SHOREHAM [redacted] TOWN PLAN

INTRODUCTION

Shoreham's Selectmen first adopted a Town Plan in 1971 under authority of the Vermont Municipal and Regional Planning and Development Act, Title 24 V.S.A., Chapter 117 (the "Act"). A plan is not a permanent document, and Section 4387 of the Act mandates that a municipality amend or readopt the existing plan, or adopt a new plan at least every five years.

The Town Plan is a statement of how the Town's future development should proceed in the manner to best promote the health, safety and welfare of its citizens. The Plan serves as the foundation for zoning and other bylaws that implement the Plan. The Plan by itself may affect development through the Act 250 process. Therefore, it is important that residents of the Town consider the Plan so that it reflects the best interests of the community.

STATEMENT OF GOALS

1. Promote and maintain conditions ensuring the health, safety and welfare of its residents;

2. Pursue a fiscal policy of modest capital investment keyed to low intensity land use;

3. Discourage those uses which compete with agricultural land use and the farm economy;

4. Encourage its local convenience retail, service, and agricultural support businesses;

5. Protect property values while permitting an adequate range of property oportunities.

POPULATION CHARACTERISTICS AND PROJECTIONS

Table 1 summarizes observed and projected population and growth rates for the Town of Shoreham and, for comparison, the Addison Region. The observed population figures and growth rates are based on U.S. Census data. The projected population growth and growth rates were developed by the Vermont Department of Health and the State Planning Office, using U.S. Census data. High and low projections were developed. Low projections have been used for both the town and the region because they are closest to the estimated population growth for the 1980-1983 period.

TABLE 1

	SHORHAM	REGION
1960 POPULATION	786	19538
1970 POPULATION	790	23728
AVERAGE ANNUAL PERCENT CHANGE 1960-1970	0.05%	2.14%
1980 POPULATION	972	28784
AVERAGE ANNUAL PERCENT CHANGE 1970-1980	2.30%	2.13%
1985 PROJECTED POPULATION	1031	30611
PROJECTED AVERAGE ANNUAL PERCENT CHANGE 1980-1985	1.21%	1.27%
1990 PROJECTED POPULATION	1092	32460
PROJECTED AVERAGE ANNUAL PERCENT CHANGE 1985-1990	1.18%	1.21%

Following a 1960-1970 growth rate significantly below the regional average, Shoreham experienced a slightly above average growth rate for the 1970-1980 period. Projections and estimates indicate that during the 1980-1985 period Shoreham's growth rate would have been close to the region's. For the planning period Shoreham's growth rate is expected to be 1.2% annually, a rate only slightly above the regional growth rate for the period.

TABLE 2

POPULATION BY AGE	SHOREHAM		REGION	
	1970	1980	1970	1980
NUMBER 0-4	85	73	2266	2086
PERCENT 0-4	10.76%	7.51%	9.55%	7.25%
NUMBER 5-17	242	248	6365	6324
PERCENT 5-17	30.63%	25.51%	26.82%	21.97%
NUMBER 18-64	390	558	12856	15759
PERCENT 18-64	49.37%	57.41%	54.18%	54.75%
NUMBER 65 and over	73	93	2241	2795
PERCENT 65 and over	9.24%	9.57%	9.44%	9.71%
TOTAL	790	972	23728	28784

Table 2 describes the changes in the age structure of Shoreham's population and, for comparison, the region's. The number of people in each category and the percentage of the total population that the category represents are included. The general age distribution pattern for Shoreham is very similar to the region's. The percentage of Shoreham's population in the pre-school and school age groups (0-4 and 5-17) has exceeded and continues to exceed the region's percentage in those groups. However, the percentage in those groups is declining in both the town and region. It is also noteworthy that although the region experienced a decline in the number of persons and percentage of population in the school age group the number of persons aged 5-17 in Shoreham increased, while the groups percentage declined. Shoreham's percentage of population in the 18-64 age group has been lower than the region's but like the region the percentage in that group is rising.

Between 1970 and 1980, the number of households in Shoreham increased by 41.8%, or from 213 to 302. During the same period the average household size changed from 3.59 to 3.22. In comparison, the region's average household size changed from 3.40 to 2.91 and the number of households increased by 42%. Shoreham's average household size although declining, continues to exceed the region's average household size. If household size remains relatively constant for the planning period, as it is expected to, four new housing units per year would accommodate the 1985 to 1990 projected population increase for Shoreham.

HOUSING CHARACTERISTICS

Table 3 summarizes Shoreham's and the region's housing characteristics and changes in housing composition between 1970 and 1980. All housing units are defined as either seasonal and migratory, or year-round. Year-round units are further defined as either single-family, mult-family, or mobile homes and, as vacant or occupied. Occupied units are identified as either renter- or owner-occupied.

TABLE 3

		ALL HOUSING UNITS					YEAR-ROUND HOUSING UNITS											
			Seasonal and Migratory Units		Year-Round Units		One Unit at Address		Two Or More Units at Address		Mobile Home or Trailer		Vacant Units		Occupied Units		OCCUPIED HOUSING UNITS Renter Occupied		Owner Occup
		Total Units	#	% Total	#	% Total	#	% Total	#	% Total	#	% Total	#	% Total	#	% Total	#	% Total	#
SHOREHAM	1970	291	54	18.6	237	81.4	195	82.3	25	10.5	17	7.2	24	10.1	213	89.9	48	22.5	165
	1980	441	100	22.7	341	77.3	288	84.5	24	7.0	29	8.5	39	11.4	302	88.6	64	21.2	238
REGION	1970	8293	1077	13	7216	87	5318	73.7	1318	18.3	580	8.0	761	10.5	6455	89.5	1612	25	4843
	1980	11603	1597	14	10006	86	7459	74.5	1640	16.4	907	9.1	833	8.3	9173	91.7	2290	25	6883

Source: U.S. Census

Several characteristics of Shoreham's housing stock are noteworthy. First, Shoreham has had and continues to have an above average percentage of seasonal and migratory housing and a correspondingly low percentage of year-round housing units. The percentage of units in this category grew more rapidly in Shoreham between 1970 and 1980 than in the region. This variation from regional averages is probably explained in part by Shoreham's lake front location, which attracts seasonal homes, and the presence of apple orchards, which rely heavily on migrant labor for harvesting. Second, Shoeham's year-round housing is dominated by single-family homes. Although this is true for the region as a whole, Shoreham has an above average, and growing percentage of single-family units. Its percentage of multi-family homes is low while the percentage of mobile homes is average for the region. The third significant difference between Shoreham's and the region's housing characteristics is the growth in Shoreham's percentage of vacant year-round units. In the region, vacancy rates have declined, indicating an increased demand for housing, while Shoreham experienced an increase in vacant units indicating a slow housing market. The final noteworthy characteristic is that although owner occupancy is the dominant occupancy mode for the region, Shoreham has an above average and growing owner occupany rate. This is probably due to Shoreham's rural character.

Table 4 categorizes Shoreham's and the region's housing units by year of construction. The data indicate that Shoreham has a higher percentage of older housing units. Like the region, however, Shoreham has a moderate percentage of recently constructed units.

TABLE 4

HOUSING BY YEAR CONSTRUCTED

	1939 or earlier		1940-1949		1950-1959		1960-1969		1970-1980	
	#	% total	#	% total	#	% total	#	% total	#	% total
SHOREHAM	196	58	19	5.6	10	3.0	33	9.8	80	23.7
REGION	4705	47	431	4.3	663	6.6	1449	14.4	2775	27.7

Table 5 presents data describing the condition of Shoreham's year-round housing units. Compared to the region, Shoreham has an above average percentage of substandard housing units and of persons living in substandard housing. Specifically, Shoreham has a higher percentage of substandard units due to inadequate plumbing than the region. This may be due to Shoreham's above average percentage of older housing units.

TABLE 5

	TOTAL OCCUPIED YEAR-ROUND UNITS	UNITS SUBSTANDARD DUE TO HAVING 1.01 OR MORE PERSONS/ROOM		UNITS SUBSTANDARD DUE TO LACK OF COMPLETE PLUMBING		SUBSTANDARD OCCUPIED YEAR-ROUND UNITS		TOTAL POPULATION	PERSONS LIVING IN SUBSTANDARD UI	
		#	% total	#	% total	#	% total		#	% tota
SHOREHAM	302	8	2.6	24	7.9	29	9.6	972	82	8.4
REGION	9173	276	3.0	423	4.6	665	7.3	28784	2053	7.1

LOCAL ECONOMIC CONDITIONS

Dairy farming has been and continues to be an important component of the Shoreham economy. In 1977 the listers' survey counted 39 dairy farms. In 1983, 34 dairy farms were inspected and licensed by the Vermont Department of Agriculture. Apple orchards

also continue to be an important component of Shoreham's agricultural economy with several orchards and supporting services operating locally.

In 1982 there were 20 businesses in Shoreham that paid unemployment insurance. These businesses employed a total of 151 people. In 1980, 40% of Shoreham's employed persons were employed in the town, and in the region 45% of all employed persons worked in their municipality of residence.

Between 1978 and 1983, the following shifts in percentage of Grand List by land use occurred in Shoreham; farmland, 49% to 46%; residential, 29% to 30%; vacation, 6% to 15%; commercial, 4% to 6%; industrial, 3% to 4%; and vacant, 8% to 10%. According to 1980 figures developed by the State Tax Department's Division of Property Valuation and Review, land values in Shoreham were slightly below the average for the region.

Om 1978 and 1982, Shoreham's adjusted annual income as reported by Vermont Department of Taxes were distributed by percentage into the following income ranges: $0-9999, 47% and 40.9%; $10,000-14-999, 20%-16.8%; $15,000-24,999, 20.5%-25.6%; $25,000 and over, 7.1%-16-5%; and unknown income 0%-4.6%. In 1980, Census data indicated that 9% of Shoreham's population lived below the poverty line in contrast to 11% of the region's population. Since 1977, per capita adjusted income has risen at an average annual growth rate of 11.6% in contrast to the region's 10.2%. In 1979 the median family income was $15,455, as compared to the region's median of $16,614.

LAND USE AND ENVIRONMENTAL CONDITIONS AND TRENDS

Shoreham's 30,000 acres is distributed into approximately 20% woods, 30% pasture and 50% tillage lands, according to Soil Conservation Service surveys. Lake Champlain forms the Town's western, boundary and the northwestern quarter of the Town, with its clay soils, Cedar Swamp, and relatively few roads, is sparsely settled. The remaining area of Shoreham is varied in land cover and topography. It is widely served by town roads and is settled in a dispersed, rural pattern. The major water course, the Lemon Fair River, is impounded for its southerly third as Richville Pond. Two major state highways traverse Shoreham; Vermont 22A connects southeastern Vermont and New York to Vergennes, and VT74 connects with a Ferry across Lake Champlain in the west and with RT 30, leading to the County Seat, in the east. Vermont 73 leads from the Lake to Brandon and the Whiting Road connects 22A to U.S. RT 7 in Leicester.

Shoreham has three settlement centers: Shoreham Village combines residential, public, industrial, and commercial uses at the intersection of VT 22A and VT 74; Shoreham Center is a residential hamlet, and Lapham Island and Bay is a seasonal lakeside settlement.

Local records show that during the 1976-1985 period a total of 242 zoning permits were granted. Sixty-one permits were for new home construction and 42 were for housing additions. Accessory buildings, barn and barn additions were the other most common types of permits granted. Permits for construction of 7 camps were granted.

In spite of a strong agricultural sector in the economy, employment data indicate that Shoreham has a suburban function of providing homes for people that work outside the Town.

Approximately 5% of Shoreham has soils that are reasonably well suited to accommodate on-site sewage disposal. Much of this soil is in cultivated uses, but a substantial portion is in woodlot or pasture use. With the exception of camps on or near Lapham Point and Bay, very few houses in Shoreham are in the 100 year flood hazard area. Tri-town public water serves about one-half of Shoreham's public road frontage areas.

State owned recreation areas in Shoreham are the Richville Pond and shore and two fishing accesses to Lake Champlain. The State also owns the National Register of Historic Sites, East Shoreham Covered Railroad Bridge. Three other properties in Shoreham are listed on the National Register of Historic Sites. Forty-two sites and structures in Shoreham are on the State Register of Historic Sites, and the Village area is a district on the State Register.

Property transfer tax information for the 1981-November 1985 period indicates that the number of real estate transactions and the value of these transactions peaked in 1982 (43 transactions). Following very limited activity in 1983 (18 transactions), the number and value of transactions is rising again.

LAND USE POLICY AND PLAN

Shoreham's major land use objective is to encourage continuation of agriculture and the rural and village settlement pattern while providing opportunities for a variety of residential, commercial and industrial uses that support those goals. Additionally, the land use policy is intended to provide for development that will not overburden the Town's existing capacity to provide municipal services. In support of these objectives the land use plan suggests designation of Shoreham's extensive roadside areas as residential districts with minimum acreage requirements of one or two acres. The interior land areas, unserved by roads, should require a minimum lot size of 25 acres in order to encourage continued agricultural use. The neighborhood commercial district is intended to continue the existing rural-village character while allowing commercial develoment that supports or is comptible with existing uses and intensity of uses.

Agricultural Residential District (AR-25)

This district should be composed of interior lots that are not served by existing town roads. Lands primarily in agricultural or forest use and soils having severe limitations to development should be included in this district. The characteristics and existing use of lands in this district make extensive development inappropriate and undesirable at this time. Lands in this district are the basis of Shoreham's agriculural economy and scenic beauty. In support of Shoreham's objective to encourage the continuation of agriculture, permitted and conditional uses in this district should be limited and a large minimum lot size should be required.

Low Density Residential District

One of Shoreham's objectives is to provide for residential development opportunities that will use existing town roads without over burdening those roads. The majority of land along Shoreham's roads and lake frontage should therefore be designated for low-density residential use. The soil characteristics of land along existing roads generally limits on-site sewage disposal capability. In order to allow the flexibility to provide on-site sewage disposal, a minimum lot size of 2 acres per dwelling unit is recommended. It is further recommended that lot frontage minimums of 300 feet be

established in order to limit accesses to public roads and minimize the interruption of traffic flow. Permitted uses should be limited in order to continue the rural residential character of development in this district.

Medium Density Residential District (MDR-1)

The medium density residential (MDR) district is intended to provide areas appropriate for higher density, year-round and seasonal residential development. A density of one unit per acre is suggested. Existing areas of higher density development should be filled in before other areas are proposed for development at this higher density. Therefore, an area adjacent to the village and an area along the lakeshore, both of which are substantially developed, should be designated MDR. Future MDR district designations should be made in areas convenient to existing settlements, should have existing public road services, and most importantly, should have adequate on-site disposal capability to support a density of one unit per acre. This district should be maintained as a primarily residential district; therefore, permitted and conditional uses should be limited.

Neighborhood Commercial District (NC-1)

The neighborhood commercial district should serve as a community focus and center for the provision of goods and services to residents and visitors. This district should include the existing historic village and the surrounding area in order to accommodate some commercial growth. Development in the district should compliment the character of the Village. Permitted uses should be limited and the conditional use review process should be used to review and control the non-residential uses desired in the district. Density and intensity of use in the neighborhood commercial district should be determined by on-site sewage disposal capability.

HOUSING PLAN

In order to provide opportunities for the construction of housing to meet the needs of Shoreham's current and future population, this Plan has designated specific areas permitting a variety of densities . The limited area in the village where higher density development is permitted, is served by existing water, power and town roads, and is intended to provide opportunities for lower cost housing. The significant areas along existing town roads are intended to provide opportunities for housing development at a moderate cost. Much of this district is served by existing public water and power in addition to town roads. Additionally, permitting the use of the planned residential development option in any residential district provides the potential to reduce housing construction and maintenance costs by clustering housing.

TRANSPORTATION PLAN

Shoreham has one of the region's most extensive town highway systems. The latest state map of Shoreham highways lists the following as discontinued roads (named here as continuations of existing numbered roads): Town Highway (TH) 24 north of VT74, and TH9 south of TH5, for a total of 3.4 miles. The following TH's are listed as untravelled, and they did not, in 1974, have development on their frontages: TH11, TH16, TH18, TH22, TH23, TH25, TH34, TH33, TH43, TH32, and fragmentary extensions of other, currently maintained roads. These roads comprise approximately five miles of right-of-way. A relatively low percentage of Shoreham's total mileage is paved. In 1974, only THs 1, 2, part of 3, part of 5, and part of 30 were paved. Unless

maintenance problems or heavy increases in traffic volume demand further bituminous paving, further paving is not recommended, given the recent and expected future rise in the cost of materials.

The town land use bylaws should stipulate the use of the A-76 State Development Highway Road Standards for new roads.

In addition the Selectmen should require that construction of all roads and accesses from town highways require a permit and meet minimum standards.

COMMUNITY FACILITY PLAN

The Town library, clerk's office and former school are part of the twelve acre village green lot. A health clinic is located in the former school. The Town recently built a large new garage to house fire equipment, road equipment and emergency vehicles.

Town owned equipment includes: 2 Mack trucks, 1 Ford truck, 1 Jeep truck, 2 GMC water tanks, 1 Ford water tank, 1 International pumper, 1 grader, 1 loader and 2 plows.

The Town also owns a five acre municipal forest and a public access to a lot on Lake Champlain.

Tri-town water service is a public utility controlled by users in the towns of Shoreham, Bridport, and Addison.

Solid waste disposal is contracted on an annual basis to a private hauler using a publicly owned landfill. The landfill is certified for operation until at least 1987.

Shoreham's K-6 steel and brick veneer school was built in 1955. Within the last 5 years a principal's office has been created by making internal improvements to more efficiently utilize existing space. School facilities are adequate for the current and projected student population; therefore, no physical improvements are proposed for the planning period.

The projected 1-6 school age population, by grade, for 1986-1996 is presented below. Projections up through 1992 are based on actual birth data and the continuation of past pre-schoolage and schoolage migation rates. Projections for 1993 through 1996 are based on the continuation of past birth rates as well as the continuation of past pre-schoolage and schoolage migration rates.

YEAR	GRADE 1st	2nd	3rd	4th	5th	6th	TOTAL
1986	16	13	13	18	13	13	86
1987	20	16	13	13	18	13	93
1988	18	20	16	13	13	18	98
1989	17	18	20	16	13	13	97
1990	20	17	18	20	16	13	104
1991	14	20	17	18	20	16	105
1992	14	14	20	17	18	20	103
1993	15	14	14	20	17	18	98
1994	15	15	14	14	20	17	95
1995	16	15	15	14	14	20	94
1996	16	16	15	15	14	14	90

OVERALL GROWTH PHASING POLICY

In order to implement this Plan's goals, it is the policy that residential growth should not result in greater than a 1.2% annual increase in popultion.