial Solar Projects for the Town of

Shoreham that shall be adopted simultaneously with this Plan. These guidelines are given in Appendix A (page 64).

The following goals and actions are proposed to reduce our carbon foot print. The benefits of which include minimized environmental impact, a robust local economy, and an emphasis on energy conservation, efficiency and the increased use of local and regional renewable energy sources.

### Renewable Energy Projects

Goals	Actions
<ol style="list-style-type: none"> <li>1. Increase energy conservation and efficiency, reduce energy consumption, in Town-owned buildings and operations, and encourage the same among Town residents.</li> <li>2. Develop local, renewable energy sources wherever possible.</li> <li>3. Encourage energy production and delivery/transport systems that minimize adverse effects on safety and on the Town’s rural, agricultural, and historical character.</li> <li>4. Require municipal departments to show leadership, in matters of energy conservation and efficiency.</li> <li>5. Stay abreast of emerging technologies and issues involving: energy-related installations, policies, transport issues, or other matters that might lead to future problems, or to solutions of current problems.</li> <li>6. Encourage the use of alternative, renewable energy technologies, particularly with solar, wood, bio-mass, geo-thermal, and wind resources, in both public and private sectors.</li> <li>7. New home and commercial construction should comply with the Vermont Residential Building Energy Standard (RBES) and Commercial Building Energy Standards (CBES).</li> <li>8. The Town should actively engage in the regulatory oversight of renewable energy project siting.</li> <li>9. Reduce Shoreham’s overall carbon footprint.</li> </ol>	<ol style="list-style-type: none"> <li>A. Begin on-going energy audits of all town buildings to:               <ul style="list-style-type: none"> <li>• Identify areas of energy waste and areas of potential savings;</li> <li>• Identify cost-effective energy conservation and efficiency measures, and modifications that could make use of renewable energy.</li> </ul> </li> <li>B. Install energy-efficient lighting in municipal buildings, street lights, and promote their use to residents.</li> <li>C. Support local and regional funding for energy audit and cost-effective weatherization services on all existing homes, with special emphasis on low-income households.</li> <li>D. Support emergency energy supply programs, with special emphasis on low-income households.</li> <li>E. Work with regulators to minimize the number of energy transmission and transport corridors through Shoreham.</li> <li>F. Make guidelines/standards available to new home or business construction applicants.</li> <li>G. Work with other municipalities, the Legislature, the State of Vermont, and other organizations in order to carve out a role for municipalities in the siting process for wind and solar project.</li> <li>H. Implement the Aesthetic and Decommissioning Guidelines set out in Appendix A (page 624).</li> <li>I. Develop preferential siting language for future renewable energy projects in town.</li> <li>J. Adopt and apply Community Standards to all renewable energy project proposals above 50KW to be considered by the town.</li> </ol>

## Housing

Goals	Actions
<p>1. Encourage siting of new construction in such a way as to maximize the efficient use of energy.</p> <p>2. Encourage residents to reduce and conserve energy use in residential structures.</p>	<p>A. Work with regional and county agencies to provide workshops, seminars, information, funding resources for energy efficiency/ conservation to residents.</p> <p>B. Consider development of "smart growth" ordinances to encourage residential growth in areas well-served by existing public infrastructure [24 VSA §§2790-2794].</p> <p>C. Use cluster housing where appropriate, locate structures near existing public roads and energy transmission facilities, maintain traditional land use and settlement patterns, design structures to maximize solar gain, etc.</p> <p>D. Support efforts to improve the weatherization of homes, use of energy efficient lighting and heat, and use of energy efficient appliances.</p>

## Transportation

Goals	Actions
<p>1. Promote and implement strategies to encourage ridesharing, public transit, bicycling, and walking</p> <p>2. Coordinate land-use and transportation planning efforts which promote energy-efficient transportation.</p> <p>3. Minimize vehicular and non-vehicular conflict.</p>	<p>A. Encourage energy conservation through promotion of Ride-share/Park-and-Ride programs.</p> <p>B. Educate the public about energy-efficient transportation.</p> <p>C. Adopt zoning regulations that support development of mixed-use growth centers containing, among other things, daily residential services (e.g. banking, food, health care), thereby reducing transportation needs.</p> <p>D. Work with ACTR and other county/ regional resources to develop public transit between Shoreham and Middlebury, Vergennes, Brandon.</p> <p>E. Include pedestrian/bicycle use in road plans.</p>



## Land-Use:

Goals	Actions
1. Encourage and support settlement patterns and densities that reduce travel requirements for work, services, shopping and recreation. 2. Work toward zoning that co-mingles Village residential, and commercial areas with access to mass transit, in order to discourage land use that would create or lead to energy-inefficient sprawl and strip development.	A. Encourage the use of energy conservation measures such as: <ul style="list-style-type: none"><li>• vegetation as winter wind buffers and summer shading,</li><li>• building/ development on southern slopes, in order to take advantage of natural light and heat</li><li>• building/ development orientation to the south through any combination of street, lot, or building layout, in order to take advantage of natural light and heat,</li><li>• protection of solar access for existing buildings from shadows cast by new structures, and</li><li>• building/development in areas sheltered from the wind.</li></ul>

## IX. NATURAL, HISTORIC, AND SCENIC RESOURCES

### NATURAL RESOURCES

#### Observations

Shoreham's natural resources are those physical features that are derived from geological or biological activities, which may or may not have apparent market value, but that do have broad economic value for the town and the region as a whole. A few examples include our agricultural soils and minerals, surface waters including Lake Champlain and the Lemon Fair, ground waters, shoreline areas, air quality, wildlife, plant life, wetlands such as the Cedar Swamp, and several prominent hills in the rolling topography. A map showing some significant resource areas and wildlife habitat is presented on page **Error! Bookmark not defined.**

#### Water

*Surface waters* are valuable as water sources, recreation areas, wildlife and vegetative habitat, and as an aesthetic resource. This resource is complex and has been adversely affected by runoff, invasive species, and other biological and man-made factors, which reduces the quality and diminishes the value. The Richville reservoir and Lake Champlain provide boating and fishing opportunities as well as scenic value.

*Wetlands*, such as the Cedar Swamp, provide temporary storage for floodwaters, and filtration that improves water quality. Wetlands also provide habitat for wildlife.

*Ground water resources* are vital to those who depend on wells for potable water. With most of the Town served by Tri-Town Water, we are less dependent on this vital resource, but it is important to maintain its quality.

## Land

*Shoreham's agricultural soils* are quite fertile. Growing forage crops to support livestock is the predominant agricultural land use. Large tracts of this productive, tillable land contribute to the viability of agriculture.

*Wooded areas* in Town do not provide sufficient materials to support a logging industry, however, the town does have a few active sugar bushes. Wood lots, including those in the Cedar Swamp, provide wildlife habitat and a substantial and reliable supply of fuel wood and could possibly be a bio-fuel resource as well. Several local sawmills also make good use of the local trees for small runs of lumber.

*Land resources* include non-renewable gravel, shale, and rock. Historically, there have been many pits and quarries, mostly developed for use by the owners for personal or local use. Much of the rip-rap, rock, and gravel used in Town, particularly for roads, come from a local quarry.

## Wildlife

Shoreham's combination of open meadows, woodlands, and wet areas makes it excellent wildlife habitat which benefits everyone, from birdwatcher to hunter. There are several deer wintering yards in town, and the diversity of habitats, woodland, wetland, and open pasture, encourages strong wild turkey and other wildlife populations. The conservation of wildlife habitat promotes a healthy and vibrant countryside, and contributes greatly to the pleasures of life here.

## Air Quality

Shoreham is a rural agricultural community with no industry to speak of. The air quality is generally very good. Seasonal applications of manure and prevailing winds that carry odors across the lake from the International Paper plant in Ticonderoga, New York, are the occasional exceptions to the rule.

## Natural Resources:

Goals	Actions
<ol style="list-style-type: none"> <li>1. Assure continued recognition and conservation of Shoreham’s natural resources.</li> <li>2. Preserve and improve the condition of our surface and ground water resources.</li> <li>3. Develop sound forestry/woodlot management practices on both privately-held and publicly-owned wooded acreage.</li> <li>4. Maintain the ecological diversity and environmental health of Shoreham’s landscape.</li> </ol>	<ol style="list-style-type: none"> <li>A. Hold workshops to increase public awareness and appreciation of our agricultural soils, surface waters, and natural resources.</li> <li>B. Use zoning to encourage development patterns that support agricultural uses of the land.</li> <li>C. Control development along lakes and rivers, using sound conservation practices (such as buffer zones and erosion control), to preserve the health of the waters and to protect surface waters from phosphorous runoff.</li> <li>D. Require the use of sustainable forestry management practices on Town-owned wooded areas.</li> <li>E. Educate residents about phosphorous and control of non-point phosphorous pollution.</li> <li>F. Adopt road policies that protect our natural resources.</li> </ol>

## NATURAL AREAS

Natural Areas are defined as those areas in Shoreham containing landscape features which have special geological and/or biological significance (see also the Natural Areas definition in the Regional Plan). Shoreham’s Natural Areas, as defined, are largely privately held and include Hand’s Cove, with its diverse ecosystem; the wooded slopes of Shoreham’s highest hill—the Pinnacle—with its rich array of native wildflowers; and the Lemon Fair River Basin, with its geological and biological diversity.

Goals	Actions
<ol style="list-style-type: none"> <li>1. Preserve Shoreham’s natural areas in ways that enhance their quality.</li> <li>2. Protect deer wintering yards in order to maintain a strong local deer herd.</li> </ol>	<ol style="list-style-type: none"> <li>A. Encourage owners of the town’s natural areas to manage the land in ways that support ecological health and diversity.</li> <li>B. Educate the community about our natural heritage and the importance of Natural Areas.</li> </ol>

## HISTORIC RESOURCES

### Observations

Our historic and cultural heritage is well documented, and numerous residential, agricultural, and educational structures remain as evidence of our past. The following properties have been designated and are listed on the National Register of Historic Places: the East Shoreham Covered Railroad Bridge,

Larrabee’s Point, Hand’s Cove, the Congregational Church, and the school house on Elmendorf Road. Fifty-five sites and structures in Shoreham are on the State Register of Historic Sites, and the Village is a Historic District on the State Register. The historic significance of Hand’s Cove has been recognized through a conservation easement on an adjacent property. At least one farm in town is listed in the National Register of Historic Places. **Ethan Allen and launched the their historic capture of Fort Ticonderoga from Hand’s Cove in 1775.**

The Shoreham Historical Society has been, and continues to be, an active citizen’s organization in Town. Their seasonal monthly meetings often include presentations related to Shoreham’s history.

**Historic Resources:**

Goals	Actions
1. Protect and maintain Shoreham’s publicly owned historically significant structures and sites.	A. Encourage flexibility in the repurposing and adaptive uses of State-, Town-, or privately-owned historically significant structures and places. B. Encourage continued awareness of our heritage and historic resources through educational seminars, workshops, or other programs in the community.

**SCENIC RESOURCES**

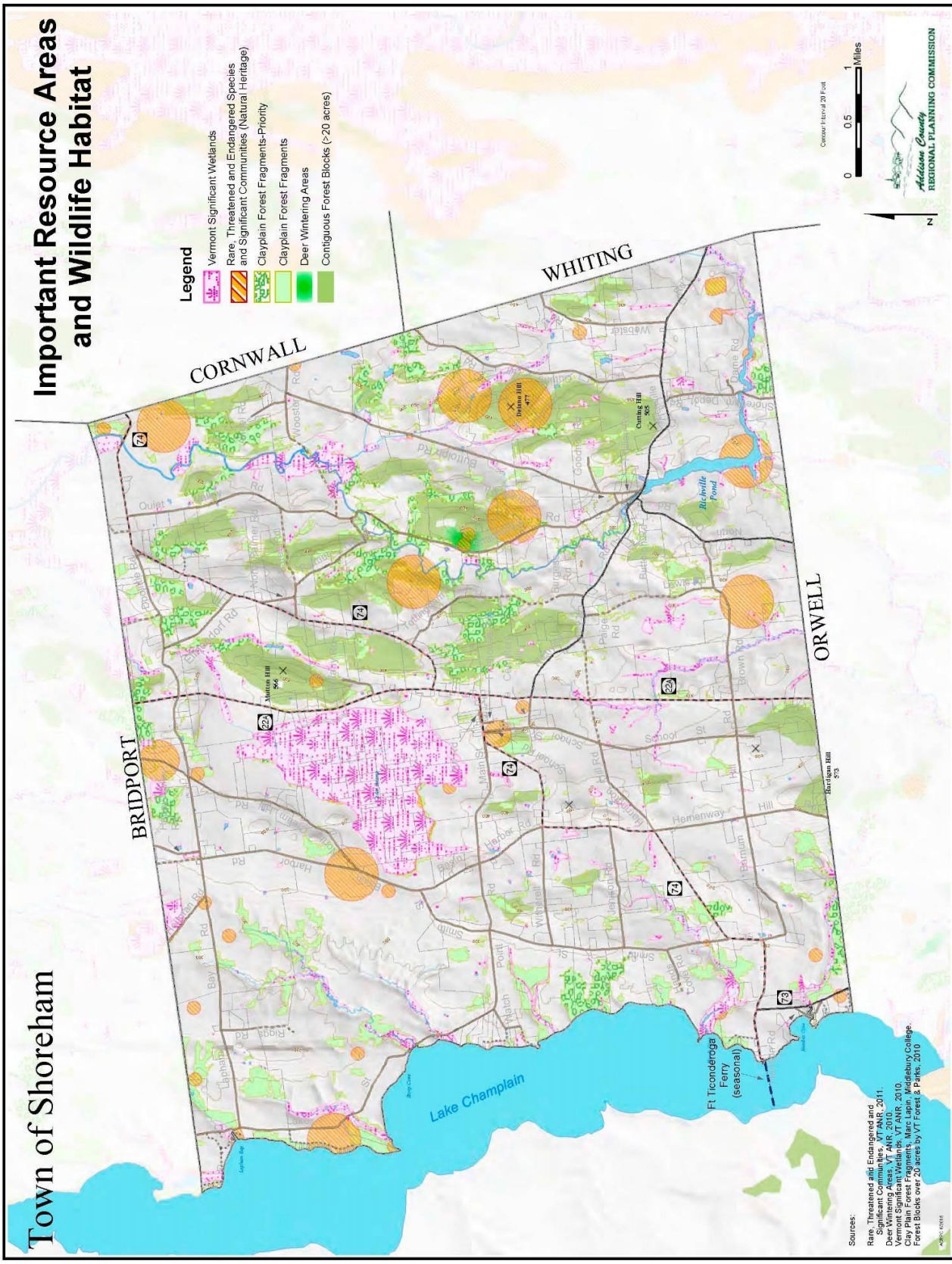
**Observations**

The scenic resources of Shoreham are all around us, and reflect the agricultural character of our working landscape, and the natural topography of the Town. With approximately 34% of Shoreham’s land base conserved for agriculture, the Town may be able to capitalize on its scenic resources through tourism. Several businesses and a number of retail agricultural operations currently directly benefit from the tourist dollars that are spent in Town. "Scenic Resources" may mean different things to different people, but the physical beauty that surrounds us contributes in a variety of ways to the richness of life in our rural community.

### Scenic Resources:

<b>Goals</b>	<b>Actions</b>
<p>1. Maintain and enhance our scenic and natural resources so they may be enjoyed by future generations.</p> <p>2. Maintain the scenic, natural and historic qualities of the Town.</p>	<p>A. Utilize government programs (e.g. the Champlain By-Ways program) to enhance Shoreham’s scenic resources.</p> <p>B. Encourage zoning that continues to support the long-term viability of agriculture.</p> <p>C. Protect the Town’s natural, scenic, and historic areas through zoning.</p> <p>D. Promote the economic benefits that scenic resources and a working landscape have for commercial activities, agricultural activities, and residential living.</p>

# Important Resource Areas and Wildlife Habitat



- Legend**
- Vermont Significant Wetlands
  - Rare, Threatened and Endangered Species and Significant Communities (Natural Heritage)
  - Clayplain Forest Fragments-Priority
  - Clayplain Forest Fragments
  - Deer Wintering Areas
  - Contiguous Forest Blocks (>20 acres)

0 0.5 1 Miles

Central Vermont 20 Foot

ADDISON COUNTY  
REGIONAL PLANNING COMMISSION

Town of Shoreham

Sources:  
 Rare, Threatened and Endangered and Significant Communities, VT ANR, 2011.  
 Deer Wintering Areas, VT ANR, 2010.  
 Vermont Significant Wetlands, VT ANR, 2010.  
 Clay Plain Forest Fragments, Marc Lapon, Middlebury College.  
 Forest Blocks over 20 acres by VT Forest & Parks, 2010.

## **X. Flood Resiliency**

In 2011, Tropical Storm Irene ravaged public infrastructure and private property throughout many communities in Vermont. Since Irene, community leaders, municipalities and the State of Vermont have begun to develop and implement strategies to mitigate the risks and damage associated with flooding. Commonly referred to as “flood resiliency planning,” the efforts of community leaders and legislators to mitigate flood risks lead to the passage of Act No. 16, signed into law by Governor Peter Shumlin on May 6, 2013. Act 16 was codified at 24 VSA § 2302 *et seq* and includes a description of the goals and purposes of Act 16. Specifically, Act 16 is intended to encourage flood resilient communities by avoided development in flood hazard, fluvial erosion, and river corridor protection areas. Any development in these areas should not exacerbate flooding and fluvial erosion. Act 16 also requires the development of a municipal planning element that addresses flood resiliency (see 24 VSA § 4382 (12)(A)(i)). The resiliency planning element must identify flood hazard and fluvial erosion hazard areas, and designate those areas to be protected, including floodplains, river corridors, land adjacent to streams, wetlands, and upland forests, in order to reduce the risk of flood damage to infrastructure and property.

### **Floodplains and Flood Hazard Areas**

Floodplains are those areas adjacent to bodies of water that perform the essential function of storing excess water than can result from heavy rains and spring thaws. This “overflow area” slows the velocity of moving water which helps limit erosion. Floodplains also serve important habitat, agricultural, aesthetic, and recreational purposes.

Floodplains in Shoreham are depicted on the Federal Emergency Management Agency (FEMA) maps. The FEMA maps are part of Shoreham’s participation in the National Flood Insurance Program (NFIP) for which Shoreham officially enrolled in August of 1979. The NFIP maps (located at the Shoreham Town Clerk’s office) seek to identify Shoreham’s flood risks. For instance, a “100 year floodplain” is the flooding that results from a storm that has a 1% chance of occurring in any given year. The 100-year floodplain is also referred to as the “Special Flood Hazard Area” (SFHA). The definition can be misleading, as a “100 year flood event” can occur several times over the course of several years. A “500-year floodplain” is the flooding which results from a storm that has a 0.2% chance of occurring in any given year. That said, floodplains are subject to change as rivers and waterways change course.

With this in mind, the NFIP maps have an effective date of 1979, are out of date, and no update from FEMA is presently scheduled. Shoreham currently regulates development in the SFHA in accordance with FEMA’s minimum standards. If new development is to occur in the SFHA, it must comply with the FEMA standards. The included map entitled, “River Corridors and Floodplain with Municipal Facilities” identifies SFHAs, although the overlay is not an official FEMA map.

### **Fluvial Erosion and River Corridors**

Nearly two-thirds of Vermont’s flood related losses occur outside of mapped flood plains noted on the NFIP maps. Flooding of rivers and streams often creates new pathways and channels. If maps are not updated to reflect these changes, ironically, future flooding may continue to occur outside the mapped areas. Land near stream and river banks is often subject to erosion, flooding and bank collapse. The

Vermont Department of Conservation has identified river corridors as important areas in their efforts to mitigate flood damage. River corridors are the minimum areas adjacent to rivers that are needed to allow for a stable channel and the creation of a natural buffer that limits erosion. Essentially, the corridor is the area that provides a river the appropriate space to naturally change over time without increasing erosion and flooding threats. Maps provided by the Agency of Natural Resources indicate that Shoreham has identified river corridors (see map on page 59 entitled, “River Corridors & Floodplain with Municipal Facilities.” Please note that river corridors have not been mapped along streams with a watershed of 2 square miles or less. Rather, these streams are managed and protected from an erosion minimization standpoint with a simple 50 foot setback measured from the top of the stream bank. To help ensure healthy river corridors and stable shorelines, Vermont enacted Act No. 138 of 2012 (10 VSA § 1428) which provides financial incentives for municipalities to adopt zoning bylaws addressing land use and development in river corridor zones. Currently, Shoreham does not have zoning bylaws addressing river corridor development. The Agency of Natural Resources has published model bylaws for river corridor development.

### **Uplands and Wetlands**

In order to obtain flood resiliency, it is critical that Shoreham practices proper management of the upland and wetland zones. Limiting clearing and dense development on upland slopes will help contain runoff and slow flood flows. Similarly, Shoreham has designated wetland zones that serve many important ecological purposes, including retaining flood waters. Shoreham should maintain development rules that comply with State of Vermont rules regarding development near wetlands. All development near wetlands needs to comply with State of Vermont wetland rules.

### **Critical Public Facilities**

Critical public facilities are those facilities in Shoreham that are essential for the functioning of the community both before, during, and after a flood event. Critical facilities are broken into two categories: 1) those facilities that are essential to Shoreham before, during, and after a flood such as schools, shelters, emergency response centers, and 2) facilities that would exacerbate flood damage if flooded including hazardous material centers, power plants, wastewater treatment, and water utilities. Although Shoreham does have 11 structures located in SFHAs (Special Flood Hazard Areas), Shoreham does not have any public facilities in SFHAs. (Please reference the facilities section of this Plan for a more detailed analysis of Shoreham’s public facilities).

### **Emergency Relief Assistance Fund**

When disaster strikes, be it in the form of flooding or other natural disaster, the Emergency Relief and Assistance Fund (ERAF) provides State of Vermont funding to match Federal Public Assistance grants following federally-declared disasters. Currently, Federal money makes up approximately 75% of the monies received by municipalities to address public infrastructure repair. Following recent legislation, the amount of reimbursement provided by the State of Vermont to municipalities is dependent upon the levels of emergency disaster planning that each municipality has developed. As a baseline, the State will contribute 7.5% towards the additional costs of reconstruction and the remaining 17.5% is the burden of the municipality. However, the State will increase its contribution share if the municipality



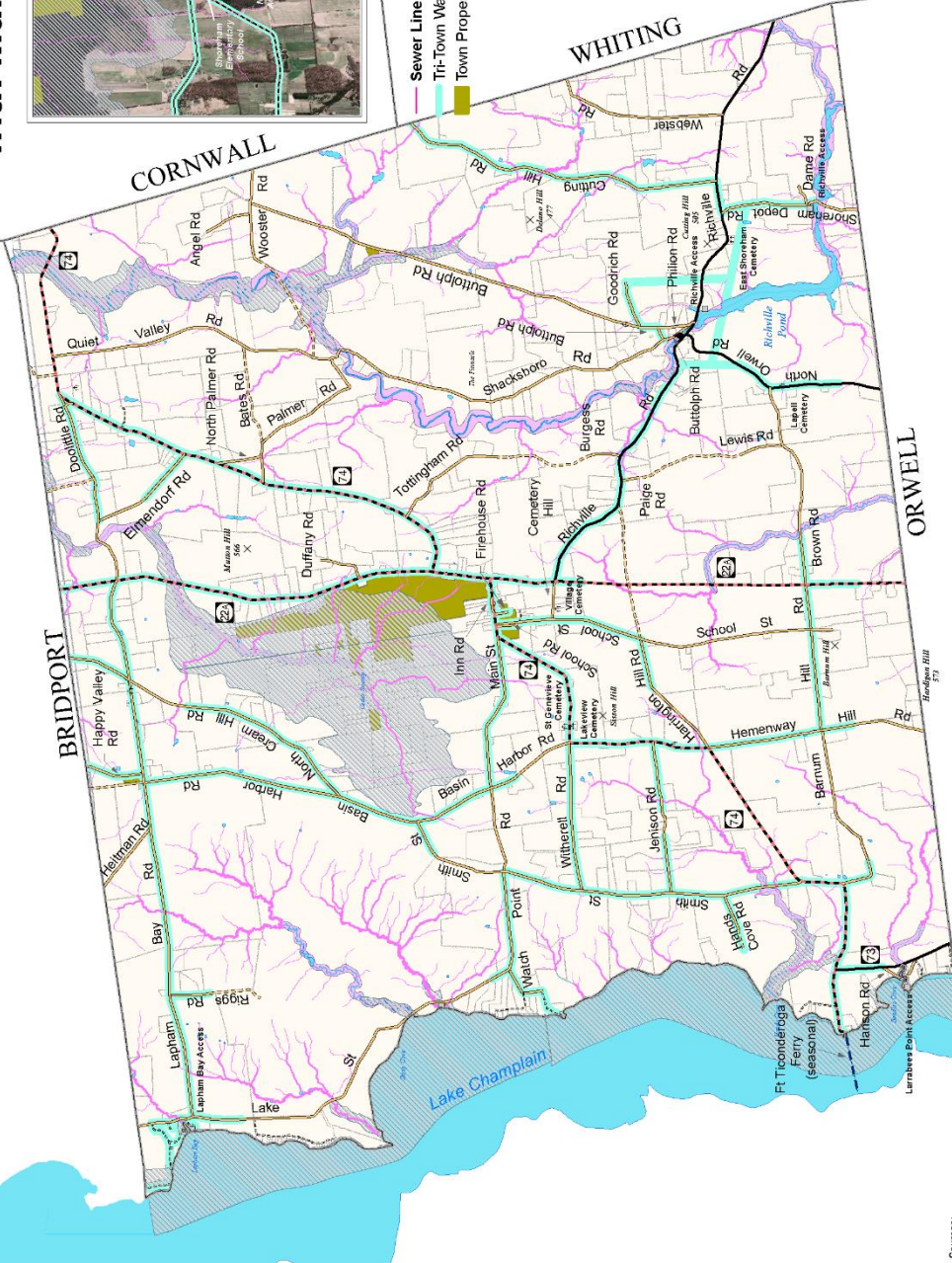
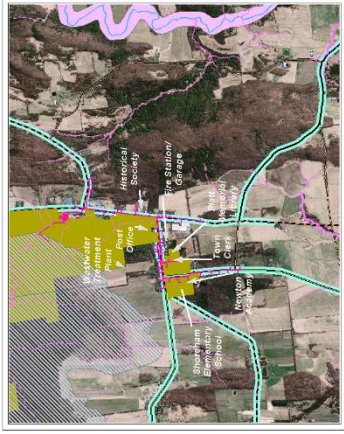
complies with certain flood mitigation steps identified by ERAF. The five mitigation steps identified by ERAF include: 1) maintaining Road and Bridge Standards, 2) maintaining a Local Emergency Operations Plan, 3) enrollment in the National Flood Insurance Program, 4) development of a Local Hazard Mitigation Plan, and creation of a 5) River Corridor Protection Plan.

If municipalities comply with flood mitigation actions 1-4 above, then the State will increase its share of disaster funding to 12.5%. If a municipality complies with actions 1-5, then the State will contribute 17.5% of reconstruction funding. Shoreham currently does not have a local hazard mitigation plan or a river corridor protection plan, and hence only receives the baseline 7.5% of disaster funding from the State. Shoreham currently complies with mitigation steps 1-3.

Goals	Actions
<ol style="list-style-type: none"> <li>1. Attain flood resilient community status as identified in Act. No. 16.</li> <li>2. Mitigate flood hazards that could adversely impact property, lives and ecological stability in Shoreham.</li> <li>3. Ensure that the Town of Shoreham has the public infrastructure and coordination to combat flood disasters and other natural disasters.</li> <li>4. Ensure that Shoreham is receiving maximum federal and state funding in case of flood disasters or other natural disasters.</li> </ol>	<ol style="list-style-type: none"> <li>A. Ensure easy public access to any new FEMA floodplain maps that may become available</li> <li>B. Regularly update the emergency operations plan</li> <li>C. Maximize State contributions for post-disaster reconstruction by fully complying with ERAF flood mitigation criteria 1-5</li> <li>D. Develop a hazard mitigation plan in order to comply with ERAF flood mitigation plan criteria 4</li> <li>E. Review and evaluate river corridor zones and adopt zoning bylaws that restrict development within river corridors in order to comply with ERAF flood mitigation plan criteria five.</li> </ol>

# River Corridors & Floodplain with Municipal Facilities

## Town of Shoreham



- Sewer Line
  - River Corridor with 50ft setback
  - Tri-Town Water Service
  - River Corridors
  - Floodplain
  - Town Properties
- 
- Roads**
  - US Highway
  - State Route or Class 1
  - Town Class 2
  - Town Class 3
  - Town Class 4
  - Legal Trail
  - Forest Rd
  - Private Rd

Sources:  
 Sewer line: Otter Creek Engineering  
 Water lines: Tri-Town Water District - DRAFT (2013)  
 Statewide River Corridor: VT DEC, Jan. 2015  
 Floodplain: Developed from FEMA Maps, ACRPC, 2008  
 Shoreham Tax Parcels, 2013

0 0.5 1 Miles

Adirondack County  
 REGIONAL PLANNING COMMISSION

## XI. PLAN IMPLEMENTATION

### OBSERVATIONS

This section of the Plan outlines issues of the highest priority to Shoreham. Since this Plan is an imperfect glimpse of a hoped-for future, the need for ongoing dialogue within the community is great.

The actual implementation of this Plan ultimately comes down to the ability and desire of Shoreham's residents and public officials to recognize and work within the external constraints and forces that will affect our future. The successful implementation will be achieved by several factors, including:

- ❖ Recognizing the value of our shared goals and reminding ourselves of those goals when the going gets tough;
- ❖ Putting our best energies into those matters that we can actually do something about, and not getting distracted by larger, ancillary issues that are beyond our power to control;
- ❖ Forming a collaborative working relationship among residents, government, task forces, and other focused interest groups, that manages to overcome individual agendas for the sake of the welfare of the Town overall.

Listed below are three specific objectives that will assist in establishing a strong foundation for implementing the goals of this Plan. Tentative time frames have been included in order to both prioritize these objectives, as well as to show some indication of the magnitude of work involved.

The leadership needed to accomplish each objective is expected to come from the listed group(s).

#### 1. Objective:

Actively seek ways to diversify Shoreham's tax base.

Time Frame:	Complete within 1 year
Leadership:	Primary: Selectboard, School Board, Listers; Secondary: Planning Commission

#### **Suggested Actions:**

- A. Use public resources to assist the town in analyzing opportunities and develop recommendation for action.
- B. Use Capital Plan to assess any potential impacts.
- C. Work with the Addison County Economic Development Corporation to attract businesses to town.
- D. Recreate Shoreham's Economic Development Committee.

## 2. Objective:

Review, amend (as necessary)

ary), and enforce Zoning Regulations to be consistent with this Plan

Time Frame: annually

Leadership: Planning Commission, working with the Zoning Administrator and other interested parties

## 3. Objective:

Improve Shoreham's agricultural and economic base in order to enhance its rural character.

Time Frame: Ongoing;

Leadership: Planning Commission, Zoning Board, and/or Selectboard, working with interested citizens and/or ad hoc citizen groups

### **Suggested Actions:**

A. Analyze the implications of applying various tools to sustain agriculture, farm-related businesses, and other businesses compatible with a rural setting. Such an analysis would include financial and socio-economic considerations for both the farming and non-farming taxpayer, as well as steps that could be used to influence and attract proposed businesses, activities, and/or facilities, that will not adversely affect the Town's rural character.

B. Develop and present strategies to the Planning Commission that:

- Endeavor to conserve agricultural lands and agricultural land-use, while remaining cognizant of the residential needs of non-farmers (including possible revisions of zoning regulations)
- Reflect and enhance Shoreham's historic rural character

C. Strike a balance between potentially conflicting interests that may threaten that character.

D. Provide for mediated "safety valves" or public forums to resolve conflicts when they do arise.

E. Revise proposals, if necessary, based on comments and input from community members, and present to the Planning Commission and Selectboard.

F. Adapt, adopt, and implement proposals that will further this Objective and this Plan overall.

### **Further suggested actions that could aid in the implementation of this Plan:**

A. Formation of small ad-hoc citizen groups to focus on specific areas of interest (e.g. economic development, energy and technology, use of business incubators, value-added agricultural options, tourism, etc) , and then advise the Selectboard, Planning Commission, and other local government agencies as appropriate, of their findings.

B. Encourage volunteerism within the community in order to increase awareness of and interest in the various non-profit organizations in the town (e.g. historical society, library/Friends of the Platt, first response)

C. Utilize existing communication resources (website, newsletter, library groups/programs) to promote discussion and sharing of ideas and solutions to identified problems or interests.

## **XII. Appendices**

### **Appendix A - Aesthetic and Decommissioning Guidelines Regarding Commercial Solar Projects for the Town of Shoreham.**

#### **1. Purpose and Objectives:**

A. The Municipality of Shoreham supports responsibly sited and developed renewable energy projects within its boundaries. It recognizes that in order to maximize profits, developers need to locate projects in close proximity to electric power lines that are capable of transmitting the proposed load and that can be constructed with a minimum of expense. The Town also desires to maintain the working landscape, adopted conservation and habitat protection measures and scenic rural views important to its tourism economy and rural cultural aesthetic. Not all proposed commercial or community scale solar projects can meet this standard. As a way to mitigate the potentially competitive interests, the Town proposes the following community standards (“Aesthetic Guidelines”) in order for projects to be considered “orderly development” supported by this plan. The goal is to minimally impact the aesthetics of the rural countryside this plan intends to protect.

B. Solar Developers and any party subject to these Aesthetic Guidelines should make all efforts to actively engage with the Town of Shoreham and other interested parties during the planning phase of development. Specifically, this means providing the Town of Shoreham with all relevant information regarding the size of solar projects, location of projects, environmental and aesthetic impacts, design systems, site maps (if available), and any mitigation proposals.

C. Developers and parties subject to these guidelines should make all efforts to provide the Town of Shoreham with all relevant information described in 1(A) above at least 30 days prior to a public hearing on a solar project.

D. Developers and parties subject to these guidelines are expected to act in a collaborative manner with the Town of Shoreham throughout the solar development proposal process and shall attend all public hearings that discuss a solar project advocated by the developer.

#### **2. Governing Body:**

The Town of Shoreham Planning Commission is designated as the municipal body responsible for making recommendations to the Vermont Public Service Board (“PSB”) with regard to applying these Aesthetic Guidelines to solar projects. The Planning Commission shall be tasked with evaluating solar projects governed by Aesthetic Guidelines and shall use these Aesthetic Guidelines in a judicious and balanced manner. In evaluating solar projects, the Planning Commission shall take into account all relevant information provided by the solar developer, concerns of neighbors and/or adjoining land owners voiced at a duly warned public meeting, and apply all facts gathered to the Aesthetic Guidelines. The Planning Commission shall be deemed to represent the voice of the “average person” with respect to the “Quechee Test,” a standard accepted by the Vermont Supreme Court to evaluate the aesthetics of a proposed project.

### **3. Applicability:**

The guidelines below only apply to solar development projects consisting of 50kW arrays or larger.

### **4. Community Standards**

Siting. A project's placement on the landscape constitutes the most critical element in the aesthetic siting of a project. Accordingly, all renewable energy project proposals must evaluate and address the proposed site's aesthetic impact on the surrounding landscape in their proposal.

- a. Good sites have one or more of the following characteristics:
  - Roof-mounted systems;
  - Systems located in close proximity to existing larger scale, commercial, industrial or agricultural buildings, or other impervious surfaces;
  - Proximity to existing hedgerows, hills or other topographical features that naturally screen the proposed array from view from at least two sides;
  - Reuse of former brownfields or otherwise impacted property.
- b. Poor Sites may have one or more of the following characteristics:
  - No natural screening;
  - Topography that causes the arrays to be visible against the skyline from common vantage points like roads or neighborhoods;
  - The removal of productive agricultural land from agricultural use;
  - Sites that require public investment in transmission and distribution infrastructure in order to function properly.
- c. Projects found to have poor siting characteristics pursuant to the Aesthetic Guidelines contained in Section 4(a-b) above violate the Town of Shoreham's standards regarding orderly development.
- d. If the Planning Commission, after complete evaluation of the solar project, determines that the solar project does not conform to these Aesthetic Guidelines, it is the burden of the solar developer to develop a mitigation plan that includes all mitigation actions outlined in Section 5 below. The Planning Commission has sole discretion in determining whether or not a proposed mitigation plan brings a solar project into conformity with the Aesthetic Guidelines. The Planning Commission shall require any mitigation plan approved by the Commission to become part of the solar developer's application for a Certificate of Public Good presented to the PSB.

### **5. Mitigation methods:**

In addition to properly siting a project, solar developers must take the following action to mitigate all project sites:

- a. Locate the structures on the site to keep them from being "skylined" above the horizon from public and private vantage points;

- b. Shorter panels may be more appropriate in certain spaces than taller panels to keep the project lower on the landscape.
- c. At a minimum, all solar arrays must observe the setback restrictions contained in Act 56 governing solar installations. However, developers are encouraged to increase setbacks to at least those listed in the Municipal Zoning Regulations within the Zoning District in which it lies;
- d. Use the existing topography, development or vegetation on the site to screen and/or break the mass of the array;
- e. In the absence of existing natural vegetation, the commercial development must be screened by native plantings beneficial to wildlife and pollinators that will grow to a sufficient height and depth to provide effective screening within a period of 5 years. Partial screening to break the mass of the site and to protect public and private views of the project may be appropriate;
- f. The siting of the array should be done in such a manner that the array creates no greater burden on neighboring property owners or public infrastructure than it does on the property on which it is sited. As an example, a landowner may not site an array on his or her property in a location calculated to diminish the visual impact of the array from his or her residence, but places the array immediately within their neighbor's or the public's viewshed. Locating a solar array in a manner designed to reduce impacts on neighbors or public viewsheds constitutes reasonable mitigation.
- g. Use black or earthtone materials (panels, supports fences) that blend into the landscape instead of metallic or other brighter colors).
- h. When applicable, areas that the Planning Commission considers "productive agricultural land" as referenced in Section 4(b) above, can become suitable for solar development if the solar developer can show viable multi-use of the agricultural land. This viable multi-use could include, but is not limited to, using the land under and around the solar panels for the grazing of livestock or the growing of a shade tolerant crop

#### **6. Decommissioning and Restoration:**

Developers of all projects 100 kW and greater shall, at the time of application, provide the municipality with appropriate assurances to guarantee funding exists to decommission the project. In keeping with our desire to retain Shoreham's agricultural land base, a solar array's useful life shall be deemed to be ended at such point in time that the array no longer produces electrical energy. All projects shall be decommissioned by the owner at the end of their useful life and the property used to site the project shall be restored to its pre-project condition, unless the property will be used as the site for an upgraded or renewed project within one year of the end of the project's useful life.



## Appendix B – Commercial Activity in the Town of Shoreham

Commercial activity includes:

### **1. Agriculture/Forest –**

- Apple orchards
- Small fruits
- Dairy
- Beef
- Lamb
- Vegetables
- Christmas trees
- Plants
- Agricultural processing and storage
- Game birds
- Wine
- Small-scale lumber milling
- Maple sugar products
- Fermented and distilled beverages
- Poultry
- Hay
- Dry beans, other legumes
- Yogurt drink
- Milk hauler

### **2. Retail**

- Gasoline
- Convenience store
- Fruit & vegetable stands
- Pub
- Restaurants

### **3. Lodging**

- Inns
- Bed and breakfasts

### **4. Home-based Businesses**

- Crafts
- Hair dresser
- Media services
- Excavating contractors
- Bookkeeping
- Painting contractors
- Building contractors
- Furniture making
- Cleaning
- Insurance
- Trucking

Auto repair  
Diesel repair  
Upholstery  
Child care  
Electrician  
Bakery  
Framing  
Publishing  
Boat building  
Blade sharpening & clipper repair  
Web/graphic design  
Sled dogs  
Roofing contractor  
Energy consulting  
Environmental consulting  
Photography  
Architectural design

**5. Misc. Commercial Activity—**

Bank  
Quarrying  
Ferryboat  
Lake tour boat  
Pre-school  
Medical clinic  
Gallery  
Skin care products  
Shooting preserve  
Seed distribution and sales  
Telephone & internet service

## Appendix C – Notes and Glossary

Adverbs used in this document are arranged from “Must do” emphasis to “If possible” suggestions:

- ❖ Shall, Should, Will, Require—insist on these, active efforts
- ❖ May, Might, Can, Could, Suggest—optional
- ❖ Promote, Support, Encourage— passive efforts

### Land-Use

#### Agricultural Regulations

Recognizing the need to protect and improve water quality through improved agricultural practices, the Vermont legislature charged the Agency of Agriculture, Food and Markets with creating a comprehensive Agricultural Nonpoint Source Pollution Reduction Program including Accepted Agricultural Practices (AAPs) and Best Management Practices. Act 64 of 2015 requires, among other things, that mandates Required Agricultural Practices (RAPs) be developed in order to bring more farms under the regulatory oversight of the Agency of Agriculture. The RAPs will replace the AAPs and as of this writing are still in the process of being developed. These new rules are designed to further limit phosphorus runoff from agriculture. “Best management Practices” continue to be utilized for problem situations.

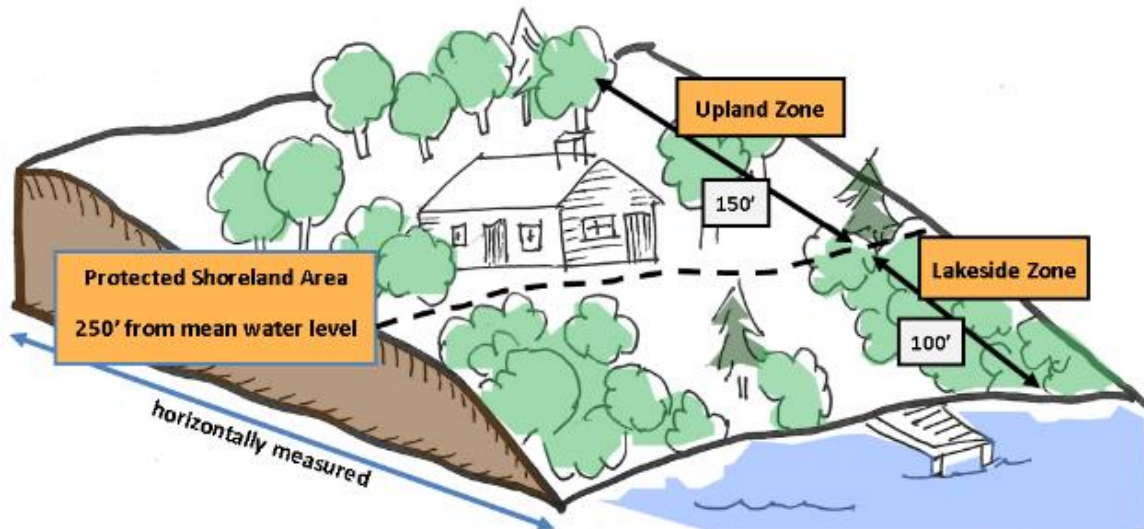
#### Shoreland Protection

Act 172 of 2013 known as the The Shoreland Protection Act (10 VSA Chapter 49A) establishes state regulations for guiding development within Protected Shoreland Areas (PSA), 250 feet from the mean water level, of all lakes greater than 10 acres in size. The intent of the Act is to prevent degradation of water quality in lakes, preserve habitat and natural stability of shorelines, and maintain the economic benefits of lakes and their shorelands.

The Shoreland Protection Act recognizes that many shoreland properties in Vermont are already developed or are small lots that cannot meet the standards. Developed properties are "grandfathered" unless the owner proposes redevelopment. In the case of small lots, Shoreland Permit Program staff will work with homeowners so that standards are met to the best extent possible. The table below summarizes the standards in the Act.

<b>Shoreland Protection Act Standards</b>	<b>Why</b>
Development on slopes greater than 20% requires demonstrating the project will not compromise bank stability and contribute to erosion.	Steeper slopes are more prone to erosion and instability. A wider Lakeside Zone, and/or other best management practices (BMPs) may be required to help reduce these impacts.
Within the PSA, the Act establishes a maximum of 20% impervious surface. BMPs must be used for development that exceeds this standard.	Hard surfaces (roofs, driveways, decks, etc.) result in increased runoff during storms events which can result in erosion and reduce the absorption and filtration functions of natural vegetation.
Within the PSA, the Act establishes a maximum of 40% cleared area. BMPs must be used for development that exceeds this standard.	Clearing the shoreland of its natural vegetation increases stormwater runoff and reduces the lake's natural defense in protecting itself from pollution and eroding banks.
Naturally vegetated areas within 100 feet of the mean water level must be maintained according to the Vegetation Protection Standards.	<ul style="list-style-type: none"> <li>• A wooded shoreland is essential for a healthy lake ecosystem. Most animal and plant life in a lake utilizes the shaded shallow water along the lakeshore.</li> <li>• A buffer of natural vegetation and duff absorbs and filters runoff much more effectively than a lawn.</li> <li>• Tree roots, trunks, and branches hold the bank together, protecting against erosion while shading the shallow waters.</li> </ul>

New Development must be located 100 feet from the water's edge in the Upland Zone. In the Lakeside Zone, a footpath, minimal clearing, as well as tree thinning in accordance with the Vegetation Protection Standards is allowed.



Existing Development within the Lakeside Zone may continue to be maintained and new substantial development may not be closer to the water than what currently exists. BMPs must be used for development that exceeds the standards listed above.

For a project occurring in the Protected Shoreland Area, with some exemptions, the Shoreland Protection Act requires all shoreland owners to either register or apply for a permit. Explained below are what activities are exempt, can be registered, or will require a permit. Please contact the Shoreland Permit Program for more information.

**Permit Exemptions** *(These projects do not need to be registered or permitted through the Shoreland Permit Program.)*

- Maintenance of existing buildings, gardens, and lawns, without enlarging them.
- Creation of a six foot wide footpath to access the lake through the Protected Shoreland Area.
- Reconstruction of existing impervious areas without increasing or changing the existing footprint, such as rebuilding a house, deck, or driveway in the exact same spot.
- Removal of 250 square feet of vegetation under three feet in height, at least 25 feet from the mean water level, is allowed as long as the Vegetation Protection Standards are otherwise met and the duff layer is not removed.
- Tree removal and pruning using the Vegetation Protection Standards.

**Registrations** *(Projects that require the landowner to submit a registration form.)* The limits described below are the total allowed for the lifetime of the property, regardless of ownership.

- Creation of less than or equal to 100 square feet of new cleared area or impervious surface, such as a gazebo or shed, located between 25 feet and 100 feet from mean water level.

- Less than or equal to 500 square feet of new cleared area or impervious surface located between 100 feet and 250 feet from mean water level as long as the parcel currently meets the standards of the Act.

**Permits** (*Projects that require a landowner to fill out a permit application and obtain a permit before proceeding.*)

***Redevelopment of existing developed shorelands***

If a property does not meet the new standards, redevelopment proposals will be reviewed to ensure:

- Any existing vegetated areas are maintained according to the Vegetation Protection Standards;
- New buildings, decks, or driveways are not closer to the mean water level than currently located, and;
- Best management practices are used to emulate the 20% slope, 20% impervious surface, and 40% percent cleared area standards, as described on the first page.

***Development of undeveloped shorelands***

Undeveloped properties, both existing small lots and lots that can meet all the standards, will be reviewed to ensure:

- The 100 foot wide Lakeside Zone is maintained using the Vegetation Protection Standards. For existing small lots, the width of the Lakeside Zone will be scaled down to allow development on the property;
- New buildings, driveways, and other surfaces are created above the 100 foot wide Lakeside Zone, and;
- Compliance with the 20% slope, 20% impervious surface, and 40% cleared area standards, as described on the page 65.

**Vegetation Protection Standards**

The Vegetation Protection Standards guide the maintenance of vegetation in the Protected Shoreland Area using a point and grid system. Trees can be thinned as long as the minimum number of points, 12, is met for each 25 foot by 25 foot plot — as established in accordance with the Vegetation Protection Standards. The diameter of each tree is measured to calculate the number of points. In addition to a minimum of 12 points, at least five saplings and vegetation less than three feet in height must be retained in each plot. The lower 1/3 of a tree’s branches may be pruned, and dead, diseased, or unsafe trees may be removed, regardless of points.

More information is available online at [www.watershedmanagement.vt.gov/lakes.htm](http://www.watershedmanagement.vt.gov/lakes.htm).

**Historic Downtown Development-24 V.S.A. Chapter 76A**

The growth center program, created in 2006, supports community planning that reflects the State’s historic settlement pattern of compact villages surrounded by a working landscape of farms and forest. This program is intended to help communities accommodate future business and housing development without compromising the State’s essential character.

**Regulatory tools**

Regulatory tools can be initiated and adopted by the select board (trustees or city council) to implement community planning goals. These include:

- Zoning By-laws
- Driveway permits or access/ curb cut permits

- Various Ordinances (Noise, health, Speed, etc)
- Public Works Standards (for roads and wastewater systems)
- Building codes

### **Non-regulatory tools**

Non-regulatory tools focus on what the community can do to mobilize funding and community efforts to achieve its goals. Among them are:

- Zoning waivers
- Density bonuses
- Permit/Review/Impact Fees reductions
- Development rights purchases