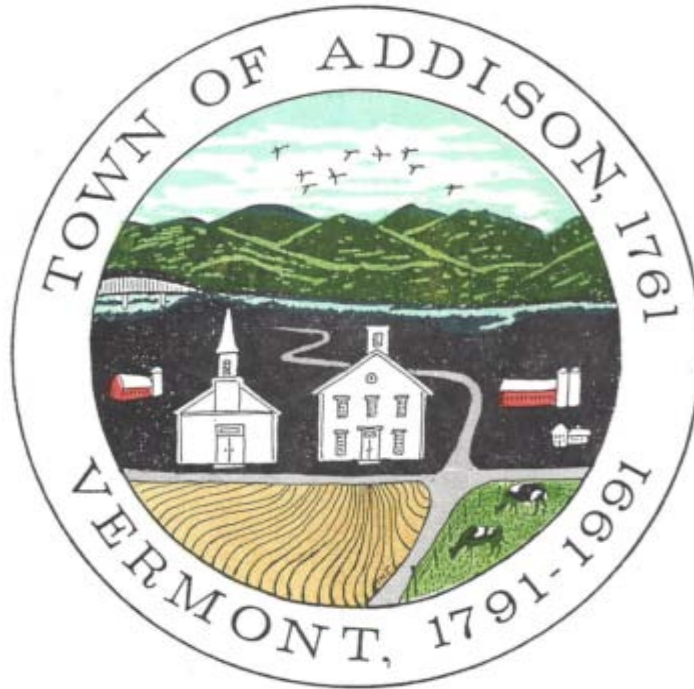


# ADDISON TOWN PLAN



*Vermont Village, Addison 4-Corner*

*Thomas H. Johnson*

Adopted by Planning Commission: \_\_\_\_\_

Adopted by Selectboard: \_\_\_\_\_

# ADDISON TOWN PLAN

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The Addison Planning Commission hereby thanks Addison resident Tom Johnson for the use of his artwork on the front cover of this plan.

## **INTRODUCTION**

The Addison Town Plan constitutes a vision statement of how the Town's future development should proceed to promote the health, safety and welfare of Addison's citizens. The Plan serves as the foundation for subdivision, zoning and other regulatory documents that implement the Plan. In addition to providing a shared community vision, the Town Plan also serves as a regulatory document that states the intention of the Town in Section 248 and in Act 250 state land use proceedings.

### **Recent Addison Town Plan History**

Addison's Board of Selectmen adopted the first Addison Town Plan in 1972 under the authority of the Vermont Planning and Development Act, Title 24, V.S.A. Chapter 117, (the Act). A Town Plan is not a permanent document. Section §4387 of the Act mandates that municipalities amend or re-adopt the existing Plan or a new plan every five years. Addison's Town Plan has been amended or re-adopted on the following dates: 10/1/79, 2/6/86, and 1/1996, 4/6/ 04 and 8/11/09. This constitutes the 7<sup>th</sup> edition of the Town of Addison Town Plan.

### **Current Addison Town Plan**

The current Town Plan contains all elements required under the guidelines of the Act, Section §4382 and seeks to implement the overall goals of municipal planning as articulated in Section 4302 of the Act. The Addison Planning Commission updated the current Town Plan with the help of the Addison County Regional Planning Commission ("ACRPC"). Due to funding constraints, this plan update limited its scope to correcting statutory deficiencies existing in the previous plan and anticipates a universal revision with a specific focus on housing growth in the near future. Updated elements of this plan include all statistics and the accompanying text, all maps, a new Economic Development Section, revised education and Transportation Section, new goals at the start of each section and a new implementation Section.

### **Definition of a Town Plan**

The Addison Town Plan constitutes a vision statement of how the Town's future development should proceed to promote the health, safety and welfare of Addison's citizens. The Plan serves as the foundation for subdivision, zoning and other regulatory documents that implement the Plan. In addition to providing a shared community vision, the Town Plan also serves as a regulatory document that states the intention of the Town in Section 248 and in Act 250 state land use proceedings.

A good Town Plan provides a coordinated vision that addresses the goals and needs of all its citizens to help guide the municipal legislative body, supported by implementation measures to achieve the Plan's Goals.

## **Town of Addison** **Statement of Goals**

Overall, Addison seeks to preserve and enhance its rural and agricultural character. Specifically, the Town of Addison seeks to:

1. Promote and maintain conditions to ensure the health, safety and welfare of its residents.
2. Preserve agricultural land and farming.
3. Conserve and preserve its environmental and historic assets, such as its scenic vistas, forestlands, wetlands, open waterways, deeryards, the Dead Creek area, Snake Mountain and Lake Champlain.
4. Promote small home-based businesses and small, clean, light industries utilizing raw materials from the working landscape that surrounds them to help stabilize the tax base.
5. Promote responsible use and development of our natural resources for recreational uses such as hiking, biking, snowmobiling, cross-country skiing, fishing, and swimming.
6. Provide property development opportunities while protecting neighboring property values.
7. Provide for Planned Unit Development (PUD) as a way to preserve agricultural, open, and forest lands, and still provide development opportunities.
8. Plan for economic and population growth within the capacity of existing and planned municipal and public facilities. Intensive residential development is encouraged primarily in areas related to town center, and strip development along all highways in Addison, specifically Route 22A, is discouraged.
9. Foster conditions that provide adequate housing consistent with anticipated population growth and incomes.
10. Encourage the use of renewable energy sources compatible with environmentally and economically sound practices in order to reduce dependence upon imports and nonrenewable energy resources.
11. Plan in harmony with the planning efforts of surrounding towns.
12. Support the resiliency of municipal operations in times of disaster by creating and maintaining an Addison Town Emergency Operations Plan that meets the guidelines of The VT Department of Emergency Management and Homeland Security (DEMHS).
13. Promote availability of safe and affordable child care.

## **General Description**

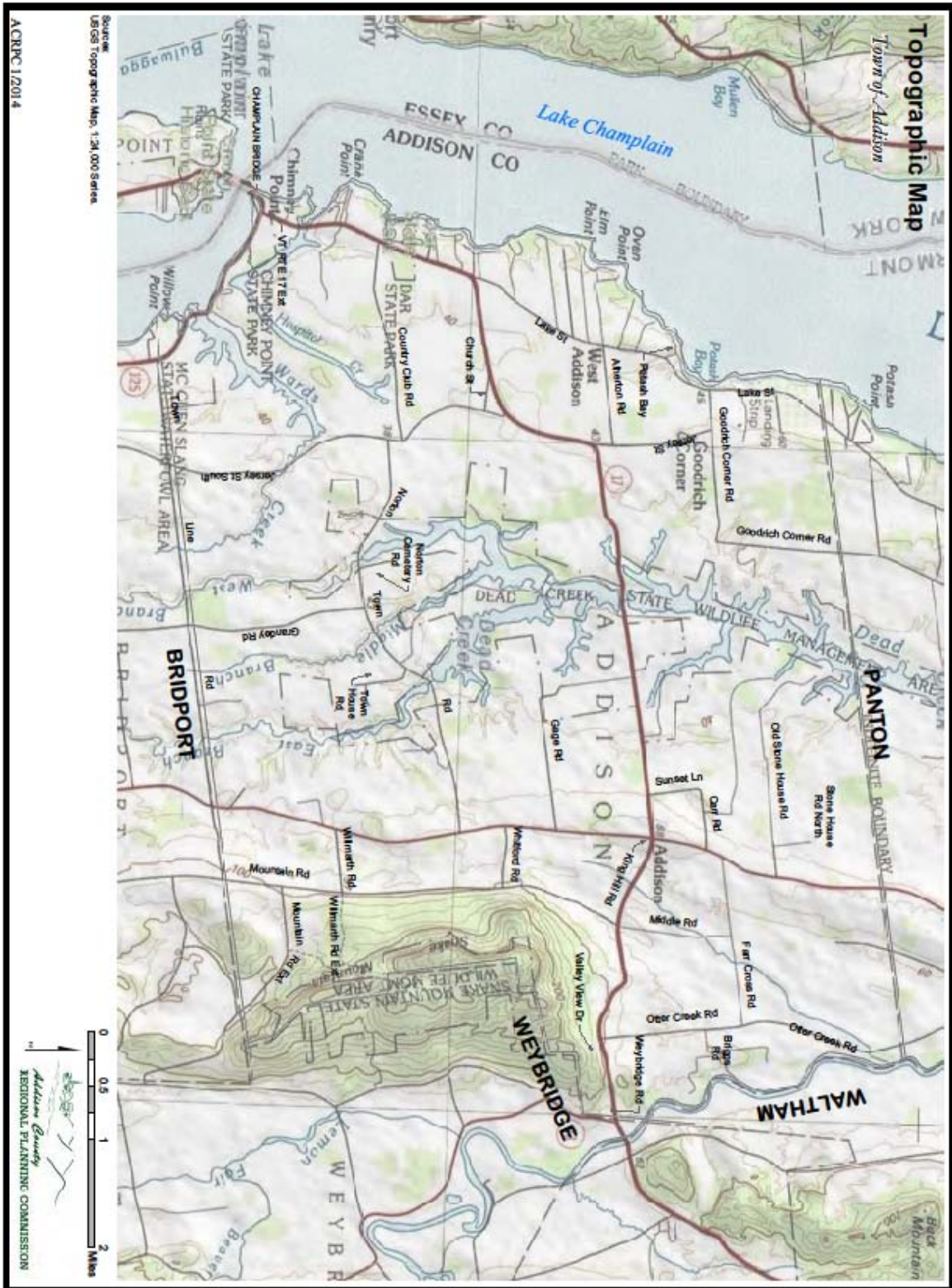


Addison's 28,228-acre (44.2 square miles) land area is bordered on the southeast by Weybridge and Snake Mountain, on the northeast by Waltham and the Otter Creek, on the north by Panton, on the west by Lake Champlain and on the south by Bridport. A topographic map depicting Addison is included on the next page and is attached as [Map 1](#). An orthophoto of Addison depicting the Town in another medium is attached as [Map 2](#). North and west of Snake Mountain is upland terrace which slopes west to the lake. The portion of town between Snake Mountain and Route 22A has become increasingly forested as farm use recedes to more level lands within the town. Otherwise, the remainder of land in town is Champlain Valley bottomland. It is generally flat and used as open agricultural land, interspersed with rivers, wetlands and remnant clayplain forest parcels.

Two major roadways bisect the town. Route 22A is a major north/south regional truck route carrying goods from Albany to Burlington. Route 17 is a less major, but still important, regional east/west roadway carrying traffic and goods across the region to and from New York over Lake Champlain on the Champlain Bridge.

Addison contains two historic village centers: the primary center in Addison at the intersection of Route 22A and Route 17, and a secondary center in West Addison on Route 17 West and Lake Street.

MAP 1





## **A Brief Town History**

(Courtesy of the Addison Historical Society)

From its earliest days the Town of Addison has been an agricultural community. Blessed with fertile soil, its acreage west from Snake Mountain to the shores of Lake Champlain has supported the population.

Early settlers used Lake Champlain as a highway during the time when most of the state was covered with virgin forest. A tree, often two or three feet in diameter, took two or more hours to chop down. Weeks of hard work with an ax were necessary to clear an acre.

The attractiveness of the area was realized from July 21, 1609, when Samuel de Champlain, first European to set foot in what is now Vermont, came ashore at Chimney Point after exploring the lake southward from Canada.

Both England and France claimed this desirable territory. In the 1740's a French settlement sprang up along the lake. In 1759 those settlers burned their homes and fled to Canada during the French and Indian War when the British army under General Amherst captured Fort Ticonderoga. Chimney Point took its name from the chimneys remaining there at the time.

England's title to the territory was justified by the New Hampshire Grant to Governor Benning Wentworth. It was named after the famed English statesman and essayist Joseph Addison.

Governor Wentworth granted a charter to the town on October 14, 1761. It established the second Tuesday of March for town meetings. It also reserved all pine trees in town for possible use as masts by the Royal Navy. An acre lot was to be paid for on December 25<sup>th</sup> for ten years with "one ear of Indian Corn only. One lot was set aside for a church, one for a minister, and one for a school.

John Strong from Connecticut came here to hunt deer with friends in the fall of 1765. The land so appealed to him that he built a house using a cellar hole of one of the former French houses. This site can be seen at D.A.R. State Park today. Nearby he later built a stately brick house which is open to the public.

A few local residents were strong supporters of the American Revolution. Some helped build Arnold's fleet, took part in the battle of Valcour Island, and helped scuttle at Arnolds Bay when capture was eminent. So many American soldiers were ill that General Gates ordered a hospital built in Addison near what came to be called Hospital Creek.

After the Revolution and land disputes with New York ended, the town's population grew. Farms were largely self-sufficient, raising or making everything needed. An early cash crop, however, was potash derived from timber burned to clear land. It was shipped to Montreal and England to manufacture soap.

The mid 1800's saw much Merino sheep farming. Registered Addison sheep were sold as far away as Australia. Some local men accompanied flocks there, a challenging sail of well over a

year around Cape Horn. Later when dairying took over, butter was exported in oaken tubs to Boston. Cattle too were walked there by Local men and boys and sold. Hay was exported to cities to feed their many horses. Apple orchards took advantage of the lake influenced climate. Ice cut from the lake and shipped to New York City, was a profitable industry before refrigerators. More recently (1950's – 1960's) birds foot trefoil seed proved a valuable crop for many farmers.

While Addison's agricultural heritage persists today with it being one of the leading dairy producing towns in Vermont, the overall area has changed considerably in the last thirty years or so. Farms are far fewer in number but much larger (acreage and animals) in size and there has been a large increase in the number of residential homes. It has been made possible not only by good soil, but by available water. Addison was part of the country's first rural water systems, the largely federally financed Tri Town Water District #1. Drawing water from the lake, it first operated in 1967.

More than 1,000 acres of the state managed Dead Creek Waterfowl Area lies in Addison. It is a stopping place for migratory birds such as Canada geese and Snow geese.

The Chimney Point Tavern (1822), the Addison Baptist Church (1816) and the John Strong Mansion (1795) are listed in the National Register of Historical Sites. The Vermont Historic Register lists many town properties.

The Town of Addison is proud of its history. Memorable chapters date from before the State of Vermont was admitted to the Union in 1791.

Scattered throughout the town are historic areas listed in the National Register of Historic Places. Among these are the Chimney Point Tavern owned by the State, the John Strong House owned by the D.A.R., the Baptist Church, and the West Addison Methodist Church. Individual structures and farm complexes are also listed on the State Register of Historic Places. The Town encourages the preservation of these resources, including careful repair and restoration to maintain their historic value. Adaptive reuse, especially of farm structures may also be appropriate. In 1991, the Addison Historical Society established an historical museum in the Town Hall, on the southwest corner of the Route 22A/Route 17 intersection. A grant has been awarded to the Town of Addison to evaluate the feasibility of restoring the original Town Hall.



**COMMUNITY FACILITES AND SERVICES**

*GOALS*

**Our local community facilities, services and amenities will:**

- Provide places for the Town to effectively fulfill its governance functions, including adequate places for public meetings

*RECOMMENDED ACTIONS*

**We will do this by:**

1. Investigate ways to renovate the Town hall so it can serve as a fully functioning facility.
2. Include the Town Clerk’s office, incorporating new enlarged vault space, into the Town Hall.

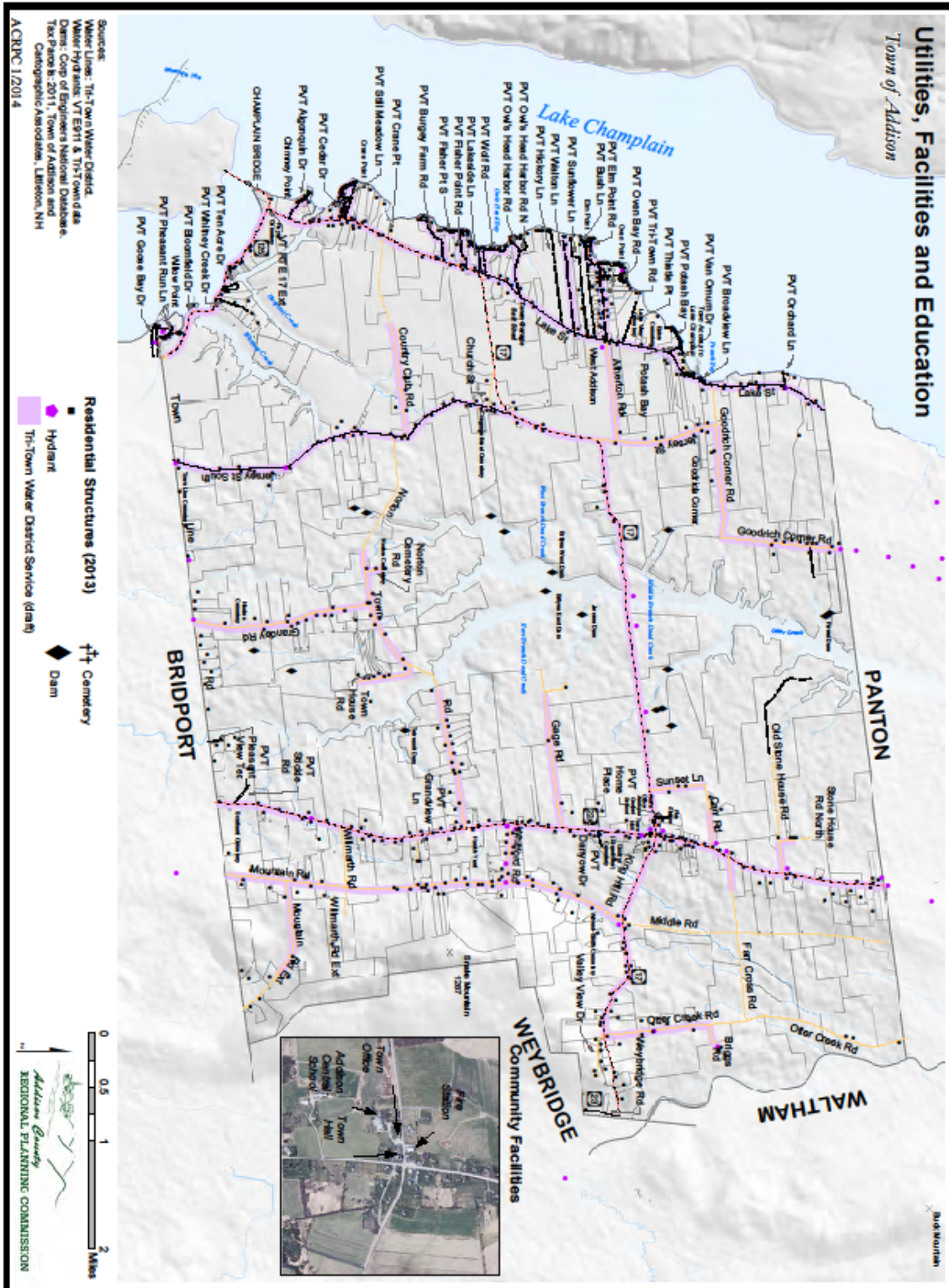
This Section of the Plan describes the governmental infrastructure and services provided by the Town of Addison. It omits transportation and school infrastructure which are contained in the Transportation and Educational Sections of the plan respectively.

## Town Facilities

The Addison Town Office was purchased and remodeled in 1972. The Town office is the center for local government within Addison. It contains the Town Clerk's office, a meeting room for town officials, and records storage. It is located next to the school, just west of Route 22A on the south side of Route 17, and sits on 1.6 acres. In addition to the Clerk's office, the Town of Addison owns three more buildings all listed in the table below. The town Hall, built in 1872, stands on the corner of Routes 17 and 22A and is depicted on the front cover of this plan. It is an important structure in Addison, but is currently underutilized because of its lack of septic infrastructure and ADA compliance. The fire house, built in 1981, stands across Route 17 from the Clerk's office. It houses the volunteer fire department and all of its equipment. Together, these public buildings help create a significant part of the infrastructure at Addison four Corners which constitutes the village center in town. The last of the Town owned facilities, the town garage and salt shed, is used by the highway department to maintain the Town's highway infrastructure.

### *TOWN FACILITIES*

<i>BUILDING</i>	<i>YEAR BUILT</i>	<i>YEAR PURCHASED</i>	<i>COST</i>
<i>Office</i>	<i>1972</i>	<i>1972</i>	<i>\$24,700</i>
<i>Garage / Salt Town Shed</i>	<i>1974 (upgrade 2010)</i>	<i>1974</i>	<i>\$29,400</i>
<i>Town Hall</i>	<i>1872</i>		<i>\$2,865</i>
<i>Fire House</i>	<i>1981</i>	<i>1981</i>	<i>\$60,200</i>



## **Water/Sewer Services**

Addison is served by Tri-Town Water District, which began operations in December 1967. Tri-Town also serves the towns of Bridport and Shoreham. Distribution lines run as generally shown on the Utilities, Facilities and Education map incorporated into this plan on the previous page as **Map 3**. The water source is Lake Champlain. The treatment plant is located at Elm Point, providing filtration, treatment and distribution. There is adequate capacity for anticipated use during the next five years. As a surface water source, Tri-Town's water is subject to the Federal Safe Drinking Water Act, and to the State's new Drinking Water Standards. State standards require additional testing, certified operators, and may require modifications to treatment plants.

A cause for concern is the spread of the zebra mussel in the Lake. This species multiplies rapidly, and attaches itself to objects such as inlet and outlet pipes, eventually disrupting flows. Tri-Town, together with other water districts and municipalities drawing water from the lake, requested and received funds from the last Legislative session for a study to determine costs of Zebra Mussel control measures. The study showed the cost of such measures for the five largest public water supply systems drawing water from the lake would be approximately two million dollars. Costs incurred to improve water quality and control Zebra Mussels may increase rates.

There is no municipal sewage treatment plant in Addison. Generally, sewage is treated on individual lots by means of septic systems and leach fields. The State regulates sewage disposal on all residential lots and for all public buildings. The Town of Addison is currently working with Phelps Engineering to explore creating a small community septic system in close proximity to its historic village to try to support the existing town infrastructure, like the clerk's office, fire department and historic town hall and if possible leave room for some additional uses that might expand and reinforce Addison's village. However, currently, lack of a municipal sewer infrastructure constitutes a major impediment to the town expanding its village center or creating housing to support the school.

## **Solid Waste/Recycling**

The Town of Addison is a member of the Addison County Solid Waste Management District (ACSWD). The District owns and operates a transfer station in Middlebury, Vermont for the aggregation and shipment of solid waste brought in by licensed haulers. The town is served by several haulers who do fee for service, curb side, and / or drop off collection of residential and commercial solid waste. The Town has a contract with Vergennes for residents to utilize, at no cost, the recycling facility operated there. Household hazardous waste is accepted, at no charge, at the District transfer station. The District also accepts other special wastes for varying fees. Burning or burying any solid waste or recyclable items is illegal in the Town, District, and State.

## **Fire Protection and Emergency Medical**

The Addison Volunteer Fire Department provides fire protection for the town. The present station was built in 1982. The department has approximately 30 members. The department's apparatus includes the following: 1 2002 Smeal/Freightliner 1500 gpm pumper, a 1976 Hahn 1000 gpm pumper, a 1989 Chevrolet mini-pumper carrying a 1963 1000 gpm pump and 1400 feet of 4 inch hose, a 1991 Ford 2600 gallon tanker, a 1986 Marmon 3500 gallon tanker, and a

1992 GMC Utility truck.

**Fire Department Capital Plan and Budget**

The Fire Department has a five-year plan. The plan consists of paying down the \$100,000 debt on the Freightliner/Smeal Pumper, replacing the pump on the 1989 Chevrolet mini-pumper, updating the building to current standards, and updating and replacing firefighters’ turnout coats and pants.

Equipment	Year Built	Year Purchased	Expected Life	Replacement Value
Smeal 1500 GPM Pumper	2002	2002	35-40 Years	\$300,000 New
Hahn 1000 GPM Pumper	1976	2008	35-40 Years	\$230,000 New
Chev. 4X4 Mini Pumper	1989/1963	1991	25-30 Years	\$120,000 New
Ford 2600 gal. Tanker	1991	1988	30 Years	\$90,000 New
Marmon 3500 gal. Tanker	1986	1993	30 Years	\$110,000 New
GMC Utility Truck	1992	1998	20 Years	\$40,000 new, (Chassis Only)
Capital Replacement Fund (Yearly)				\$7500

**Emergency/Medical**

Town Line First Response Squad, comprised of approximately 15 residents of Addison and Bridport, serves the town. The Vergennes Area Rescue Squad also serves the area. The nearest hospitals are Porter Medical Center in Middlebury, about 15 miles to the southeast, and the Fletcher Allen Health Care Center in Burlington, about 35 miles to the north. Addison has no doctor, dental, or other medical facilities. The closest such facilities are in Middlebury and Vergennes. Prescription services are available in Vergennes and Middlebury. The Addison County Home Health Care Agency and the Addison County Hospice provide in-home care according to their guidelines. Mental health services are available through Counseling Services of Addison County and through private practitioners in Middlebury and in Chittenden County. Project Independence provides day care for frail and elderly individuals.



**Recreation**

Addison does not have a recreation department, but it does have a wealth of recreational resources. Lake Champlain forms one boundary of the Town. The Town has a deeded public access point where Lake Street adjoins the lake at Potash Bay. State owned facilities at Chimney Point and McCuen Slang provide boat access to Lake Champlain. The D.A.R. State Park provides limited public access to the lake. Lake access is also provided by a commercial marina within the Town. The State-owned Dead Creek Wildlife Management Area is world famous for its wildfowl viewing opportunities. Snake Mountain also provides hiking and viewing opportunities on State-owned lands. The area offers opportunities for hunting and fishing enthusiasts in specified seasons.

Addison has access to Vergennes recreational facilities such as the city pool, tennis courts, baseball fields and facilities at the high school. The Addison school also hosts adult evening recreational activities. There is increasing interest in developing additional recreational facilities in Addison. Addison believes that a large portion of its economic development in the future can be based upon the intrinsic resources the town possesses to support tourism, including its recreational resources (Please see the Economic Development Section beginning at p. 30 for further description of Addison’s recreational resources.).



## **TRANSPORTATION**

### *GOALS*

**Our local transportation facilities and amenities will:**

- Provide connectivity for all Addison residents

### *RECOMMENDED ACTIONS*

**We will do this by:**

3. Provide adequate financial support to keep Addison’s Transportation network in good condition;

Transportation constitutes one of the primary services the Town of Addison provides to its citizens. A map depicting all road names in the Town of Addison, functional classifications and traffic volumes is incorporated into this plan as **Map 4**. The town has a full time highway department and equipment as necessary to maintain its local road and bridge network. Addison also links into the State highway system and intends to do more to integrate with other transportation programs offered by the state. This plan discusses all elements of transportation in Addison. Additionally, a second map, incorporated herein as **Map 5**, depicts other important safety considerations, including popular bicycling routes within Addison.

## The Highway Department

Addison has its own Highway Department with a full-time Road Foreman and one additional full-time employee. The department is responsible for highway maintenance year round. Winter time is primarily snow removal and de-icing. The rest of the year is primarily for road maintenance including construction projects.

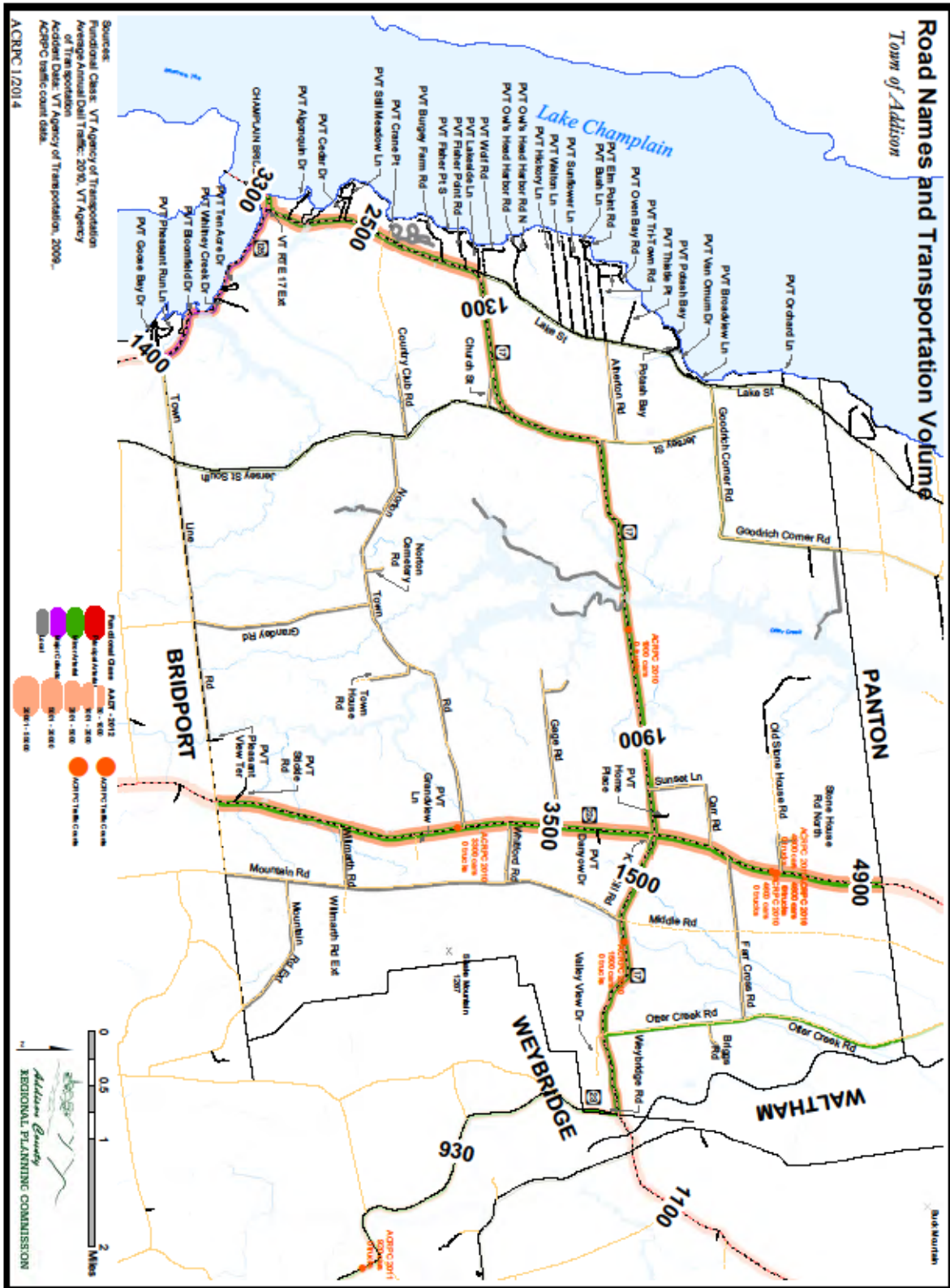
The Town garage and salt shed, located on Lake Street and occupying approximately 2 acres, were built in 1974. In 2008 a foundation was installed for a new, large salt shed. The new salt shed was erected in 2010 and a cold storage lean-to added in 2012. The Town is working on expanding the facilities to include a service bay for maintenance and repairs. The Town owns a 2006 Mack single axel plow truck, one 2009 International tandem plow truck, a 2006 Volvo loader, one 1989 John Deere backhoe, a 2009 Challenger tractor with a 2011 ditch mower attached, a 2004 Ford F350 plow truck, and other miscellaneous road maintenance equipment. A 2014 Mack tandem plow truck will be going into service in the spring of 2014.

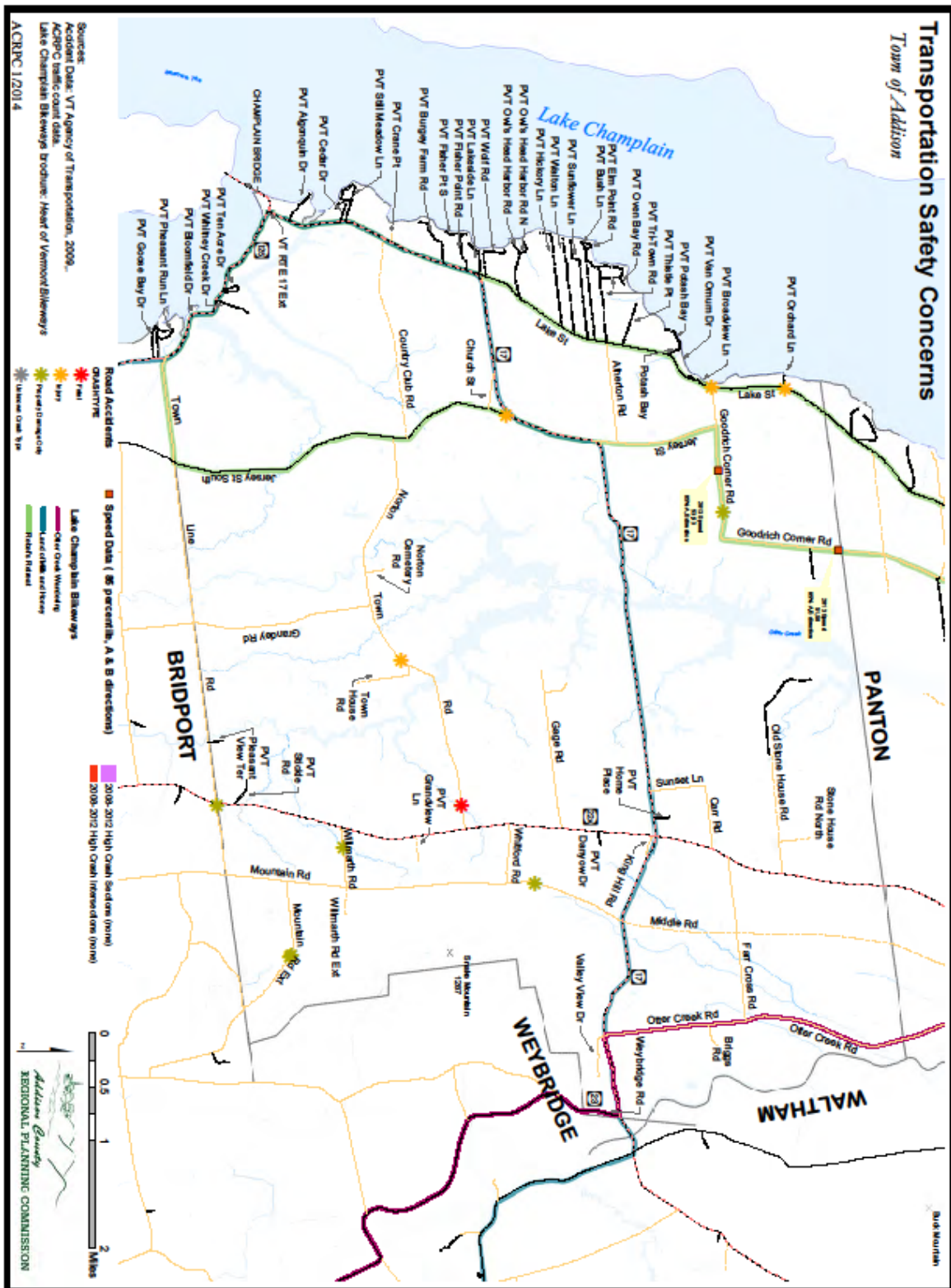
A Hydroseeder is co-owned by Addison and ten (10) other towns in Addison County.  
A 3 point hitch chipper is co-owned by Addison, Panton, and Vergennes.

The town has a depreciation schedule and budget that allows the town to put funds aside each year in an equipment fund. In Fiscal year 2008, \$41,000 was added to the fund. In fiscal year 2013 \$59,387 was added to the fund.

### EQUIPMENT DEPRECIATION SCHEDULE

EQUIPMENT	YEAR BUILT	YEAR PURCHASED	COST	EXPECTED USEFUL LIFE	AMORTIZATION SCHEDULE
Mack Truck	2006	2006	\$120,000	8 years	\$15,000
International Truck	2009	2009	\$174,000	8 years	\$21,750
Grader 140H	1996	1996	\$125,000	20 years	\$6250
Backhoe 310C	1989	1989	\$41,000	17 years	\$2437
Challenger Tractor	2009	2010	\$44,199	20 years	\$2200
Mower	2011	2011	\$21,000	10 years	\$2100
Chloride Wagon	2001	2001	\$7,000	10 years	\$700
F350 Truck	2004	2009	\$18,000	9 years	\$2000
Volvo Loader	2006	2007	\$109,500	15 years	\$7300





## **Town Highways**

Addison maintains 42.8 miles of town highway. In 2012 – 2013 the highway budget was \$635,674. Highway expenditures are the largest item within the Town's non-school budget.

There are 9.7 miles of Class 2 Town Highways.

There are 27.9 miles of Class 3 Town Highways.

There are 5.1 miles of Class 4 Town Highways.

The Town supports the State's new Class 2 paving program, and the continuation of the State's Bridge and Culvert Fund, both of which provide additional funds for local roads and bridges. No town bridges appear on the State deficient bridge list, meaning that town bridges are generally in good condition.

Because of the burden on Town finances when roads need to be upgraded from a lesser to a greater Class, any subdivision or development proposed on a Class 4 road or trail must be upgraded to at least a Class 3 standard at the developer's cost prior to the issuance of any permits for dwellings or uses within the subdivision or development. At the discretion of the Selectboard, an upgrade to State Guidelines ADT standards may be required if consistent with the road plan for the Town.

While most town roads in Addison are three rods wide (approximately 50'), Lake street has an interesting road right of way of 10-rods, stemming from its development in the late 1700's as a military road.

## **Private Roads/Easements**

Private roads and easements can be a problem to residents and to emergency and service vehicles. Often narrow, with a poor to non-existent base, and with variable repair and maintenance, these access ways can make access difficult, hazardous or even impossible at certain times of year. However, it is essential that fire equipment and emergency medical vehicles have year round access to all structures.

The Town's Subdivision Regulations include standards, which require improved private roads. Private roads must meet Town Class 3 standards. The town has adopted state road standards to allow safe year round access by fire and rescue equipment. The Town also requires maintenance agreements through a homeowners association or other enforceable entity for shared drives or privately owned roads.

## **Driveways**

Driveways, defined in the Town's bylaws as access serving three or fewer parcels, often have the same grade and maintenance problems as private roads and easements. The Town should consider whether to add grade limits or other standards for new driveways the next time it revises its subdivision and zoning regulations. Numbering of housing units and the driveways serving them must be according to the Enhanced 911 standards.

## **State Transportation Infrastructure**

Three State highways traverse the Town of Addison. They are Route 22A (north/ south), Route 17 and Route 125 (both east/west).

### **Route 22A**

Route 22A, a major truck route in the region and in Vermont, was upgraded in 2000 in order to encourage arterial type usage of Route 22A as a major regional and state transportation route for trucks and other through traffic. Under the State (and national) road classification system, “arterials” carry through traffic at or near the maximum-posted speeds. Arterial roads also discourage direct access to abutting properties. Routes 7 and 22A are major arterials in the State system. Traffic on Route 22A in Addison peaks at about 4900 cars per day on the portion of Route 22A north of its intersection with Route 17, where it collects additional traffic from New York headed north.

“Collector” roads collect traffic from local roads and carry it to arterials. Direct access from abutting properties is appropriate, but creation of an interior road to collect all traffic from a development with access to one or two points on the collector is preferred. Routes 17 and 125 serve as collectors. “Local” roads provide access directly from abutting properties, and carry it to collectors.

Addison recognizes that the road hierarchy noted above, while desirable, cannot always be imposed on existing roads due to pre-existing development and ownership patterns. The Town should limit direct access by abutting properties to Route 22A in those cases where access to a collector or a local public or private road exists, or can be created as part of a development proposal.

### **Route 17**

Route 17 begins at the Lake Champlain Bridge and runs east to the Weybridge/New Haven town line. Route 17 constitutes the second most travelled highway within Addison and serves as a collector for Route 22A. The State of Vermont recently reconstructed all of Route 17 within the Town of Addison, including adding 3 foot shoulders to the road for much of its length, dramatically improving the safety of the road for bicycles and supporting the Lake Champlain Bikeway, which travels along Route 17 within the town. Several Lake Champlain Bikeway trails within the Town are shown on Map 5.

A unique feature of Route 17 is the “wildlife viewing area”, a parking/observation area south of Route 17 at Dead Creek, which runs a parallel road to Route 17 for approximately 4200 feet creating an observation area accessed by four driveways to accommodate observers of migratory waterfowl. The area was upgraded and expanded in order to reduce the traffic hazard caused by parking along Route 17, especially during the heavy use times of fall and spring waterfowl migration.

### **Route 125**

Route 125 is an east/west road running from Route 100 west through Middlebury to Route 22A in Bridport and then west into Addison intersecting with Route 17 West near the Lake Champlain

Bridge. It is 22 feet wide with no shoulders from Route 22A to Route 17West. From the Bridport Town line to Route 17West, Route 125 is bounded on the west by Lake Champlain. Seasonal residences and two campgrounds border the east side of the road. The seasonal dwellings are slowly converting to year round dwellings. Bike and pedestrian traffic, and congestion resulting from fishermen on the causeway are problems that need solutions. As part of upgrades to Route 125, additional parking or pullout areas could be added to provide safe parking areas for fishermen and other users of the Causeway.

VTrans recently resurfaced the portion of Route 125 closest to the Champlain Bridge. This significantly improved conditions on the road, but did little to alleviate the other traffic problems in the area discussed above.

### **Public Transit/Rail/Park and Rides**

Addison is not directly served by bus, rail or air. Various human service agencies in the region and Addison County Transit Resources (ACTR) provide door-to-door transportation for those without transportation using screened volunteer drivers on a per mile cost basis. ACTR is currently working on a transit plan for the next 2 - 5 year period. Two of the routes it is investigating would start at the Lake Champlain Bridge and proceed through Addison. One would follow Routes 17 and 22A north to Vergennes and the other would precede more westerly along Route 125 to Middlebury. Addison supports the expansion of these services.

There is a park and ride lot on Route 22A in Ferrisburgh, near the intersection with Route 7. Another park and ride lot is proposed at the Lake Champlain Bridge. The goal is to reduce single occupancy vehicle use by encouraging car pools, and by funneling riders into the commuter rail terminal. If the west side rail proposal connecting Rutland, Middlebury, Vergennes and Burlington is implemented, the station in Vergennes would provide access to long distance travelers as well as commuters. There is an Amtrak train station about 10 miles away in Port Henry, New York which carries passengers to points north and south.

### **Air Transport**

Connections with major airlines are available at Burlington International Airport, located in South Burlington, about 35 miles away. Addison also has several personal landing areas. The Addison Planning Commission has designed a set of Bylaws and the Addison Selectboard has approved these Bylaws for Town Personal Landing Areas. Currently the Bylaws are an addendum to the Zoning Regulation and will be incorporated into the next revision of the Regulations.



**EDUCATION**

*GOALS*

**Our local educational facilities and amenities will:**

- Educate our students to meaningfully participate in our society;
- Serve to offer educational programs to all Addison citizens
- Sustain locally based jobs in the Town of Addison
- Support and interconnect with the Addison Northwest Supervisory Union
- Offer continued learning opportunities to adults and other members of the community
- Serve as a cornerstone of our community by supporting local activities within the community

*RECOMMENDED ACTIONS*

**We will do this by:**

1. Working to keep the Addison Central School open and providing a top quality education to our children;
2. Opening the school after hours to provide a venue for other community events, including childcare and adult learning opportunities
3. Sharing community infrastructure to maximize its value to and use by all of Addison’s citizens.

4. Demonstrating the excellence of the facility by making sure that all students will read on grade level by grade 3.
5. Demonstrating the excellence of the facility by making sure that all students have the ability to express their thinking in written language and mathematics.
6. Increasing the building's energy efficiency and saving energy costs.
7. Coordinating functions with the Supervisory Union to improve financial and instructional efficiency.
8. Strengthening our community through communication with parents and residents, access to facilities, a parent group, and community events.
9. Upgrading the school security system.

## **School District**

The Addison School District has the same boundaries as the Town of Addison. Any child within the District may attend the school. The school district is part of the Addison Northwest Supervisory Union, ANwSU. Administrative offices for the ANwSU are located in Vergennes. The ANwSU is comprised of five towns: Addison, Panton, Vergennes, Waltham, and Ferrisburgh and three Districts: Addison, Vergennes, and Ferrisburgh. School facilities within the Town of Addison are depicted on Map 3, the Utilities, Facilities and Education Map located on page 12 of this plan.

## **The Addison Central School**

The Addison Central School is located on a 6.2 acres lot south of the town offices and was built in 1953, with the addition of a gymnasium, kitchen and multi-purpose room in 1979. In 1993, a new addition, called the West Wing, was completed. Installation utilized the efforts of over 80 volunteers. The 13,074 square foot modular unit was a gift from Simmonds Precision. The West Wing increased the total school size to 20,510 square feet. In 2005, the Addison Central School wrote and received a grant to install a wind generator. The generator supplies power to the school, with excess power given back to the grid, per agreement with the Public Service Board.

Addison has continued to invest in and upgrade its school and the programs it offers. The building is in good repair. It has recently upgraded the heating and ventilation control systems for the school building. After energy efficient retrofitting, the school was designated one of 11 Energy Star schools. The school's security system has also been upgraded.

The Addison Central School's K-6 classes offer instruction in all subject areas. Achievement levels have generally been above the state average. The school was recognized by the Vermont Agency of Education for having similar achievement levels for students from all family income levels. Addison has also been recognized for meeting its test score improvement goals. The school has made "adequate yearly progress" for over a decade. Most recently it was one of only 28 in the state to achieve this distinction.

The school has a strong PTA, which hosts a number of programs to raise money for student and family activities. The school also has partnerships with other local organizations to take advantage of local resources and programming. These include a partnership with the Bixby Library in Vergennes and the Dead Creek Wildlife Area.



However, like many schools in rural areas, the Addison Central School is suffering from increasing costs and declining enrollment. In the 2002-2003 school year, the beginning enrollment at Addison Central School was 141. That enrollment has shrunk to 71 during the 2013-2014 school year and is projected to remain at or below its current levels through 2018. Programs and staffing have been reduced to reflect this reality. A chart summarizing enrollment follows:

***ACTUAL/ PROJECTED SCHOOL ENROLLMENT  
ADDISON CENTRAL SCHOOL***

Year / Gr.	K	1	2	3	4	5	6	Total
2008	13	17	16	16	15	16	19	112
2009	11	15	15	18	15	15	17	106
2010	17	10	13	14	17	16	16	103
2011	4	16	9	13	14	18	16	90
2012	6	5	16	9	11	15	17	79
2013	9	5	5	15	7	13	15	69
2014*	9	9	5	5	14	7	13	62
2015*	11	10	9	5	5	15	7	60
2016*	9	11	9	9	4	5	15	62
2017*	12	10	10	9	8	5	5	59
2018		*Future Projections are based on the State's Live						
2019		Birth formula not exceeding a three year estimate						

As the chart depicts, the school enrollment is expected to stay down for several years. One of the primary goals of this plan is to reverse that long-term trend to assure the health of Addison's school. Providing for housing affordable for young families constitutes a major need in Addison and a theme for this plan.

After the Addison School, children generally attend the regional middle school and high school in Vergennes, or attend the Hannaford Career Center.

### **Adult Education and Physical Fitness:**

The Town of Addison supports and encourages the continuation of education. The Hannaford Career Center provides vocational learning experiences for adults within Addison. The school is used after school for adult recreational physical fitness, including activities such as basketball, volleyball and exercise classes.

### **Childcare**

Addison currently has several in home childcare centers. A list is available from the Town Clerk. Additionally, the Mary Johnson Child Center also offers information concerning where to find childcare in or near Addison. The Addison Central School does not offer after school care programs. Childcare should be provided within Addison to help support and attract young families and to help feed students into the Addison Central School. This plan specifically encourages zoning regulations which allow for childcare facilities. However, like many other services, child care facilities for Addison's children are largely provided in other larger communities. The plan recognizes that childcare outside the home often occurs in regional centers, predominantly Vergennes, but also Middlebury and Bristol, closer to the parents' workplace.

## **POPULATION AND HOUSING**

### *GOALS*

#### **Our local housing facilities and amenities will:**

- Provide for safe and affordable housing stock to be available for all Addison residents

### *RECOMMENDED ACTIONS*

#### **We will do this by:**

1. Investigating areas of town that could support community wastewater systems that would provide for planned unit developments allowing more dense affordable housing.

### **Population and Income**

Addison was the region's fastest growing town in the 1990's. The population of Addison has increased from 717 people in 1970 to 1393 in 2000. From 1990 to 2000 the Town's population increased 36.2%, for an average annual rate of growth of 3.6%. However, Addison's 2010 population of 1,371 shows that Addison's growth has slowed significantly and, in fact, the town lost population during the decade. As younger people stopped entering town, the median age of the population rose from 36 years old to 44 years old. Average Household sizes have also dropped from 2.8 to 2.6 people per household. This shift in demographics has had a major impact on Addison's school population, which has fallen significantly during the same time period, jeopardizing the healthy functioning of the community school (See the section on Education). Map 6 on page 29 depicts the current location and density of Addison's existing population per square mile.

Median household income in Addison in 2010 was \$62,279, compared with \$45,062 ten years earlier. The median household income compares to a County median for 2008-2012 of \$57,785 and \$54,168 for the state.

### **Housing and Development**

The Census Bureau defines a household as all the people who occupy a housing unit with separate living quarters. The number of housing units in Addison increased from 333 in 1970 to 651 in 2000 and up to 735 in 2010, more than doubling during the period. Seasonal residences accounted for 136 units out of the total 651 in 2000, leaving a net year round housing stock of 515 units at that time. The census figures for 2010 show 164 units of seasonal housing, a slight increase and 571 year round homes, indicating the increase in housing over the past ten years has been reasonable proportional to the existing housing stock. It also reflects the decrease in household size Addison saw during the decade. While housing numbers increased, population decreased.

Addison's last plan, adopted in 2009 and relying on growth projections driven by the previous decade, spent a lot of time discussing the potential need for new housing in Addison and discussing the potential impacts that those housing units might have on stormwater and natural resources. With the great recession of 2008 cutting housing growth dramatically and an actual decrease in population, those concerns now seem overstated. Good planning certainly involves

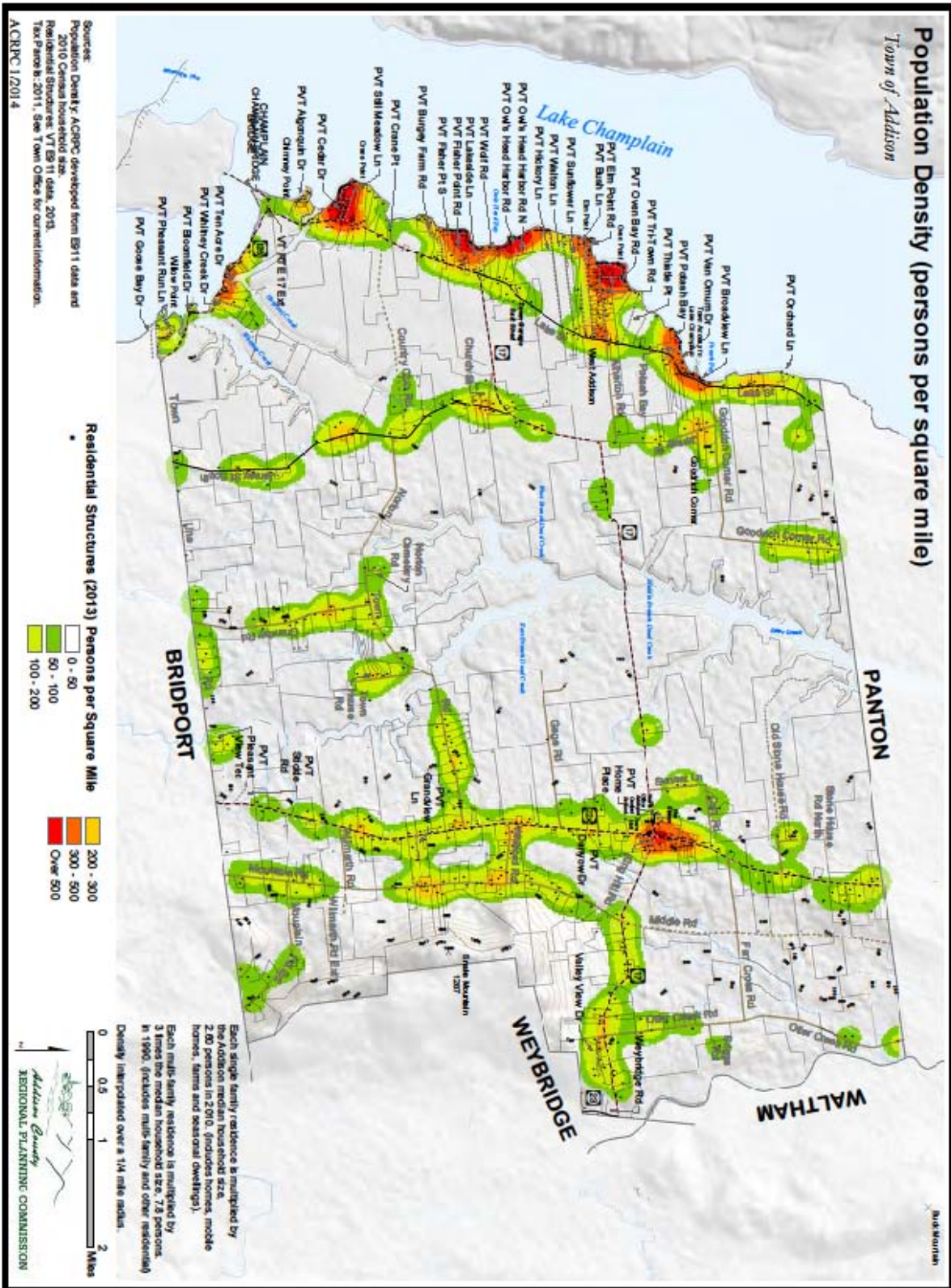
limiting the impacts of new growth on natural resources. However, Addison now finds itself focusing on its school and what housing policies it should adopt to increase the affordability and availability of housing stock for the next generation.

Mobile and modular homes are increasingly filling the lower cost housing need. In 1970, there were 12 mobile homes, 3.6% of total housing units. This increased to 15 (3.2%) in 1980, 49 (9.3%) in 1990 and 65 (10%) in 2000 and 83 (11.3%) in 2010. The Town requires mobile and modular units to be on concrete foundations. While requiring a foundation increases the initial cost, it provides stability to the structure and allows for it to be insulated easier.

Another source of help for low and moderate-income households is rehabilitation and weatherization of existing units. Two hundred fourteen (214) housing units were built prior to 1950, with 174 of those units built prior to 1940. NeighborWorks of western Vermont, CVOEO and Efficiency Vermont all offer programs to help weatherize existing housing stock. The Town should encourage efforts by homeowners, landlords and human service agencies to keep these units in good condition.

Addison should also consider the need for shared housing, an unrelated group of persons sharing a single dwelling. This is certainly common in college towns, and is becoming more common among widowed, older people with large houses. Accessory dwelling units, now mandatory, allow a small apartment within an existing dwelling unit. This provision, which opened opportunities for elderly housing, was incorporated into recent zoning changes. Another way to encourage senior housing is to allow density bonuses within regular subdivisions or PUDs if a certain number of dwelling units are permanently restricted to elder occupancy. Increasing the number of affordable elderly units in the town will allow seniors to remain in the community close to family and friends while retaining their independence.

As land is divided into smaller lots, the need for accuracy requires a registered survey. Boundary lines, easements, rights of way, private roads, and, in PUDs the extent of common areas are clearly identified both as to location and intent, and of record. Not only can this prevent boundary disputes, but also it allows for accurate assessment of parcels for taxation, and allows proper location of on-site sewage systems relative to property boundaries.







## **ECONOMY and ECONOMIC DEVELOPMENT**

### *GOALS*

#### **Our local economy will:**

- ✓ Sustain locally based jobs while maintaining the rural character of Addison
- ✓ Support and interconnect with a robust regional economy

### *RECOMMENDED ACTIONS*

#### **We will do this by:**

1. Supporting farming and forestry by recognizing the “Right to farm”.
2. Encouraging agricultural and forestry based businesses, including both farms and valued added agricultural, agricultural processing businesses and forest products processing businesses.
3. Supporting current use taxation for agricultural and forestry land and supporting the voluntary conservation of agricultural and forestry land within the town.
4. Support home occupations and home based businesses and the infrastructure necessary to help them flourish.
5. Support investigating the feasibility of an Addison Farmers Market to showcase local farms.
6. Ensuring telecommunications infrastructure and regulations are in place to support residents that want to telecommute and/or open home-based businesses.
7. Capitalizing on existing recreational and tourism enterprises that already exist in/travel through Addison, including working to advance the bi-state park in and around the Lake Champlain Bridge
8. Working with New York State and the Lake Champlain Byways and Bikeways to promote tourism.
9. Working to improve transportation options, including investigating a Park and Ride by the Champlain Bridge and ride-sharing opportunities to employment centers such as Burlington and Middlebury.
10. Supporting business friendly zoning regulations that encourage commercial opportunities in Addison Four Corners
11. Working with the Vermont Department of Fish and Wildlife to promote hunting, fishing, birding and lake access within the town.
12. Support recreational services businesses in the Shoreland District.

## WORK FORCE and INCOME

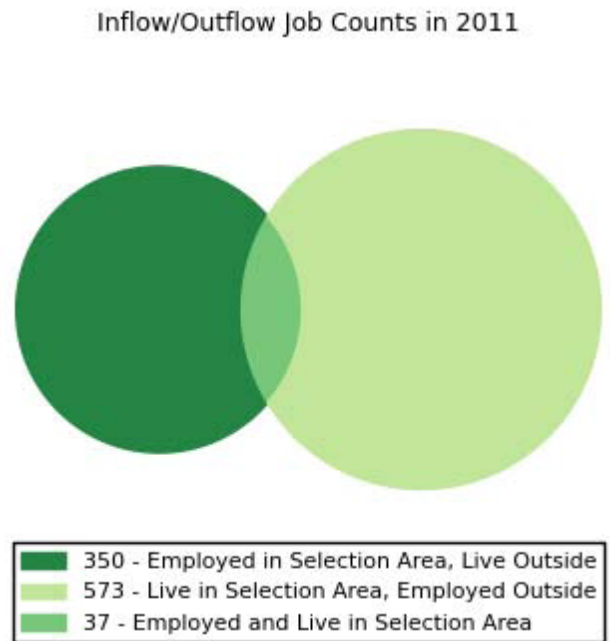
According to the 2010 U.S. Census, of the 1,371 people living in Addison, 762 residents make up the Addison workforce. The majority of workers are between the ages of 29 and 55. The unemployment rate in 2010 was 4.2% compared to 4.6% for the county and 5% for the State. The median family income in 2010 was \$70,238 compared to \$69,759 for Addison County and \$66,340 for the State of Vermont. The median annual wage in Addison for one worker was \$32,250 a year in 2010. These statistics show that the overall economic health for residents of Addison is typically near the average of that of other towns in Addison County.

According to the 2010 U.S. Census, 13 percent of the working population of Addison work in the Education Services industry, 19 percent work in the agriculture and forestry industry, 9 percent work in construction, 11 percent in manufacturing, 13 percent in retail, 6 percent in professional, scientific and/or management services, 13 percent in Other services and Public Administration and 1 percent work in transportation, warehousing and utilities. Approximately 12 percent of the labor force work from home.

## PLACE OF WORK

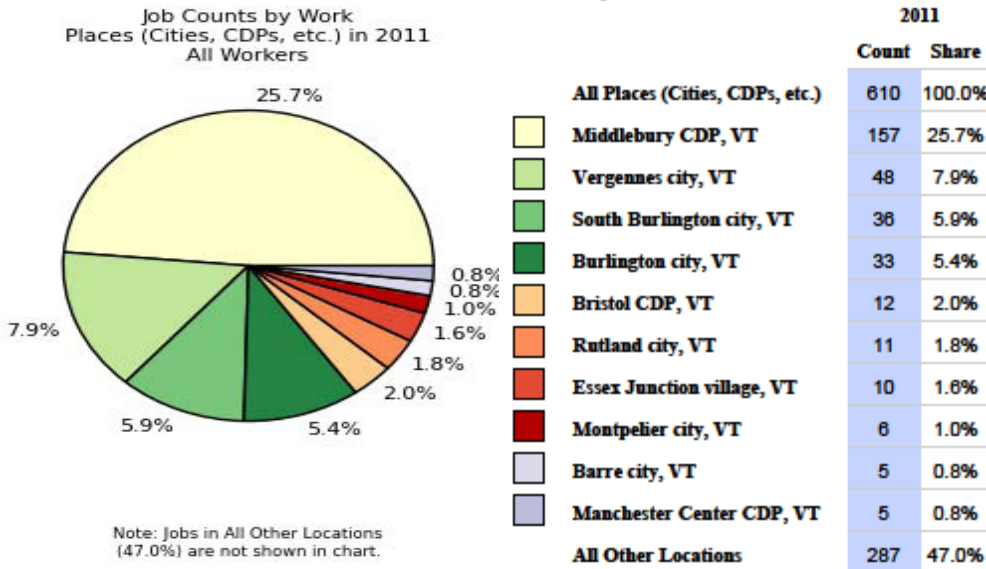
According to the U.S. Census, between 2008 and 2012, approximately 83 percent of Addison's work force was working outside of Addison.

The diagram to the left shows that of Addison's total workforce of 610 people in the work force, 573 leave Addison for their primary work, and a very small amount, 37, stay in Addison to work. According to this study, 350 people come to Addison to work, who live outside of Addison. This study did not necessarily include home based businesses or home occupations, so may conflict with U.S Census data which shows the Addison work force consisting of 762 people with ninety working from home.



Of those leaving Addison for work, 26% percent work in Middlebury, 8% percent in Vergennes, 6% percent in Burlington, 6% percent in South Burlington and approximately 3% percent in Bristol. Others work further afield in New York and across Vermont. The mean travel time to work is 23 minutes, slightly better than the average Vermonter.

**Jobs Counts by Places (Cities, CDPs, etc.) Where Workers are Employed - Primary Jobs**



**Supporting the Local Economy**

**Existing Employment**

Current places of employment can generally be broken into four major categories, each of which is discussed in more detail below:

1. Home based businesses and occupations;
2. Community Services including the school and town functions;
3. Tourism related businesses, which may also include local retail stores, restaurants, parks and museums, campgrounds, marinas; and
4. Agricultural businesses throughout town.

**Home-based business and home-occupations**

Due to Addison’s long commute distances to larger employment centers, and the decrease in agricultural-related work, it is essential for the town to support a local economy of home-based businesses and home occupations, as a way to maintain a vibrant, local community. Part of this support comes from working with Waitsfield and Champlain Valley telecom, the Town’s primary telephone and internet delivery server and other suppliers of telecommunication infrastructure. This infrastructure must be available to all households to support their ability to interconnect with the digital world. Addison’s regulatory policies must protect Snake Mountain, but should be geared to encourage the delivery of telecommunications from other areas in town, including silos, buildings or other existing tall infrastructure that could provide promising broadcast coverage. Regulatory policy must also outline policies which increase support for home-based business and home occupation.

**Community Services/ Village Center**

Having a village center is an important aspect of economic vitality. Places where neighbors can meet, network, buy and sell, and learn new skills, provides opportunities for collaboration and understanding

of who neighbors are, what they do, and what their skills are.

Addison's current village center sits at Addison Four Corners, at the intersection of Route 22A and Route 17. Most of the town's community infrastructure lies in close proximity to this center.

Specifically, the Elementary and middle school, the Clerk's office, the Town Garage, the Country store, the historic town hall, and several other businesses currently make up the center of town. However, two factors significantly limit further growth and development in this area. First, Route 22A, one of the major roads forming the four corners, is not friendly to creating a "village" feel. It constitutes a high volume truck route with relatively high speeds, even at the traffic light at the intersection. Second, soils suitable for supporting both the existing infrastructure's wastewater demands and any future demands are in very short supply. In order to support further activity in the village center, whether for a new businesses and/or community amenity, wastewater facilities need upgrading. The Town is just completing a study by which it hopes to address the needs of the existing infrastructure. Currently only the Addison School is on a treatment system. Addison hopes the study will allow it to provide septic service to the other town buildings, including the Fire Station, Town Clerk's Office and Town Hall. In order to secure the land, the Baptist Church will also need service. Ideally, the system could also expand to support more existing or future business or residential uses in the village center. However, the Town is concerned that the price of a system may prohibit expansion beyond existing municipal buildings.



### **Agriculture and forestry**

Agriculture and forestry are an essential component of Addison's historic and current character and economy. Travelling through Addison on any major road, especially Route 22A, which provides exceptional views overlooking farm fields all the way to the lake demonstrates how important the working landscape remains to the Town of Addison and its citizens. While dairy farming has decreased in Vermont overall, Addison has retained approximately 15 dairy farms ranging in herd size from 40 to 1,200 head.

A number of small, diversified farms are now found in Addison, providing a local CSA, and providing local vegetables, maple syrup, beef, pork, lamb, goat and poultry to farmers markets, restaurants and direct sales to local customers. Small, diversified farms of vegetables and/or eggs and meat production can be found throughout Addison County. Addison farmers are part of an extensive regional network of local food producers, many of which in the neighboring towns of Panton, Bridport, Weybridge and Waltham. Detailed information on farms selling retail products in Addison can be found at [www.ACORN.com](http://www.ACORN.com). As of 2013 the list includes:

1. Addison Hop Farm – Organic Hops
2. Champlain Valley Farm – Beef , Pork, corn
3. Harrison’s Home Grown – Veal, Pork Beef
4. Harwood Farm – beef, pork, vegetables hay and compost.
5. Lakeway Farm – vegetables, sweet potatoes, popcorn, beef, chicken, turkey, eggs.
6. Mike’s Farm – beef, milk
7. Pork Shop – beef, pork
8. Vermont Green Meadows- vegetables, honey

This plan supports farming, forestry and agriculture both for the short and long term. It desires to protect the right of farmers to continue farming with accepted agricultural practices. It desires to promote the conservation of farmland for future generations through current use taxation and the voluntary sale of development rights. It supports creating regulations that cluster housing in general and in areas that do not materially impact prime agricultural soils or the ability of any parcel to support viable agricultural operations. It also supports the re-use of otherwise underutilized barns, silos and other former agricultural infrastructure for reuse as value-added agricultural processors or other types of businesses that support use of the local agricultural or tourism economies. Lastly it seeks to retain agricultural service and support businesses.



## Recreation and Tourism

According to a study done for the Vermont Department of Tourism and Marketing in 2009, visitor spending in Vermont supported an estimated 33,530 jobs for Vermonters (approximately 11.5% of all VT jobs). The agricultural, forestry and art sectors can attract tourists as a way to increase business in town. Vermont branded arts and foods sell well directly from local farm-stands and studios and also on-line to those dedicated to supporting Vermont's local economy.

Behind agriculture, recreation is probably the largest sector of the economy. Addison has a lot of recreational amenities to offer both its resident and visitors. This plan supports diversifying and expanding the tourism economy in the Town of Addison, integrating it into other regional amenities and amending regulations to support the growth of Addison's generally low impact and diversified recreational attractions and the service businesses, like stores, campgrounds, restaurants, marinas and other facilities that support recreation in the town. Addison benefits from a number of amenities that serve as attractions. Most of these activities derive from the Town's location on the shores of Lake Champlain. Recreational attractions in Addison include:

### Parks and Museums and activities:

Chimney Point State historic Site;

Daughters of the American Revolution ("DAR") John Strong Mansion Museum and State Park  
Dead Creek Wildlife Management Area, including the Geese viewing area.

McCuen's Slang and Boat Access

Snake Mountain Wildlife Management Area

Boat accesses at Otter Creek, Chimney Point, off Route 17 to Dead Creek and Potash Bay;

Vermont Skydiving Adventures

Mini-Golf at Champs Trading Post

### Byways, Bikeways and Trails:

Lake Champlain Byway

Lake Champlain Bikeway

Vermont Association of Snow Travelers (“VAST”) Lake Champlain Chapter snowmobile trails

### Historic Structures:

Lake Champlain Bridge

West Addison Methodist Church

Addison Community Baptist Church

Town Hall

### Services:

Lodging: Addison includes sites for camping at the DAR state park and the 10 acre campground and RV park and three Bed and Breakfasts, including Morningside B and B on Route 22A, Barson House Inn and the Whitford House Inn on Grandy Road.

Restaurants: The Bridge restaurant, Goodies Ice Cream,

Stores: The Addison Country Store on Route 22A and the West Addison General Store

Marina: The Bridge Marina

Guides, hunting, fishing and bird watching

All of the above promote a lot of outdoor activities including boating, kayaking, walking, hiking, cross country skiing/snow shoeing, cycling and snowmobiling, hunting, fishing and bird watching. Of particular interest, The State-owned Dead Creek Wildlife Management Area is world famous for its wildfowl viewing opportunities. The Vermont Fish and Wildlife Department manages 2,858 acres on the Dead Creek Wildlife Management Area. Most of the wildlife area’s diverse habitats fall within the bounds of the Town of Addison. Many wildlife viewers, anglers, hunters, and wildlife photographers visit year round. The outreach and educational resources will soon be expanded with the addition in 2014 of a VT Fish and Wildlife Visitor Center at 966 Route 17 West in Addison. The visitor center will feature both a self-guided tour / exhibit area and a wildlife biologist guided learning area. The visitor center has a capacity for forty visitors at a time and is disability accessible. For information call 802 759 2398 or visit website: <http://vtfishandwildlife.com>.



Additionally, the level terrain and the scenic vistas within the town also provide opportunities for bicyclists. This use is increasing each year, and has the potential to support additional visitor facilities such as inns or camping areas, sandwich shops, and supply and repair facilities. Map 5 depicts several of the more popular biking routes that lie within Addison. Cycling tours and avid cyclists use the network of country roads to enjoy the scenery and fresh air of Addison. Cyclists often ride Route 17 and Lake Street, which both lie on the Lake Champlain Bikeway and Byway. Some Addison residents are concerned about the safety of both cycling and walking on Addison's roads. Due to its rural nature, none of the roads have sidewalks and many have little to no shoulder. Cyclists must follow the rules of the road in order to stay safe, and cars must understand that roads need to be shared. Addison should improve specified roads with significant bike traffic to support this activity. It should work with neighboring communities and businesses to integrate bikeway and byway tourists with the other recreational activities its businesses and amenities offer.

**Conclusion:** Addison has a number of existing businesses generally encompassed within the categories noted above. All contribute the fabric of the community and offer the best hope for economic development within the Town of Addison. This plan encourages the town to embrace an "economic gardening" model designed to target its investments in infrastructure or other capital investments to support the businesses that exist within the Town and helping to foster economic development by making them more successful. Each of the activities contained within this section of the Plan should support promoting the success of its overall business community.



## **WORKING LANDSCAPE, NATURAL AND HISTORIC RESOURCES**

### *GOALS*

#### **Our Natural Resources and working landscape will:**

- Be preserved in large functional blocks that have the ability to support commercial agriculture or forestry.

### *RECOMMENDED ACTIONS*

#### **We will do this by:**

1. Support the conservation of working lands within appropriate areas within the town of Addison

### **Working Landscapes**

Historically, Addison has been a farming community. In the late 1800's, sheep were the primary livestock. When sheep ranching moved to the western United States, dairy cattle replaced the sheep, making dairying the primary agricultural use in Addison. Because Dairying is currently facing turbulent

economic times, many other agricultural uses are also moving into town. As noted in the Economic Development section, Addison intends to remain tied to an economic model that relies heavily on agriculture lands and the natural resources produced by its working landscape. Accordingly, this plan seeks to preserve the working landscape.

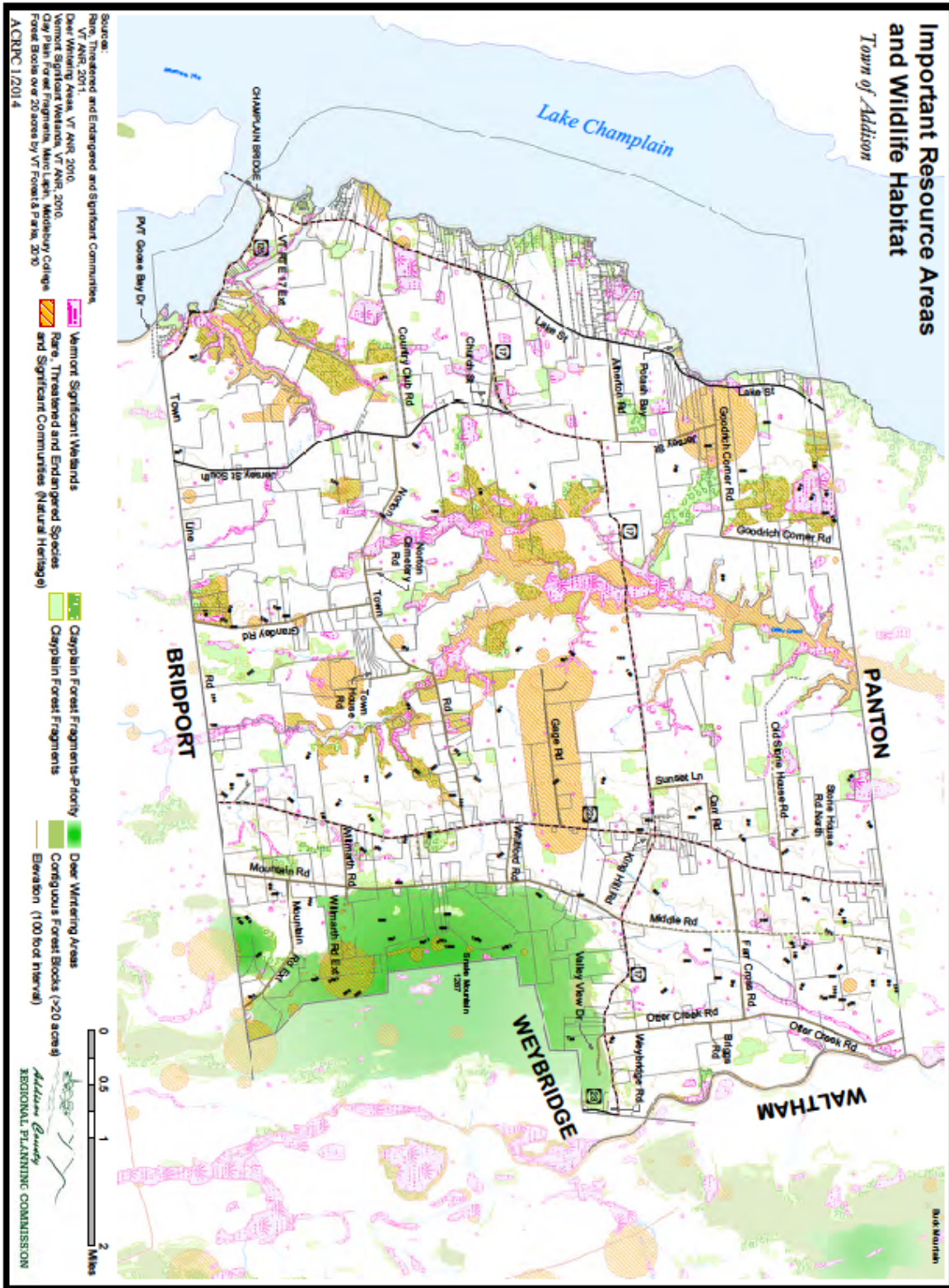
**Map 8** on page 41 shows the location of agricultural soils, as rated by the Natural Resource Conservation Service. These soils cover much of the community, especially west of Route 22A. The Town will encourage the use of Planned Unit Development, especially in areas of primary agricultural soils, as a method to conserve large tracts of farmable land.

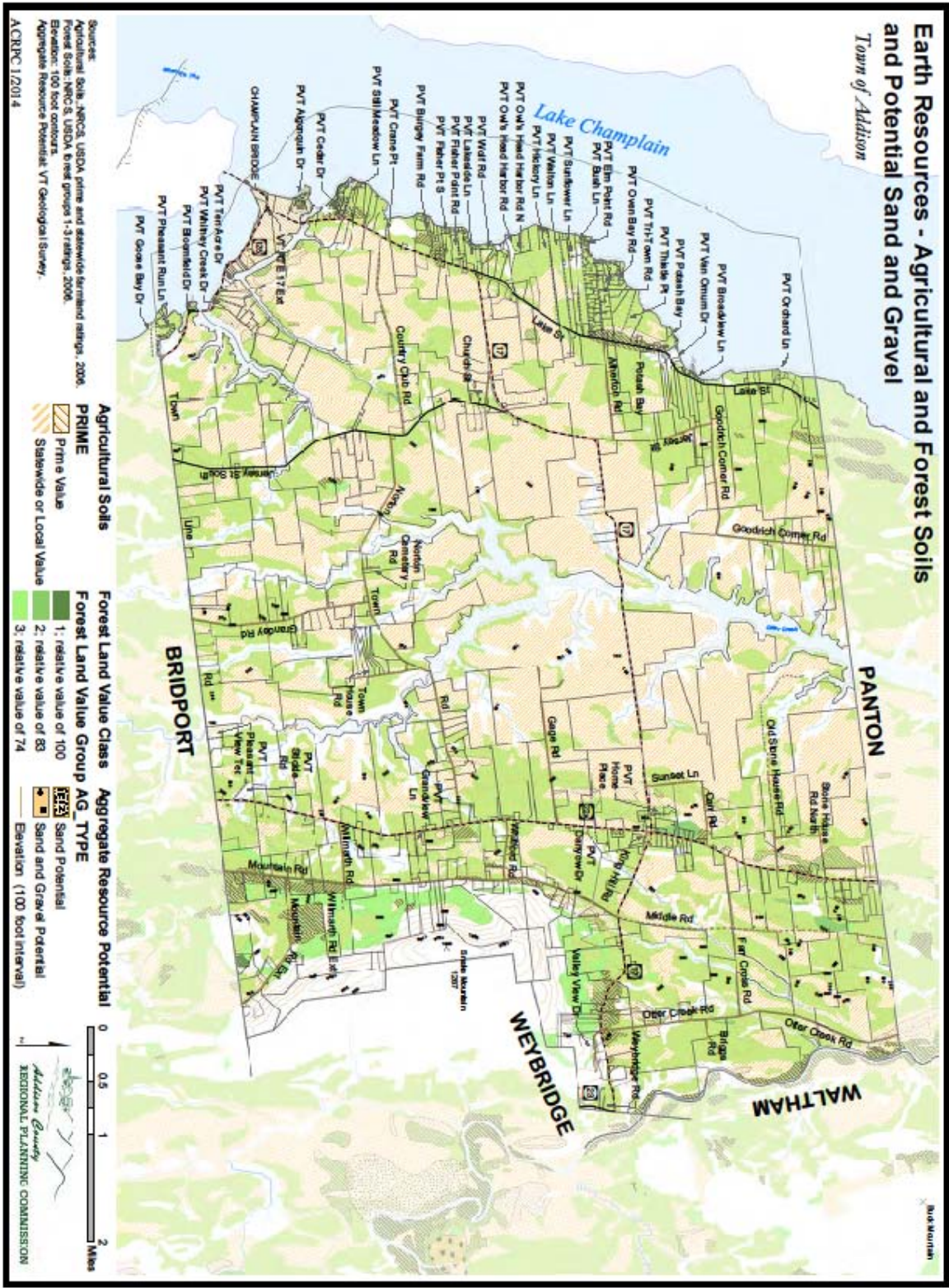
Forestlands are concentrated east of Route 22A, mostly on Snake Mountain. This area is presently in the Conservation District, and the intent of this Plan is that it remains so. Other forested areas are located in conjunction with wetland areas, which are also in Conservation Districts, and should remain so. Forestlands in private ownership, if large enough, are encouraged to have a forest management plan that provides for sustained growth.

### **Natural Areas**

Two areas in Addison are specifically listed by the State as primary natural resource areas. These are the Dead Creek Wildlife Management Area, which includes a 30-acre pristine oak/hickory clayplain forest, and Snake Mountain. Both of these areas are listed as significant regional resources in the regional plan for Addison County. The State owns or leases much of the land abutting Dead Creek, (Map 4), and owns some of Snake Mountain. The remainder is privately owned. The State also owns shore land at Willow Point and lands near the approach to the Champlain Bridge. The State's inventory of threatened and endangered species shows several sites in Addison, within the Dead Creek Wildlife Management Area. **Map 7** depicting sensitive natural areas within the town is depicted on the next page.







## Clayplain Forest

Much of the land area of the town of Addison is made up of clay-soil lake plain. These clay soils were home to native clayplain forest long before humans were present in this area. The clayplain forest once extended over more than 220,000 acres but is now very rare. Healthy forests sustain human life by providing clean water, clean air, pest predation, and outstanding natural beauty.

The town of Addison recognizes the importance of a healthy clayplain forest ecosystem and is aware that the clayplain forest has become fragmented. The town of Addison encourages planning efforts and development projects to work to preserve existing areas of clayplain forest and to restore clayplain forest to areas that have become deforested.

## Soils

**Map 8** on the previous page shows that Addison has the potential for some limited sand and gravel deposits on the eastern edge of town in the vicinity of Snake Mountain. Currently, no commercial extraction operations exist within the Town of Addison. This plan does allow for the potential of limited scale extraction activities. However, any future earth resource extraction, if allowed, must be done in a manner that doesn't have negative impact on the community, is in keeping with the surrounding uses and otherwise complies with any and all conditions regulating extraction in the Town of Addison's zoning regulations.

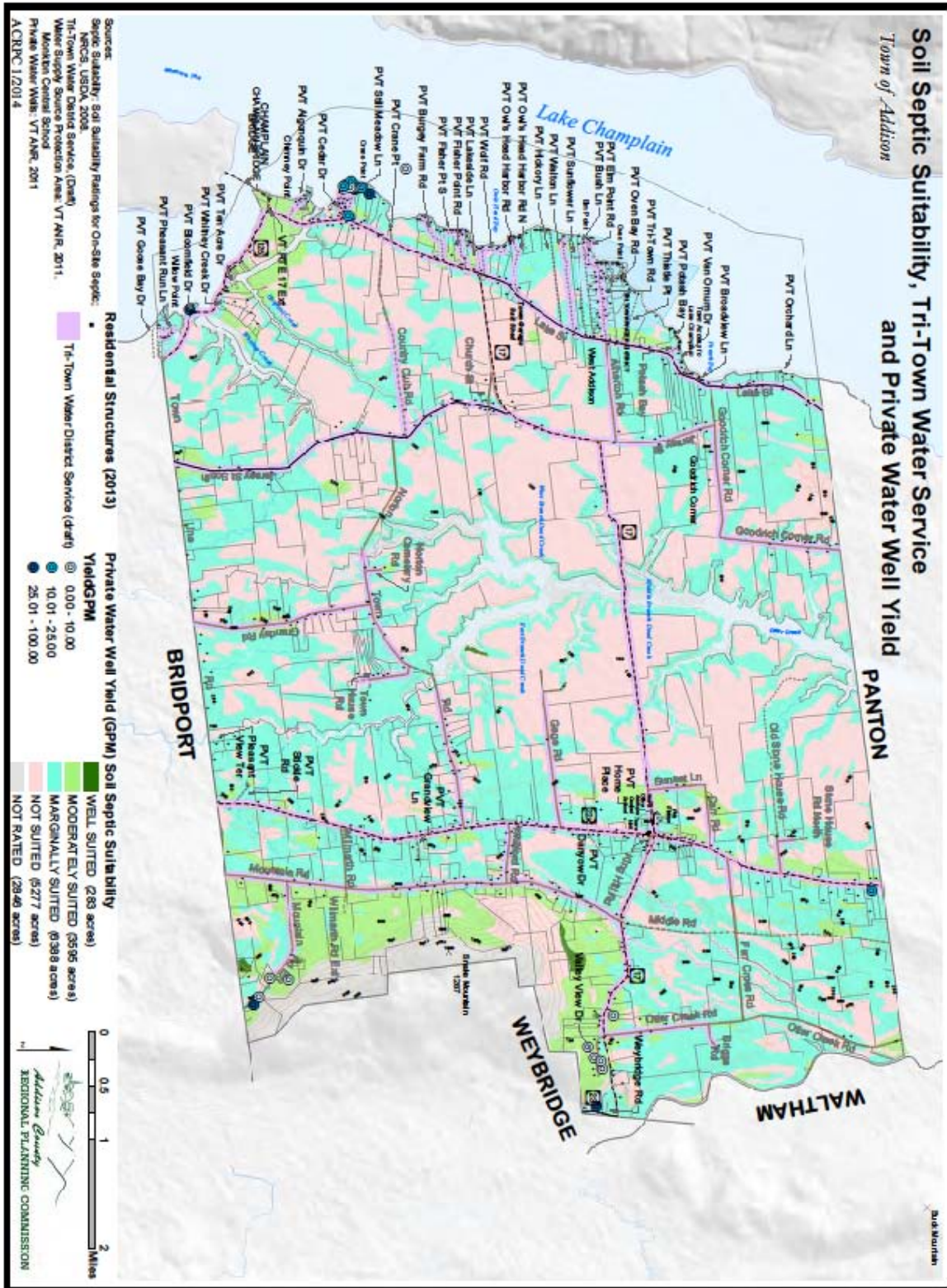
**Map 9** on the next page depicts soils that will support septic systems. Because of its heavy clay soils in most of town, Addison has very limited soils that will support septic systems. This currently constitutes one of the most limiting factors on new residential growth in Addison and makes dense residential growth unfeasible in many areas.

## Scenic Resources

Scenic resources are important to the town. Scenic vistas towards the Lake are important aesthetically, and from an economic viewpoint. Lake vistas, especially in conjunction with the agricultural landscape, make the area appealing for visitors to the region. As noted earlier, bicyclists are increasingly discovering the area. The Dead Creek wildlife area also attracts visitors for its scenic beauty.

Ridgelines and hillsides, especially in the eastern part of town, provide a backdrop to the open space vistas and care should be taken to maintain them in their natural state.

Telecommunication towers and wind generators continue to be an issue in Addison and other towns in the region. While towns support the availability of an expanded telecommunications network, and recognize that certain locations are determined to be most effective by the industry, it is necessary to work together to locate those towers so that they do not unfavorably impact the scenic resource, which is also of economic benefit to the town and the region. To conserve scenic resources, height and bulk standards within zoning and subdivision regulations will be designed to keep new development in scale with existing development. As a further aid to maintenance of the open nature of the landscape, the Town planners will also consider conversion to a density-based system in the agricultural land use district, instead of the current lot size approach.



## Shorelands

The entire western boundary of the town includes the shoreline of Lake Champlain. These lands are currently in a Shoreland District, which limits types of development and establishes setbacks from the lakeshore. In the Shoreland Residential and Recreation Districts most uses, including single-family residences, are conditional uses. Vegetative buffer requirements are also required in both districts to prevent erosion, filter nutrients before they enter the lake, maintain privacy of lakefront residents, and to enhance wildlife and scenic enjoyment of the shorelands.

## Wetlands/Flood Plain

**Map 7** shows Class 2 wetland areas in Addison as they are defined on the U.S. Department of Interior Wetlands maps (originally compiled 1977). The most extensive are in the Dead Creek Area. Development within Class 2 wetlands is a State conditional use. If a wetland is significant under the Vermont Wetland Rules, and if the State wetlands maps are not an accurate representation of actual wetland boundaries, then its boundaries must be determined in the field during review of the development application and appropriate buffer areas established.

Dead Creek, because of its many wetland functions, is a likely candidate for Class 1 wetland status; however, Class 1 is established only through an extensive petition process involving fact-finding and public input. The only Class 1 wetland in Vermont is the Dorset Marsh. Scanlon Bog in Brandon/Leicester is in the process of possible Class 1 designation.

Map 2 depicts the 100 year flood plain in Addison. The floodplain is located mostly within the Dead Creek Area, along other creeks that connect to Lake Champlain and along Otter Creek. The other floodplain area is the lakeshore, as evidenced by the spring flooding in 1994 and 2011. While no structures in Addison were damaged by the lake flooding, due largely to the bluffs overlooking the lake, several experienced lake erosion and the collapse of those banks. Addison has incorporated floodplain regulations within its current zoning bylaws. FEMA's flood maps are available for reference in the Town Clerk's Office. The town is enrolled in the National Flood Insurance Program and adopts annual Basic Emergency Operations Plans to provide basic flood resiliency to its citizens.

## Erosion Hazards

While FEMA maps show the areas impacted when water rises to a specified flood elevation, they do not take into account homes along river banks or the lakeshore that are far above the flood depth. Due to the erosive actions of fast moving flood waters or waves, these homes can be at risk when the bank washes out from under them. This area of risk is called a Fluvial Erosion Hazard (FEH) zone.

ANR is developing maps for every river in Vermont which will show FEH zones so that towns may plan for the safety of their residents. For smaller streams not mapped by ANR, a 50' buffer would be an effective FEH. Adopting zoning which limits development in these areas, similar to floodplain zoning, is encouraged and certain financial benefits are provided for towns with FEH zoning in the event of a declared disaster. This plan supports the adoption of FEH zoning which will limit development within the identified zones as they may apply within Addison's relatively flat landscape.

## **ENERGY**

### *GOALS*

#### **Our Energy use and production will:**

- Provide local energy alternatives for Addison residents

### *RECOMMENDED ACTIONS*

#### **We will do this by:**

1. Supporting appropriately sighted and screened residential wind and solar installations;
2. Supporting appropriately sighted and screened commercial solar installations;

The Town of Addison will become energy efficient by making energy considerations a priority in its planning and operations. Overall energy policy is set by the State in conjunction with the private sector within the framework of the Public Service Board, or exclusively by the private sector if no PSB action is required. At the same time, individuals make their own choices as to energy uses in their homes and businesses. Nonetheless, the Town can make choices which increase energy conservation of public buildings, encourage renewable energy generations, and set an example for citizens and businesses in the community.

The Town of Addison shall become more energy efficient by making energy considerations a priority when purchasing and replacing equipment, appliances, fixtures and lighting. The Town shall support the development and utilization of alternative energy sources, encourage residential development to be energy-efficient and promote use of the Vermont Energy Star Program and support use of state and federal incentives for retrofitting existing buildings to increase their energy efficiency and for incorporation of such features into new construction. The Town shall retrofit municipal and school buildings with energy efficient lighting, upgraded insulation and efficient heating systems in order to support energy conservation. *In 2013 a smart control system was added to the Addison Central School greatly increasing the lighting and heating efficiency of the entire building.*

The Town shall provide a supportive role in energy conservation by such measures as:

- a) Providing information about energy efficient products in conjunction with private suppliers, the Extension Service and others,
- b) Supporting public transit and carpooling through Addison County Transit Resources, and
- c) Participating in HOPE and CVOEO programs providing energy audits and weatherization assistance.

The Town Clerk's office, the Addison Central School, and the Bixby Library in Vergennes are places where such information shall be available. The Town shall add an energy conservation section to local bylaws setting minimum standards for heating, lighting and insulation of buildings similar to those routinely required in Act 250 Land Use Permits, and shall make these guidelines available on a voluntary basis with each zoning permit.

The major energy uses in Addison are gasoline for personal and business vehicles, electricity for home and business uses, and heating fuels or wood for space and water heating. The use of methane and cogeneration on farms, or for agriculturally related small businesses, such as heating for greenhouses shall be explored. Given the open nature of the town, use of solar and wind energy shall also be explored.



## **FUTURE LAND USE**

### *GOALS*

Our future land use goals will:

- Guide development, tourism, and recreation.
- Encourage the utilization of existing Class 3 or better roads for development at densities greater than one unit per 10 acres.
- Conserve scenic vistas, ridgelines and waterways.
- Guide public and private access to roadways.
- Require that all new subdivision lots be surveyed, and in the case of new major subdivisions, that all lots, including the remaining parcel, be surveyed.
- Meet State septic regulations.
- Work with State Fish and Wildlife, Agency of Natural Resources, Nature Conservancy, and Agency of Transportation, to improve access to land controlled by them.
- Strive for the “best management practices” for agriculture, especially in the vicinity of the waterways.

### *RECOMMENDED ACTIONS*

**We will do this by:**

1. Implementing the Land Use Districts as shown on Map 2;
2. Review and update of Zoning and Subdivision regulations.

## Land Uses

Addison Has created the following six land use areas. **Map 10** on the next page depicts each land use area.

Village Neighborhood Commercial District	VC
Low Density Residential/Agricultural District	LDR/A
Shoreland Residential District	SR
Shoreland Recreation District	SREC
Conservation District	CON
Flood Hazard Area Overlay District	FHO

### **Village Neighborhood Commercial District (VC)**

The Village Neighborhood-Commercial District encompasses the historic village. This area has served as our town center. Located here are the school, town offices, fire department, a church, the Town Hall, and local businesses. A minimum lot size of .5 acres is required.

The VC District is intended to preserve and develop a traditional village character and pattern of neighborhood commercial development that allows for a mix of commercial, residential and public uses, supports existing businesses, and attracts new businesses to serve the community, while preserving the village's historic character. Permitted uses should include retail and service shops and offices. Conditional uses should include agricultural sales and service, gas stations, and restaurants.

### **Low Density Residential and Agricultural District (LDR/A)**

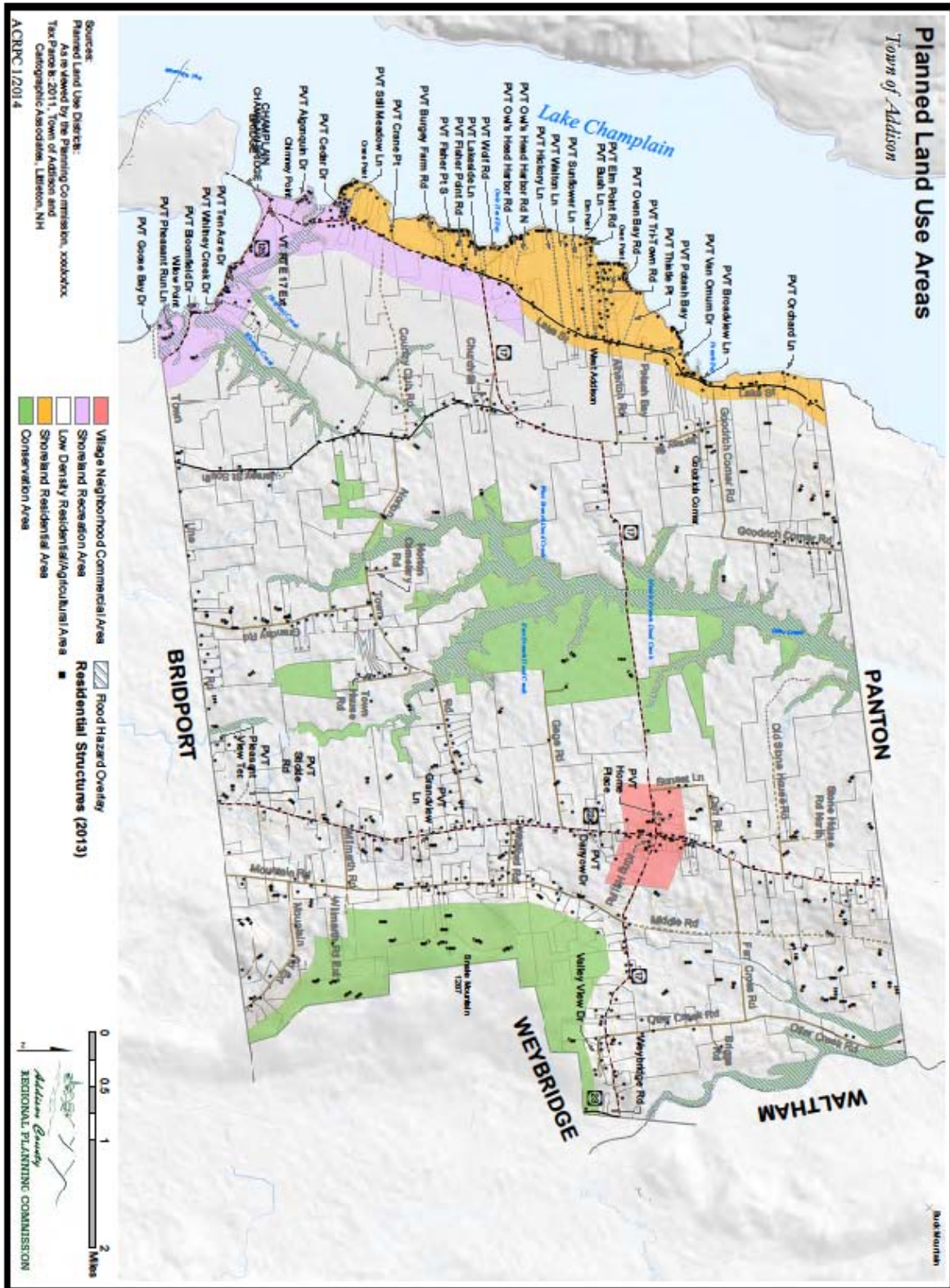
This district comprises a high percentage of the town's area. Some of this district's light soils are well suited for septic drainage, but much of the light soil area is remote from existing roads, has wetness problems or is currently used in agriculture. A minimum lot size of 5 acres is required.

Permitted uses include single-family dwellings, agricultural and farm uses. Multi-family and cottage industry, agricultural sales and services are among those activities that are permitted as conditional uses. All conditional uses should have frontage and access on a public road. A minimum lot width frontage on a public road is 400 feet, with greater frontage along state highways to control highway access and discourage residential strip development, and site plan review shall be required for the preservation of the rural character of the district.

### **Conservation District (CON)**

The Conservation District is comprised of areas generally unsuitable for development because of steep slopes, a high water table, the existence of extensive ledge, and flood plain or wetland. These areas lie generally in the flood plain and wetland areas of Dead, Hospital, Whitney, and Otter Creeks, and on Snake Mountain.

Forestry and agriculture are suggested as permitted uses. The protective purposes of this district should be implemented by the zoning ordinance.



## **Shoreland Residential District (SR)**

The Shoreland Residential District is intended to protect the present residential character of this portion of the lakeshore, and to encourage the long-term environmental protection of Lake Champlain and its shorelands. Most uses within the district are designated as conditional, which is intended to ensure that development occurs in a manner that minimizes adverse impacts on the lake.

An issue of particular concern is the conversion of seasonal camps to year-round dwelling units. In many instances, seasonal camps are on small, non-complying lots and have limited or substandard septic disposal. By requiring that single-family homes – including conversions of camps to year-round dwellings – meet conditional use standards, degradation of water quality and threats to public health may be avoided.

Other uses allowed consist primarily of those that are compatible with residential and recreation uses that are characteristic of the area. To maintain moderate densities, a minimum lot size of 2½ acres should be maintained, and setback and buffer requirements along the shoreline created.

## **Shoreland Recreation District (SREC)**

The Shoreland Recreation District is intended to support and encourage the development of recreation on the shores of Lake Champlain, while encouraging the long-term environmental protection of the lake and its shorelands. Most uses within the district are designated as conditional, which is intended to ensure that development occurs in a manner that minimizes adverse impacts on the lake.

The major distinctions between this district and the SR district are (1) the wider range of uses proposed, and (2) the higher density allowed through a 1 ½ acre minimum lot size. Setback and buffer requirements are also proposed to protect the lakeshore, as in the SR District.

## **Flood Hazard Overlay District (FHO)**

The purpose of the flood hazard area overlay district (as shown on Map 10) is to promote public health, safety and general welfare, to prevent increases in flooding caused by the uncontrolled development of lands in areas of special flood hazard, and to minimize losses due to floods by:

- Restricting or prohibiting uses that are dangerous to health, safety, or property in times of flood, or cause excessive increases in flood heights or velocities;
- Requiring that uses vulnerable to floods, including public facilities that serve such uses, are protected against flood damage at the time of initial construction;
- Protecting individuals from buying lands that are unsuited for their intended purposes because of flood hazard;
- Ensuring that property owners within flood hazard areas are eligible for flood insurance through municipal participation in the National Flood Insurance Program (NFIP).

Much of the flood hazard area is located within the Conservation District, which is subject to more stringent development standards than those that apply to this overlay district.

## **COMPATIBILITY**

Addison's plan is primarily focused on guiding future development within its own borders. However, the effects of development do not necessarily respect municipal boundaries. Development and land use policies in neighboring communities and the region as a whole will impact Addison. Conversely, trends and policies in Addison may affect its neighbors or potentially the region.

The Towns of Panton, Waltham, Weybridge and Bridport border Addison. Three state highways, including 22A, which is an important north-south route, run through Addison connecting it to the larger region and Vermont as a whole. The Town of Addison is also part of the larger community of the Lake Champlain Basin. Addison has many miles of shoreline on Lake Champlain and is linked to the Town of Crown Point, New York via the Champlain Bridge. Discussion and planning between Vermont and New York is underway to either replace or repair the historic Lake Champlain Bridge.

### **Surrounding Towns**

To the north, Addison borders the Town of Panton. The major roads between Addison and Panton are Route 22A and Lake Street. Like Addison, Panton has a Lakeshore District along Lake Champlain and a conservation zone in the area of Dead Creek. The remaining land along the border is low-density residential and agricultural in Addison and either rural residential or agriculture in Panton.

The northeastern corner of Addison borders the Town of Waltham. Here the border is defined by the Otter Creek and there are no roads connecting the towns. Addison has a flood overlay district over the low-density residential and agricultural district along this border. In Waltham, the area along the Otter Creek is recognized as some of the town's best farmland and agriculture is the desired dominant future land use.

To the southeast, Addison borders the Town of Weybridge. Snake Mountain straddles the two towns and there is a significant amount of state land along the border. The only road connection between the towns is Routes 17 and 23, which crosses from Addison across the northern tip of Weybridge. In both towns, the land along the border is in a conservation district.

To the south, Addison borders the Town of Bridport. There are a number of roads crossing this border including Routes 125 and 22A. The East Branch of the Dead Creek also crosses the border between Addison and Bridport. Along the southern part of the lakeshore Addison has a Shoreland Recreation District, while Bridport has a Shoreline Planned Residential District. Moving east along the border, Bridport has a strip of two-acre residential district all along Town Line Road. In this area, Addison has mainly its Low Density Residential and Agricultural District. Along the East Branch of the Dead Creek, Addison has a flood hazard overlay district. In the far eastern corner, Addison has a small amount of conservation district. In Bridport, there is either the five-acre residential and agricultural district or the two-acre residential district.

## **Addison Region**

Addison's Plan and the Addison County Regional Plan share a number of goals including support for maintaining a rural, agricultural way of life, diversifying and strengthening the economy, and improving water quality.

Resources in the Town of Addison provide benefits to the entire Addison Region. The lakeshore with its public accesses, the Dead Creek area and Snake Mountain provide recreation opportunities enjoyed by people throughout the region. These areas also provide less tangible benefits to the region as natural resources. Addison's floodplains and wetland areas serve important functions such as storing and cleansing run-off that benefits many parts of the region.

Route 22A is a major regional and statewide highway corridor. Development trends and use as an alternative to Route 7 could impact Addison by increasing traffic volume or truck traffic for example. Route 22A passes through one of Addison's traditional village centers. Projects like road widening or changes to highway access policies could affect Addison as well.

## **IMPLEMENTATION**

Throughout this plan, there are goals and objectives that provide direction to those making decisions. These goals and objectives guide Addison's future development and growth. The Addison Planning Commission has highlighted several of the goals it believes are most important and will seek to work on itself over the course of the next five years.

1. Zoning bylaws perhaps the most significant way a town plan is implemented. Upon adoption of this plan, the Addison Planning Commission intends to review and revise the town's zoning and subdivision regulations to realize the goals and objectives outlined in this plan.
2. Re-write the portions of this plan not completed in the current re-write, especially those concerning land use and the development of residential housing to support Addison's school enrollment.

There have been a number of changes in the five years since Addison last updated this plan. There have been increases in the number of lakeshore camps becoming year-round homes. People who have spent their summers in Addison for many years are starting to retire and live here year-round. The agricultural economy continues to lead toward fewer, but larger farms. State septic regulations require landowners to get approval from the State of Vermont. Shoreland regulations also recently passed, affecting how Addison's shore land may continue to develop. This will affect future development within the Town of Addison. The Addison Town Plan will continue to address current land use planning, lot density requirements and other issues affecting the future development of the Town of Addison.